

# 1 INTRODUCTION

## ABOUT THE UNITARY DEVELOPMENT PLAN

- 1.1 The planning system exists to regulate the way land is used and developed, in the interests of the public. The Unitary Development Plan (UDP) is central to the planning process as it aims to balance necessary development\*<sup>1</sup> with the conservation and improvement of the environment, and the needs and rights of the individual with those of the wider community.
- 1.2 The UDP sets out the policies the Council will follow when considering applications from prospective developers of land in the Borough over the next ten years, a process known as development control. Section 54A of the Town and Country Planning Act 1990 requires that all planning applications are determined in line with the UDP, provided the policies or proposals it contains are relevant and that there are no other “material considerations”\* to be taken into account. This is to ensure that planning decisions are made in a rational and consistent manner.
- 1.3 The UDP is the only land use plan for Oldham and covers the whole of the Borough apart from the area to the east of Saddleworth, which falls within the Peak District National Park.
- 1.4 The UDP is instrumental in the bid to achieve more sustainable development\*, for example by influencing the kind of development that brings new homes and jobs without compromising the quality of life of future generations. The Council is committed to achieving more sustainable forms of development across the Borough, both for the benefit of local people and as part of our wider regional, national and international responsibilities.
- 1.5 Throughout its preparation this draft review of UDP has been subject to sustainability appraisal\* and a separate report is available that describes this process and the way it has affected the resulting draft. All policies and proposals have been tested against four key sustainability objectives, based on those detailed in the Government Office for the North West’s strategy for sustainable development in the North West, “Action for Sustainability”. These are:
  - a. live - social progress and a better quality of life;
  - b. protect - effective environmental protection;
  - c. save - conserve the region’s natural resources; and
  - d. grow - economic growth and sustainable regional development.
- 1.6 The first Oldham UDP, adopted as Council policy in April 1996, looked ahead as far as 2001 and must now be reviewed to ensure it remains up to date and relevant. This document is the first “deposit”\* draft of the replacement\* Oldham UDP.

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<sup>1</sup> An asterisk \* denotes a word or term that is defined in the glossary at the back of this document.

- 1.7 To fulfil its purpose the UDP must reflect the views of the Oldham community. Many of the issues it contains will no doubt generate differences of opinion, which we shall aim to balance as far as possible. We shall be seeking involvement from the public at several stages as the UDP review progresses and have now reached a key consultation stage where local people have their first opportunity to comment on its policies and proposals.
- 1.8 There are several differences between this draft review of the UDP and the Plan currently in use. We have decided not to include the Council's broader aspirations as these can be found in other documents, for example the Oldham Partnership's "Oldham Framework" and the Council's Corporate Plan.

#### OBJECTIVES OF THE UDP

- 1.9 The Oldham Partnership, of which the Council is a member, brings together the public, private and voluntary sector organisations that are active within the Borough. The "Oldham Framework" sets out the Partnership's objectives, which concentrate on:
- ? putting people first: investing in our people;
  - ? competing in the wider economy: improving competitiveness and developing wealth;
  - ? creating confident communities and quality neighbourhoods: secure places for people to live; and
  - ? achieving a quality environment: progress whilst passing on a better environment to our children.
- 1.10 The UDP is one of a range of strategies that together form a coordinated action plan to assist the Partnership's efforts. The Council's Corporate Plan 2001 to 2004 builds on "Oldham Framework" and describes its mission to make Oldham a better place which local people are proud to call home. Central to this vision are the objectives of promoting community well being, tackling social exclusion, improving the environment and promoting sustainable development – aims which are also highly relevant to planning strategy. To ensure that the planning process plays its part in helping to achieve this vision, the Council has adopted the following objectives for the UDP:
- a. supporting communities and social inclusion, for example by ensuring that new developments do not physically divide communities;
  - b. promoting economic well being in which all can share;
  - c. conserving and improving the quality of physical resources including air, water, soil, fossil fuels and minerals;
  - d. improving accessibility and reducing the need to travel;
  - e. protecting and conserving the Borough's natural, historical and cultural assets, including landscapes, parks and gardens, trees and woodlands; designated wildlife habitats and biodiversity; listed buildings, Conservation Areas, archaeological sites, ancient monuments and other elements of the historic fabric of the Borough (including non-designated elements); and
  - f. regenerating the older urban areas of the Borough and supporting wider urban renaissance\*.

## THE UDP IN CONTEXT

- 1.11 The UDP does not operate in isolation. To effectively achieve its objectives it must complement and be carried out in conjunction with:
- ?the Oldham Framework/Community Plan;
  - ?Regeneration Strategies such as SRB6\*, New Deal for Communities\*, and Neighbourhood Renewal Fund\*;
  - ?the Greater Manchester Local Transport Plan;
  - ?the GM Integrated Waste Disposal Strategy; and
  - ?Corporate strategies such as the Housing Strategy, Tourism Strategy, Woodland Strategy and Milestones Strategy.
- 1.12 The UDP sits within a hierarchy of planning policies and guidance that begins at national level with the Government's Planning Policy Guidance Notes\* (PPGs). At a regional level it must respect Regional Planning Guidance for the North West (RPG13) - currently under review with a view to completion in 2002 - which sets out the broad development strategy for the region and covers, among other issues, the appropriate balance between development in urban and rural areas. Local authorities in Greater Manchester have also adopted the Greater Manchester Strategic Planning Framework, which sets out a long term vision for the development of the conurbation\* over the next twenty years.
- 1.13 It is also important that Oldham's plans for land use complement those of neighbouring areas to the east, like the Peak District National Park. This will require joint working through the Standing Conference of South Pennine Authorities and consultation with neighbouring authorities at every stage of the UDP review.

## HOW DO I INFLUENCE THE UDP?

- 1.14 The Government has established regulations for the review of development plans such as UDP. Public consultation must be introduced at regular intervals throughout the process, but the way in which people can influence its contents varies from stage to stage. The people of Oldham had their first chance to become involved between March and May 2000 when they were invited to express their views about the future scale and direction of development in the Borough. A report on that consultation can be found in a separate document, "Statement of Pre-Deposit Public Consultation and Publicity".
- 1.15 The stage we have now reached is a significant one where the people of Oldham have their first chance to view the draft policies and proposals set out in the UDP and to determine how these are likely to affect themselves and their neighbourhood. Once the Plan is placed "on deposit" a six week period will follow during which people can submit objections and comments about the specific policies or proposals it includes.

- 1.16 Once this first “deposit” period has closed, the Council must negotiate and try to reach agreement with anyone who has registered an objection to any aspect of the draft UDP. Any changes to the draft that result are then allowed a “second deposit” stage, a further six weeks of public consultation. At the second deposit stage, comments may be made only on changes to the first deposit, not to the original draft. The second deposit of the draft Oldham UDP is scheduled to take place in summer 2002.
- 1.17 Objections that remain unresolved following the second deposit are considered at a public local inquiry at which every objector has the right to submit their comments to the Inspector either in person or in writing.

#### UNDERSTANDING THE UDP

- 1.18 The draft UDP separates its policies into two parts, 1 and 2. Part 1 policies, shown in **BOLD UPPERCASE TEXT** set out in broad terms where development should be located and the general principles that the Council will apply to that development.
- 1.19 Part 2 policies, shown in **bold lowercase text**, expand upon these broad themes to guide day to decisions about planning applications and offer a reasoned justification for each policy. Part 2 of the UDP also consists of the Proposals Map, which shows the Council’s proposals for land use in the Borough on an Ordnance Survey map base. Each of the following sections contains both Part 1 and 2 policies apart from Section 2, General Strategy, which consists entirely of Part 1 Policies, and Section 11, Open Environment, in which the Part 2 policies for development in the Green Belt relate back to the Part 1 policy in Section 2.
- 1.20 Appendix A lists the main changes made to site allocations that were part of the current, adopted UDP, in order to assist in identifying where change is proposed.
- 1.21 The draft UDP is divided into a series of topics:

Section 2. General Strategy – how the UDP allocates land for development; the types of open land where development will be restricted; the Council’s approach to accessibility; and key considerations about development sites.

Section 3. Design – how a development should fit within its surroundings; its appearance and environmental performance.

Section 4. Transport – the approach to transport developments and the transport implications of other new developments.

Section 5. Business - allocating industrial land and protecting Primary Employment Zones and existing business premises from other forms of development.

Section 6. Housing – releasing land for housing development and addressing issues like the provision of affordable housing.

Section 7. Shopping and Leisure – support for local shopping; controlling of out of centre shopping development to protect shopping and leisure facilities in Oldham Town Centre and the Borough’s District Centres.

Section 8. Town Centre – safeguarding the Town Centre’s role as a community focus; allocating sites for particular uses; controlling car parking; and protecting and improving the environment.

Section 9. Community Facilities - protecting existing facilities from other forms of development and establishing criteria for the location of new amenities.

Section 10. Recreation - protecting open space set aside for recreational purposes and guiding the provision of additional space.

Section 11. Open environment - guiding the control of development within the Green Belt and on agricultural land; protecting the Borough’s valuable landscapes and natural habitats.

Section 12. Conservation of the Historic Environment – protecting Conservation Areas, Listed Buildings, archaeological sites and other historic features.

Section 13. Natural Resources - minimising pollution from new developments; criteria for developments related to energy sources and mineral extraction.

Section 14. Waste - criteria for the location of waste related development.



## **2 GENERAL STRATEGY FOR DEVELOPMENT**

- 2.1 The Council is committed to encouraging high quality new development in suitable locations while at the same time conserving open land within the Borough. This section builds on UDP objectives and national and regional planning policy guidance to establish policies that guide the general location of development in the Borough and ensure that such development does not adversely affect its surroundings.
- 2.2 The general objectives that govern the location of new developments are:
- a. to reduce the need to travel and the distance travelled;
  - b. to conserve the Borough's landscape and its natural and built heritage;
  - c. to protect the amenity of existing neighbourhoods; and
  - d. to support urban regeneration by focusing development on the urban area and so improving its environment. In doing this, the Council will ensure that land resources are used efficiently.
- 2.3 These objectives will be achieved by policies which:
- i) concentrate development within existing urban areas;
  - ii) protect valuable areas of open land and heritage sites;
  - iii) make the re-use of previously-developed land a priority;
  - iv) guide major developments to the most accessible locations and make efficient use of the existing transport network; and
  - v) ensure that new development improves the quality of life of the Oldham community.
- 2.4 These objectives support the strategy set out in draft Regional Planning Guidance\* for the North West, which aims to bring about an urban renaissance\* in the cities and towns of the region and to create an accessible region.
- 2.5 This section deals with broad considerations about the location of a development and the way the site and its surroundings are likely to be affected – the details of its design are covered in the following section. It addresses firstly the appropriateness of the general location, for example, whether it steers clear of the countryside and sections of open land within urban areas; and secondly sets out criteria for assessing the suitability of the proposed site itself, taking into account the likely impact on the immediate neighbourhood. Because this section is about the broad approach to site and location, it consists only of Part 1 policies. The associated Part 2 policies can be found in the remaining sections of the Plan.
- 2.6 In drawing up the policies and proposals within this section we have taken into account the following statutory guidance:
- a. RPG13 Draft Regional Planning Guidance for the North West July 2000
  - b. PPG1 General Policy and Principles February 1997
  - c. PPG2 Green Belts January 1995

- d. PPG7 The Countryside - Environmental Quality and Economic and Social Development February 1997
- e. PPG12 Development Plans December 1999
- f. PPG13 Transport March 2001
- g. PPG17 Sport and Recreation (together with current revised draft for consultation April 2001).

## **PART 1 POLICIES**

### **DEVELOPMENT LAND RELEASE**

**GS1 LAND IS ALLOCATED FOR DEVELOPMENT OR RESERVED FOR CERTAIN LAND USES IN THE POLICIES OF THIS PLAN. PROPOSALS FOR DEVELOPMENT WHICH ARE IN CONFLICT WITH THE PLAN'S POLICIES, DESIGNATIONS OR SITE SPECIFIC ALLOCATIONS WILL NOT BE PERMITTED.**

2.7 This policy provides a framework for the allocation of sufficient, suitable land to meet the Borough's anticipated development needs and at the same time protect that which is valuable to the environment and to local people. It takes close account of the need to achieve sustainable development and urban regeneration by making the best use of previously developed land\*, protecting open land and ensuring new developments can be reached by a variety of means of transport.

2.8 Section 54A of the 1990 Town and Country Planning Act requires that all planning applications should be determined in accordance with the adopted UDP, as long as the policies it contains are relevant, and unless material considerations\* indicate otherwise. Those not in line with the UDP's relevant policies should not be allowed to proceed unless they are justified by material considerations, in which case local planning authorities may decide to grant permission. Applications that depart significantly from UDP policy must be notified to the Secretary of State who may decide to intervene and take the decision directly.

### **PROTECTING OPEN LAND**

**GS2 THE FOLLOWING OPEN LAND RESOURCES WILL BE PROTECTED FROM INAPPROPRIATE DEVELOPMENT:**

- A. THE BEST AND MOST VERSATILE AGRICULTURAL LAND (GRADES 1, 2 AND 3A);**
- B. LAND IN AGRICULTURAL GRADES 3B, 4 AND 5, ONLY IN AREAS WHERE PARTICULAR AGRICULTURAL PRACTICES MAKE AN IMPORTANT CONTRIBUTION TO THE LANDSCAPE;**
- C. MINERAL RESOURCE ZONES;**
- D. THE GREEN BELT;**
- E. LOCAL GREEN GAPS;**



- F. LAND RESERVED FOR FUTURE DEVELOPMENT;**
- G. SITES DESIGNATED FOR THEIR NATURE CONSERVATION IMPORTANCE;**
- H. FLOOD PLAINS IDENTIFIED AS FLOOD RISK AREAS BY THE ENVIRONMENT AGENCY; AND**
- I. RECREATIONAL OPEN SPACES.**

- 2.9 For the Council's land use strategy to be effective, the allocation of sites in sustainable locations to meet development needs must be complemented by the protection of important open land resources in the urban parts of the Borough and in the countryside.
- 2.10 Major changes underway in the agricultural industry are likely to affect the size of farm holdings and the way farm land is used and managed. As food will always be a necessary commodity the Government has identified the most versatile and productive land, that which is graded 1, 2 and 3a, as a national resource to be preserved for future generations. Oldham has only a small amount of land that meets these grades, but this must be protected from development. Most of the agricultural land in the Borough is graded 3b, 4 and 5, which is less significant in terms of the national agricultural interest, but can be important locally because of its influence on agricultural practices and the resulting local landscape. Therefore, in some areas it may be equally important to protect this land too. Supplementary Planning Guidance\* will be published giving details of where in the Borough lower grade agricultural land will also be protected.
- 2.11 Mineral resource zones\* have been identified where mineral reserves exist that can be extracted economically (see Map A). They need to be protected, because minerals can be worked only where they occur naturally and inappropriate development could prevent their extraction.
- 2.12 The fundamental aim of Green Belt\* policy - to prevent urban sprawl by keeping land permanently open - is central to the Council's own strategy of directing development to urban areas and protecting open land. The 1984 Greater Manchester Green Belt Local Plan established boundaries for Green Belt in the area and since then the Borough Plan and UDP have incorporated detailed local boundaries, which are shown on the Proposals Map. All of Oldham's open countryside falls within the Green Belt and must be protected for its beauty; the diversity of its landscape and historic character; the wealth of its natural resources; and its ecological, agricultural, recreational and archaeological value, as well as for its own sake.
- 2.13 Alongside Green Belt the UDP identifies two additional types of valuable open land: Local Green Gaps, which separate built up areas or provide an important visual break within a built up area, are given equivalent protection to Green Belt; and Land Reserved for Future Development beyond the period covered by the UDP, which is allowed protection for the term of the Plan.

- 2.14 Nature conservation sites of local, national and international importance that support a range of wildlife species are found within the boundaries of the Borough. Oldham's Biodiversity\* Action Plan sets targets for reducing the decline in certain species and habitats found locally, for example skylarks and water voles.
- 2.15 The Environment Agency produces and updates "indicative floodplain maps", which Planning Policy Guidance Note 25, "Development and Flood Risk", requires local planning authorities to take into account. Oldham has few areas at risk from rivers overflowing their banks, but new development should clearly avoid those areas which are prone to flooding unless effective safeguards can be taken and other land uses in the area are not put at increased risk. The parts of the Borough identified as potential flood risk areas are identified on a supplementary map at the back of this document, which is based on information provided by the Environment Agency. However, applicants are advised to check with the Council's Development Control Section for the most up to date and accurate information.
- 2.16 Recreational open spaces are essential to the quality of life in Oldham. Most tend to be located within urban areas and because of the dual need to bring about urban renewal and to protect the Green Belt, recreational land can sometimes become a target for new development. Government advice contained in PPG17 "Planning and Recreation" advises that such spaces should be protected from development in all but exceptional circumstances.
- 2.17 Development is unlikely to be permitted on any of the types of open land identified in this policy. More detailed policies in the following sections indicate specific types of development that may be appropriate, but these will be limited and very strictly controlled.

#### **DEVELOPMENT ON UNALLOCATED LAND**

**GS3 PROPOSALS FOR DEVELOPMENT ON LAND WHICH IS UNDESIGNATED OR UNALLOCATED BY THE PLAN WILL BE PERMITTED UNLESS THEY CONFLICT WITH THE OTHER RELEVANT POLICIES OF THIS PLAN, OR OTHER MATERIAL CONSIDERATIONS DICTATE OTHERWISE.**

**ALL DEVELOPMENT WILL BE EXPECTED TO MAKE THE MOST EFFECTIVE USE OF THE SITE AND NOT PREJUDICE THE DEVELOPMENT OF OTHER LAND.**

- 2.18 It is a common misunderstanding that no development is allowed on land which is not shown to be allocated for this purpose on the Proposals Map, mostly that situated in predominantly residential areas. Development may well be allowed in these locations as long as it meets the requirements of other relevant UDP policies, for example, those covering design, the protection of residential amenities and highway safety.

- 2.19 Policy H1.3 in the Housing section clearly sets out the exceptional circumstances within which new housing development may be allowed on unallocated greenfield land, known as greenfield “windfall” sites. Policy B1.5, however, takes a more relaxed approach to applications for industrial or business development on such sites as the cost of developing on previously used land can be prohibitive and so stifle valuable business expansion or inward investment.

#### **DERELICT, VACANT AND UNDERUSED LAND**

**GS4 THE COUNCIL WILL PRIORITISE THE DEVELOPMENT OF PREVIOUSLY DEVELOPED LAND THAT IS DERELICT, NEGLECTED, VACANT OR UNDERUSED. WHERE SITE ASSEMBLY OR RECLAMATION IS NEEDED TO ENABLE THE DEVELOPMENT OF SUCH A SITE, THE COUNCIL WILL CONSIDER USING ITS POWERS IN RELATION TO LAND RECLAMATION AND COMPULSORY PURCHASE IN ORDER TO MAKE THE LAND AVAILABLE FOR DEVELOPMENT AND THEREBY TO PROTECT OTHER LAND FROM DEVELOPMENT PRESSURES.**

- 2.20 Although the need to protect greenfield sites in favour of previously developed land is central to the Council’s approach to urban regeneration and is required by national planning policy, ground conditions or multiple ownership may make this land difficult or expensive to develop. The Council will use the available funding regimes to assist the reclamation and re-use of derelict land where possible and appropriate. The definition of the term “derelict” is currently under review and for the meantime will be taken to include contaminated land and any other land that must be treated before development may take place.
- 2.21 Where there is insufficient funding for the Council to acquire development sites by compulsory purchase, it will seek to reach agreements with developers for the underwriting of these activities.

#### **THE ACCESSIBILITY OF NEW DEVELOPMENT**

**GS5 ACCESSIBILITY IS A KEY CRITERION IN THE LOCATION OF NEW DEVELOPMENT. ALL MAJOR NEW DEVELOPMENT MUST BE ACCESSIBLE BY A CHOICE OF MODES OF TRANSPORT INCLUDING GOOD PUBLIC TRANSPORT, UNLESS OTHER PLANNING OBJECTIVES OR MATERIAL CONSIDERATIONS INDICATE OTHERWISE. MAJOR DEVELOPMENTS WITH TRAVEL INTENSIVE USES SHOULD WHEREVER POSSIBLE HAVE VERY GOOD PUBLIC TRANSPORT ACCESSIBILITY.**

- 2.22 One of the UDP’s prime objectives is to allow as many people as possible to reach workplaces, schools, shops, leisure facilities and other services without having to use a

private car. The accessibility of all new developments, but particularly those that are likely to generate a large number of journeys, is integral to the decision about location.

- 2.23 Most of the Borough is accessible by public transport although levels of service vary from area to area. For the purposes of the UDP, public transport accessibility\* for all parts of the Borough has been mapped, classified as “very good”, “good”, “satisfactory” or “basic” (a more detailed definition is given in the Glossary) and will be regularly monitored throughout the period covered by this UDP. This map is held in the Council’s Development Control Section for members of the public to view.
- 2.24 This policy refers to other planning objectives or material considerations which in exceptional cases may need to be weighed against accessibility. For example, although in parts of Saddleworth public transport may not be good, development could provide valuable local job opportunities that reduce the need to travel. Equally, development may be the only way to secure the future of a listed building in a relatively inaccessible area.
- 2.25 In the context of this policy a “major development” is defined as being “from and above 2,500 square metres gross of retail or leisure floor space, 2,500 square metres of business, industrial or educational floor space, stadia with seating from and above 1,500 and developments of 30 dwellings or more”. “Travel intensive” uses include offices; retail, commercial and leisure developments; hospitals; conference facilities and further and higher education establishments, all of which should ideally be located near to bus, rail or Metrolink interchanges. Policies in the Sections on Oldham Town Centre and Shopping and Leisure set out further details on the most appropriate location for some of these developments.

#### **IMPACT OF NEW DEVELOPMENT ON ROAD TRAFFIC**

#### **GS6 IN ASSESSING THE LOCATION OF NEW DEVELOPMENT, THE COUNCIL WILL REQUIRE THAT IT:**

- A. MAKES EFFICIENT USE OF THE EXISTING ROAD NETWORK;  
AND**
- B. IS APPROPRIATELY LOCATED IN RELATION TO OTHER LAND  
USES TO REDUCE THE NEED TO TRAVEL.**

**THE COUNCIL WILL REQUIRE THAT DEVELOPMENTS ONLY ACCESS ONTO ROADS WHICH ARE SUITABLE FOR THE TYPE AND VOLUME OF TRAFFIC THEY ARE ESTIMATED TO GENERATE.**

- 2.26 While it is essential that significant new developments are easily reached by public transport, access by motor vehicles will be necessary too. Therefore access by both private cars and more sustainable forms of transport will need to be assessed in line with the Local Transport Plan’s objectives for road safety, sustainable travel and social inclusion.

- 2.27 Proposals for development near trunk roads will be subject to the Highways Agency's access restrictions and reviewed by the local highway authority. Certain roads under the jurisdiction of the local highway authority are prioritised to handle through traffic and enable the efficient movement of goods and people whereas local roads in residential and other sensitive areas are to be protected from traffic that may adversely affect road safety, the local environment, and residents' appreciation of their surroundings.
- 2.28 Applications for developments with significant transport implications must be supported by a transport assessment (see policy T2.2).

#### **SITE CONSIDERATIONS**

#### **GS7 DEVELOPMENT WILL NOT BE PERMITTED IF IT WOULD SIGNIFICANTLY HARM ANY OF THE FOLLOWING:**

- A. RESIDENTIAL OR WORKPLACE AMENITY;**
- B. THE CHARACTER, APPEARANCE OR LANDSCAPE QUALITY OF THE AREA;**
- C. THE CONVENIENCE, SAFETY AND SECURITY OF ALL HIGHWAY USERS;**
- D. THE BOROUGH'S WILDLIFE HABITATS AND SPECIES, TREES AND WOODLANDS;**
- E. SCHEDULED ANCIENT MONUMENTS OR OTHER SITES OF HISTORIC OR CULTURAL IMPORTANCE; AND**
- F. AIR, LAND OR WATER QUALITY.**

- 2.29 This policy is concerned with the likely impact of a proposed development on its site; the immediate environment; the people living or working nearby and those who use the roads that give access to the site and the area around it, and also the way its surroundings might in turn affect the new development. The broad issues it raises are covered in more detail in the following sections.
- 2.30 The UDP uses the word "amenity\*" to refer to a person's right to the quiet enjoyment of their home or workplace. Sites of historical or cultural importance include listed buildings, conservation areas and archaeological sites.
- 2.31 It is important to ensure that a development is not detrimental to its environment; to the health of people who live or work in the vicinity or to those who will use the development itself as this would be damaging to the Oldham environment as a whole and reduce rather than improve the quality of life for its people.
- 2.32 Environmental Impact Assessments should be carried out as required by the Town and Country Planning (Environmental Impact Assessment) (England and Wales)

Regulations 1999 (as modified in relation to registration of old planning permissions for mining). The Council will also take into account the findings of any Health Impact Assessment carried out by or on behalf of a member of the Borough's Local Strategic Partnership. Details of Health Impact Assessments, which must be carried out by a suitably qualified person, are available from the Council's Environmental Strategy Manager. No such assessments exist to date, but there are plans to carry one out in the Single Regeneration Budget Round 6 area, in Hollinwood, Coppice and Werneth.

### **3 THE DESIGN OF NEW DEVELOPMENT**

- 3.1 The contribution that high quality design can make to urban regeneration is now widely recognised. Good urban design can bring economic, social and environmental benefits; add to quality of life; attract business and investment; reinforce civic pride and should be the aim of all those involved in the development process. It need not be any more expensive to achieve and can in fact prove a cost effective way of creating developments that are not only attractive and efficient but that also improve the appearance of an area, contribute to environmental sustainability, and generally benefit the whole community.
- 3.2 The Government places strong emphasis on the importance of good design in new developments in its Planning Policy Guidance series, notably PPG 1 “General Policy and Principles”, PPG 3 “Housing”, and PPG 6 “Town Centres and Retail Development”.
- 3.3 The Council’s Corporate Plan (2001-2004) numbers the promotion of “sustainable development objectives that deliver high standards of urban design and seek to protect our heritage of buildings and green spaces, whilst meeting the community and economic needs” among its key objectives.
- 3.4 The Council is keen enter positive dialogue with developers to encourage the right kind of new development in the Borough. Good design is an essential component of all new developments and this section aims to set out clear policy as to how high standards can be achieved.
- 3.5 When assessing the design of a new development, the Council is particularly concerned to see the following urban design objectives satisfied that reflect both national policy and local circumstances:
- a. to promote community safety and well being, crime prevention and public health;
  - b. to encourage further greening of the environment and improve local biodiversity through tree planting; high quality landscaping; the conservation and improvement of existing natural wildlife habitats and the creation of new ones;
  - c. to promote public spaces, roads and footpaths that are attractive, safe, uncluttered and practical for use by the whole of the community, including children and disabled and elderly people;
  - d. to promote accessibility and ease of movement by constructing buildings that all sectors of the community can easily reach and enter; creating areas that connect with each other and are easy to move through; putting people before traffic; and integrating land use and transport facilities;
  - e. using locally distinctive patterns of development to create character;

- f. to promote adaptability\* with developments that are able to respond to changing personal, social, technological and economic conditions;
  - g. to promote diversity and choice by mixing compatible developments and uses that respond to local need; and
  - h. to promote more sustainable forms of development.
- 3.6 Sustainability\* should be a prime objective for all developments, particularly major ones. The characteristics of a sustainable development may include:
- ?? high degree accessibility for people of all ages and abilities;
  - ?? safe, secure and attractive public realm\*;
  - ?? buildings that offer high levels of environmental performance\*;
  - ?? re-use and conversion of existing buildings;
  - ?? significant contribution to urban greening;
  - ?? schemes designed to encourage the use of public transport, walking and cycling; and
  - ?? provision for the conservation of existing wildlife habitats and the creation of new ones.
- 3.7 The Council will from time to time research and publicise examples of best practice in sustainability terms.
- 3.8 It is increasingly evident that the most successful new developments are often those where the design has been actively influenced by the opinions and needs of local people. The Council will aim to take into account the views of the local community on design in relation to planning applications; planning and design briefs; appraisals of conservation areas and other relevant aspects of planning proposals at the earliest possible stages. It will also encourage developers to draw up their plans in consultation with local people wherever possible.
- 3.9 New developments should be designed to limit social exclusion\* by making areas of public realm as extensive, accessible and of as high a quality as possible.

## **PART 1 POLICY**

### **DESIGN OF NEW DEVELOPMENT**

- D1 ALL NEW DEVELOPMENTS WILL BE REQUIRED TO ACHIEVE HIGH STANDARDS OF DESIGN, INCLUDING URBAN DESIGN.**
- 3.10 To meet the Council's objectives, all new developments should be based on sound urban design principles. Urban design can be defined as "the relationship between different buildings; the relationship between buildings and the streets, squares, parks,



waterways, and other spaces which make up the public domain; the nature and quality of the public domain itself; the relationship of one part of a village town or city with other parts; and the patterns of movement and activity which are thereby established; in short, the complex relationships between all the elements of built and unbuilt space.” It is concerned as much with the way buildings and environments function as with their appearance and applies equally to urban and rural situations although the emphasis in each case will be different.

- 3.11 It is vital that all new development is designed to make the greatest possible contribution to the creation of an urban environment that is attractive, green, sustainable, safe and pleasant to inhabit. It should improve the quality of life for its local community and enhance the appearance and image of the Borough. Clearly major developments are able to make the biggest impact but developments of any type or scale have a part to play.
- 3.12 The Council will generally encourage good design that demonstrates innovation, initiative, originality and an informed and sensitive regard for the setting, or context\*, of the development. Prospective developers will therefore be expected to use competent designers with expertise and experience that is relevant to the scheme in question. The Council will not hesitate to reject poor quality or inappropriate designs.

## **Part 2 Policies**

### **General Design Criteria**

- D1.1 The council will only permit new development if its design meets the following criteria:**
- a. it creates a genuine sense of place and either reinforces or complements any positive and distinctive attributes of the local context\* - including existing architectural styles and building traditions (including use of materials) and other important elements of local townscape or landscape character;**
  - b. it retains and incorporates existing valuable natural or man made site features and is designed, wherever possible, with sensitivity to site topography\*;**
  - c. it achieves good standards of architectural quality in terms of building positioning, grouping, massing\*, scale\*, materials, architectural detailing\* and elevational design that make a positive contribution to the public realm and are sensitive to the immediate site context;**
  - d. it integrates well with the surrounding area and any local facilities by accommodating pedestrian desire lines\* and enhancing pedestrian permeability\* and legibility\* where possible;**

- e. **it contributes to the creation of a high quality public realm that prioritises amenity\*, convenience, safety and security for all sectors of the community;**
- f. **it creates an environment that is accessible to all sectors of the community including children, disabled and elderly people, and that prioritises access and convenience for pedestrians, cyclists, and the users of public transport over that of the car;**
- g. **it contributes to urban greening and the enhancement of biodiversity\* by the provision of new landscaping and habitats and the protection and enhancement of existing resources;**
- h. **it enhances, or does not harm, any significant views or vistas\* and the setting of any significant landmarks\*;**
- i. **it creates high standards of residential amenity (where relevant) in terms of: access to adequate levels of daylight and sunlight; adequate standards of privacy (both indoor and outdoor) and security; adequate provision of garden or other outside amenity space; and avoidance of exposure to noise, smells or vibration;**
- j. **it ensures that users of adjoining existing development do not suffer any significant loss of amenity as a consequence of the new development;**
- k. **it makes adequate provision for safe and convenient vehicular access, servicing and essential vehicle parking; and**
- l. **it contributes to the creation of development that is more sustainable by optimising standards of environmental performance.**

**To assist the process of assessment of design quality for major developments or those on sensitive sites, the Council will require the submission of a formal design statement with any application for planning permission. The purpose of such a statement is to help illustrate how the submitted design meets the various criteria of this policy.**

- 3.13 This policy provides a checklist on urban design for new development and will be applied, to a greater or lesser extent, to all types and scales of development.
- 3.14 A design statement will generally be required to accompany development proposals for all sites of more than 0.4 hectares and for smaller sites where the location may be considered sensitive in townscape or landscape terms.

- 3.15 Design statements should include at least: a survey and analysis of the site's characteristics and context; a short written statement that sets out the design approach and the way it addresses the Council's policy; and appropriate plans and elevations which illustrate the development site in its wider surroundings, beyond the adjacent buildings. Relevant perspective and axonometric\* views may also be a useful inclusion.
- 3.16 For larger or particularly sensitive sites, for example those within conservation areas, the Council may issue a planning and design brief\* or else a concept statement\* that sets out planning requirements for the site, including those relating to design.
- 3.17 General guidance on good urban design can be found in such publications as "By Design" (DETR\*, 2000), "Urban Design Compendium" (English Partnerships/The Housing Corporation, 2001).
- 3.18 High standards of design are particularly essential to new housing developments. Government policy currently insists that residential development make more use of urban "brownfield" sites; achieve significantly higher densities; better reflect the local distinctiveness\* of an area; and create higher quality, more sustainable living environments in which people choose to make their homes. It will take a more individual approach to housing design that responds to its setting and delivers significant levels of residential amenity\* and environmental quality to make this type of higher density urban living attractive and popular.
- 3.19 It is now generally agreed that in the past too much reliance has been placed on standard house types. Together with a lack of flexibility in space about building and highway standards, this has resulted in residential developments that lack character and "liveability" and are dominated by road design and the need for convenient car access.
- 3.20 As part of its commitment to making new housing developments across the Borough more distinctive and "liveable", the Council is prepared to take a more flexible approach to highway design standards and space around the buildings as long as a proposal clearly demonstrates a sensitive, well conceived design approach that meets policy criteria in relation to appearance and functionality.
- 3.21 A number of publications offer guidance on good design for new housing development, including "Places, Streets & Movement" (DETR 1998), "Sustainable Settlements" (Local Government Management Board/University of the West of England, 1995), and "Better Places to Live", (DTLR, 2001).
- 3.22 The Council intends to publish supplementary planning guidance\* on the design of new housing at an early date.

**Environmental performance\* of new built development.**

**D1.2 The extent to which a proposal for new built development has been designed to achieve high levels of environmental performance will be a material consideration in assessing an application for planning permission.**

3.23 The Council is keen that the design and construction of new buildings should become more sustainable and less detrimental to the environment. Where proposals take these elements on board, it will be regarded as an important material consideration to be weighed in favour of the development, although other planning considerations must obviously also be taken into account.

3.24 The following elements should be considered when designing for a high level of environmental performance:

- a. using reclaimed materials or those from local and/or sustainable sources;
- b. durability and flexibility;
- c. high levels of energy efficiency and conservation;
- d. minimising water consumption, run-off and waste generation; and
- e. designing to minimise necessary maintenance.

3.25 In many cases the re-use and adaptation of existing buildings may be automatically regarded as sustainable. The Government's Planning Policy Guidance note PPG 3\* requires local planning authorities to adopt policies that "promote the energy efficiency of new houses where possible". Guidance on achieving better environmental performance can be found in "Sustainable Settlements" (Local Government Management Board/University of the West of England, 1995), and "Planning for Passive Solar Design" (DETR, DTI, 1997).

**Access for mobility and sensory impaired people.**

**D 1.3 In determining a planning application for any new development, the Council will take into consideration the provisions made for those users who have mobility or sensory impairments. It will normally expect such provisions to include:**

- a. convenient and wheelchair friendly pedestrian access to and across the site linking the main entrances to buildings or other facilities from the public highway, public transport stops, and dedicated car parking areas;**
- b. suitable provision within the site for access around and between buildings;**
- c. suitable design of any outdoor amenity spaces within the development;**
- d. appropriately located and designed car parking spaces; and**
- e. adequate lighting.**

**In the case of a change of use of an existing building, the Council will expect proposals to make such provision for access for disabled people as may be deemed practicable in the particular circumstances and in the light of other design considerations that may apply.**

- 3.26 A growing percentage of the population is mobility or sensory impaired. All journeys begin and end on foot and walking is the way older people most frequently get around. With these facts in mind it is clear that all new development should as far as possible allow easy access to those who are less able.
- 3.27 Access that is suitable for disabled people is generally practical for everyone, including the frail elderly, people with children in prams and those who have temporary mobility problems. The provision of good access for the mobility and sensory impaired is a key means of promoting social inclusion.
- 3.28 Part M of the Building Regulations, those that relate to facilities for disabled people, now applies to new public buildings and new housing. The Council will encourage housing developers to go a stage further by incorporating Lifetime Home standards\* – a more rigorous set of standards to aid disabled and elderly people - into the design of new housing to ensure that future stock is as flexible and as adaptable to people's needs as possible.
- 3.29 Section 76 of the Town and Country Planning Act 1990 requires Councils to make applicants for planning permission aware of their legal responsibility regarding access for disabled people to particular categories of development including:
- a. shops, restaurants, hotels, entertainment facilities and community buildings;
  - b. most places of employment; and
  - c. most educational establishments.
- 3.30 In such cases the applicant must provide suitable access to and within the building, appropriate car parking facilities and toilet facilities that meet the needs of disabled people.
- 3.31 Despite the statutory limits of planning control in relation to designing for disability, the Council is keen to ensure that every opportunity is taken to demonstrate good practice in the design of new developments.
- 3.32 The Council will also take into account the needs of mobility and sensory impaired people when considering the design of new roads, streets or public spaces, or the refurbishment of existing ones.

**Habitat and wildlife on development sites.**

- D 1.4 Development proposals affecting a site containing significant biological resources in terms of wildlife species or habitats shall be designed to minimise**

**adverse impact on them and to mitigate any unavoidable adverse impact caused.**

**In such cases, the Council will therefore require an applicant to demonstrate:**

- a. that all adverse effects on existing wildlife or habitat have been avoided wherever possible;**
- b. that the development makes adequate provision for the mitigation of any unavoidable adverse effects by the enhancement of existing, and/or the creation of new, habitats for plants and wildlife;**
- c. that the development optimises the potential to create new habits; and**
- d. that, where appropriate and practicable, the design of the development makes provision to maintain, extend or link wildlife corridors.**

**Arrangements for the appropriate management of new or retained habitats will be an integral component of acceptable development proposals that will be secured by way of planning conditions or Section 106 agreements.**

- 3.33 Wildlife habitats are of considerable value to densely developed urban areas. They contribute to sustainability by absorbing CO<sub>2</sub>, supporting local biodiversity, and making the local area a more pleasant place in which to live, and generally help to improve the image of urban areas.
- 3.34 Current policy to increase the use of brownfield sites and encourage higher density developments mean that it is all the more important to make good provision for wildlife habitats.
- 3.35 In considering development proposals for sites that contain significant natural habitats, either officially designated or otherwise, the Council aims to (a) encourage their preservation or enhancement, or (b) to limit the adverse impact where this is inevitable and to secure compensatory proposals for the creation of new or improved habitats either elsewhere on the site or nearby.
- 3.36 Developers will be expected to consider the general contribution that the sensitive design of their scheme can make towards improving local biodiversity, particularly the species and habitats that the Oldham Biodiversity Action Plan identifies as being at risk.
- 3.37 In the case of greenfield land or previously developed land that is significantly "wilded", applications for planning permission should, where appropriate, be accompanied by a habitat survey of the site carried out by a qualified ecologist or another appropriate professional. Proposals should also demonstrate that expert advice on the creation, protection and enhancement of wildlife habitats has been

sought. Advice on planning for wildlife is contained in the supplementary planning guidance "Providing for Wildlife Habitats".

- 3.38 The Oldham Biodiversity Action Plan gives information on species and habitats that should be a local conservation priority.

**Protection of trees on development sites.**

- D 1.5 In determining a planning application for development of a site containing existing mature or semi-mature trees, or adjoining a site containing such trees, the Council will only permit a proposal where:**

- a. the development is designed, insofar as is reasonably practicable, to maximise the retention and continued health of the trees in question; and**
- b. development comprising residential accommodation is positioned in relation to retained trees so as to avoid an unacceptable degree of overshadowing of both internal accommodation and garden areas.**

**In those cases where it is agreed that trees will be lost to accommodate the development, adequate replacement planting will be required as a condition of planning permission for the development.**

**Where trees are to be lost to development, the Council will require, as a minimum, replacement at a ratio of six new native trees, of an appropriate size and type, for each mature or semi-mature tree lost. Where possible the replacement trees should be accommodated on or immediately adjoining the development site. Where it is agreed that this is either not possible or desirable, the replacement trees should be planted on a suitable site in the immediate neighbourhood.**

- 3.39 Thanks to its industrial heritage and local geography, Oldham is home to relatively little woodland and, in many of the more wholly urbanised areas, very few trees. The Council's Woodland Strategy recommends that existing trees and woodland should be retained and properly managed wherever possible and this, together with a strong emphasis on further tree planting, is an important policy objective.
- 3.40 Where there is tree cover on prospective development land, the council requires that planning applications include an accurate survey of the location, size, condition and species of all trees on the site. Where possible, indication should also be provided as to whether the trees are used by bats or breeding birds.
- 3.41 Where trees are to be retained on a development site, buildings must be located at a sufficient distance to preserve levels of amenity\* for future users of the property, particularly in the case of residential development, and rear gardens must not be unduly

overshadowed. It will be a planning requirement, secured by condition, that adequate measures are taken to protect trees during the development period.

- 3.42 Planning conditions or, where appropriate, a Section 106 agreement will be used to secure the planting of replacement trees at a ratio that acknowledges the scarcity value of trees in the Borough and the fact the new trees are likely to be smaller and of lesser habitat value than the original ones.
- 3.43 When considering the allocation of land for development or development proposals for sites with significant tree cover, the Council will consider taking out a tree preservation order to give statutory protection to the trees.
- 3.44 It is an offence to fell or carry out works to any tree that is covered by a tree preservation order without formal local authority consent. Anyone wishing to fell or prune a tree in a conservation area must give six weeks prior notice in writing to the Council, who will make a tree preservation order if it considers the tree or trees in question to be important to the character or appearance of the area.
- 3.45 Further guidance on this policy is provided in the supplementary planning guidance note, "Trees on development sites".

#### **Landscape design and tree planting.**

- D1.6 The Council will require landscape design, including tree planting, to be an integral part of all proposals for new development and will require high standards to be achieved in this regard that contribute to general amenity, habitat creation and energy conservation.**
- 3.46 The Council attaches great importance to achieving the highest standards of hard and soft landscaping, including tree planting, for new developments. Good landscaping adds to quality of life both for occupants and the local community; increases the value and marketability of the development and improves the public realm. It can reinforce local distinctiveness, particularly if the species of trees and plants used are local to the area; increase biodiversity; contribute to the long term sustainability of the environment and generally enhance the image of the Borough as a whole.
- 3.47 Good quality landscaping is particularly important to major new developments like housing, schemes; along main transport routes and to office, industrial and retail developments with car parking.
- 3.48 Government planning policy underlines the importance of good landscape design for new developments: "As the appearance and treatment of the spaces between and around buildings is often of comparable importance to the design of the buildings themselves, landscape design should be considered as an integral part of urban design" (PPG 1). "Greening initiatives can enhance quality, assist the permeability of land for storm drainage and contribute to biodiversity. Well-designed layouts can also



contribute to energy efficiency. Landscaping should be an integral part of new development and opportunities should be taken for the retention of existing trees and shrubs and for new planting” (PPG 3).

- 3.49 When submitting schemes to the Council for consideration, applicants will be required to demonstrate that landscape design has been an integral part of the design process from the outset, and not merely an add on, and that a high standard of provision and design will be achieved.
- 3.50 When making an application for full planning permission, developers will be required to submit full details of landscaping proposals as an integral part of the application. Outline applications for approval of reserved matters will need to show that the layout of a site has been designed to include appropriate provision for landscaping.
- 3.51 Applicants should supply detailed drawings, schedules and specifications that clearly define their proposals.

#### **Designing for safety and security**

- D1.7 The Council will require all new development to be designed to maximise the safety and security of users of the development whilst at the same time contributing to the creation of a safe and attractive public realm for the community at large.**

#### **New development must be designed to provide:**

- a. a good standard of security for individual building occupiers in terms of: safe pedestrian access to, and entrance points into, buildings; a high level of security for the private (rear) side of buildings (including gardens); and secure cycle, motor cycle and car parking facilities;**
- b. well defined defensible space\* around buildings to clearly distinguish between private and community space, and the public realm; and**
- c. an attractive and safe public realm.**
- 3.52 Although the security of users is essential to individual buildings this must not be at the expense of a safe, attractive adjoining public realm. People feel most comfortable and confident using well-lit areas where they feel they can be seen and heard by other people.
- 3.53 This is a complex issue that should be the subject of careful planning and design from the outset. Thoughtful design can be an important instrument in enhancing a general sense of well being and making places more user-friendly and secure. It can help open up areas to as many groups of users as possible and create a shared confidence in the use of streets and other facilities.

- 3.54 As a general rule, the best way to ensure safety and security both for occupiers of individual buildings and people using the adjoining public areas is to design for human presence and natural surveillance\* - where any wrong doing can be clearly seen - within and around new developments. This may include:
- a. fronting buildings onto the public realm;
  - b. maximising the extent of active frontages\* with entrances and windows, and minimising the use of blank walls that face onto pedestrian routes and public spaces\*;
  - c. mixing uses, particularly at ground floor level, and designing routes that encourage maximum pedestrian activity at different times of the day and night;
  - d. ensuring that the routes between building entrances, public transport stops and car parks are overlooked and well lit;
  - e. taking care not to make planting so high or thick that it can hide potential wrongdoers; and
  - f. ensuring that pedestrian routes through or alongside developments are as safe and secure as possible.
- 3.55 Guidance on design for safety and security can be found in the Council's supplementary planning guidance "Design Against Crime" and in Government circular 5/94.

### **Shop front design**

- D1.8 A proposed new or altered shop front, including proposals for security shutters, canopies, awnings or blinds, will only be permitted if it achieves a high standard of design that:**
- a. relates satisfactorily to the style, scale, proportions and architectural detailing of the building of which it will form part;**
  - b. relates well to the context of adjoining shop fronts, if appropriate;**
  - c. is well proportioned and well detailed and proposes the use of good quality external materials appropriate to the proposed design and to the context; and**
  - d. is designed to facilitate access by disabled persons, in so far as is reasonably practicable and, in the case of a building within a designated**

**conservation area, would serve to preserve or enhance the character or appearance of the area.**

- 3.56 Well-designed shop fronts of either contemporary or traditional style can add considerably to the appearance and appeal of public areas and to the image and commercial vitality of shopping areas as a whole.
- 3.57 Innovation and originality in shop front design will always be encouraged as long as it is appropriate to the surroundings and reflects high levels of design skill. The design of adjacent shop fronts can be a useful reference when designing for new premises, particularly where this is of a high quality and shows consistency (e.g. where shops are located within a larger building which has a unified architectural design). In some areas consistency of design can be appropriate but in others there is more appeal in diversity.
- 3.58 Proposals for new or altered shop fronts in conservation areas and on listed buildings will be expected to achieve particularly high standards of design that reflect the style and period of the building and are sensitive to its surroundings. In such cases, standard “house styles” of shop front may need to be modified.
- 3.59 External security shutters should always be designed to detract as little as possible from the appearance of the shop front. Proposals for canopies, blinds or awnings will be carefully considered. Appropriately designed and located they can enhance the appearance of a building and enliven the street scene but in some cases, particularly in conservation areas and on or near listed buildings, they will often be inappropriate.
- 3.60 Applicants seeking planning permission for new shop fronts should incorporate proposals for any signage and illumination into the overall design. Separate consent may be required under the Advertisement Regulations.
- 3.61 Guidance on shop front design is provided in the supplementary planning guidance Shop Front Design Guide.
- 3.62 Guidance on planning and designing for shop front security shutters and grilles can be found in Circular 5/94 Planning Out Crime.

**Advertisements on business premises.**

**D 1.9 On business premises, consent will only be given for the display of advertisements that:**

- a. are designed to be in scale with the building or shop front in question;**
- b. will not obscure any important elements or details of the design of the building in question;**

- c. are positioned sensitively on the building in such a manner as will not detract from the appearance of the building in question or the street scene as a whole;**
- d. are of a design that is in keeping with or complements the architectural style of the building in question;**
- e. will not, in association with other advertisements proposed or already displayed on the building, represent an excessive level of advertisement that will detract from the essential character or appearance of the building in question or the street scene as a whole;**
- f. in the case of illuminated advertisements, are illuminated in such a way as not to detract from the character or appearance of the building or the frontage of which it forms part; and**
- g. are not considered detrimental to highway safety.**

3.63 The Council recognises the need for business premises to advertise their presence and promote the goods and services they offer, but it is essential to the general appeal and commercial well-being of an area that advertisements are sensitively designed and sited and are not allowed to over-proliferate or detract from the general appearance of the street. Public safety is also an important consideration.

3.64 Proposals for advertisements on or near to listed buildings or on buildings in or adjoining conservation areas will be given particularly close consideration to ensure that they are consistent with the objective of preserving or enhancing the character and appearance of the building or area. Policy C 1.6 also applies.

3.65 This policy does not apply to proposals for building mounted poster sites. Policy guidance on such proposals can be found in the appendix to Planning Policy Guidance Note 19 on Outdoor Advertising Control.

#### **Freestanding signs and advertisements.**

**D1.10 The Council will only permit a proposal for a freestanding sign or advertisement that would not, considered either in isolation or cumulatively with existing signs or advertisements, have a significant adverse impact on the visual amenity of the surrounding area or on highway safety, including the safety and convenience of pedestrians.**

**In particular there will be a presumption against proposals for such signs or advertisements, other than those considered necessary for reasons of public safety or information, in the following areas:**

- a. residential areas;**

**b. the Green Belt; and**

**c. within or adjoining conservation areas or affecting the setting of a listed building.**

**In those instances where a freestanding sign or advertisement, can be considered acceptable in principle, the location, positioning, size, design and illumination of the sign or advertisement must be such as not to cause an unacceptable level of adverse impact on general visual amenity, residential amenity, the appearance of the street scene or landscape, and the safety and convenience of pedestrians and other highway users.**

3.66 Freestanding advertisements and signs may sometimes be regarded as necessary or justifiable in both rural and urban parts of the Borough. However the Council is keen to ensure that they are kept to a reasonable level in the interests of highway safety and to protect the visual amenity of the Borough and will only permit their display where these interests and the safety of pedestrians, including disabled people, are not unduly compromised.

3.67 This policy does not relate to proposals for freestanding poster-sites, guidance on which can be found in Planning Policy Guidance Note 19 on Outdoor Advertising Control.

### **House Extensions**

**D 1.11 The Council will only permit an extension to a house where the extension:**

**a. would be in keeping with, or complement, the existing house in terms of scale, massing, general built form, architectural detailing and choice of materials;**

**b. would not have an adverse impact on the appearance of the house from the public highway;**

**c. would not have an adverse impact on the street scene as a whole;**

**d. would not have any significant adverse impact on the amenity of adjoining residential property; and**

**e. would not result in the over-development of the house curtilage in terms of excessive loss of available garden space and loss of off-street car parking facilities where, in the case of the latter, this would be detrimental to highway safety.**

- 3.68 Poorly designed or oversized extensions to homes can have a significant adverse effect on neighbouring property and the general streetscape. The Council does not wish to restrict unnecessarily the freedom of householders to adapt their property, but will resist proposals for extensions that would be clearly detrimental in this respect.
- 3.69 Inappropriate or poorly designed porches and dormers can be detrimental to a neighbourhood by interrupting the sequence of house fronts and rooflines.

### **Telecommunications**

**D 1.12 The Council will grant consent for applications for planning permission, or for prior approval of siting and design, for telecommunications apparatus where:**

- a. applicants have satisfactorily demonstrated a need for the proposed development;**
- b. the location, siting and design of the proposed development, including boundary treatments, access arrangements, colour schemes and landscaping, are such as to minimise its adverse impact on visual amenity, whilst having due regard to matters of operational need and efficiency;**
- c. in the case of proposed development within or adjoining areas of particular environmental importance, the applicant is able to demonstrate:**
  - i) that there are no suitable alternative locations for the development outside of and not adjoining the area in question; and**
  - ii) that the location, siting and design of the proposal is such as to minimise its visual impact on the area in question and that this level of impact can be considered acceptable in terms of the relevant local and national policy objectives applying to such an area;**
- d. applicants have provided satisfactory evidence that they have explored the possibility of erecting apparatus on an existing site already occupied by telecommunications equipment, or on an existing building, mast or other structure, and that such options are either unavailable or impracticable;**
- e. applicants have provided satisfactory evidence that the emissions from the proposed apparatus will meet the latest Government approved guidelines for public exposure to radio waves from telecommunications equipment;**

- f. the proposal makes adequate provision to accommodate likely future need for network development and growth; and**
- g. the location and design of the access to the site has been designed to so as not to cause a highway hazard.**

**Any planning permission will be conditioned to require the removal of the apparatus when it is no longer required for telecommunications purposes.**

- 3.70 The Council accepts the economic and social benefits delivered by modern telecommunications systems and supports current Government policy to facilitate the growth of new and existing systems while attempting to minimise their inevitable impact on the environment.
- 3.71 It will look positively upon proposals for new telecommunications apparatus where there is clear and compelling evidence that it is needed. Technical constraints on the location and design of proposed telecommunications development will be taken into account alongside the need to minimise harm to the appearance of the area. Special consideration will be given to the need to protect the most sensitive and valuable environments like Green Belt and conservation areas and to the national and local policies that exist to protect them.
- 3.72 To protect the amenity of an area the Council will encourage mast and site sharing whenever possible. This could involve siting new masts alongside existing ones or attaching new antennae to existing masts, buildings or structures. Applicants will need to provide evidence in cases where this is not a practical consideration.
- 3.73 Where new sites or masts are proposed, the Council will assess proposals against the following general criteria:
  - a. the height of the site in relation to surrounding land;
  - b. topographical features and natural vegetation;
  - c. the effect on the skyline or horizon;
  - d. the prominence of the site when observed from any side, including from outside the Borough;
  - e. the site in relation to existing masts, structures, or buildings;
  - f. the site in relation to residential property; and
  - g. any other relevant considerations.

- 3.74 The reference to areas of particular environmental importance contained in the policy should be taken to mean conservation areas, listed buildings, scheduled ancient monuments, registered parks or gardens, archaeological sites recorded on the County Sites and Monuments Record, the Green Belt, Sites of Special Scientific Interest, tree preservation orders, Sites of Biological Importance, Special Areas for Conservation, and Special Protection Areas for birds.
- 3.75 Other plan policies relating to Green Belt, conservation areas and other environmentally sensitive areas may in some cases constitute material considerations. PPG8\* (Telecommunications) states that telecommunications development within Green Belt that fails to preserve the openness of the area is likely to be inappropriate and should only proceed if very special circumstances – perhaps the lack of a suitable alternative site that would meet the needs of network coverage or capacity - can be demonstrated that outweigh the amount of harm done to the Green Belt. Similar considerations apply to conservation areas where the Council has a statutory duty to give special consideration to the preservation or enhancement of their character and appearance, when exercising its development control powers.
- 3.76 Where the Council considers that visual amenity makes it preferable for mast developments in a particular area to be confined to a single site, it may wish to discuss with operators and landowners the feasibility of entering into a planning obligation under Section 106 of the Town and Country Planning Act 1990. This would create a binding and enforceable requirement to make the mast site available for sharing in the future.
- 3.77 Government policy advice in PPG8 states that health considerations and public concern can in principle form material considerations in relation to applications for planning permission and prior approval. However, the Independent Expert Group's Report from May 2000, the "Stewart Report" is clear that current evidence suggests mobile phone base stations do not represent a risk to public health.
- 3.78 In the light of these findings, PPG8 advises that where a proposed mobile phone base station meets the International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines on public exposure to radio waves, no further consideration need be given to the health aspects of the proposal.
- 3.79 The term apparatus includes antennae, masts and all ancillary equipment such as cabins and mountings.

**Design of development adjoining main transport corridors and at gateway locations\* in Town and District Centres.**

- D 1.13 Proposals for new development adjoining a main transport corridor must be designed to optimise any potential for the enhancement of the general visual amenity of the corridor, including views out of, and vistas along, the corridor.**



**The Council will, wherever appropriate, require the provision of suitable elements of high quality boundary treatments, including landscaping and tree planting, at the frontage or boundary of the development site with the corridor.**

**The design of new development at gateway locations in, or immediately adjoining, Oldham Town Centre and the District Centres must similarly be such as to enhance visual amenity and the sense of arrival within the area in question.**

- 3.80 The Council considers that the appearance of the Borough's main transport corridors - including main roads, rail lines, Metrolink lines and canals - are central to its image and associated feelings of civic pride. With this in mind it aims to take advantage of new development schemes to make these corridors greener and more attractive.
- 3.81 The need to improve the visual impact of gateway locations to the Town and District Centres is also regarded as an important consideration in urban design terms.



## **4 TRANSPORT**

- 4.1 Section 2, General Strategy, addresses the fact that locating new development on sites that are well served by the existing transport network and complementary to surrounding land uses reduces the need to travel, and so helps to make new developments more sustainable.
- 4.2 The policies contained in this section focus on two other aspects of transport: the transport network, a land use in its own right but which also provides links between other land uses; and the transport requirements applied to new developments to make them as accessible as possible while minimising the negative impact of the traffic they generate.
- 4.3 Transport policies aim to integrate land development with the transport system so that people can travel safely and conveniently to their destinations and goods can be distributed efficiently. Access and movement should be achieved with as little harm as possible to the environment and to human health, and care taken to minimise the severance effect of traffic on communities. These policies aim to improve the local transport system to help people travel sustainably and participate fully in society, to support regeneration initiatives, and to attract investment to the Borough.
- 4.4 The objectives of the Plan's transport policies are:
- a. to minimise the impact of motorised traffic on the global climate and local air quality, and its contribution to noise pollution;
  - b. to promote an integrated, multi-modal network of transport routes;
  - c. to ensure that new developments are designed to be accessible by a choice of modes including public transport, walking and cycling;
  - d. to reduce the need to travel, especially by car;
  - e. to manage traffic in congested areas and reduce traffic growth; and
  - f. to improve the safety, security and attractiveness of residential areas, and the town and district centres for pedestrians and cyclists.
- 4.5 National, regional and sub-regional policies and investment programmes provide the framework within which local transport policies are formulated and implemented. Of particular relevance are:
- a. PPG3 - Housing
  - b. PPG6 - Town Centres and Retail
  - c. PPG12 - Development Plans, in particular Section 5 on the Integration of transport and land use policies
  - d. Revised PPG13 - Transport
  - e. (Draft) Regional Planning Guidance, including the Regional Transport Strategy
  - f. The Transport Act 2000
  - g. The Greater Manchester Local Transport Plan (GMLTP), including daughter strategies for Greater Manchester and local strategies for Oldham
  - h. The GM Air Quality Management Action Plan (in preparation)
  - i. South Pennines Integrated Transport Strategy (SPITS)

- 4.6 The GMLTP contains strategic policies and specific proposals to maintain and improve the transport system at Greater Manchester-wide and district levels. The Transport Act 2000 made this a statutory document. The Council, as highway authority, takes the lead on implementing local elements of the plan in Oldham Borough.
- 4.7 The Council ensures that the UDP complements the GMLTP by identifying major transport developments on its Proposals Map and setting out policies that integrate the transport and land use aspects of new development. The UDP's transport policies also help deliver Oldham's Air Quality Management Action Plan as vehicle emissions are the primary source of NO<sub>2</sub>\*, the pollutant which causes most concern.

## **PART 1 POLICY**

### **T1 THE TRANSPORT NETWORK**

**THE COUNCIL WILL PROTECT AND IMPROVE THE BOROUGH'S TRANSPORT NETWORK THROUGH THE LAND USE PLANNING SYSTEM TO ALLOW THE SAFE AND CONVENIENT MOVEMENT OF PEOPLE AND GOODS, AND TO IMPROVE THE ACCESSIBILITY OF DEVELOPMENTS AND THE INTERCHANGE BETWEEN MODES.**

#### **Part 2 Policies**

##### **T1.1 Transport infrastructure**

**The Council will protect land for transport infrastructure identified in draft Regional Planning Guidance, the Greater Manchester Local Transport Plan and Council strategies from other types of development that would prejudice their implementation, completion and operation.**

**Transport developments with a major impact on the use of land are identified on the Proposals Map:**

- a. the re-opening of the remaining Standedge Tunnel and re-installation of track at Diggle by 2021 to increase rail capacity on the Trans-Pennine route as identified in draft Regional Planning Guidance;**
- b. the route alignment for Metrolink (on the existing Oldham Loop rail line with a new segment through Oldham Town Centre), and tram stops and associated facilities at:**
  - i) Failsworth (conversion of rail station);**
  - ii) Hollinwood (conversion of rail station), including strategic park and ride;**
  - iii) South Chadderton (new stop);**

- iv) **Freehold (new stop);**
- v) **Westwood (new stop);**
- vi) **Oldham Crossbank (new stop);**
- vii) **Oldham King Street (new stop);**
- viii) **Oldham Central (new stop)**
- ix) **Oldham Mumps (new stop), including bus facilities;**
- x) **Derker (conversion of rail station), including strategic park and ride;**
- xi) **Shaw and Crompton (conversion of rail station).**

**This route is part of the Metrolink extension running from Manchester Victoria to Rochdale and completion is expected by 2006.**

- c. **the proposed Diggle rail station and strategic park and ride, to be completed by 2006; and**

- d. **extension of Lees New Road.**

4.8 Although ancillary facilities to the public transport developments listed under a. - c. are critical for access, stopping, waiting, obtaining information and tickets, and for interchange, they are not listed above because they are smaller in scale and their ultimate location and design will depend upon circumstances at the time of development. The land needed for these facilities will be taken into account under this policy. Local park and ride sites are addressed in policy T1.2. The Lees New Road extension will only be built if it is required for access to development site H1.2.10 allocated on the Proposals Map.

4.9 The park and ride will be integral to the rail station facility planned for Diggle. The site allocated, north of Ward Lane, lies in the Green Belt and the layout, design and landscaping of the proposed scheme will be developed in line with relevant national planning guidance. A list of all sites identified for transport developments is provided in Appendix B.

4.10 Two Quality Bus Corridors (QBCs) are identified in the GMLTP as due for completion by 2006. Work is being carried out in stages, as resources become available, and involves public consultation by the local highway authority, in conjunction with the GM Passenger Transport Executive, that is quite separate from the UDP. Detailed schemes for certain sections of these corridors have implications for land that falls beyond the boundaries of the highway and this will be considered when specific schemes are proposed.

The QBCs in the Borough are:

- a. Manchester-Oldham-Saddleworth

- i) A62 Manchester-Oldham-Waterhead;
- ii) the alternative route from Hollinwood to Oldham via Hollins Road, Copster Hill Road and Ashton Road; and
- iii) A669 Oldham-Grotton, up to Station Road.

A loop connecting Waterhead and Grotton is scheduled for bus corridor improvements but is not designated a QBC.

b. Rochdale-Oldham-Ashton-Hyde

- i) A671 Rochdale-Oldham
- ii) A627 Oldham-Ashton-Hyde.

- 4.11 A transport proposal contained in the previous UDP, Wren's Nest Metrolink stop in Crompton, has now been abandoned. In addition, Werneth rail station will close when the Oldham Loop rail line is converted to Metrolink.

### **Local park and ride**

- T1.2 The Council recognises the benefits of local park and ride at rail stations, Metrolink stops (other than those served by strategic park and ride) and key stops on Quality Bus Corridors. As opportunities arise, it will seek to facilitate the provision of local park and ride facilities in conjunction with operators, the Greater Manchester Passenger Transport Executive (GMPTE) and other parties through the planning process. The Council may negotiate dual\* use of parking on sites in the vicinity of stops and stations in order to provide a park and ride element through agreements with landowners and developers. Provision will be made for cars, including those of disabled motorists, and for bicycles and motorcycles.**

- 4.12 The Council aims to encourage motorists to use public transport, particularly for longer journeys within the Borough. Some motorists will want to get to a stop or station by car and park. However experience shows that their demand for parking can sometimes conflict with local needs for on-street parking. The introduction of park and ride facilities can help to ease traffic congestion and improve road safety around stops and stations.

- 4.13 Bus routes with frequent and express services are more likely to encourage drivers to use buses for at least part of their journey. A park and ride facility at the terminus of the A62 Quality Bus Corridor in Waterhead, for example, would allow motorists travelling west from Saddleworth to continue their journey by public transport.

- 4.14 The provision of parking for cyclists and motorcyclists will support these more sustainable means of reaching stops and extend people's transport options.

### **The road network**

- T1.3 The Council will protect, improve and, in limited cases, expand the road network to enable the safe and convenient movement of people and goods. New road schemes will only be approved if the benefits outweigh the negative impacts they may have on the environment and human health, and the possible severance effect on local communities.**

- 4.15 The existing network of roads is Oldham's single most valuable transport asset as it covers most of the geographical area of the Borough and allows a choice of travel modes, including public transport and cycling. It is formed by a hierarchy of roads from motorway and primary roads to residential streets and country lanes, and also includes pavements and crossings.
- 4.16 Any proposals for increasing the capacity of the local highway network by building new roads or widening those that already exist must be consistent with the strategy for land use and transport set out in the UDP, GMLTP and the forthcoming Air Quality Management Action Plan. Proposals for new roads will be appraised in line with current Government guidance.
- 4.17 The Highways Agency is responsible for trunk roads, which in Oldham are:
- a. a section of the M60 ring road, with sliproads and junctions at the A62 and A663;
  - b. the A627(M) and its extension, the A663(T) or Broadway.
- All other public roads are controlled by the local highway authority and the Council is responsible for their maintenance and management.
- 4.18 To implement local transport plans and those covered in the GMLTP, the Council may choose to designate traffic lanes for use by only one or a combination of modes of transport.

#### **The network of routes for non-motorised travel**

- T1.4 The Council will protect from development a Borough-wide network of routes for non-motorised travel, which will be identified in Oldham strategies or form part of designated national networks.**
- 4.19 The network for non-motorised travel spans urban and rural areas and comprises pedestrian and cycle routes used for both practical and recreational purposes, and bridleways. Such routes may follow existing roads, e.g. cycleways in bus lanes, or run along disused rail lines or other segregated paths. Recreational routes that serve as combined bridle and cycleways, including a segment of the Pennine Bridleway National Trail, are being completed as resources become available, (see recreational routes on Proposals Map).
- 4.20 The Council's comprehensive cycling strategy is scheduled for completion in Spring 2002, to become part of the GMLTP, and will include a draft network of cycle routes. Relevant aspects of this strategy will be incorporated into the UDP if possible at a later stage in the process, or else adopted as supplementary planning guidance.

- 4.21 The development of pedestrian routes is being addressed in built up areas through the Town Centre Action Plan and a range of local schemes, including Safer Routes to School; and in the countryside, through the emerging Green Space Strategy (draft August 2001).
- 4.22 The Council wants to encourage a modal shift\* towards more sustainable and healthy forms of travel, especially for regular, short trips, by improving conditions for pedestrians and cyclists. Routes that link residential areas to schools, parks, District Centres or the Town Centre, employment centres and public transport interchanges are a particular focus and must be safe, convenient and attractive to use.
- 4.23 The network of routes for non-motorised travel is designed to connect with other transport routes to make interchange easier. They include:
- a. national routes such as the Pennine Way footpath, Pennine Bridleway National Trail and the National Cycle Network;
  - b. canal towpaths;
  - c. Metrolink stops, rail stations, Oldham bus station and frequent bus routes including the Quality Bus Corridors.
- 4.24 Although towpaths along the Huddersfield Narrow Canal and the Rochdale Canal are owned by British Waterways, they are designated public rights of way.
- 4.25 This policy aims not only to encourage more sustainable forms of travel but also to increase recreational opportunities for people in the Borough, particularly in urban areas, by allowing them better access to the countryside and green corridors (see Section 10, Recreation, and Section 11, Open Environment, and the Oldham Green Space Strategy).
- 4.26 Where appropriate, the Council will use the development control process to negotiate improvements to existing footpaths and cycleways and the completion of proposed new routes (see policy T2.1).

#### **Canal corridors**

- T1.5 The Council will protect canal corridors from developments that would prejudice canal maintenance and operations, navigation for leisure or freight purposes, and the public's access to towpaths. The Council will work with British Waterways to identify key sites for mooring, refuelling and other boating services and protect them from inappropriate development.**
- 4.27 This policy is limited to the transport aspects of canals. It applies to the towpaths and waterway of the Huddersfield Narrow Canal, which was restored for full navigation in 2001, and will apply to the Rochdale Canal when restoration is completed in 2002. Although the canal corridors will primarily be used for leisure, potential for local water-borne transport of goods exists.



- 4.28 In terms of access for recreational purposes, the policy also applies to towpaths along the remaining open section of the disused Manchester and Ashton-under-Lyne Canal that runs from Crime Lake, along Daisy Nook Country Park to Ashton Road.

#### **Disused rail infrastructure**

- T1.6 The Council will protect disused railway lines from development that would preclude their reuse for transport schemes which are proposed in the regional transport strategy, the GMLTP or local strategies. Preference will be given to sustainable transport schemes (pedestrian, cycle and bridleways, and public transport corridors) over solely road based schemes.**

**The Council will consider permitting temporary developments on sites with disused rail lines subject to planning conditions or obligations that safeguard the integrity of the original corridors for transport uses in the long term.**

- 4.29 Disused rail lines are potentially valuable land assets that should not be severed by development without strong justification on other planning grounds.
- 4.30 The Council has identified several disused rail lines that are being converted to pedestrian routes, cycleways and bridleways as funding and development opportunities arise. (See policies R1.1 and R1.2 in Section 10, Recreation.)
- 4.31 The section of the Oldham Loop rail line between Werneth and Mumps will be bypassed by the Metrolink. As there is no reasonable prospect of re-using it for rail or other fixed track system, segments of it have been incorporated into sites allocated by the UDP for potential business and industrial development.

### **PART 1 POLICY**

#### **TRANSPORT AND DEVELOPMENTS**

- T2 DEVELOPMENTS WILL ONLY BE ALLOWED IF THEY:**
- A. ARE ACCESSIBLE BY A CHOICE OF MODES, INCLUDING PUBLIC TRANSPORT;**
  - B. INCLUDE MEASURES TO MINIMISE VEHICLE TRIPS, ESPECIALLY CAR TRIPS;**
  - C. PROVIDE, OR CONTRIBUTE TO, INFRASTRUCTURE, FACILITIES AND SERVICES THAT ARE NECESSARY TO ACCOMMODATE THE ADDITIONAL TRAFFIC LOAD IMPOSED ON THE TRANSPORT SYSTEM BY THE DEVELOPMENT; AND**
  - D. DO NOT COMPROMISE HIGHWAY SAFETY.**

## **Part 2 Policies**

### **Access to new developments**

**T2.1** Developments will be designed to enable users of the site to access it safely and as conveniently as possible, whether they arrive by car, lorry, public transport, motorcycle, bicycle, wheelchair, on foot or by other means appropriate to the nature and location of the development.

With the exception of householder\* developments, developments will only be allowed if:

- a. they have access to the public transport network, unless the applicant can justify an exemption from the requirement;
- b. they provide any highway works necessary for access and operations, to ensure road safety or address traffic impacts associated with the development;
- c. they integrate existing pedestrian and cycle routes running alongside or through the site in the layout of the new development. The directness of through routes will be retained as much as possible and convenient links created to the buildings and facilities in the new development; and
- d. in the case of sites adjacent to a canal corridor, pedestrian access to the canal towpath is provided.

**The Council will expect developers to incorporate necessary transport measures in their proposals and, where appropriate, may impose conditions or planning obligations to ensure these are implemented.**

4.32 It is important that new developments can be easily reached by means of transport other than the private car for reasons that range from the need for more sustainable development to the necessity of promoting social inclusion. Public transport represents the main alternative for longer trips as bus, rail and eventually Metrolink services cover a large area of the Borough and link into the wider transport network. The minimum requirement for new development is that it should be located within 400 m walking distance of a bus route with services running Monday to Saturday daytime. Larger developments must have access to bus services with specific minimum frequencies and major developments\* should also have access to rail or Metrolink. The public transport accessibility\* criteria for developments are set out in Section 2, General Strategy (policy GS5) and details of the access required to housing are in Section 6, Housing (policy H1 for allocated sites, H1.3 for non-allocated sites).

- 4.33 Exceptions may be made for developments that support village facilities, offer local job opportunities in areas where there is a shortage of employment, or where other material considerations come into play, such as the retention of a listed building or the protection and enhancement of a conservation area.
- 4.34 Development proposals that access or affect the traffic flow on trunk roads must be submitted to the Highways Agency for review. As a general rule, the Council will secure the funds for any highway works that are needed to address the transport implications of a development through an agreement with the developer under Section 278 of the Highways Act 1980 and/or Section 106 of the Town and Country Planning Act 1990, and the works will be carried out by the local highway authority.
- 4.35 To ensure that public transport access to developments is safe, convenient and attractive, the Council may require the introduction of pedestrian links to public transport stops or improvements to information and waiting facilities. Their design must take into account the needs of people with sensory impairments or restricted mobility.
- 4.36 Where development involves changes to existing transport routes across the site the Council will need to be satisfied that the alternatives proposed are as accessible for users as the original facilities.
- 4.37 Where the Council requires access to a canal towpath, it will consult British Waterways.
- 4.38 Housing developers will be expected to consider applying the design and traffic management measures associated with “home zones”\* to their schemes. These give priority to pedestrians over vehicles and reduce vehicle speeds on local streets.
- 4.39 Transport measures within a new development are covered in Section 3, Design. This policy covers measures that may need to be taken outside the site to ensure that the development is sufficiently well integrated with the surrounding network and linked to local facilities to provide adequate access for pedestrians and cyclists. These include:
- a. the creation of new footpaths and cycleways;
  - b. signage;
  - c. widening pavements;
  - d. improving surfaces;
  - e. lighting;
  - f. installing dropped kerbs, audible signals and tactile facilities at crossings; and
  - g. pedestrian priority at traffic signals.
- 4.40 Public transport services\* include buses, Ring and Ride, Metrolink, local rail and other forms of public transport defined in the GMLTP. Means of access to public transport include:
- a. pedestrian and cycle links to key stops and stations;
  - b. measures associated with Quality Bus Corridors;

- c. bus lay-bys and turn-rounds;
- d. taxi ranks;
- e. drop-off and pick-up points for private vehicles; and
- f. lighting and security measures.

### **Developments with significant transport implications**

#### **T2.2 The Council will require:**

- a. **a transport assessment to be submitted alongside applications for developments that are in the following categories:**
  - i) **major developments\* excluding housing;**
  - ii) **developments accessing trunk roads;**
  - iii) **other developments including housing where, in the Council's view, circumstances specific to the proposal and the adjoining transport network warrant it.**

**The transport assessment will be used as a basis for the Council to review the transport elements of the proposal and, if the application is acceptable in planning terms, to secure highway works and other transport measures necessary to improve access, manage parking demand and address the traffic impacts of the development (see policies T2.1 and T2.3).**

- b. **a travel plan alongside the following types of proposals:**
  - i) **those listed above (under T2.2 a)) excluding proposals for housing;**
  - ii) **education and health facilities, whether the proposals are for new development, or an expansion or redevelopment of facilities;**
  - iii) **developments that will be occupied by organisations employing significant numbers of people, as set out in the GMLTP target for the take-up of travel plans;**
  - iv) **proposals associated with a local traffic problem which can be addressed by implementing a travel plan.**

**The travel plan must set out how passenger trips, deliveries and freight distribution generated by the development will be managed to meet transport policy objectives in the UDP and GMLTP. Any transport measures needed to implement the travel plan will be secured through conditions or planning obligations as appropriate (see policies T2.1 and T2.3).**

- 4.41 **Developments that generate a large number of extra journeys, while they may bring significant benefits to the Borough, will also make additional demands on the transport network, increase levels of traffic, and create more pollution. This policy requires**

developers to deal with some of the impact of their developments instead of passing the costs on to the wider community. It also aims to encourage people to take advantage of transport services and schemes that offer realistic alternatives to the private car when accessing developments, and to deliver more sustainable means of distributing freight.

- 4.42 The threshold sizes for major developments are based on national and regional planning guidance and defined for the Oldham context in the Plan (see policy GS5 in Section 2). Major developments in the Air Quality Management Area will also be required to submit an Air Quality Impact Assessment (see Air Quality policy in Section 13, Natural Resources).
- 4.43 Development proposals near trunk roads will be assessed by the Highways Agency as well as the Council.
- 4.44 The infrastructure, facilities and services required will be influenced by the objectives and investment programmes that are outlined in the current GMLTP and in local transport and regeneration strategies. The scope and detail of transport assessments should reflect the size of a development and the extent of the transport implications. Further advice is awaited from the DTLR\* but in the case of major developments it is likely that they should cover:
- a. an estimate of the number of trips likely to be generated, including an indication of their origins and destinations;
  - b. the modal split\* of trips – the proportion that will be made by different means of transport;
  - c. existing road capacity and other transport provision;
  - d. the impact on existing traffic flows;
  - e. the impact on air and noise pollution levels;
  - f. opportunities to link into public transport and the non-motorised private transport network;
  - g. the need to complement or add value to transport schemes in the current GMLTP; to local strategies like the Oldham Town Centre Strategy; and to regeneration programmes such as SRB6\*; and
  - h. opportunities for joint initiatives with other landowners and organisations, such as travel plans and shared\* parking.
- 4.45 Where developments generate significant numbers of local jobs but are not adequately served by public transport, the Council may request that buses or other shared transport services are provided between the site and areas of high unemployment within the Borough. The Council will take part in negotiations with developers, employers, operators and the GMPTE to secure services to the appropriate specifications.
- 4.46 The Council can provide guidance in drawing up travel plans to developers and businesses and organisations that will occupy new developments. Travel plans support

sustainable transport objectives by encouraging employees or people who use the facilities to access them by means of public transport, walking and cycling and by making freight movements more environmentally friendly.

#### **Developer contributions for sustainable transport**

**T2.3 The Council will require developers to contribute towards the cost of sustainable transport measures where their proposals will place a significant additional load on the transport system. The level of contribution will depend on the type of development, the number of trips it will generate and its accessibility by public transport. The contributions will be secured through a Section 106 agreement.**

4.47 This policy addresses the impact new developments may have on the wider transport network rather than issues of site access (see T2.1). It is likely to apply only to major developments (see policy GS5 in Section 2) and the Council is currently drawing up the finer details as to which developments will be expected to contribute; the level of their contribution and the schemes they will support, which will form part of the forthcoming supplementary planning guidance\* note on implementation of transport policies.

#### **Parking**

**T2.4 The Council will permit:**

- a. **off-street parking to serve new development at levels that are in accordance with current Council parking standards and consistent with other relevant policies in the plan.**
- b. **new parking facilities to serve existing developments, and new public car parks in the town and district centres and at visitor attractions only where:**
  - i) **there is a demonstrated need for car parking;**
  - ii) **provision is made in accordance with current Council parking standards and is consistent with other relevant policies in the Plan (in particular TC1.4 and TC1.5 in Section 8, Town Centre).**

**Where the Council requires controls on parking provision, usage or charging, it will impose planning conditions or obligations to ensure that these are implemented.**

**This policy applies to parking for all vehicles covered in current Council parking standards, including cars, motorcycles and bicycles, and for other vehicles such as lorries and coaches associated with specific land uses. The Council will seek to negotiate parking spaces for coaches in new or existing**

**private and public parking facilities in or near Oldham Town Centre, the Saddleworth villages and at any major tourist attractions.**

- 4.48 Current Council car parking standards are interim standards, approved on 27 June 2001 by the Environment & Transport Committee, and reflect the new approach of maximum amounts of car parking recommended in the Government's Revised PPG13\*. A Supplementary Planning Guidance note (SPG) is to be produced that reflects final Regional Planning Guidance and work underway by the ten districts of Greater Manchester to express general standards for car parking as a maximum number of spaces for different land uses. A more restrictive standard will be applied in areas like the central zone of the Town Centre (see policy TC1.4 in Section 8, Town Centre) where access to public transport is particularly good. Meanwhile parking standards for bicycles, motorcycles and the vehicles of disabled motorists will be expressed as a minimum number of spaces.
- 4.49 In reviewing the parking element of development proposals, the Council will take account of the site's accessibility by public transport; the availability of on-street parking; the nature of the parking demand, for example short or long stay, time of day, day of week; and the feasibility of negotiating shared\* or dual\* use of parking with nearby landowners. Planning applications for developments with transport significant implications (see policy T2.2 a.) will need to include a transport assessment with information on parking.
- 4.50 The Council will consider proposals for parking at levels up to the maximum standard and will expect levels below the maximum in the following locations:
- a. in the Town and District Centres where, in the Council's view, sufficient public parking is available (see policies TC1.4 and TC1.5 in Section 8, Town Centre);
  - b. on sites where there are underused parking facilities close by (i.e. within approximately 200m), subject to an agreement for dual or shared use with the owner;
  - c. on sites within 800m of a rail station or Metrolink stop or 400m of a bus stop on a Quality Bus Corridor or frequent bus route.
- The Council will also take account of the availability of on street parking when deciding what level is appropriate.
- 4.51 Planning conditions or obligations, as appropriate, may include:
- a. maximum limits on the amount of car parking provided either on or in close proximity to the site;
  - b. negotiating dual\* or shared\* use of a neighbouring landowner's private car park;
  - c. agreement to dual or shared use of the development's car park with other businesses and organisations in the area if there are local on-street parking problems;
  - d. placing restrictions or controls on length of stay, for example by charging;
  - e. imposing on-street parking controls to minimise the displacement of parking; and

- f. making provision temporary so that parking spaces may be removed after a specified period or when a shift to other modes of transport has been achieved.
- 4.52 Where development proposals involve the loss of off-street parking within primarily residential areas, the Council will take into consideration the alternative parking facilities available in the vicinity and may require the developer to provide replacement parking for residents and the public.
- 4.53 Parking to serve public transport (park and ride) is covered in policies T1.1 and T1.2.



## 5 BUSINESS AND INDUSTRY

- 5.1 Much of the growth of Oldham as a town can be attributed to the textile industry which was at its peak in the late 19<sup>th</sup> and early 20<sup>th</sup> Centuries. Although the Borough's economy has undergone significant change since those days, a higher than average proportion of its population still works in the manufacturing sector. Despite this, a fall in manufacturing employment and the growth of the service sector is predicted during the period covered by the draft UDP.
- 5.2 Growth is also expected in the town's so called "sunrise\*" industries. These hi-technology\* businesses operate in the manufacturing and service sectors but their location is often governed by different factors from traditional manufacturing firms. Factors such as the quality of the environment, good links to research establishments including higher education establishments, and access to information technology infrastructure are often more important to sunrise industries than the amount and location of available employment land. Both draft Regional Planning Guidance and the North West Regional Strategy recommend that local authorities encourage the development of these types of business.
- 5.3 There are two elements to the UDP's economic strategy: to make better use of existing employment land in the Borough and to promote investment in the Borough through the allocation of new sites for expansion and new investment purposes. The Plan's objectives in relation to business and industry are therefore to:
- a. make better use of vacant and underused land and buildings in existing employment areas, and consolidate their potential as centres of future business and industrial growth;
  - b. improve access to employment opportunities throughout the Borough and address the economic disadvantages faced by certain sections of the community;
  - c. improve the diversity of the local economy and provide a broader range of jobs that can better withstand any future recession;
  - d. provide enough development land to meet the needs of businesses, recognising that some sections of the Oldham workforce may be employed within neighbouring authorities;
  - e. provide a range of sites for a variety of new employment uses, excluding retail, to meet the needs of new firms in the Borough and existing companies that wish to expand; and
  - f. provide a range of sites in locations that are accessible by a variety of transport modes.
- 5.4 Many of the available business sites are located to the west of the Borough where there is more brownfield land available and good transport links exist, including public transport. The UDP, however, recognises that it is important to provide a range of employment sites throughout the Borough so that people have the opportunity to work close to their homes. The Council has balanced these various needs in allocating land

for employment uses.

- 5.5 The following government advice has been taken into account in drawing up the policies and proposals contained in this section:
- a. PPG 1- General Policy and Principles;
  - b. PPG 4- Industry and Small Businesses;
  - c. PPG 11- Regional Planning; and
  - d. PPG 12- Development Plans;

## **PART 1 POLICY**

### **BUSINESS AND INDUSTRIAL LAND ALLOCATIONS**

- B1 THE COUNCIL WILL ENCOURAGE AND PERMIT THE DEVELOPMENT OF OFFICES (USE CLASS\* B1\*), GENERAL INDUSTRY (CLASS B2\*) AND WAREHOUSING AND DISTRIBUTION (CLASS B8\*) ON ALLOCATED SITES AND IN OTHER SUITABLE LOCATIONS WITHIN THE BOROUGH.**

**THE COUNCIL ALLOCATES 63 HECTARES OF LAND IN APPROPRIATE LOCATIONS FOR DEVELOPMENT TO MEET THE NEEDS OF BUSINESS AND INDUSTRY IN THE BOROUGH. IN ALLOCATING THIS AMOUNT OF LAND, THE COUNCIL RECOGNISES THAT NEIGHBOURING LOCAL AUTHORITIES WILL HAVE A ROLE TO PLAY IN PROVIDING FOR THE EMPLOYMENT NEEDS OF OLDHAM. THIS IS BECAUSE OF THE PROXIMITY OF MAJOR REGIONAL INVESTMENT SITES TO PARTS OF THE BOROUGH, WHICH WILL HAVE A SUB-REGIONAL ECONOMIC IMPACT.**

- 5.6 In allocating land for business the UDP aims to:
- a. provide employment opportunities across the borough in locations that can be accessed easily by the local workforce;
  - b. provide sites of varying size with the ability to attract new employment opportunities;
  - c. provide enough land to enable existing firms to expand; and
  - d. provide sites to meet the needs of the seven target “sunrise” sectors outlined in the draft North West Regional Planning Guidance\* and in the North West Regional Strategy.
- 5.7 The UDP recognises the role neighbouring authorities play in meeting some of Oldham’s employment requirements. A number of large, strategic industrial development sites are within easy access of many of Oldham’s workforce, including Ashton Moss in Tameside, Kingsway in Rochdale and East Manchester.
- 5.8 Based on the take up rates of industrial sites in previous years, Oldham currently has

less than a ten year supply of employment land available. This figure includes approximately 9 hectares of land that is not currently available but is expected to become available during the plan period. It does not include however, vacant floorspace within existing mills and industrial buildings. Rather than look for new greenfield sites to develop, the UDP adopts a more sustainable\* approach that focuses on making more efficient use of existing industrial areas. This recognises the growing importance of “sunrise” businesses, many of which require less land than traditional types of industry. A full list of all employment allocations is shown in Appendix B.

## **Part 2 Policies**

### **Industrial Allocations**

**B1.1 The following are the principal sites over 2 hectares in size allocated for business and industry (Use Classes B1, B2 and B8), as shown on the Proposals Map;**

**B1.1.01- Tweedale Way, Hollinwood;**

**B1.1.02- Albert Street, Hollinwood;**

**B1.1.11- B1.1.17- Oldham Broadway Business Park, Chadderton;**

**B1.1.18- Ram Mill, off Broadway, Chadderton; ?**

**B1.1.21- British Gas Site, Higginshaw Lane, Royton;**

**B1.1.29- Foxdenton Lane, Chadderton;**

**B1.1.33- Primrose Street / Crossbank Street, Oldham; ?**

**B1.1.34- Hebron Street, Royton;**

**B1.2.01- Southlink Business Park; and**

**B1.2.02- Sefton Street, Hollinwood;**

**In addition to the principal sites listed above, a further 2 sites at Union Street West (B1.1.31) and Mumps (B1.1.32) are sites that are likely to become available only in the longer term.**

5.9 This policy allocates employment land to meet the needs of existing and potential new businesses (as recommended in PPG 4) and includes land currently held for expansion purposes by existing firms. The sites allocated are of varying sizes which are aimed at meeting the needs of different businesses, so as to provide a broad employment base for Oldham. All sites have been allocated in the realistic expectation that they will become available during the plan period, and on the basis that they have access to the necessary infrastructure. The site at Hebron Street will require a survey for protected species to be carried out before any development may begin. A list of all allocated employment sites, large and small, is provided in Appendix B.

### **Business and Office Allocations**

**B1.2 The following sites are allocated for office (Class B1) and general industry (Class B2) uses only (as shown on the Proposals Map):**

**B1.2.01- Southlink Business Park; and**

**B1.2.02- Sefton Street, Hollinwood**

5.10 These sites have been allocated for business and office uses to achieve the clusters of quality employment that draft Regional Planning Guidance recommends. The grouping of high technology businesses in the same area can create the kind of environment and conditions that encourage business growth. Located at major transport nodes, which include public transport interchanges, the accessibility of these sites makes them suitable for higher densities of employment.

5.11 Oldham has recently been successful in attracting high technology businesses and the percentage of its population employed by these firms is now more than twice the national average. This policy is intended to assist the continuing growth that is predicted within these sectors. The more diverse an economy, the better it will be able to withstand the pressures of recession. The Council aims to ensure that suitable land is available to encourage the right kind of industries into the Borough.

5.12 Any proposal for office and business use on these sites will still be subject to the impact on residential amenity\* being acceptable.

### **Mixed Use Allocations**

**B1.3 The Council allocates the following sites for mixed-use development:**

**B1.3.01 / H1.1.18- Frenches Wharf/Wellington Road, Greenfield**

**B1.3.02 / H1.1.14- Lumb Mill, Huddersfield Road, Delph**

**B1.3.05 / H1.1.03- Land at Heywood Street, Failsworth**

**B1.3.06 / H1.1.16- Buckley New Mill, High Street, Uppermill**

**These sites are allocated for a mix of business (B1 and B2) and housing (C3) uses.**

**A wider range of uses may be permitted in accordance with the other policies of this Plan, provided an element of the site is retained for the office or general industrial uses. The precise mix of uses required including the percentage of land recommended to be developed for residential purposes, will be outlined in planning briefs prepared for each site.**

**The business and housing elements of each site should be developed broadly in tandem in accordance with a phasing scheme to be agreed with the Council. This is in order to guarantee the delivery of non-residential floorspace.**

- 5.13 Planning Policy Guidance on Housing (PPG 3) recommends the promotion of mixed use developments on individual sites and over a wider area, as a means of accommodating new households and assisting urban regeneration. It recommends that local authorities allocate such sites in their development plans and encourage mixed use development, by adopting a flexible approach to car parking and housing density. Section 4 on Transport refers to car parking while Section 6 on Housing contains detailed policies on housing density.
- 5.14 There are many uses of land including some employment generating uses that can be located adjacent to housing areas without having a detrimental impact upon residential amenity. Examples of this include offices, creative industries and craft workshops. In appropriate locations mixed-use development can help to achieve PPG 3 objectives, stimulate economic investment, and create local jobs that reduce the need to travel. The wider range of uses referred to in this policy will only be allowed in line with other UDP policies, particularly those that relate to retail development (policies S1.7 and S2.3).

#### **Tourism Development**

- B1.4 The Council will encourage appropriate tourism development within the Borough in accordance with the other policies and proposals of the Plan. To this end, the potential benefits for tourism arising from a proposed development will be a material consideration weighing in its favour. This refers to developments that:**
- a. lead to the diversification\* and expansion of an existing business;**
  - b. bring about a significant enhancement of the quality and appearance of the surrounding landscape and environment;**
  - c. can be accessed by public transport (as set out in the Transport Section);**
  - d. are a canal-side development that will lead to increased use of either the Rochdale or Huddersfield Narrow Canal; or**
  - e. are located within a Tourism Development Area as defined in the Oldham Tourism Strategy.**
- 5.15 Tourism is important to Oldham's economy, creating jobs and providing facilities for visitors and residents alike. The Borough's tourism facilities range from hotels and other accommodation, to shops and visitor attractions such as the canal network. Although this policy aims to promote tourism development in Oldham, the Council recognises that it must be weighed against other UDP objectives such as Green Belt policy. As part of its aim to develop tourism across the Borough, the Council's Tourism Development Strategy identifies Tourism Development Areas that, in

principle, have investment potential.

### **Business and Industrial development on unallocated land**

**B1.5 The Council will permit new industrial development on land not allocated for a specific use in the plan provided it meets all of the following criteria:**

- a. in the case of sites located within the Green Belt, any proposed development meets the requirements of Green Belt policy as set out in the Open Environment Section;**
- b. in the case of sites located within the urban area (as defined on the Proposals Map), the development would:**
  - i) be accessible by a choice of modes of transport including public transport (subject to criteria set out in the Transport Section of this plan); and**
  - ii) have no adverse impact upon residential amenity by way of noise, odour, vibration, traffic generation, unsuitable hours of operation, or upon highway safety.**

5.16 All businesses, whether within identified employment areas or elsewhere, contribute towards the local economy and increase employment choice for the Oldham workforce. Many types of employment, especially office (B1) uses, can be located within primarily residential areas without having any detrimental impact upon neighbouring uses.

5.17 It is the intention of the UDP to continue to promote a spread of employment across all areas of the Borough, to provide jobs for local people and help to reduce the need to travel.

### **Working from Home**

**B1.6 Proposals to use any part of a dwelling (or its curtilage) for business use (Use Classes A2/B1) will only be permitted where all the following criteria are satisfied:**

- a. there would be no harm to the amenity of residential properties or the character and appearance of the surrounding area by reason of:**
  - i) noise, vibration, odour, atmospheric pollution or other nuisance; or**
  - ii) loss of privacy; or**
  - iii) the visual appearance of any alterations or extensions;**
- b. there would be no harm to the amenity and safety of road users from the use; and**

**c. provision would be made for access, servicing and car parking in accordance with the Council's parking standards.**

5.18 The policy recognises that working patterns are changing and that there has been growth in home working in recent years. In particular, developments in information technology are making it easier to work from home, and more people may wish to integrate their work or business with their home lives. This may necessitate the establishment of a formal working environment in a person's own home on a scale which cannot be considered incidental to the residential use.

### **Freight Generating Developments**

**B1.7 The Council will permit development proposals that generate substantial freight movements, such as warehousing and distribution, only on sites that are both:**

**a. easily accessible to trunk or primary roads or can be served by rail; and**

**b. away from the Town Centre, District Centres, congested roads, and residential areas where they would cause safety, amenity or environmental problems.**

5.19 In planning for developments that generate a significant amount of freight, the Council aims to strike a balance between environmental, amenity and safety issues and the need to support and strengthen the local economy. Any proposed development should refer to policy T2.1 and the Highways Agency requirements for developments that access trunk roads.

## **PART 1 POLICY**

### **EXISTING INDUSTRIAL AREAS**

**B2 THE COUNCIL WILL PROTECT EXISTING LAND AND BUILDINGS AVAILABLE FOR BUSINESS AND INDUSTRY WITHIN THE BOROUGH FROM OTHER TYPES OF DEVELOPMENT. TO MEET THIS OBJECTIVE PRIMARY EMPLOYMENT ZONES WILL BE DESIGNATED, IN ADDITION TO INDUSTRIAL LAND ALLOCATED UNDER POLICY B1.1.**

5.20 It is important to protect the Borough's supply of industrial land and make the best use of existing industrial areas. Many vacant or underused sites and buildings exist within these areas and by zoning them for employment use the Council aims to direct new business investment towards them.

## **Part 2 Policies**

### **Primary Employment Zones**

**B2.1 In the Primary Employment Zones shown on the Proposals Map, development will only be permitted for the following uses (Use Classes Order reference in brackets):**

- a. business uses (B1);**
- b. general industry (B2);**
- c. warehousing and distribution (B8) including builders' and plumbers' merchants, timber suppliers, plant hire depots, cash and carries and other outlets providing a service mainly to the trade (as defined in the Retail & Leisure Section);**
- d. food and drink (A3);**
- e. hotels (C1);**
- f. the motor trade, including car and caravan showrooms, petrol filling stations and tyre and exhaust centres;**
- g. waste management facilities;**
- h. local needs retailing which for the purpose of this policy will be taken to include all shops with a retail floorspace below 300m<sup>2</sup>;**
- i. small scale leisure facilities which for the purpose of this policy will be taken to include facilities with a gross floorspace below 500m<sup>2</sup> (D2); and**
- j. nurseries and garden centres requiring large external storage and display areas.**

5.21 The UDP designates areas of the Borough where business and industry dominate as Primary Employment Zones (PEZs). PEZs are expected to continue to generate significant levels of employment throughout the plan period and represent the most suitable location for economic development, as they reduce the need to develop open land while minimising potential conflict with residential areas.

5.22 By allocating PEZs the Council aims to provide continuing opportunities for existing



firms to expand and for new firms to locate. Situated mainly in areas with good public transport accessibility, PEZs offer a range of jobs that the local workforce can access easily. A wide range of business uses are permitted within PEZs to encourage the broad base of employment that will improve the local economy's resilience to future recession.

- 5.23 While PEZs are the most important source of employment in the Borough, the Council is sympathetic towards applications for new industrial development outside these areas, subject to the criteria set out in policy B1.5. A full list of PEZs is shown in Appendix B.

#### **Protection of Existing Employment Sites outside PEZs**

- B2.2 Outside Primary Employment Zones, the Council will not permit the development of a site currently or last used for employment purposes for an alternative use unless:**

- a. There is an adequate supply of suitable industrial / business land or buildings within the vicinity of the site; and**
- b. The site has been marketed for a period of at least six months for business and industrial uses at an appropriate price and with appropriate publicity, both by previous agreement with the Council; or**
- c. Any proposed business or industrial use would be unsuitable because of a loss of residential amenity or negative impact upon highway safety.**

- 5.24 There are many businesses located outside PEZ's that make a vital contribution to the local economy and are able to accommodate future growth in employment. Many of these businesses are also located near to residential areas which can help to achieve sustainable transport objectives of the Plan.

- 5.25 This policy aims to protect existing employment sites wherever possible unless it can be proven that there is no current or future demand for them to be used for economic purposes. The Council will require evidence that the land or premises have been marketed at a reasonable price for at least six months in appropriate trade press or elsewhere (all by prior agreement), in order to be satisfied that there is no realistic demand for its continued employment use. The Council will look more favourably upon proposals for mixed use rather than residential development on such sites, as this would mean a continuing contribution towards the local economy.

#### **Existing Businesses within the Green Belt**

- B2.3 A proposal to extend, alter or infill an existing employment generating site (excluding retail) in the Green Belt, a local green gap or on land reserved for future development will only be permitted where the development meets all of**

**the following criteria:**

- a. it relates to the continuation or intensification of the existing use;**
- b. it does not lead to a major increase in the developed proportion of the site;**
- c. it is needed to maintain or extend employment opportunities at the site;**
- d. it makes provision for access, car parking and servicing; and**
- e. it meets the requirements of relevant Green Belt policies.**

5.26 There are a number of businesses operating within the Borough's Green Belt that provide valuable employment and assist the rural economy, as recommended by the Government in PPG 7. This policy offers such businesses some flexibility to adapt to changing economic circumstances by allowing limited extension, alteration or infill as long as the objectives of Green Belt policy are not compromised (see Open Environment Section).

## **6 HOUSING**

- 6.1 The development of carefully planned new housing over the next ten to fifteen years will play a key role in supporting urban regeneration and creating a more sustainable lifestyle, not just in the Borough of Oldham, but throughout Greater Manchester.
- 6.2 The main aim of this section is to set out a framework for managing the release of land for housing development in a way that will match the needs and demands of the population with the development of sustainably located new homes.
- 6.3 When planning for more sustainable housing development it is important not only to consider its location, but also ensure that the best use is made of housing land. The policies contained in this section include a requirement for developers to achieve a minimum density on sites where more than one house is proposed.
- 6.4 To successfully meet overall housing requirements the Council must clearly consider the needs of the significant number of Oldham residents who cannot afford to enter the general housing market. The Council will negotiate with private developers and registered social landlords to encourage the development of affordable housing on suitable sites.
- 6.5 The objectives of UDP housing policy are:
- a. to encourage the development of new housing stock in locations that meet the need to encourage more sustainable living patterns;
  - b. to ensure that efficient use is made of land identified for housing development;
  - c. to make it a priority to re-use previously developed land;
  - d. to provide for a spread of housing sites across the Borough;
  - e. to contribute towards the urban regeneration of the Borough and Greater Manchester as a whole;
  - f. to make the best use of existing building stock;
  - g. to encourage the development of a variety of housing types that reflect housing needs within the Borough; and
  - h. to work with private sector developers and registered social landlords to maximise opportunities to develop affordable housing for those who cannot afford to rent or buy market priced housing, and housing that is suitable for people with special needs.

## **PART 1 POLICY**

### **HOUSING LAND REQUIREMENT AND SUPPLY**

**H1 THE COUNCIL WILL MAKE PROVISION FOR LAND TO ACCOMMODATE 400 DWELLINGS PER ANNUM OVER THE PERIOD 2001-2011. OVER THIS PERIOD THE COUNCIL WILL SEEK TO ENSURE THAT A MINIMUM OF 75% OF NEW DWELLINGS ARE DEVELOPED ON PREVIOUSLY DEVELOPED LAND OR INVOLVE THE RE-USE OF VACANT AND UNDERUSED BUILDINGS.**

- 6.6 The housing requirement for Oldham during the period 2001-2011 is based upon that set out in Draft Regional Planning Guidance (RPG) for the North West.
- 6.7 Draft RPG establishes a housing requirement of 4,800 dwellings, net of clearance, for the period 1996-2011. This is equivalent to building 320 new homes a year.
- 6.8 In planning for this level of development, the Draft Guidance states that development plans should:
- a. make allowances for increased re-use of suitable existing housing;
  - b. maximise the re-use of vacant and under used land and buildings;
  - c. make allowances for the contribution that can be made by conversions;
  - d. consider the impact of new housing development on existing housing stock and on housing markets in adjoining areas;
  - e. adopt a sequential approach to the identification of locations for development;
  - f. introduce phasing policies;
  - g. allow for clearance to reflect local circumstances;
  - h. take account of the need for affordable housing; and
  - i. use up-to-date Urban Potential Studies to inform the way sites are allocated.
- 6.9 Although Draft RPG is specific about the number of new homes required, more recent Government guidance states that local authorities should not establish a fixed total but set out annual rates of provision which will provide a benchmark to be kept under review.
- 6.10 Policy H1 therefore sets out a benchmark total (gross) building rate of 400 dwellings a year, derived by adding an annual clearance replacement allowance of 80 dwellings a year to the Draft RPG figure of 320 (para. 6.7).
- 6.11 Table 1 illustrates the progress Oldham has made since 1996 in achieving its annual building requirement.

<b>Table 1 - Net Housing Requirement 1996-2011</b>		
	<b>Rate p.a.</b>	<b>Dwellings</b>
1. Net Draft RPG requirement 1996-2011	320	4,800
2. Total completions 1996-2001	517	2,583
3. Clearance - actual 1996-2001	200	998
4. Net increase 1996-2001 (2-3)	317	1,585
5. Residual net requirement 2001-2011 (1-4)	321.5	3,215

6.12 As the table shows, the Borough met its target for the period 1996-2001.

6.13 Table 2 shows how the need to replace cleared dwellings gives a total housing requirement.

<b>Table 2 - Total Housing Requirement 2001-2011</b>		
	<b>Rate p.a.</b>	<b>Dwellings</b>
1. Net requirement 2001-2011	320	3,200
2. Clearance - estimated 2001-2011	80	800
3. Total requirement 2001-2011 (1+2)	400	4,000

6.14 The clearance rate used in the above calculation is significantly below that achieved in recent years. However, a significant number of demolitions have involved Council properties. This is unlikely to be repeated to the same extent over the next ten years.

6.15 Private sector clearance is mainly restricted to the renewal areas of Westwood and Glodwick. There is potential for additional clearance in the SRB6\* regeneration area centred on Werneth and Hollinwood, and the Fitton Hill/Hathershaw New Deal\* area.

6.16 Policy on private sector housing renewal, including clearance activity, is currently under review on both a national and local basis. Until the policy direction and resource levels become clearer, as a guide it is estimated that around 80 private and council owned dwellings will be cleared each year.

6.17 The actual and planned level of clearance and its implications for housing requirements and housing land release will continue to be monitored annually.

#### THE PHASING OF HOUSING LAND RELEASE

6.18 In line with current government guidance, the Council has considered releasing housing land in phases to better manage the rate at which it is developed and to control the development of non-allocated, or "windfall", sites.

6.19 This phased release will be controlled under policies H1.1 and H1.2 and will cover the period 2001 to 2011. Sites have been allocated to give preference to:

- a. the re-use of previously developed sites and empty or under used buildings; and
- b. the development of residential sites in locations where jobs, shops and services can be reached without the need to use a car.

6.20 Allocations have also been made in the light of the following factors:

- a. the ability of existing and potential infrastructure, including public transport and physical and social infrastructure, to accommodate additional development;
- b. development constraints and likely development timescales; and
- c. the need to develop residential sites that can provide homes of different types, sizes and levels of affordability.

6.21 It is anticipated that 84% of development attributable to current commitments and Phase 1 allocations will be on previously developed land. The UDP sets the target for re-using previously developed land at the lower rate of 75% to allow for the possible development of greenfield windfall sites (see Policy H1.3), and the potential need to bring forward well located greenfield sites, should previously developed sites come forward at a lower rate than expected.

6.22 It should be noted that the figure set by this policy is still higher than that required by Government planning guidance (60%) and draft Regional Planning Guidance (65%).

#### LONG TERM DEVELOPMENT

6.23 Draft RPG states that Oldham should continue to develop at the rate of 320 dwellings a year, plus clearance, beyond 2011. Although other policy objectives must clearly be taken into account, the current intention is that the release of housing land after 2011 will be considered in line with the following criteria:

- a. type of site, in order of preference:
  - i) previously-developed sites in the urban area
  - ii) previously-developed sites outside the urban area
  - iii) greenfield sites in the urban area
  - iv) greenfield sites outside the urban area
- b. location, in order of preference:
  - i) inner urban
  - ii) urban extension
  - iii) suburban
  - iv) village extension
- c. public transport accessibility, in order of preference:

- i) very good accessibility - choice of two or three public transport modes, one of which should be a frequent bus route
  - ii) good accessibility - within 400m of a frequent bus route, or 800m of a rail or Metrolink station
  - iii) satisfactory accessibility - within 400m of a bus route with at least two daytime services an hour Monday to Saturday
  - iv) basic accessibility - within 400m of a bus route that operates daytime Monday to Saturday.
- d. ready for development, in order of preference:
- i) ready immediately
  - ii) ready in 3-5 years
  - iii) ready in 5-7 years
  - iv) ready in 7 years plus.
- 6.24 Where necessary, the criteria listed in paragraphs 6.19, 6.20 and 6.23 should also be used to prioritise the movement of sites between Phases.

## MONITORING

- 6.25 Government planning guidance recommends that a “plan, monitor, manage” approach is applied the release of housing land. This means housing objectives and the way in which they are met must be regularly reviewed. With this in mind the Council will monitor the impact of the following factors on the objectives set out in the introduction to this chapter:
- a. Housing Supply
    - i) number of dwellings built
    - ii) location of new development
    - iii) proportion of dwellings built on previously developed land and through conversions
    - iv) number of dwellings built on windfall sites
    - v) number of dwellings built on small sites
    - vi) number of vacant dwellings occupied.
  - b. Development Characteristics
    - i) dwelling mix and size according to number of bedrooms
    - ii) level and type of affordable housing delivered
    - iii) net housing density
    - iv) car parking provision.
  - c. The Housing Context
    - i) population and households
    - ii) housing need
    - iii) condition of housing stock
    - iv) areas of low housing demand

- v) clearance activity
- vi) the development of urban regeneration initiatives.

6.26 The Council will publish the results in an annual report that sets out any changes in circumstance that require its housing objectives and policies to be amended. This will include changes to the phasing of housing sites allocated in the UDP. Any amendments to the phasing of allocated sites will be managed through the publication of supplementary planning guidance. All supplementary planning guidance will be subject to Council approval and, where appropriate, will follow public consultation.

## Part 2 Policies

### Housing Land Release - Phase 1

**H1.1 The following sites are allocated for Phase 1 development:**

Phase 1					
Ref	Site	Type	Size (ha)	Indicative Capacity	Indicative Density
H1.1.1	Land at Hunt Lane, Chadderton	PDL	4.05	120	30
H1.1.2	Land off Fields New Rd/Ramsey Street, Chadderton	PDL	3.41	136	40
H1.1.3	Land at Broadway/Oldham Rd, Failsworth*	PDL	1.56	10	-
H1.1.4	High Barn Rd, Royton	GF	3.1	56	18
H1.1.5	Cape Mill, Refuge St, Crompton	PDL	1.55	62	40
H1.1.6	St. Mary's Way Oldham	PDL	2.56	102	40
H1.1.7	Block Lane, Oldham	GF	2.29	92	40
H1.1.8	Land at Redgrave Street, Oldham	PDL	0.86	26	30
H1.1.9	Lower Lime Road, Oldham	PDL	2.59	78	30
H1.1.10	Athens Way, Lees	PDL	0.55	17	30
H1.1.11	Acorn Mill, St. John Street, Lees	PDL	0.23	35	152
H1.1.12	High Street/Hartshead St, Lees	PDL	0.52	26	50
H1.1.13	Coverhill Rd, Grotton, Saddleworth	GF	0.58	11	19
H1.1.14	Lumb Mill, Huddersfield Road, Delph, Saddleworth*	GF	1.4	15	-
H1.1.15	Bailey Mill, Oldham Rd/Delph New Road, Delph, Saddleworth	PDL	1.4	60	43
H1.1.16	Buckley New Mill, High Street, Uppermill, Saddleworth*	PDL	0.22	13	-
H1.1.17	Hopkinson Close, Uppermill, Saddleworth	PDL	0.37	20	50
H1.1.18	Frenches Wharf/Wellington Road, Greenfield Saddleworth*	PDL	4.76	50	-
H1.1.19	Andrew Mill, Manchester Road/Chew Valley Road, Greenfield, Saddleworth	PDL	1.34	40	30
	<b>TOTAL</b>			969	



**Note: PDL = Previously Developed Land. GF = Greenfield land. Sites marked \* are mixed use allocations which have a housing element. Further details of the Council's requirements for each site can be found in Appendix 2.**

- 6.27 The above sites have been identified in line with the principles set out in Policy H1. They are considered to be a priority for development and to be capable of being brought forward in the short to medium term. The allocations include four sites which are allocated for mixed use. All four of these sites are considered suitable for a mix of housing and business uses (see also Business and Industry Policy B1.3).
- 6.28 Table 3 details the level of supply currently committed and allocated within Phase 1 and Appendix C provides more details about committed sites.

<b>Table 3 - Phase 1 Supply 1st April 2001</b>				
	<b>Dwellings</b>	<b>% Dwellings PDL</b>	<b>% Dwellings GF</b>	<b>Notes</b>
1. Large sites under construction 2001	420	86	14	363 dwellings PDL, 57 GF.
2. Large sites with planning permission 2001	330	78	22	256 dwellings PDL, 74 GF.
3. Sites awaiting signing of legal agreements 2001	225	100	0	225 dwellings PDL.
4. Sub-total (1+2+3)	975	87	13	844 dwellings PDL, 131 dwellings GF.
5. Allocations	969	82	18	795 dwellings PDL, 174 dwellings GF.
6. Total (4+5)	1,944	84%	16%	1,639 dwellings PDL, 305 dwellings GF.

**Note - Large sites are defined as sites of 0.4 hectares and above or with a potential capacity of 10 or more dwellings, regardless of size.**

- 6.29 Account should be taken of the potential supply of small sites - those with less than 0.4 hectares of land or ten dwellings - and windfall sites that are expected to become available during the period covered by the UDP. In line with PPG3, "Housing", these allowances relate to previously developed land only.
- 6.30 To support its objective of making better use of existing housing stock, the Council has published an Empty Homes Strategy that aims to reduce the number of private homes left vacant for over 6 months by 63 a year. It is hoped that this will be achieved through reoccupation. It would, therefore, appear appropriate to allow for this planned reduction in the vacancy rate when calculating the Borough's potential supply of housing land. Table 4 sets out the allowances that should be taken into account when considering the future housing supply.

<b>Table 4 - Allowances as of 1<sup>st</sup> April 2001</b>		
	<b>Dwellings p.a.</b>	<b>Notes</b>
1. Allowance for completions on small sites/conversions	55	Based on average BF completions July 1997-March 2001
2. Allowance for completions on windfall sites of 0.4 hectares/10 dwellings and above	75	Based on average medium BF completions July 1997-March 2001 (35 p.a.) and discounted large average of 40 p.a.
3. Reduction in vacancy rate	63	Based on annual reduction in private dwellings vacant over 6 months
<b>TOTAL</b>	<b>193</b>	

**Note - it is unlikely that there will be completions on windfall sites (item 2) within the first year of monitoring (i.e. 2001-2002).**

- 6.31 The Council will monitor the above allowances on an annual basis and publish its findings in the annual monitoring report outlined in Policy H1. The monitoring process will take into account the impact of windfalls on the release of allocated sites.
- 6.32 If levels of housing development on windfall sites exceed expectations the Council may wish to revise the allocation of sites within Phase 1. This may involve holding some sites back for longer term development. Any such action would be explained in new supplementary planning guidance which would be subject to Council approval and, where appropriate, will follow public consultation.

## **Housing Land Release - Phase 2**

### **H1.2 The following sites are allocated for Phase 2 development:**

<b>Phase 2</b>					
<b>Ref</b>	<b>Site</b>	<b>Type</b>	<b>Size (ha)</b>	<b>Indicative Capacity</b>	<b>Indicative Density</b>
<b>H1.2.1</b>	Parkside Farm, off Chadderton Park Road, Chadderton	GF	0.94	38	40
<b>H1.2.2</b>	Rose Mill, Coalshaw Green Road, Chadderton	PDL	1.49	60	40
<b>H1.2.3</b>	Ashton Road, Woodhouses	GF	1.71	51	30
<b>H1.2.4</b>	Medlock Road, Woodhouses	GF	0.66	20	30
<b>H1.2.5</b>	Blackshaw Lane, Royton	GF	0.6	18	30
<b>H1.2.6</b>	Lilac View Close, Oldham/Crompton	GF	0.59	24	40
<b>H1.2.7</b>	Land at Shaw Road, Oldham	PDL	0.61	18	30
<b>H1.2.8</b>	Pretoria Street, Oldham	PDL	0.46	14	30
<b>H1.2.9</b>	Springhey Mill, Huddersfield	PDL	0.39	12	30

	Road, Oldham				
<b>H1.2.10</b>	Knowls Lane, Lees	GF	5.8	232	40
<b>H1.2.11</b>	Ripponden Road, Denshaw, Saddleworth	GF	0.63	19	30
<b>H1.2.12</b>	Shaw Hall Bank Road, Greenfield, Saddleworth	GF	1	50	50
	<b>TOTAL</b>			556	

**Note: Further details of the Council's requirements for each site can be found in Appendix 2.**

**When considering planning applications for the above sites the following factors will be taken into account:**

- a. the results of monitoring procedures outlined in paragraph 6.25 and 6.26;**
- b. the phasing objectives set out in paragraphs 6.19, 6.20 and 6.23; and**
- c. regional and sub-regional planning objectives.**

6.33 The phasing of sites for development has been informed by the objectives expressed in Policy H1. Allocations are composed of previously developed sites that are likely to become available in the longer term along with greenfield sites that have, as a minimum, satisfactory public transport accessibility\*.

6.34 It is intended that Phase 2 allocations should only be brought forward if monitoring activity shows a potential shortfall in supply in relation to the required building rate of 400 dwellings a year.

6.35 If this is the case, the Council will publish supplementary planning guidance, to explain the revised phasing policy and allocations. This will be subject to Council approval and, where appropriate, public consultation.

6.36 If levels of housing development should exceed expectations, the Council may wish to revise the allocation of sites within Phase 2, perhaps holding some sites back for development after 2011. Any such action will again be carried out through the publication of supplementary planning guidance detailing the revised phasing policy and allocations.

### **H1.3 Assessing Non-Allocated Sites and the Renewal of Planning Permissions**

**Planning applications on non-allocated sites, or for the renewal of planning permission, will be judged against the following criteria and any other material considerations:**

- a. the site's location in respect of public transport accessibility, walking & cycling, and the potential for improving such accessibility;**

- b. the proximity of the site to basic services and usable open space, and the potential for improving such accessibility;**
- c. the capacity of existing and potential infrastructure, including public transport, physical infrastructure, and social infrastructure (for example schools), to absorb further development;**
- d. the ability of the site to accommodate a mix of housing types and sizes, including the ability to sustain an element of affordable housing on suitable sites as defined by Policy H2.1; and**
- e. other policies and proposals in the plan.**

**Regarding applications on “greenfield” sites, the availability of previously-developed land and empty or under used buildings, both in the locality and in the Borough as a whole, as assessed by the Council’s monitoring procedures, will be the first consideration.**

- 6.37 This policy allows an assessment to be made of the acceptability of developing housing on both windfall sites and sites where an application has been made for the renewal of a previously granted planning permission.
- 6.38 New sites should meet UDP objectives in relation to sustainability and the re-use of previously developed land. As a key requirement of sustainable development is to reduce the need to travel it is important that new developments offer good access to a range of basic services. Applicants will need to demonstrate how the proposed development meets the criteria set out in this policy.
- 6.39 Applicants wishing to develop a windfall greenfield site should be able to demonstrate not only that the development meets the requirements of this policy but also that current housing requirements are unlikely to be met by previously developed sites and the re-use of existing buildings.
- 6.40 In considering accessibility to public transport and proximity to basic services the Council will require, wherever possible, that:
  - i. small developments (less than ten dwellings) should have at least basic public transport accessibility, and be within 400m of at least one basic service\* such as a supermarket, post office or doctor’s surgery;
  - ii. medium sized developments (10 to 29 dwellings) - should have at least satisfactory public transport accessibility, and be within 400m of at least two basic services;
  - iii. large developments (30 dwellings and over) - should have at least good public transport accessibility, and be within 400m of at least two basic services.

- 6.41 Government planning guidance and the policies expressed in the UDP promote a new approach to housing development. Some outstanding planning permissions may not be consistent with this approach. The fact that a site has previously been granted permission does not necessarily mean that this will be renewed. In considering the renewal of a permission, particular attention will be paid to whether or not the proposed development now meets the relevant criteria.
- 6.42 In some cases this will mean that an existing permission is not renewed, or that an application must be revised to take into account new policy requirements.

### **Housing Density**

- H1.4 The Council will only permit proposals for residential developments with a capacity of 2 dwellings or more that, as a minimum, achieve a net density of 30 dwellings per hectare.**

**The Council will seek higher net densities on sites that have**

- a. very good or good accessibility to public transport options; and**
- b. are within town & district centres.**

**In considering whether or not a proposed density is acceptable, and whether or not there are mitigating circumstances that mean that the minimum density cannot be achieved, the following factors will be taken into account:**

- i) the character of the surrounding area;**
  - ii) the need to create mixed communities;**
  - iii) the need to meet identified housing needs;**
  - iv) the shape, topography and setting of the site;**
  - v) the existence of natural features and areas of nature conservation value;**  
**and**
  - vi) likely traffic generation.**
- 6.43 This policy aims to support the UDP's urban regeneration and sustainability objectives by ensuring that developments in more sustainable locations are developed at higher densities. Government planning guidance suggests that sites developed at a density of less than 30 dwellings per hectare (dph) represent an inefficient use of land. As a minimum this density should be met on all sites, apart from where the proposal is for a single dwelling.
- 6.44 Developments in locations with good or very good public transport accessibility or within Oldham Town Centre or District Centres should reasonably be expected to achieve a density of at least 50 dph.

- 6.45 Despite the need to meet minimum site densities, developments must still be sensitive to the particular circumstances of a site, avoid the appearance of being over-developed, and contribute to a mix of housing types within the area.
- 6.46 There are certain cases in which lower density development may be necessary: where the physical properties of a site may make it impractical to develop higher density housing; where the bid to create balanced communities indicates a need for lower density housing in an already densely developed area; and where meeting housing needs requires the development of large family homes.
- 6.47 It must, however, be noted that all developments should aim to meet at least the minimum net density of 30 dph. Only in exceptional circumstances, and by reference to the above criteria, will developments below this density be accepted.

## **PART 1 POLICY**

### **MEETING THE NEED FOR AFFORDABLE HOUSING**

#### **H2 THE COUNCIL WILL ENCOURAGE THE PROVISION OF A MIXTURE AND RANGE OF HOUSE TYPES APPROPRIATE TO MEETING THE HOUSING NEEDS OF THE BOROUGH'S POPULATION.**

- 6.48 The UDP and the Council's Housing Strategy share the objective of encouraging the development of new housing stock that combines a range of housing types to meet the various housing needs of the Borough's residents.
- 6.49 Nationally, the majority of houses are either detached or semi-detached properties, but in Oldham the housing stock is dominated by terraced properties. The 1991 Census showed that nearly half of the households in Oldham inhabited terraced housing compared with less than one-third nationally. These properties are particularly concentrated in the inner area of the Borough in wards such as Alexandra, Coldhurst, St. James', St Mary's, St. Paul's and Werneth.
- 6.50 Between late 1998 and early 1999 a survey was undertaken to ascertain the housing needs of the Borough's population. It found that:
- ?? an estimated 7,761 existing households inhabit unsuitable accommodation, mainly caused by overcrowding and poor repair;
  - ?? of these households, 5,995 were considered to be in housing need;
  - ?? the number of concealed and homeless households was estimated at 1,204;
  - ?? housing need is particularly concentrated in the central Oldham wards, with between 12% and 20% of existing households in Coldhurst, St Mary's, Werneth and Alexandra in need;
  - ?? there was a considerable need for properties with four or more bedrooms and a surplus of two bedroom homes; and

?? an estimated 4,000 new affordable dwellings were required to meet projected future housing need up to 2011.

6.51 Demographic change over the period covered by this UDP will also inform any assessment of the need for affordable housing.

6.52 The Centre for Urban and Regional Studies (CURS) has recently published a paper, "Changing Housing Markets and Urban Regeneration in the M62 Corridor", that identifies areas where there is a risk of low housing demand. The factors contributing to this low demand include:

- ?? predominance of single tenures;
- ?? monolithic provision, for example of two bedroom houses in one locality;
- ?? concentration of a particular dwelling type; and
- ?? lack of economic activity.

6.53 From the above analysis it is clear that the general requirement is for a greater mix of house types, particularly semi-detached and detached, and for large family housing to meet very specific housing needs.

6.54 This approach reflects government planning guidance, which encourages local authorities to create mixed and balanced communities and avoid the creation of large areas of housing with similar characteristics.

6.55 Developers should therefore consider:

- a. whether a site can meet general housing needs within the Borough;
- b. whether a site can meet housing needs specific to its locality;
- c. whether a site can contribute positively to the mix of dwelling types that already exists in the locality;
- d. whether a site should combine a mix of house types, for instance semi-detached and detached, and a mix of properties with different numbers of bedrooms; and
- e. the need to avoid developing inappropriate types of home in areas of low housing demand.

6.56 Policy H2.1 below gives more specific details on affordable housing requirements.

6.57 This section of the UDP also sets out a policy for the assessment of planning applications for sites to be used by Gypsies or travelling showpeople.

6.58 The 1968 Caravan Sites Act defines Gypsies as "persons of nomadic habit of life, whatever their race or origin". At one time local authorities had a statutory duty to provide caravan sites for Gypsies but this was abolished by the Criminal Justice and Public Order Act 1994. The Government considers that many Gypsies may now

prefer to provide their own sites rather than rely on local authority provision. Gypsy sites can now be provided by the local authority or through private means.

- 6.59 As Oldham's only official site for Gypsy caravans, at Ada Street, has closed and there are no other sites with planning permission in the Borough, there may be occasion over the plan period to determine an application for a new permanent site for Gypsy caravans.
- 6.60 As many Gypsies are self-employed such a site may need to be suitable for mixed use.
- 6.61 Travelling showpeople are self-employed business people who travel the country holding fairs, mainly during the summer. They need secure, permanent bases on which to live and to store and work on their equipment.

## Part 2 Policies

### Providing Affordable Housing

- H2.1 On all suitable residential sites of 1 hectare and above or 25 dwellings capacity and above, the general presumption is that 25% of the site capacity should take the form of dwellings which meet identified affordable housing needs.**

**Within the context of the Borough of Oldham and the results of the housing needs survey, the term "affordable housing" is defined as "Housing affordable to those who cannot afford market priced housing either to rent or to purchase".**

**The Council will negotiate with developers for the provision of affordable housing on the following allocated sites:**

<b>Affordable Housing Provision - Phase 1 Allocations</b>					
<b>Ref</b>	<b>Site</b>	<b>Type</b>	<b>Size (ha)</b>	<b>Indicative Capacity</b>	<b>Indicative Density</b>
<b>H1.1.1</b>	Land at Hunt Lane, Chadderton	PDL	4.05	120	30
<b>H1.1.2</b>	Land off Fields New Rd/Ramsey Street, Chadderton	PDL	3.41	136	40
<b>H1.1.4</b>	High Barn Rd, Royton	GF	3.1	56	18
<b>H1.1.5</b>	Former Cape Mill, Refuge Street, Crompton	PDL	1.55	62	40
<b>H1.1.6</b>	St. Mary's Way, Oldham	PDL	2.56	102	40
<b>H1.1.7</b>	Block Lane, Oldham	GF	2.29	92	40
<b>H1.1.11</b>	Acorn Mill, St. John Street, Lees	PDL	0.23	35	152
<b>H1.1.12</b>	High Street/Hartshead St, Lees	PDL	0.52	26	50
<b>H1.1.14</b>	Lumb Mill, Huddersfield Road, Delph, Saddleworth	GF	1.4	15	-



<b>H1.1.15</b>	Bailey Mill, Oldham Rd/Delph New Rd, Delph, Saddleworth	PDL	1.4	60	43
<b>H1.1.18</b>	Frenches Wharf/Wellington Road, Greenfield, Saddleworth	PDL	4.76	50	-
<b>H1.1.19</b>	Andrew Mill, Manchester Road/Chew Valley Road, Greenfield, Saddleworth	PDL	1.34	40	30

<b>Affordable Housing Provision - Phase 2 Allocations</b>					
<b>Ref</b>	<b>Site</b>	<b>Type</b>	<b>Size (ha)</b>	<b>Indicative Capacity</b>	<b>Indicative Density</b>
<b>H1.2.1</b>	Parkside Farm, off Chadderton Park Road, Chadderton	GF	0.94	38	40
<b>H1.2.2</b>	Rose Mill, Coalshaw Green Road, Chadderton	PDL	1.49	60	40
<b>H1.2.3</b>	Ashton Road, Woodhouses	GF	1.71	51	30
<b>H1.2.12</b>	Shaw Hall Bank Road, Greenfield, Saddleworth	GF	1.00	50	50

- 6.62 Government planning policy contained in Circular 6/98, "Planning and Affordable Housing", states that a community's need for affordable housing is a material planning consideration and allows local authorities to develop their own policies to seek the provision of affordable housing on "suitable" sites.
- 6.63 The Council will negotiate with developers to include affordable housing within private development schemes. The amount achieved will depend on such factors as the level and type of need to be met, site suitability, the type of affordable housing offered and the degree of affordability it represents.
- 6.64 In considering whether a private development site is suitable to combine affordable housing, the Council will take into account:
- a. the proximity to basic services and access to public transport;
  - b. whether there will be particular costs associated with the development of the site;
  - c. whether the provision of affordable housing would prejudice other planning objectives with a higher priority; and
  - d. the need to achieve a successful residential development.
- 6.65 Developers will be required to provide details of any "particular costs" referred to in item (b) and demonstrate to the Council's satisfaction how these costs will affect their ability to deliver affordable housing.
- 6.66 The Housing Department's Housing Strategy also sets out priority needs for affordable housing. These include:

- a. mixed tenure development;
  - b. large family housing (4 bedrooms or more);
  - c. single person housing;
  - d. new housing in renewal areas;
  - e. supported housing; and
  - f. low-cost home ownership.
- 6.67 The Council is currently assessing the current supply of supported housing stock and the level and nature of future needs. The results of this work will feed into a Supported Housing Strategy, which will be used to inform the implementation of this policy.
- 6.68 The following areas of the Borough have been identified where there are specific affordable housing needs:
- a. Inner Oldham - large family housing
  - b. Royton, Saddleworth, and Shaw - 2 & 3 bedroom accommodation
  - c. Failsworth - 2 bedroom flats and properties for single people
- 6.69 The following options for the provision of affordable housing on appropriate private development sites should be considered:
- a. rented accommodation managed by an Oldham Housing Investment Partnership (OHIP) approved Registered Social Landlord (RSL); and/or
  - b. owner occupied housing offered at a discount from market value under a resale covenant scheme.
- 6.70 The preferred option is to develop affordable housing that is managed by a Registered Social Landlord. The Council works in partnership with six RSL's through the Oldham Housing Investment Partnership (OHIP):
- ?? Selhal
  - ?? Portico
  - ?? Northern Counties
  - ?? North British
  - ?? West Pennine
  - ?? AKSA
- 6.71 The sites identified under this policy are those the Council believes most likely to meet housing needs and to support a development capacity of at least 25 new homes.
- 6.72 Progress in securing affordable housing will be reported as part of the annual housing land monitoring report referred to in Policy H1. This report will also identify any changes in need that should be taken into account, either generally or in relation to any of the sites referred to above.

## **Caravan Sites For Gypsies Or Travelling Showpeople**

### **H2.2 Caravan sites for Gypsies or travelling showpeople will only be permitted if all the following criteria are satisfied:**

- a. it meets a demonstrated local need;**
- b. it is not located in the Green Belt;**
- c. it is located within a reasonable distance of existing local shops, community facilities and satisfactory public transport services;**
- d. it is suitable for the users to carry on their business activities, where appropriate;**
- e. it is, or can be, linked to infrastructure;**
- f. it has easy and safe access to primary and other main roads; and**
- g. it would not adversely affect the amenity of neighbouring properties and their users or the visual amenity of the area.**

6.73 The UDP aims to create suitable living and, where appropriate, working environments for caravan site users while at the same time respecting the amenity of adjacent land users. The Council will take into account the Model Standards 1989: Permanent Residential Mobile Home Sites when assessing sites for continuous use.

6.74 In demonstrating need, a combination of factors could come into play. These could include demand for a site in a particular area; availability of other sites within the wider sub-regional area and problems or pressures arising from the absence of an authorised site.

6.75 Caravan sites for Gypsies and travellers should not be located within Green Belt. Development on this land is strictly controlled to protect its openness and visual amenity. In addition, Green Belt land tends to be more remote from basic services and facilities such as schools than urban areas of the Borough.

6.76 Caravan sites need to be located on flat land which has convenient and safe access to the road network and is near to schools and other community facilities, and where water and sewerage facilities are available or can be supplied. As they are likely to combine living and working arrangements and may as a result generate noise, traffic and other disturbances, the amenity of neighbours will be a particular concern. Screening may be an important consideration, particularly when the site is at the edge of the urban area, or is used for storage.

- 6.77 In drawing up this policy, the following national planning advice has been taken into account:
- a. PPG1 General Principles
  - b. PPG12 Development Plans
  - c. C22/91 Travelling Showpeople
  - d. C1/94 Gypsy Sites and Planning

### **Lifetime Homes**

#### **H2.3 On all new residential developments of 10 dwellings or over, a minimum of 10% of the site capacity should be built to Lifetime Home standards.**

- 6.78 As UDP housing policy aims to promote mixed communities *within* developments as well as encouraging a greater mix of properties in a general area, new schemes should contain a mix of housing types, sizes and affordability.
- 6.79 The Council is committed to the development of sustainable and stable communities for the future. One way of achieving this is to design homes that individuals and families can continue to inhabit, with minimal alteration, at various stages of their lives and in a variety of personal circumstances – that is, Lifetime Homes.
- 6.80 Building Regulations require developers to pay more attention to the accessibility of the homes they build. The Lifetime Homes concept, developed by the Joseph Rowntree Foundation, takes this requirement a step further to ensure that dwellings are built in a way that enhances their *liveability*, particularly, but not exclusively, for those who find their mobility is impaired as their life progresses.
- 6.81 The Council intends to see Lifetime Homes developed on a significant number of sites in the Borough and so will apply this policy to all developments with the capacity for ten or more homes and require a minimum 10% of their capacity to be developed to the appropriate standards. The policy will be implemented through negotiation with developers on individual planning applications and through the use of planning conditions and Section 106 obligations.
- 6.82 The fact that the topography of a site may affect some of the Lifetime Homes standards will be taken into account.

## **7 RETAIL AND LEISURE DEVELOPMENT**

- 7.1 The retail sector is a dynamic and constantly evolving sector of the economy. For many years Oldham's Town and District Centres have been the hub of the community's shopping activity. However the growing trend for out of centre shopping facilities to accommodate new retail formats, and the development of Internet shopping, is encouraging investment away from established shopping areas and posing a threat to their vitality and viability.
- 7.2 Out of centre shopping is geared towards car travel and although more and more people own vehicles, it is not accessible to all Oldham residents. If the growth of these developments were to go unchecked, key stores and traders could be lost from established centres and retail investment there could decline.
- 7.3 The UDP has a central role to play in guiding the location of new retail developments in the Borough to maintain and improve the role of Oldham Town Centre and the District Centres as key shopping destinations.
- 7.4 In drawing up its retail strategy for the UDP, the Council has taken into account the current Government advice set out in:
- a. Planning Policy Guidance Note 6\* (Town Centre and Retail Developments 1996) PPG6
  - b. Planning Policy Guidance Note 13 relating to Transport
  - c. draft Regional Planning Guidance July 2001.
- 7.5 A prime objective of Government planning guidance in PPG6\* is to focus retail and leisure development in existing Town and District centres and these are therefore the preferred location for developments that create a significant number of journeys. PPG6 recommends a plan-led approach to promoting development in town centres; a sequential approach towards the selection of development sites for retail and leisure; and support for local centres. In support, PPG 13\* aims to reduce the length and number of journeys by motorised transport; encourage other means of travel, and reduce reliance on the private car. It is also keen to concentrate retail and other facilities in existing centres rather than out of centre sites.
- 7.6 Retail and leisure developments should be concentrated in existing centres where everyone has a chance to benefit from them, thanks to the choice of public transport by which these centres are generally served. An exception is made for small shops that meet local needs.
- 7.7 The objectives of Council policy to control and guide retail development in Oldham are:

- a. to maintain the vitality and viability of Oldham Town Centre, the Borough's District Centres and local shopping facilities as locations for a wide range of shopping and other services that are easily accessible by the whole community;
- b. to limit non retail uses in main shopping areas while strengthening and safeguarding existing facilities that offer a range of community, shopping, and employment opportunities; and
- c. to protect local shopping facilities that provide for residents' essential day to day needs.

## **PART 1 POLICY**

### **TOWN AND DISTRICT CENTRE SHOPPING AND LEISURE FACILITIES**

**S1 THE COUNCIL WILL ENSURE THAT THE TOWN AND DISTRICT CENTRES RETAIN THEIR VITALITY AND VIABILITY AS SHOPPING AREAS, BY:**

- A. PROTECTING AND ENHANCING THE RETAIL FUNCTION OF THESE CENTRES; AND**
- B. CAREFULLY CONTROLLING THE TYPE, SCALE AND LOCATION OF RETAIL AND LEISURE DEVELOPMENT ELSEWHERE.**

**TO THAT END, NEW RETAIL AND LEISURE DEVELOPMENT WILL ONLY BE PERMITTED WITHIN THE TOWN AND DISTRICT CENTRES AND RETAIL PARKS INDICATED ON THE PROPOSALS MAP, EXCEPT AS PROVIDED FOR IN THIS PLAN.**

7.8 The seven District Centres are identified on the Proposals map. Alterations to the boundaries of some of the District Centres have been made as follows:

Shaw District Centre - extended to incorporate the library;

Uppermill District Centre - contracted to exclude areas that contain predominantly housing;

Chadderton District Centre - extended to reflect its natural expansion;

Huddersfield Road District Centre - extended to accommodate demands for additional retail space within the previously compact centre and stimulate environmental regeneration;

Failsworth District Centre - extended to reflect major redevelopment proposals.

Local shopping facilities have not been identified on the Proposals Map, but are defined within Policy S2.1.

- 7.9 The Proposals Map also identifies a site in Shaw that has planning permission for convenience retailing. There is a need for additional supermarket facilities in the area and the Council hopes to see this site developed for a large single convenience store.
- 7.10 Town and District Centres provide the focus for a range of important facilities that are accessible to all residents in the Borough.
- 7.11 The existence of shops is crucial to the success of other facilities in these centres and it is vital that this retail function is protected and improved. It is also important that leisure facilities are located so as to benefit to all Oldham residents and reduce the need to travel.
- 7.12 It is not always possible to locate large scale retailers of a restricted range of goods in Town or District Centres. By concentrating these in retail parks the Council aims to avoid them being scattered across the Borough and to create the potential for linked trips.

## **Part 2 Policies**

### **S1.1 Town Centre Shopping Core.**

**Within the central shopping core of the Town Centre, as shown on the Proposals Map, the following policy will apply:**

**Within the primary shopping frontages as shown on the Proposals Map and as described below, the Council will only permit development for non retail uses where 70% of the ground floor frontage will subsequently remain in retail use (Class A1 as defined by the Town and Country Planning (Use Classes) Order 1987):**

- a. the lower mall of the Spindles from the rotunda to the Peter Street escalators;**
- b. the upper mall of the Spindles from the rotunda to the Peter Street escalators;**
- c. the interior units of the Town Square Shopping Centre;**
- d. the external units of the Spindles to the north and east of the rotunda facing Market Place, together with No.1 Town Square, 21-41 Market Place and 2-6 Henshaw Street inclusive;**

**e. the south side of High Street, number 6-24, and the north side of High Street, numbers 1-23 inclusive, together with No.1 Church Lane.**

- 7.13 The Town Centre is Oldham's most important shopping destination and the part of the Borough most easily accessed by both public and private transport.
- 7.14 This policy is designed to protect and support its status by preventing the most important retail frontages in the Town Centre from being interrupted by an increasing number of non-retail operations. While the Council recognises that banks, building societies, public houses and the like are generally complementary to the shopping uses, it believes their numbers should be limited within such a prime location for shopping.
- 7.15 The Council has established what are classified as "primary shopping frontages" within the Town Centre by taking into account the amount of A1 retail use within a specific length of shop fronts that border onto a street or mall, the type of outlets they contain, the number of national stores, and the number of pedestrians passing the frontages. The extent of primary shopping frontage identified in the central shopping core of the town centre has been limited to allow more of a mix of uses of premises not so identified.
- 7.16 The calculation of retail and non retail uses will be based on the total length of the primary shopping frontage including any blank elevations without shop fronts.

**Oldham Town Centre**

**S1.2 Within the Town Centre as defined by the Proposals Map, but outside the central shopping core, an application for a retail development will only be permitted where the proposed development is one of the following:**

- a. new shopping floorspace of less than 500 square metres gross; or**
- b. a new retail store over 500 square metres gross selling primarily comparison goods where it can be clearly demonstrated that**
- i) there is a proven need for the floorspace;**
  - ii) there are no suitable, viable and available alternative sites within the central shopping core; and**
  - iii) that the cumulative effect of such development would not have a significant adverse impact on the vitality and viability of the central shopping core; or**
- c. where need exists, a new retail store over 500 square metres gross selling primarily convenience goods, to be limited by condition; or**
- d. a builders' and plumbers' merchant, timber supplier, hire depot or other outlets providing a service mainly to the trade, subject to conditions regulating the goods sold and the hours of opening; or**



**e. a car and caravan sales outlet or a tyre and exhaust centre;**

**and the proposed development does not conflict with policies of the Town Centre section of this plan.**

- 7.17 While the central shopping core of Oldham Town Centre is the preferred location for retail activity, shopping facilities may still be acceptable outside this area as it is acknowledged that part of the attraction of the Town Centre is the range of often specialised retailers located on the outside of the central shopping area.
- 7.18 Developers who wish to propose major retail developments outside the shopping core but within the Town Centre will need to submit a retail capacity and impact study with their application, the basis and format of which should be agreed beforehand with the Council.
- 7.19 Convenience goods\* stores of over 500 square metres gross will be limited by percentage floorspace as to the amount of comparison goods\* they can sell. The restriction will depend upon the scale of the proposal and local circumstances and will not normally exceed 25%, so as to protect the vitality and viability of the central shopping core.
- 7.20 For the purpose of this policy “other outlets that provide a service mainly to the trade” refers to operations where trade customers account for a minimum of 65% of total turnover.

### **District Centre Shopping**

**S1.3 Within the primary shopping frontages of District Centres as shown on the Proposals Map and as described below, the Council will only permit development for non retail uses where 70% of the ground floor frontage will subsequently remain in retail use (Class A1 as defined by the Town and Country Planning (Use Classes) Order 1987):**

**a. within Shaw District Centre:**

- (i) 64 - 88 Market Street inclusive;**
- (ii) 2-62 Market Street inclusive;**
- (iii) 3-57 Market Street inclusive; and**
- (iv) 2-18 Milnrow Road inclusive.**

**b. within Royton District Centre:**

- (i) 2-28 Market Square inclusive;**
- (ii) 32-44 Market Square inclusive; and**
- (iii) all shop units in the shopping precinct block that faces north and east, fronting Market square and Rochdale Road.**

**c. within Huddersfield Road District Centre:**

- (i) 100-106b Huddersfield Road inclusive.**

**d. within Chadderton District Centre:**

- (i) all shop units within the shopping precinct between Middleton Road and the Asda store to the north.**

**e. within Lees District Centre:**

- (i) 52 - 108 High Street and 1-9 Thomas Street inclusive.**

- 7.21 Primary shopping frontages within the District Centres have also been identified for protection from non-retail uses that may make them less attractive to shoppers.
- 7.22 The calculation of retail and non retail uses will be based on the total length of the primary shopping frontage, including any blank elevations without shopfronts.
- 7.23 This policy does not apply to Failsworth or Uppermill. Failsworth District Centre will undergo major redevelopment during the period covered by this review of UDP and it would be inappropriate to identify primary shopping frontage at this point. Once the redevelopment is complete the Council will prepare Supplementary Planning Guidance that identifies and protects primary shopping frontage. A "Health Check" carried out by the Council in Uppermill in 2000 revealed there to be no particular concentration of passers by or retail outlets within the centre. Bearing in mind Uppermill's status as a popular tourist destination it is important to encourage a mix of uses that attract visitors as well as provide facilities for local people and this can be best achieved through a more flexible approach.

**Food and drink premises**

**S1.4 Outside the central shopping core of the Town Centre and outside District Centres, applications involving the sale of food or drink for consumption on or off the premises (Class A3 of the Town and Country Planning (Use Classes) Order 1987) will only be permitted subject to the following considerations:**

- a. no adverse impact from the proposal on the amenities of surrounding residential occupiers, including cumulative impact arising from other similar uses within the vicinity; and**
- b. the availability of safe and convenient facilities for car and cycle parking in compliance with the Council's parking policy and current parking standards; and**
- c. the effect of the proposal on the free flow of traffic and pedestrians, and highway safety.**

**Within a local shopping parade or a group of shops the Council will also expect the provisions of policy S2.1 to be met.**

**Where the Council considers the proposed development to be acceptable, conditions may be imposed to protect the amenity of residents. These conditions may include limitations on the opening hours of business, provision for the storage and collection of refuse and litter, and the need to satisfactorily deal with noise, fumes and smells.**

- 7.24 Food and drink outlets can generate considerably more pedestrian and vehicle activity than other retail premises, particularly if they offer takeaway facilities. The possibility of noise and other disturbance, particularly at the weekend and late at night, will need to be considered carefully.
- 7.25 A concentration of food and drink premises in a locality may affect the safety of pedestrians by causing traffic congestion and the obstruction of nearby bus stops and lay-bys. Each application will therefore be assessed on its own merits.
- 7.26 Within Town or District Centres, applications for food and drink developments will need to comply with the provisions set out in policies S1.1 and S1.3 of this document and appropriate policies in Section 3, Design of New Development.

#### **Taxi and vehicle hire**

**S1.5 An application for a taxi or vehicle hire office outside the central shopping core of the Town Centre and outside the District Centres will only be permitted provided that all the following criteria are met:-**

- a. it would have no adverse impact on the amenities of surrounding residential occupiers, including cumulative impact arising from other similar uses within the vicinity; and**
- b. off street car parking is available or there would be no adverse impact caused by on-street car parking; and**
- c. it would have no adverse impact on the free flow of traffic and highway and pedestrian safety, particularly on main roads.**

**Where the Council considers the proposed development to be acceptable, but is concerned that the vehicle hire office could be a source of nuisance to nearby residents, a condition may be imposed to restrict the hours of business operation.**

- 7.27 Applications for taxi and vehicle hire offices will be considered carefully as these businesses can generate significant levels of activity such as vehicle movements and considerable noise and disturbance, particularly during the weekends and late at night.

Measures like the effective use of radio controlled cabs can help to reduce this type of nuisance in residential areas.

- 7.28 These operations can also have implications for local traffic and although off-street car parking will not necessarily be a requirement of planning permission, the potential impact on local traffic flow, congestion and road safety will be taken into careful consideration.

### **Out of Centre Retail Development**

**S1.6 A planning application for the development of one of the following uses will be permitted outside the Town and District Centres defined on the Proposals Map, subject to consideration of its traffic and environmental effects:**

- a. builders' and plumbers' merchants, timber suppliers, hire depots, cash and carries, and other outlets providing a service mainly to the trade, subject to conditions regulating the goods sold and the hours of opening;**
- b. car and caravan sales, petrol filling stations, tyre and exhaust centres;**
- c. nurseries and garden centres requiring large external storage and display areas; or**
- d. factory or farm shops.**

- 7.29 The principal objective of UDP retailing policy is to support the existing hierarchy of retail facilities while providing for acceptable levels of superstore or retail warehousing in recognised retail parks. This policy aims to accommodate retail activities that may be best located outside designated centres.

- 7.30 The sale of products associated with industrial, horticultural and agricultural activity may be considered acceptable outside Town and District centres as long as it is ancillary to the main use of the premises. Small shops that sell mainly goods that are manufactured or produced on site may be considered acceptable. Applicants will need to demonstrate that the proposed use would:

- a. be subsidiary to the main use of the site and its buildings;
- b. involve the sale primarily of products that are produced on site; and
- c. not cause any appreciable increase in traffic to the site.

- 7.31 When granting permission under this policy the Council may attach conditions or expect applicants to enter into an agreement restricting the kind of goods they sell and preventing changes of use to other types of shop.

- 7.32 As before, "outlets that provide a service mainly to the trade" refers to operations where trade customers account for a minimum of 65% of total turnover.

**Development outside Town or District Centres.**

**S1.7 Outside the Town and District Centres, and where the proposed development is not one of the uses listed in S1.6 or does not comply with S2.3, the Council will not permit a development for any form of retail or large to medium scale leisure development, including extensions, unless:**

- a. a clearly identified need has been established for the proposal; and**
- b. there is no suitable, viable and available development site, or building suitable for conversion, within the following hierarchy, considered sequentially:**
  - i) Town Centre**
  - ii) edge of Town Centre**
  - iii) District Centre**
  - iv) edge of District Centre**
  - v) within a retail park as defined on the Proposals Map; and**
- c. on assessment of the following considerations, the proposal is judged to be acceptable:**
  - i) the impact on the vitality and viability of any nearby Town and District centres, including the cumulative impact of other retail permissions both within and outside the Borough;**
  - ii) the accessibility of the site by a choice of means of transport including public transport;**
  - iii) the likely changes in travel patterns over the catchment area**
  - iv) the effects of traffic generation on the highway network and the impact on amenity, traffic movement and road safety; and**
  - v) the environmental effects on the locality of the proposal.**

7.33 Developers of retail and leisure facilities with floorspace of over 2500 square metres gross will be expected to submit evidence to support all of the above conditions. Similar assessments may occasionally be necessary for smaller developments that are

considered likely to impact on a District Centre, dependent upon the size and nature of the development in relation to the centre.

- 7.34 While the Council recognises that out of centre developments have a part to play in meeting the demands of consumers, existing centres must be safeguarded for the benefit of less mobile consumer and the community as a whole. With this in mind, it will not support proposals that are likely to significantly detract from the trading potential, or investment in established centres or to undermine its strategy of developing Town and District Centres.
- 7.35 In line with Government advice in PPG 6\* the Council will assess the impact of a proposed development on the vitality and viability of an existing centre in terms of:
- a. the threat development would pose to the strategy for the Town Centre;
  - b. the likely effect on future private sector investment;
  - c. changes to the quality, attractiveness and character of the centre, and to its role in the economic and social life of the community;
  - d. changes to the physical condition of the centre;
  - e. changes to the range of services that the centre will continue to provide;
  - f. likely increase in the number of vacant properties in the primary retail area; and
  - g. where leisure operations are concerned, the implications for the centre's evening economy.
- 7.36 Where a retail or leisure development is proposed in an out of centre location the applicant will be required to provide evidence that there is a need for the development they propose. Although no definition of "need" has been provided in Government Guidance, this will be expected to take into account quantitative, qualitative, geographic, regenerative and commercial need.
- 7.37 Proposals for new retail or leisure developments with floorspace in excess of 2,500 square metres gross, and in some cases for smaller schemes too, will be expected to provide evidence that they have adopted a sequential approach to the site selection process and that in doing so, they have considered changes to their format that may allow them to be accommodated on an existing site. The Council may consider it appropriate in some instances to assemble a suitable site by using its powers of Compulsory Purchase.
- 7.38 Planning permission for shops in retail parks or other out of centre sites will be conditioned to restrict the range of goods to be sold in accordance with the schedule set out in Appendix D unless other material considerations dictate otherwise. Restrictions may also be imposed on the total floorspace and minimum size of the unit.
- 7.39 The developer will also be expected to provide a comprehensive retail impact analysis, the basis and format of which should be agreed beforehand with the Council.

- 7.40 In PPG 6\* the Government advises that new retail and leisure developments should be genuinely accessible by means of transport other than the car and therefore located where public transport is sufficiently frequent, reliable and convenient. They should also be easily and safely accessible to pedestrians, cyclists and people with sensory or mobility impairments. Where new development is proposed on sites that do not fully meet these criteria, planning permission will require that adequate provisions are made in line with UDP transport policy and this would be incorporated into a Section 106 agreement.
- 7.41 A large scale leisure scheme is defined as a facility over 2,500 square metres gross that would serve the whole Borough, for example a multi-screen cinema, bowling alley or family entertainment complex. Such facilities would be expected to be located somewhere that is accessible to the majority of the Borough's population. The Town Centre would be deemed the most appropriate location.
- 7.42 A medium scale leisure facility is one which has a floor area of 1000 - 2500 square metres gross, and may be a gym, swimming pool, sports courts, nightclub, or children's play gym, for example.

#### **Development adjacent to Town or District centres**

- S1.8 The Council will only permit a retail proposal adjacent to an established Town Centre or District Centre, but separated from the main centre by a highway, where:**
- a. it is satisfied that pedestrian flows can be safely accommodated between the proposed development and the existing centre, with any necessary improvements to be carried out at the developer's expense; and**
  - b. where appropriate, the requirements of policy S1.7 are met.**

- 7.43 Although it is accepted that shopping facilities on sites immediately adjacent to established centres may add value to the centres themselves, it is essential that the above requirements be met if the new development is to become a safe and effective addition to existing facilities.

#### **Customer facilities**

- S1.9 In determining a planning application for a retail development with a gross floorspace of 1000 square metres or more, the Council will require the provision of:**
- a. toilet facilities for customers, including those whose mobility is impaired;**
  - b. baby changing facilities for use by customers of both genders with young children; and**

**c. facilities for domestic waste recycling as required by the Council.**

- 7.44 Larger retail developments should make provision for the needs and convenience of all their customers, including the mobility impaired and those with young children, by providing certain facilities and services for their convenience.
- 7.45 Large stores will be required to support the Council's commitment to energy efficiency and recycling by providing domestic waste recycling facilities in line with the current Waste Recycling Plan. These stores generate a significant amount of domestic waste themselves and can also provide a convenient location for recycling facilities.

**PART 1 POLICY**

**LOCAL SHOPPING AND LEISURE FACILITIES**

**S2 THE COUNCIL WILL SEEK TO ENSURE THAT PEOPLE'S NEED FOR SMALL SCALE, LOCAL RETAIL AND LEISURE FACILITIES IS CATERED FOR BY PROTECTING EXISTING FACILITIES, AND PERMITTING THE PROVISION OF NEW LOCAL RETAIL AND LEISURE FACILITIES IN ACCORDANCE WITH THE POLICIES SET OUT WITHIN THIS PLAN.**

- 7.46 The Council recognises the contribution that local shops and leisure facilities make to the Borough by supplementing those that are available in the Town Centre, District Centres and retail parks. They provide a convenient local facility for "top-up" shopping, thereby reducing the need to travel to larger retail outlets, and are particularly valuable to less mobile members of the community. Local shops can also provide a community focus and strengthen local identity.
- 7.47 Small scale leisure facilities are also valuable in a local area and can help to reduce the need to travel for recreational purposes.

**Part 2 policies**

**Local shops**

- S2.1 Outside the Town and /or District Centres, the Council will not permit the change of use of a retail unit which is located within a shopping parade or a group of shops unless:**
- a. at least 3 units, or at least 75% of the frontage, which ever is the greater, would subsequently remain in A1 use; or**
  - b. it can be demonstrated that there is no proven demand for retail uses.**



- 7.48 Less mobile members of the community such as the visually and physically impaired, the elderly, mothers with young children and those who do not have ready access to private transport need, and regularly use local shopping facilities. Local shops also provide more mobile shoppers with a convenient “top-up” facility. As previously stated, they also have a positive effect on the area and community as a whole by providing a focus for activity.
- 7.49 For the purpose of this policy a “shopping parade” is defined as a series of shops purpose built to provide local facilities, and “group of shops” refers to four or more adjacent or closely associated shop units.
- 7.50 Evidence of no proven demand for retail uses is likely to include proof that the unit has stood vacant for at least six months and that estate agents have been unsuccessful in their attempts to sell or let the property during that time.

#### **Protection of local shop premises**

**S2.2 Outside the Town and/or District Centres, the Council will not permit the change of use of an individual shop catering for the day to day needs of the surrounding area unless it can be proven that these needs can still be met by other local shopping facilities.**

- 7.51 Individual shops outside Town and District Centres can provide essential facilities for less mobile people and within more rural areas. The Council will therefore resist any applications that would result in the loss of such provision unless there is evidence that the need can still be met elsewhere within the community.

#### **New shops serving local needs**

**S2.3 Outside the Town and District centres, but within the urban area, the Council will permit the provision of a shop that does not exceed 300 square metres gross subject to the following considerations:**

- a. the impact of the proposal on the amenities of surrounding residential occupiers; and**
- b. the effect of the proposal on the free flow of traffic and on highway and pedestrian safety, particularly on main roads.**

- 7.52 Units that do not exceed 300 square metres gross are acceptable for local shopping facilities subject to the considerations set out in a. and b. above, and may be occupied by food stores, newsagents, Post Offices, pharmacies, advice centres and other small scale services that benefit the local community. Applications for stores with floorspace in excess of 300 square metres gross will only be considered on their merits.

#### **Local leisure facilities**

**S2.4 Outside the Town and District Centres, but within the urban area, the Council will permit the provision of a small scale leisure facility that does not exceed 1000 square metres gross subject to the following considerations:**

- a. the accessibility of the site by a choice of means of transport;**
- b. the impact of the proposal on the amenities of surrounding residential occupiers; and**
- c. the effect of the proposal on the free flow of traffic and on highway and pedestrian safety, particularly on main roads.**

7.53 Small scale leisure facilities can, if conveniently located for home or workplace, reduce the need to travel. Such a facility would involve a total floorspace not exceeding 1000 square metres gross and may be a small gym or exercise studio that caters for a purely local need.

## **8 OLDHAM TOWN CENTRE**

- 8.1 Oldham Town Centre is the main focus of the commercial, civic, cultural, educational and social life of the Borough. An attractive, accessible and vibrant Town Centre also does much to attract inward investment and promote civic pride and confidence in the area as a whole, since it is in many ways the public face of the Borough.
- 8.2 The Oldham Partnership's "Oldham Framework" identifies the need to further develop and strengthen the role of Oldham Town Centre as a key means of improving the economy and status of the Borough locally and nationally.
- 8.3 The Oldham Corporate Plan also recognises the priority of creating a successful and attractive town centre that will improve the Borough's competitiveness and help to tackle social exclusion.
- 8.4 The Council's strategy for the Town Centre is in line with Government planning policy, as expressed in PPG6\* "Town Centres and Retail Developments". It is to encourage the broadest possible mix of appropriate new development into the Town Centre, where high standards of urban design will be essential, and ensure that this is supported by an efficient transport infrastructure and an attractive environment. As part of this plan it also intends to restrict planning permission for certain types of development outside the Centre.
- 8.5 Wherever possible the Council aims to locate major new developments that serve the whole Borough and are likely to generate a significant number of journeys, within or adjoining the Town Centre where they will be most accessible to the Borough's population by means other than the private car. The Council considers the Town Centre to be the most beneficial location for many retail, leisure, educational, cultural and office uses.
- 8.6 The following planning objectives have been established for the Town Centre:
- a. to build on its retail strengths while protecting the vitality and viability of the existing central shopping core;
  - b. to diversify the range of facilities and attractions it contains;
  - c. to increase Town Centre-based employment;
  - d. to promote good access by all methods of transport, but to make the improvement of non-car based options a priority;
  - e. to create a safe, secure and attractive public realm\* with particular emphasis on the safety and convenience of pedestrians;
  - f. to facilitate, where appropriate, a significant amount of additional greening, including provision for local wildlife;
  - g. to enhance its image, appearance and local distinctiveness;
  - h. to extend the active core of the Town Centre to the south of Union Street and regenerate the Mumps area; and
  - i. to preserve and enhance its architectural and historic heritage.

- 8.7 As well as promoting appropriate high quality new development in the Town Centre, the Council is also committed to working in partnership with the business community and other relevant parties to further strengthen and improve the Centre, particularly by means of town centre management. The Oldham Town Centre Partnership will be a key organisation in the achievement of this.
- 8.8 The Council is also committed to a rolling programme of improvements to the public realm, including the enhancement of streetscapes and conservation areas, and the creation of new public spaces.
- 8.9 In line with recommendations in PPG 6\* and in consultation with other parties with an interest in the Town Centre, the Council is currently preparing a Town Centre Strategy that offers broad corporate consensus on aims, objectives and initiatives for the Town Centre that extend beyond town planning considerations.
- 8.10 To monitor trends and measure progress a Town Centre “Health Check” is carried out periodically by the Council. Other sections of the revised draft UDP include policies that relate to the control of development in the Town Centre.

## **PART 1 POLICY**

### **THE ROLE OF THE TOWN CENTRE**

- TC1 THE COUNCIL WILL SEEK TO SUSTAIN AND ENHANCE THE TOWN CENTRE’S ROLE AS A SUB-REGIONAL SHOPPING CENTRE AND AS THE MAIN FOCUS OF BUSINESS, CULTURAL, EDUCATIONAL, COMMUNITY AND LEISURE ACTIVITY IN THE BOROUGH. DEVELOPMENTS IN OLDHAM TOWN CENTRE WILL BE REQUIRED TO ACHIEVE A HIGH STANDARD OF URBAN DESIGN.**
- 8.11 The Council regards it as essential to sustain and enhance the vitality and viability\* of Oldham Town Centre as the main shopping centre in the Borough, a key location for employment and for a wide range of facilities and services that are frequently used by people from across the Borough as a whole.
- 8.12 The Town Centre is the most accessible location within the Borough, particularly for those people who do not have access to a private car and those who choose to use public transport.
- 8.13 It is a key focus of community life; attracts a great deal of pedestrian activity and has an important role in defining the image of the Borough as a whole. In recognition of this, and in line with Government policy as expressed in PPG 6 – “Town Centres and Retail Developments” the Council is above all determined to ensure that all new developments incorporate high standards of urban design that enhance and extend the public realm in and around the development site.

- 8.14 Major development proposals, particularly those that involve large space users, will need to adopt a flexible approach to their format that respects the character and urban form of the Town Centre, creates new public spaces, maintains high levels of pedestrian permeability\* and allows pedestrians safe, convenient and attractive routes overlooked by active frontages (shopfronts, windows and entrances).
- 8.15 Developments either within or affecting the Town Centre Conservation Area must achieve a high standard of design that preserves or enhances its character and appearance, in line with policies contained in Section 12, Conservation of the Historic Environment. The coverage of the Town Centre Conservation Area is shown on the Town Centre Inset Map on the Proposals Map.
- 8.16 Wherever appropriate, new developments must also contribute to the further greening of the Town Centre, by adding landscaped areas and street trees.
- 8.17 To aid interpretation of this policy, the Council is preparing supplementary planning guidance\* that will take the form of an urban design framework for the Town Centre. The design of all new development must complement the Council's ongoing programme of public realm improvements.

## **Part 2 Policies**

### **Allocated sites**

**TC1.1 A site at Clegg Street, including the listed former Town Hall building, is allocated for comparison retail use on the Proposals Map (Town Centre inset).**

- 8.18 The Council has identified a need for limited additional comparison floorspace that should be met within the early part of the plan period. This site, located within the Centre's designated shopping core, is available and considered to be both suitable and viable for the proposed use. The site includes the former Town Hall building, which is listed and must be substantially retained and restored as part of any proposed development. Planning permission has previously been granted for 130,000 square feet of new retail floorspace on the site and Listed Building consent for a conversion has already been obtained. Improvements to the public space in front of the Town Hall will also be a requirement of any scheme.

- 8.19 Appropriate secondary uses other than retail may be acceptable as part of a mixed use scheme for this site.

**TC1.2 A site at Union Street is allocated on the Proposals Map (Town Centre inset) for a new cultural quarter to comprise a new life long learning centre, art gallery, museum and theatre together with appropriate complementary uses which may include retail, food and drink, offices, workshops, residential and car parking.**

- 8.20 During the period covered by this draft UDP the Council aims to create a new “quarter” within the Town Centre to bring together a range of new cultural and community facilities. It has allocated this site, which includes the existing grade II listed Library, as a suitable location and will encourage a mixed use development that can optimise the vitality and viability of the area.
- 8.21 The development of this site will contribute significantly to the necessary diversification of Town Centre attractions and facilities and together with the redevelopment of the adjoining site (see policy TC 1.3) it will help to regenerate this part of the centre.
- 8.22 The scale, format and type of any proposed retail use must be complementary to the cultural function of the site, which lies within the area covered by the approved Union Street South Planning Brief (October 2000).

**TC1.3 A site at Union Street is allocated on the Proposals Map (Town Centre inset) for a mixed use development which may include retail, leisure, food and drink, residential and office uses planned in association with new car parking, highway infrastructure and public spaces.**

**Retail floorspace will only be permitted subject to compliance with retail policy S1.2 which may restrict the scale of provision and the range of goods that may be sold.**

- 8.23 The Council intends that this important site should accommodate a mixed use development that will complement the adjoining cultural quarter and enhance the vitality and viability of this part of the Town Centre. High standards of urban design will be essential and developers will need to make provision for new public car parking, necessary highway infrastructure and new public spaces and routes.
- 8.24 The site lies within the area covered by the approved Union Street South Planning Brief (October 2000).

#### **Town Centre car parking**

**TC1.4 The Council will restrict the provision of any further car parking within a central zone of the Town Centre, as defined on the Proposals Map.**

**Proposals for new permanent stand alone car parks will not be permitted within this zone.**

**Proposals for dedicated car parking to serve new development within this zone, including change of use, will be limited to a maximum provision of 50% of the Council’s normal maximum standard for the use in question, and subject to consequential traffic flows not prejudicing the safety, convenience and amenity of the pedestrian environment. Any proposed scheme must make full provision for parking for the disabled, and secure covered parking for cycles**

**and motorcycles in accordance with the Council's approved minimum standards.**

**Proposals for the removal of existing car parking within this zone will be permitted.**

8.25 In the interests of pedestrian safety and convenience and to reduce environmental pollution the Council aims to minimise the amount of traffic entering the central zone of the Town Centre. To this end, it does not intend to permit any additional free standing car parking facilities within this zone and will severely restrict the provision of dedicated parking with new developments. Proposals that involve the removal of any existing car parking will be permitted as long as the development itself is in line with other policies and provisions set out in UDP. Proposals to use land awaiting development as a temporary car park may be considered acceptable.

**TC1.5 Proposals for additional car parking will be permitted in areas outside of the proposed central zone subject to meeting the following criteria:**

- a. in the case of stand alone car parks and those serving retail, cultural or leisure uses, that the car park will be generally available for short stay public use at all times (at a price in line with charges for equivalent parking on Council run car parks at the time in question);**
- b. that the design of the car park is considered satisfactory in terms of the relevant design policies of the plan;**
- c. that the car park is located and designed to give convenient and safe pedestrian access to adjoining parts of the town centre;**
- d. that the car park:**
  - i) would have a safe vehicular access to the public highway, and**
  - ii) would be located and designed so as to minimise the scale and extent of additional vehicle movements within the centre;**
- e. that the proposed level of car parking provision would not exceed the Council's approved maximum standards; and**
- f. that full provision is made for parking for the disabled and for secure covered parking of cycles and motor-cycles in accordance with the Council's approved minimum standards.**

**Where the pedestrian links referred to in (c) above are considered to be inadequate, the Council may require a developer to enter into a Section 106 obligation to fund their improvement to a satisfactory standard.**

**Proposals for stand alone car parks will only be permitted subject to a need for the facility having first been established to the satisfaction of the Council.**

- 8.26 It is accepted that an adequate supply of accessible and conveniently located car parking must be maintained for the foreseeable future to safeguard the viability, vitality and competitiveness of the Town Centre. For this reason, some additional provision may need to be made during the period covered by this plan.
- 8.27 However, the Council is anxious to guard against over provision of car parking and the associated wasteful use of land and to encourage the efficient use of parking by ensuring that major car parks serve the centre as a whole and can be used by shoppers and other Town Centre visitors who require short stay parking.
- 8.28 Car parking need will be assessed on the basis of the available provision and use of existing car parks at the time of the application and will take into account the findings of user surveys on the perceived adequacy of car parking supply.
- 8.29 The Council will require that any proposed new car parking area be located outside the central zone of the Town Centre with reasonably direct vehicular access to adjoining perimeter distributor roads, safe, convenient pedestrian links to adjoining areas of the Centre and prioritised pedestrian crossing points across roads.

**TC1.6 Major development proposals within Oldham Town Centre shall be designed to make a positive contribution to increasing pedestrian permeability and enhancing the quality and the extent of the public realm. To this end, such developments will be required to incorporate provision for new public space as an integral part of the proposals.**

**In exceptional cases, where it is agreed that such on-site provision would not be appropriate, alternative provision shall be made for new off-site provision or the enhancement of the existing public realm in the vicinity of the development site. Where direct provision is not to be made a developer will be required to pay a financial contribution in lieu of such provision or enhancements.**

**Smaller developments should make such provision as can reasonably be achieved given the scale and nature of development involved.**

- 8.30 Major Town Centre developments should use good urban design to improve pedestrian permeability and the extent and quality of the surrounding public realm. This will both benefit the development and contribute to the vitality and viability of the Town Centre as a whole.
- 8.31 New public space may include squares, courtyards, gardens, parks, including play facilities, streets and passageways.



- 8.32 Proposals within this category should aim to allocate a minimum of 20% of the site's developable area to new public space, which must be appropriate to its context, safe, secure, attractive and accessible to all sectors of the population. As Oldham Town Centre holds an elevated and exposed position, it may be appropriate to consider the provision of shelter. Wherever possible and appropriate, the inclusion of trees, planting and green areas should be a design priority.
- 8.33 In exceptional circumstances where it is considered inappropriate to include public realm improvements within the development of the site itself, the Council will require proposals for these works to be carried out off site or else suggest a financial contribution in lieu of works. The scale of off-site provision or financial contribution will be proportionate to the size of the development site and be calculated to reflect the notional cost, including land value, of the public space that is not provided on site. Either will be secured through a Section 106 agreement in line with the Council's published code of practice.
- 8.34 For the purposes of this, and other policies in this section of the plan, major developments are defined as those relating to a site area in excess of 0.4 hectares.

**Diversity and vitality.**

**TC1.7 Proposals for developments of more than 5,000 square metres gross floorspace and/or a site of 0.4 hectares or more will be required to demonstrate that the format, use and hours of operation of the proposed development will ensure that it will contribute to the diversity and vitality of that part of the Town Centre in which it is located. This may be achieved by incorporating a suitable mix of uses into the development.**

- 8.35 The Council wishes to ensure that major new developments increase activity, diversity and vitality both in their immediate area and in the Town Centre as a whole, for as much of the twenty four hour period as possible. In line with PPG 6\* advice it will, therefore, discourage large scale, single use developments that would not achieve this aim. Where practicable and appropriate, developments should optimise the mix of uses included and create lively street frontages.

**Residential development within the Town Centre.**

**TC1.8 The Council will permit residential development within the Town Centre where this would not be likely to restrict the operation of existing or proposed business uses.**

- 8.36 The Council is keen to create more opportunities for Town Centre living. Town Centre dwellers benefit from their proximity to the workplace, shops and leisure facilities and have less need to travel. The presence of people in the Town Centre at all hours of the day and night will enhance its vitality, improve security and create

demand for additional services, particularly outside normal shop and office hours. This kind of development will also allow the re-use of floorspace above shops.

## **9 COMMUNITY AND EDUCATION FACILITIES**

- 9.1 The “Oldham Framework” aims to create confident communities and quality neighbourhoods and there can be no doubt that a strong, well used network of community services that offers support to all of its people is an essential asset to any sustainable community.
- 9.2 To achieve this aim, the Framework sets the task “To develop and maintain a range of community facilities that are accessible to all Oldham residents”. This Section aims to use the planning system to improve, protect and make new provision for community facilities in the Borough.
- 9.3 Although the direct provision of community facilities is beyond the scope of the development plan system, the UDP is able to establish policies for land use that will guide service providers when they introduce or change services, and create a basis for assessing the impact of the physical development of community facilities on adjacent land users.
- 9.4 A key message of this section is that community facilities, including education services, should be located in the most accessible and sustainable locations. The more difficult it is to reach these services, the less likely people are to use them, particularly the more vulnerable members of the community.
- 9.5 Additionally the development or improvement of community facilities, like any other development, should be carried out in a way that causes the least damage to the local environment and to the amenity of neighbouring users.
- 9.6 For UDP purposes, the term “community facilities” should be taken to include: education facilities; facilities associated with social service provision; health and medical centres; nursing homes; child care facilities including private nurseries; libraries and arts centres; community centres and halls; religious buildings; and special needs housing involving communal living and/or supported accommodation. It encompasses facilities that are publicly provided and those which are privately funded and developed.
- 9.7 The overall objectives of UDP policy for Community Facilities and Education are:
- a. to provide a framework for the use of land for new or improved community and education facilities;
  - b. to safeguard land and buildings used for community or educational purposes until it becomes clear that they are no longer required for that purpose; and
  - c. to enable greater use to be made of existing facilities where this would not adversely affect their primary use.

## **PART 1 POLICY**

### **NEW AND IMPROVED EDUCATION AND COMMUNITY FACILITIES**

**CF1 THE COUNCIL SUPPORTS THE DEVELOPMENT OF NEW AND IMPROVED EDUCATION AND COMMUNITY FACILITIES, INCLUDING DUAL USE, AND WILL USE THE DEVELOPMENT PLAN SYSTEM TO GUIDE NEW FACILITIES TO THE MOST APPROPRIATE LOCATIONS. THE COUNCIL WILL PROTECT THE SITE OF EXISTING FACILITIES UNLESS IT IS CLEAR THAT THE SITE CANNOT BE UTILISED FOR ALTERNATIVE OR FUTURE COMMUNITY USES.**

9.8 The provision of adequate education and community facilities is an important means of reducing disadvantage and improving the quality of life in the Borough. The Council will look favourably on proposals for new or improved community facilities that do not create any conflict with local amenity or environment. A particular concern is that these facilities should be located where they are most accessible to the people at whom they are aimed.

### **Part 2 Policies**

#### **Education Facilities**

**CF1.1 The following sites are proposed for the development of educational facilities during the plan period:**

**CF1.1.1 Blackshaw Lane, Heyside (Replacement school)**

**CF1.1.2 Platting Road, Lydgate (New playing fields)**

9.9 The Council wishes to see the above sites developed during the Plan period.

#### **New and Improved Community Facilities**

**CF1.2 Proposals for new and improved community facilities will be considered against the following factors:**

- a. The location of the proposed facility in relation to the geographical spread of its client group;**
- b. Accessibility by means other than the private car, including public transport;**

- c. In the case of residential homes and specialist housing, access to shops and local services;**
- d. Accessibility of the proposed use for the mobility impaired;**
- e. Impact on residential amenity and the local environment arising from the size and scale of the development and its use, including the intensity of use and hours of operation; and**
- f. Traffic generation, car parking provision and highway safety.**

- 9.10 In examining proposals for new community facilities it will often be necessary to consider the needs of those using the facilities and to assess whether these are met by the nature of the proposed development and its location.
- 9.11 The general aim should be to develop community and educational facilities in locations that are accessible by public transport, walking or cycling. This is particularly important for facilities that generate a large number of journeys such as schools and other education establishments. Community services should ideally be developed in close proximity to other facilities such as shops and post offices.
- 9.12 Where facilities are designed to serve a larger catchment area, in the first instance development opportunities within Town or District Centres should be considered. This approach will also meet the objective of maintaining the vitality and viability of these centres.
- 9.13 While community facilities are supplied for the benefit of everyone, people who live and work closest to them can be disturbed and inconvenienced by, for example, noise, litter, parking, hours of operation and increased traffic. For this reason account will be taken of the likely effect of proposed community and education facilities on the local environment and amenity\*, particularly those in or near to residential areas.
- 9.14 A travel plan may be necessary to support proposals for the development of education or healthcare facilities (see Policy T2.2 - Developments with Major Transport Implications).

#### **Loss of Education and Community Facilities**

- CF1.3 Proposals which involve the loss of an educational or community building, either in whole or in part, should be accompanied by statement that shows the applicant has considered the following factors:**
- a. the reason for the facility becoming surplus to the requirements of the existing use;**
  - b. the re-use of the site for alternative education or community facilities;**

- c. the ability of the site to meet future education and community needs; and**
- d. the impact of the proposed development on any remaining educational or community facilities taking into account physical proximity and amenity issues.**

9.15 It is essential that sufficient facilities are retained to meet the existing and future needs of the community and education service, and evidence that any facility held for these purposes is genuinely redundant and surplus to future requirements will be required before it is released for alternative development.

9.16 Where it is proposed to demolish an existing facility and to redevelop for an alternative use, the above factors will be considered in relation to both the facility itself and the land upon which it is sited.

### **Dual Use**

**CF1.4 Proposals for the dual use of educational facilities and playing fields that involve additional development will be considered against the following factors:**

- a. the physical and amenity impact of the proposed development upon operation of the existing use;**
- b. the physical and amenity impact of the proposed development on adjoining land users; and**
- c. the type and scale of mitigation works required to ensure that the proposal does not harm the amenity of adjoining land users, particularly existing residents.**

9.17 By allowing community and other groups to use education facilities and playing fields outside school hours it is possible to use land more efficiently and to make new or improved local facilities available in easily accessible locations. It is important, however, that new development or more intensive use of existing facilities is not detrimental to local amenity, particularly in residential areas. An assessment against the above criteria may mean that proposed schemes will need to be amended to minimise any nuisance or disturbance, for example any floodlighting should be carefully located and shielded.

### **Developer Contributions to New Teaching Spaces**

**CF1.5 Where proposals are submitted for housing developments and schools in the surrounding area are unable to satisfactorily accommodate the additional demands, a commuted sum will be sought from the developer for the provision**

**of additional or improved teaching spaces. This policy will be applied to developments consisting of housing or flats that have 2 bedrooms or more.**

- 9.18 Large new developments consisting of family homes can place additional demands on existing education facilities, a particular problem when a school is already close to capacity. Where necessary the Council will negotiate with developers for the provision of a commuted sum towards the development of new facilities or improvements to existing ones. Sums of money generated in this way may be combined to fund new or improved facilities.





## **10 RECREATION AND OPEN SPACE**

- 10.1 Open space and recreation facilities are essential to people's health and well being. They contribute towards quality of life, have a key role to play in urban renaissance\* and sustainable development\*, make towns and cities more attractive places to live, and promote social inclusion\* across all sectors of the community.
- 10.2 Recreation facilities come in a variety of forms including formal sports pitches, playgrounds and swimming pools. The past decade has seen a growth in more wide ranging recreational pursuits, with skateboarding, gyms, and leisure clubs becoming increasingly popular. This section aims to protect and improve the provision of these valuable facilities in the Borough in order to meet the recreational needs of all members of the community.
- 10.3 With regard to open space, this section aims to protect and enhance spaces that have been identified as making an important contribution towards the Borough's environment. These include urban parks and gardens, informal open spaces, and amenity green space\*. The Oldham Green Space Strategy sets out the objectives for the future development of all green spaces throughout the Borough.
- 10.4 Recreational sites that are also valuable wildlife habitats are protected by policies within Section 11, Open Environment. The nature conservation value of such sites will, wherever possible, also be enhanced as part of any open space improvement.
- 10.5 The Council's main planning objectives for recreation and open spaces are to:
- a. provide a wide range of recreation facilities that are accessible to all residents of the Borough;
  - b. protect existing recreation facilities and open spaces from inappropriate development;
  - c. improve the quality of open spaces throughout Oldham;
  - d. create a network of open space and recreation routes across the Borough;
  - e. maximise opportunities to create recreational facilities on the urban fringe;
  - f. increase the amount of recreation provision in Oldham by providing new sites where resources permit;
  - g. encourage a more efficient use of land by promoting sites that cannot be used for other purposes to be developed for recreational purposes and;
  - h. encourage the linking of new recreation sites with public transport facilities.
- 10.6 The policies and proposals contained in this section take into account the following Government advice:
- a. PPG1 General Policy and Principles;
  - b. PPG12 Development Plans;
  - c. PPG17 Sport and Recreation; and
  - d. PPG17 (Draft) Sport, Open Space and Recreation.

## **PART 1 POLICY**

### **PROTECTION AND ENHANCEMENT OF EXISTING FACILITIES**

- R1 THE COUNCIL WILL PROTECT FROM INAPPROPRIATE DEVELOPMENT LAND, BUILDINGS AND ROUTES USED FOR RECREATION PURPOSES AND OPEN SPACES, AND WHERE POSSIBLE SEEK THEIR IMPROVEMENT.**
- 10.7 PPG17\* recommends that local authorities incorporate within their development plans policies that protect existing areas of open space including recreational routes, unless it can be demonstrated that they are surplus to requirements. Not only do recreation facilities improve people's quality of life, but they can also contribute to sustainability\* objectives such as promoting social inclusion\*, improving biodiversity\*, protecting natural resources, and encouraging the diversification of the local economy.
- 10.8 As some areas of the Borough are already identified as having a shortage of open space, it is essential that any existing sites are protected as far as possible from further development.
- 10.9 PPG 17 also recommends local authorities to set targets for the provision of recreation facilities throughout their area, based on relevant national standards. Using the National Playing Fields Association (NPFA) standards, the Council has set a target of achieving 2.4 hectares of open space per 1000 population, which includes:
- a. 1.2 hectares of sports pitches\* per 1000 population;
  - b. 0.6 hectares of children's play space\* per 1000 population; and
  - c. 0.6 hectares of informal recreational open space\* per 1000 population;
- 10.10 The Council will seek to achieve these targets through its own improvement schemes and through contributions from new developments (see Policy R2.1). A three tiered structure of LAPs (Local Area for Play), LEAPs (Local Equipped Area for Play) and NEAPs (Neighbourhood Equipped Areas for Play) will guide the provision of children's play space and informal recreation across the Borough. It is the Council's objective that all homes should be within the safe walking distance recommended by the NPFA, of open space facilities that fall into each of the above categories. Further guidance, including the identification of areas of the Borough that have a shortage in particular recreation facilities is to be published in the form of supplementary planning guidance\*.
- 10.11 The Council's objectives for improving recreational routes across the Borough including the rights of way network, are set out in its Milestones Strategy and the forthcoming Rights of Way Improvements Plan.

## **Part 2 Policies**

### **Protection of Existing Facilities**

**R1.1 The Council will not permit development which would result in the loss of any of the following recreational facilities unless alternative equivalent facilities are provided in a suitable location, within a period of time acceptable to the Council. This applies to all sites that are currently or were most recently identified as being used for the following purposes:**

- a. open space used for recreational purposes (includes playing fields, school fields, other formal sports pitches, playgrounds and informal grassed areas);**
- b. amenity open space; (includes formal gardens and landscaped areas);**
- c. allotments;**
- d. recreational routes including waymarked footpaths, linear recreational routes and bridleways; and**
- e. ponds.**

**Exceptions to this policy will only be permitted where development can satisfy both of the following criteria:**

- i) in the case of a) and c) it is located in an area of surplus supply (as identified in Supplementary Planning Guidance) and is not valued by the community; and**
- ii) any development will contribute towards the improvement in the quality of the overall supply of recreation facilities in the Borough.**

10.12 PPG17 underlines the importance of protecting all recreation facilities and open space (including those that are privately owned), as once an area used for recreational purposes is lost, it may be difficult to replace. This policy reflects a key finding of the sustainability appraisal carried out during the preparation of this review of UDP, that whenever the future of a recreation facility is considered, its value to the community should be clearly taken into account.

10.13 Recent government guidance has also strengthened the protection of playing fields from development. Playing fields may now only be developed where it can be demonstrated that sport and recreation uses can best be retained or enhanced through the development of a small part of the field.

10.14 To aid their protection, the Council has identified all open spaces over 0.4 ha on the Proposals Map, excluding those located within the Green Belt which are also

protected under the policies contained in Section 11, Open Environment. Although sites under 0.4 hectares are not shown on the Proposals Map they are still protected by this policy, which applies to both public and privately owned facilities.

- 10.15 Recreational routes are important in providing green, visual and access links between open spaces and they also have a role in linking urban areas to nearby countryside. They may also provide corridors for wildlife within the urban area. The following strategic recreational routes are identified on the Proposals Map:
- a. Huddersfield Narrow Canal, (Ref RR1);
  - b. Rochdale Canal (RR2);
  - c. Oldham Way (RR3);
  - d. Pennine Bridleway (RR4);
  - e. Pennine Way (RR5);
  - f. Hunt Lane Cycleway (RR6);
  - g. Oldham - Lees cycleway (RR7);
  - h. Greenfield - Uppermill recreation route (RR8);
  - i. Royton Junction disused railway (RR9);
  - j. Oldham - Bardsley Cycleway (RR10); and
  - k. Delph Donkey recreation route (RR11).
- 10.16 These routes are regarded as the most important strategic recreation routes within the Borough and by identifying them on the Proposals Map, the Council hopes to assist their protection. This policy also protects other recreational routes not shown on the Map, including cycle routes that are currently being developed as part of the emerging Oldham Cycling Strategy (see Policy T1.4).
- 10.17 While this policy aims to protect existing recreation sites, circumstances exist where the relocation of a recreation facility can prove beneficial. Examples of this include where a site will be more widely used or where it becomes more accessible by modes of transport other than the private car, as a result of its relocation. Any relocation proposals will need to demonstrate that the overall quality of recreational provision within the Borough will be improved.

### **Improvement of Existing Facilities**

**R1.2 The following sites are identified as recreation sites to be improved during the plan period:**

- a. The Huddersfield Narrow (Ref RR1) and Rochdale (RR2) Canals;**
- b. Pennine Bridleway (RR4);**
- c. Delph Donkey recreational route (RR11);**
- d. Alexandra Park;**
- e. Snipe Clough;**
- f. Copster Hill Park, Copster Hill;**
- g. Sacred Heart School, Derker;**

- h. Bullcote Green, Royton;**
- i. Acre Lane, Derker;**
- j. Waterhead Park, Waterhead;**
- k. Stoneleigh Park, Derker;**
- l. Granby Street, Hollinwood; and**
- m. Sholver Millennium Green, Sholver;**

**The Council also has an objective of improving the Rights of Way network in the Borough as set out in the Council's Milestones Strategy and the forthcoming Rights of Way Improvement Plans.**

- 10.18 In addition to protecting recreation facilities from development, it is important that the best use is made of existing recreation sites. This policy identifies those sites to be improved over the plan period, by the Council and other private and voluntary organisations. Improvements planned for other areas of open space are set out in the Council's Green Space Strategy. This policy reflects the fact that although there needs to be a sufficient quantity of recreation provision throughout the Borough, the quality of facilities is also an important factor that needs to be considered.

## **PART 1 POLICY**

### **PROVISION OF NEW AREAS OF OPEN SPACE**

**R2 THE COUNCIL WILL SEEK THE PROVISION WHERE APPROPRIATE OF NEW AREAS OF OPEN SPACE AND OTHER RECREATION FACILITIES.**

- 10.19 This policy aims to create new recreation facilities, where opportunities arise and resources permit, to ensure that all members of the community have access to a wide range of recreation sites ranging from local, to strategic level facilities. This policy also includes schemes that will deliver further or improved amenity green space\*.

## **Part 2 Policies**

### **New Recreation Sites**

**R2.1 The following sites are identified on the UDP Proposals Map as new recreation sites:**

**?? Sam Road, Diggle**

- 10.20 Certain areas of the Borough would benefit from new recreational developments and the completion of proposals for the above site will help to achieve the targets set out in policy R1. The site at Diggle has been chosen on the basis that it is accessible to the local community, e.g. it is within safe walking distance. There are likely to be further

new recreation sites completed during the period covered by the UDP but at the current time no definite schedule exists for their implementation.

### **Open Space and New Residential Developments**

**R2.2 The Council will require that all new residential developments of 5 or more dwelling units contribute to the provision of public open space.**

**For developments of 30 or more dwelling units, on-site provision of public open space will be required.**

**For developments of 5 to 29 dwelling units (inclusive), where there is an identified local deficiency of public open space, there will be a requirement for on-site provision unless, in the view of the Council, there are specific reasons why it is either not practical or undesirable to do so.**

**In those instances where either all or part of the calculated requirement for on-site provision of public open space is not to be provided on site, a developer will be required to pay a commuted sum in lieu of such provision which the Council will use to fund the provision of new open space, or to enhance the quality of existing public open space in the general locality of the development site.**

**Any open space to be provided on the development site shall be designed and located to optimise its accessibility, attractiveness and safety. Part of the provision shall be suitable for, and laid out as, children's play space.**

10.21 All new residential developments create increased pressure on existing recreation resources including open spaces. It is important that new developments make a contribution towards open space provision by way of actual provision on site, or a commuted sum towards the improvement or provision of open space off site from the development. The provision of open space as part of a new residential development is in addition to the design requirements for landscaping etc. set out in Policy D1.1.

10.22 New residential development will be required to make provision for new public open space at a rate of 25m<sup>2</sup> per dwelling (1 or 2 bed units) and 35m<sup>2</sup> per dwelling (3 bed units or larger). In those instances where on-site provision is not to be made, the commuted sum payable in lieu will be based on:

a. the cost of laying out the area of public open space that would otherwise have been provided on-site; and

b. the cost of maintaining such an area of open space for a period of 12 years.

10.23 In those instances where on-site provision is to be made, a commuted sum equivalent to the cost of 12 years maintenance of the public open space will still be a requirement.

The rates on which the calculation of the relevant elements of the commuted sum will be based, will be published in the form of supplementary planning guidance. The figures in lieu of on-site provision will be based on notional provision that includes the cost of play equipment.

## **11 OPEN ENVIRONMENT**

- 11.1 The term “open environment” embraces all the undeveloped areas of the Borough which, although shaped by years of human activity, remain “natural” open spaces, much valued by the people of Oldham and by visitors to the area. This section replaces the Land Resources and Open Environment sections of the last UDP.
- 11.2 The best known open spaces in the Borough are probably those in the open countryside areas in the east, but equally important open areas can be found right across the Borough, on the fringes of the built up area and within the urban areas themselves.
- 11.3 Although the open environment is valuable to individuals in many different ways, it can generally be said to provide:
- a. an attractive setting for Oldham’s urban areas, contributing to quality of life, boosting local pride, and attracting investment into the Borough;
  - b. an important agricultural resource;
  - c. valuable natural wildlife habitats that contribute to the range of plant and animal species living in the area (known as biodiversity); and
  - d. an important recreational and educational resource for residents and visitors alike.
- 11.4 The policies contained in the section aim to protect and enhance the open environment and to prevent any unrestricted development that could threaten its character. They relate to Green Belt, Local Green Gaps, Land Reserved for Future Development, agricultural land and buildings and nature and landscape.
- 11.5 The UDP does not cover the part of Oldham Borough that falls within the Peak District National Park.
- 11.6 The policies and proposals contained in this section take into account the following Government advice:
- a. PPG 2 Green Belts
  - b. PPG7 The Countryside-Environmental Quality and Economic and Social Development
  - c. PPG9 Nature Conservation
  - d. PPG1 General Policy and Principles
  - e. PPG12 Development Plans and Regional Planning Guidance
- 11.7 A number of other documents have also been taken into account:
- a. strategic guidance in draft Regional Planning Guidance,
  - b. Oldham Woodland Strategy
  - c. Oldham Biodiversity Action Plan



- d. good practice advice from The Countryside Agency, English Nature, and the Royal Town Planning Institute.

#### GREEN BELT AND OTHER OPEN LAND

- 11.8 The Green Belt around Oldham is well established and generally very effective. Most of the pressure for development within the Green Belt has been from relatively small scale developments such as the re-use of redundant agricultural buildings and the development of small greenfield sites, particularly for single dwellings. These pressures are likely to continue throughout the period covered by this UDP. In addition, changes within the agricultural sector will inevitably lead to some farmers seeking alternative uses for their land.
- 11.9 As part of the UDP review, an assessment has been made of the sites previously allocated as "Other Protected Open Land", which in most cases falls between the urban area and the Green Belt. These sites were protected from inappropriate development either because they were earmarked to meet possible longer term development needs or because of their value as urban open space. In the last UDP, these sites were given the same level of protection as Green Belt to ensure their future availability and help to protect the Green Belt itself. Some of these sites remain reserved for possible future development beyond the current Plan period. Others have been allocated as Local Green Gaps or Recreational Open Spaces.
- 11.10 This section aims to protect open parts of the Borough from inappropriate development, while still making sufficient sites available to meet future development needs.

See Policy GS2 - General Strategy for the Part I policy relating to Green Belt land.

#### **Part 2 Policies**

##### **Criteria for development in the Green Belt**

**OE1.1 Within the Oldham Green Belt identified on the Proposals Map, development will only be permitted where:**

- a. **it does not conflict with the purposes of the Green Belt which are:**
  - i) **to check the unrestricted sprawl of large built up areas;**
  - ii) **to prevent neighbouring towns from merging into one another;**
  - iii) **to assist in safeguarding the countryside from encroachment;**
  - iv) **to preserve the setting and special character of historic towns and villages; and**
  - v) **to assist in urban regeneration, by encouraging the recycling of derelict and other urban land;**

- b. it maintains the open character and enhances the appearance of the surrounding area;**
  - c. it is appropriate in terms of its siting, scale, materials, design and landscaping and does not detract from the visual amenities of the Green Belt; and**
  - d. it or associated activities including traffic would not harm people's enjoyment of the countryside.**
- 11.11 Government guidance in PPG2\* recommends that Green Belts should be permanent and, once established, altered only in exceptional circumstances. Their boundaries should be clearly defined using, where possible, easily recognisable features such as roads, streams, tree belts and woodland edges. This review of the UDP has made only two changes to the Green Belt boundary:
  - a. a small area has been removed from the Green Belt at Lower Fullwood, Shaw, to reflect the fact that, as a warehouse now exists there, the land no longer performs a Green Belt function; and
  - b. a small area has been added to the Green Belt at Waterside Mill, Greenfield, to give the Green Belt a more defensible boundary along the rear fence line of a new development.

The Proposals Map also identifies two locations of possible future development within the Green Belt at Diggle: one for a park and ride facility at the proposed Diggle station and the second for future works to the rail line at Tunnel End. The details of both are set out in Section 4, Transport, policy T1.1.
- 11.12 The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. The Council's main concern in determining applications for development in the Green Belt is, therefore, to ensure that land is generally kept open and protected from development which is inappropriate in, and harmful to, the Green Belt. Such development should not be approved except in very special circumstances, which will only exist if the harm caused to the Green Belt is clearly outweighed by other considerations.
- 11.13 The Council also considers that the visual appearance of the landscape is intrinsic to the special character of the Green Belt. For this reason, it wishes to protect the visual quality of the Green Belt where this is high, and to improve it where to do so would not be in conflict with the underlying aims of Green Belt policy.
- 11.14 Green Belt land adjoins the fringes of many urban areas of the Borough. It provides access to the countryside and to outdoor sport and recreational facilities, helps to preserve wildlife habitats and attractive landscapes, and safeguards land for agriculture, forestry and related activities.

- 11.15 New buildings appropriate in the Green Belt, such as small stables, can be made more sensitive to their surroundings if they are sited carefully and designed and constructed in materials that are in keeping with their rural setting. Where possible, new buildings should be grouped with existing ones rather than located in isolated or prominent positions. The addition of planting that is appropriate to the area should be provided where this would help to minimise their impact.
- 11.16 This policy applies both to applications for new development and for changes of use to existing buildings.

#### **New Building in Green Belt**

**OE1.2 The construction of a new building in the Green Belt will not be permitted unless:**

**a. it is clearly needed in connection with agriculture or forestry, or**

**b. it is an essential facility for one of the following:**

- i) an outdoor sport or recreation facility (such as small stables, golf course, country park or other park);**
- ii) a cemetery;**
- iii) another open use of land which preserves the openness and visual amenity of the Green Belt and does not conflict with the purposes of including land in it; or**
- iv) it is acceptable under the provisions of policies OE1.3 to OE1.6.**

- 11.17 The construction of new buildings is generally considered to be inappropriate within the Green Belt. However, those associated with uses which preserve the openness of the Green Belt and do not conflict with the purposes of including land within it may be acceptable.
- 11.18 Agriculture and forestry are traditional Green Belt uses. They make an important contribution to the rural economy and help to secure the proper management of Green Belt land.
- 11.19 As cemeteries and outdoor recreation and sports facilities involve a low ratio of buildings to land area, they can normally be accommodated in the Green Belt without adversely affecting the rural character of an area. The Council accepts that these uses may require the construction of ancillary buildings in order to operate effectively. However, the acceptability of such buildings will depend on whether they are essential, as required by the policy, on their being small scale and appropriate to the type of use proposed, and on their potential impact on the open character and appearance of the area. Where small scale ancillary facilities are proposed, applicants will be required to

demonstrate that these are essential to the operation of the land use proposed and could not be provided by re-use of an existing building.

### **Domestic extensions in the Green Belt**

**OE1.3 The Council will only permit a planning application for an extension to an existing dwelling within the Green Belt where:**

- a. the proposal does not result in disproportionate additions over and above the size of the original dwelling; and**
- b. the extension is not designed in such a way as to readily facilitate the subdivision of the property into two or more dwellings where this would lead to an unacceptable dispersal of activity or would conflict with the openness and visual amenity of the Green Belt and the purposes of including land in it.**

11.20 A sizeable extension can have as much visual impact on the Green Belt as a new house and, therefore, such developments must be strictly controlled. Extensions may be acceptable where they are appropriate in scale and design to the original building and do not adversely affect the openness or visual amenity of the Green Belt. As a guide, a disproportionate extension will usually be one which increases the volume of the original building by more than one third.

11.21 Where an existing dwelling, because of its visual impact, harms the character and appearance of the Green Belt, the Council will, in determining an application for proposed extensions or alterations, seek where possible to secure an improvement in the external appearance of the building as a whole and its immediate surroundings. This may involve imposing planning conditions upon any approval granted or negotiating a Section 106 agreement. Development should make a positive contribution to improving the visual amenity of the Green Belt rather than compound the adverse effects of unsympathetic developments of the past.

11.22 Existing extensions may themselves be the subject of planning applications for re-use as dwellings or other purposes that would, as new developments, be inappropriate in the Green Belt. However if the extension is considered to be acceptable in its own right, the subdivision of the extended building into more than one dwelling could make better use of an existing building and contribute to the need for additional homes in the Borough. This benefit in sustainability terms must be weighed against the potential dispersal of activity away from urban areas to car-dependent locations which is inconsistent with UDP policy on accessibility.

11.23 The creation of additional households by subdividing existing dwellings can lead to intensified use of the area around the property as each is likely to require a private garden and space for parking, dustbin and clothes drying facilities and possibly separate access. Additional activity, including car traffic, is also likely to be generated.

This intensification of use and increased activity resulting from sub-division could be detrimental to the openness and visual amenity of the Green Belt.

- 11.24 With this in mind the Council will base its assessment of applications for the subdivision of dwellings in the Green Belt on:
- a. the potential impact on the Green Belt of any associated use of land around the building, including the provision of access, parking and servicing, means of enclosure or separation, and the level of increased activity resulting from the intensification of use; and
  - b. whether basic services like primary school, grocery shop, post office etc. can reasonably be reached from the building without the use of a car.
- 11.25 Within the Green Belt, policy objectives relating to Green Belt should take precedence. Where the Council considers the subdivision of a property to be inappropriate it may refuse the proposal, impose conditions, or else enter into a Section 106 agreement that restricts the future use of the building.
- 11.26 “Original” means in relation to a building existing on July 1st 1948 as existing on that date, and in relation to a building built on or after July 1st 1948, as so built. This is in line with the definition of ‘original’ in the Town and Country Planning (General Permitted Development) Order 1995.

#### **Garden extensions in the Green Belt**

**OE1.4 An extension to the curtilage of an existing dwelling in the Green Belt will be considered inappropriate.**

- 11.27 Proposals to extend the curtilage – the associated land that surrounds a building - of existing or replacement dwellings will be considered inappropriate as this can have a significant impact on the openness and visual amenity of the Green Belt. While the built element of the development can be carefully controlled by the planning process, the way gardens are laid out cannot, and local experience has shown that such extensions can introduce unacceptable urban elements into the rural landscape such as hard landscaping, garden structures or car parking.

#### **Replacement dwellings in the Green Belt**

**OE1.5 Where an existing dwelling in the Green Belt is in use as such, or would not require planning permission to be so used, its replacement will only be permitted where either:**

- a. its structural condition is such that repair is impracticable; or**

**b. it is of poor visual quality and detracts from the character and appearance of the surrounding area;**

**and all the following criteria are satisfied:**

- i) the proposed replacement dwelling is not significantly larger than the dwelling which it replaces;**
- ii) the form, bulk and general design of the replacement dwelling are in keeping with its surroundings; and**
- iii) the proposed dwelling is served by the same access as the previous dwelling.**

11.28 The policy aims to ensure that a replacement dwelling does not have a greater impact on the Green Belt than that which it replaces and that, where appropriate, it enhances the visual amenity of the Green Belt.

11.29 When the Council permits a replacement dwelling that is larger than the original building, it may withdraw permitted development rights. As a guide, the Council would consider a disproportionately large dwelling to be one which exceeds the volume of the original building by more than one third.

11.30 This policy does not cover dwellings that are not of permanent and substantial construction or that have deteriorated to the extent that they could only be used again after complete or substantial reconstruction, or former dwellings that have been abandoned. Planning permission will not be granted for the replacement of these properties.

#### **Change of Use of existing buildings in the Green Belt**

**OE1.6 Within the Green Belt a proposal for the re-use of an existing building will only be permitted where all the following criteria are satisfied:**

- a. in the case of residential conversions, the applicant has demonstrated that the building is unsuitable for other appropriate Green Belt uses or for employment generating uses which are appropriate in the Green Belt, or has made every reasonable attempt to secure an appropriate employment-generating re-use, including tourism, and the application is supported by a statement of the efforts which have been made;**
- b. the form, bulk and general design of the building is in keeping with the surroundings;**
- c. the building is of permanent and substantial construction and is capable of conversion without major or complete reconstruction or alteration;**

- d. the building is large enough for the proposed use without the need for extensions other than those of a minor nature;**
  - e. the proposal respects any features of historic or architectural interest of the original building;**
  - f. any associated use of the land surrounding the building including the provision of access, creation of a residential curtilage, means of enclosure, parking and servicing would not conflict with the openness and visual amenity of the Green Belt and the purposes of including land in it;**
  - g. the proposed use is compatible with the existing or permitted uses of adjoining buildings; and**
  - h. acceptable provision is made for access, parking and servicing.**
- 11.31 In line with Government aims to support the rural economy by protecting the stock of non-residential buildings in countryside areas, the Council prefers to see rural buildings re-used for economic purposes, including tourism. This will also help to promote more sustainable rural lifestyles than those likely to be achieved when living in converted buildings remote from basic services and job opportunities. Any employment-generating uses must, however, be appropriate to the Green Belt and should not have a greater impact than the present use on the openness of the Green Belt, nor should they compromise the purposes of including land in it.
- 11.32 Residential conversions can be less effective in retaining the original character of a building and, in some cases, can be detrimental to the openness and visual amenity of the Green Belt through the provision of driveways and curtilages. For this reason, residential conversion will be strictly controlled.
- 11.33 The Council has no wish to retain, beyond their useful working life, buildings with little architectural quality or those that are of an inappropriate design for their setting. However, if proposals for such properties satisfy all the other criteria set out in policy OE1.6, approval may be granted subject to appropriate design modifications.
- 11.34 The Council will take advice from the Council's Economic Development Officers in assessing information received in support of applications for the conversion of buildings to residential use. For guidance, the Council will expect applicants to explain how they have marketed the building for economic uses, where, through which outlets or media, and for what period of time. The marketing period expected will be a minimum of six months.

### **Land Reserved for Future Development**

- OE1.7 Areas of land reserved for possible future development needs are identified on the Proposals Map. Planning permission will be refused for all**

**development on these sites except development which would be permissible if it were in the Green Belt, by virtue of the relevant policies of this plan.**

11.35 The 1986 Borough Plan established areas of land that were reserved to meet possible future development needs and this was incorporated into the UDP in 1996. The former designation of “Other Protected Open Land” was intended to protect two types of land not included within the Green Belt:

- ?? areas of open land that did not serve a Green Belt function but which were valuable as open spaces; and
- ?? areas of land that did perform a Green Belt function but which were earmarked for development, if needed, at a future date beyond the period covered by the UDP. These areas are also known as “safeguarded land” or “white land”.

11.36 This approach has led to some confusion, as the previous UDP made no distinction between the two types of Other Protected Open Land. This policy rationalises the approach by addressing the need to have land that is safeguarded for possible future development needs so as to allow for some degree of permanence in Green Belt boundaries. The other category of Other Open Protected Land is now identified as Recreational Open Space, or, in the case of farmland or informal recreational land that provides important breaks between built up areas, as Local Green Gaps. These areas are protected by the recreation policies and Local Green Gap policies of the plan.

11.37 In future reviews of UDP, land that is reserved for possible future development will be the first to be considered for development if allocated sites and stocks of brownfield land are insufficient to meet needs. Draft Regional Planning Guidance states that there will be no need to review Greater Manchester Green Belt boundaries before 2011. If the Borough’s stock of land reserved for possible future development is still unused at this point it may be more appropriate to carry out a comprehensive review of both reserved and Green Belt land to ensure that any future large scale greenfield development is directed to the most sustainable locations.

11.38 Areas formerly identified as Other Protected Open Land in the 1996 UDP have been allocated as follows:

<b>Former OPOL ref</b>	<b>Location</b>	<b>Allocation</b>
OL01	Land at Foxdenton Lane, Chadderton	Part Local Green Gap, part Land Reserved for Future Development
OL02	Clayton Playing Fields, Chadderton	Recreational Open Space
OL03	Ryefields Drive, Uppermill	Part Local Green Gap, part Land Reserved for Future Development



OL04	Dacres, Greenfield	Local Green Gap
OL05	Roundthorn/Holts (Nether Lees)	Local Green Gap (including area west of Lees Brook Mill previously unallocated)
OL06	Stoneswood, Delph	Local Green Gap
OL07	Stonebreaks, Springhead	Local Green Gap
OL08	Crowley Lane, Higher Barrowshaw	Recreational Open Space
OL09	Wall Hill, Dobcross	Local Green Gap (including former housing allocation H52)
OL10	Land north of Fernhurst Mill, Chadderton	Recreational Open Space
OL11	Ainsley Wood, Delph	Local Green Gap
OL12	Haven Lane North, Moorside	Land Reserved for Future Development
OL13	Haven Lane South, Moorside	Land Reserved for Future Development
OL14	Oldham Edge, Oldham	Local Green Gap (including area south of Salmon Fields previously unallocated)
OL15	Cowlishaw, Shaw	Land Reserved for Future Development
OL16	Bullcote Lane, Royton	Part Local Green Gap, part allocated for business and industry
OL17	Land at Greenacres, Lees	Local Green Gap (including area east of Lynwood Drive previously unallocated, but excluding the area adjacent to the disused railway line, now occupied by an industrial building)
OL18	Shawside, Shaw (Moss Hey)	Part Land Reserved for Future Development, part Local Green Gap.
OL19	Alexandra Park, Oldham	Recreational Open Space
OL20	Simkin Way (formerly Selbourne Street), Bardsley	Local Green Gap
OL21	Long Clough, Chadderton	Unallocated, but identified as green corridor
OL22	Rowley Clough, Royton	Part recreational Open Space, part Local Green Gap
OL23	Cowhill, Chadderton	Local Green Gap
OL24	Moston Brook, Failsworth	Part Local Green Gap, part Land Reserved for Future

		Development
OL25	Hole Bottom Clough, Failsworth	Local Green Gap
OL26	Thornley Brook East, Lees	Local Green Gap
OL27	Land at Sholver	Recreational Open Space
OL28	Land off Warren Lane	Part Land Reserved for Future Development, part Recreational Open Space
OL29	Land South of Oaklands Road, Grasscroft	Local Green Gap
Not previously numbered OL30	Land at Summershades Lane, Grasscroft	Land Reserved for Future Development

### Local Green Gaps

**OE1.8 The Council will protect Local Green Gaps, as identified on the proposals map, which provide significant open areas between, or on the edge of, built up areas of the Borough. Planning permission will be refused for all development on these sites except for development which would be permissible if it were in the Green Belt, by virtue of the relevant policies of this plan.**

11.39 This policy aims to protect stretches of open land in the Borough that, although they do not serve all the purposes of the Green Belt, are locally important because they help to preserve the distinctiveness of an area. These open areas provide attractive settings for local communities, help to separate built up areas and may provide links between urban areas and the countryside or other green corridors. Many also offer opportunities for informal recreation; provide wildlife habitats; contribute to the diversity of animal and plant species and can be used as an educational resource.

### AGRICULTURAL LAND AND BUILDINGS

11.40 Lying on the urban fringe of Greater Manchester, Oldham's agricultural land has a range of functions, but its use for purposes other than agriculture and forestry is constrained by strict policies on Green Belt, Local Green Gaps and Land Safeguarded for Future Development.

11.41 Agricultural land is still used, to a varying degree, for food production and comprises mainly sheep farming and some beef and dairy farming. It provides the landscape setting for the Borough's settlements, supports some wildlife habitats of national and international importance and is a valuable recreational and leisure resource for residents and visitors alike. In some parts there is evidence of the neglect and vandalism characteristic of the urban fringe, and in others conflicts arise between farming and residential uses.

11.42 Land in the urban fringe is often underused and alternative activities must be supported to generate sufficient income to manage the landscape. Much of the land is marginal to

conventional agricultural production with large areas used for keeping horses. The promotion of localised organic farming, the cultivation of trees, horticulture and permaculture\* would be more sustainable means of creating jobs, encouraging wildlife and helping to create a more diverse landscape. In the urban fringe, policies favour sustainable uses such as farm diversification, smallholdings, leisure, education and wildlife schemes, and there is also potential for tourism development. A community forest initiative is currently being pursued around the fringe of Oldham linked to multiple use for forestry-related businesses including leisure, tourism and education, and possibly biomass\* energy schemes.

- 11.43 The Council is required to take account of the need to maintain an efficient and flexible farming industry and to provide policy guidance on planning applications for any agricultural development that is not classed as permitted development\*. The agricultural economy has suffered in recent years with livestock farmers particularly badly hit. The future of agriculture could involve a shift to organic smallholdings, intensive indoor livestock farming or niche markets resulting in little or no extensive livestock farming left in the Borough. As most farm holdings are marginal and part time, the impact of this is more likely to be physical, affecting the look of the landscape, than social or economic.
- 11.44 Farm diversification can provide additional income to support farm holdings and contribute to the rural economy. The plan sets out criteria to be used in the consideration of applications for farm-based diversification.
- 11.45 This section aims to protect and improve areas of open land in Oldham by encouraging a healthy, sustainable agricultural sector.

## **Part 2 Policies**

### **Farm Diversification**

- OE1.9 The Council will permit a proposal for limited non-agricultural development on a farm holding where this would:**
- a. not result in the irreversible loss of agricultural land which the Council considers worthy of protection;**
  - b. not harm the amenity of environmentally sensitive developments including residential properties, schools, hospitals and certain sensitive industrial processes by reason of noise, vibration, odour, atmospheric pollution or other nuisance;**
  - c. safeguard the open character and landscape quality of the land;**
  - d. make a positive contribution to the continued viability of the farm holding;**

- e. not harm the holding's continued viability through fragmentation or severance;**
- f. not conflict with the purposes of the Green Belt nor adversely affect its openness or amenity; and**
- g. not harm people's enjoyment of the countryside.**

- 11.46 Farming plays an important, though declining, role in shaping and maintaining the fabric of the Borough's countryside. Policy GS2 protects the best and most versatile agricultural land. Subject to other planning considerations, as outlined, the Council will support farm diversification that will help to sustain a farm holding and thereby maintain the management of the landscape. The loss of part of a farm holding could affect the viability of the remainder, hence the criterion preventing severance or fragmentation. Where appropriate, proposals may be required to be accompanied by a statement as to how the development will affect farm structure and viability and a business plan to show how the diversification will support the existing holding.
- 11.47 The Government is encouraging farmers to explore diversification proposals such as small-scale horse-based enterprises. This type of business is likely to become increasingly popular in an area like Oldham, boosting outdoor recreational opportunities, particularly in the urban fringe. However such uses are also likely to lead to more activity, particularly by vehicles, than would be generated by purely agricultural practices and account must be taken of the degree to which this could affect the openness and amenity of the Green Belt.
- 11.48 As all the Borough's agricultural land falls within Green Belt, Land Reserved For Future Development or Local Green Gaps, all proposals for development must comply with the relevant policies.
- 11.49 This policy aims to encourage diversification of the rural economy and land use, particularly in the urban fringe, where it can enhance tourism, recreational or educational opportunities, but to do so in a way that maintains the open character of the land, its wildlife habitats and food producing capabilities. The Council will assess all proposals for diversification in line with OE2.1 on Landscape and policies OE2.3 and OE2.4 on Habitat and Species Protection.

#### **New Agricultural or Forestry Buildings**

**OE1.10 Agricultural or forestry buildings and plant which require planning permission will only be permitted where all the following criteria are satisfied:**

- a. the building or plant is necessary and specifically designed for the purposes of agriculture or forestry;**

- b. the siting, design and external appearance of the building or plant and any access thereto would not detract from the appearance of the surrounding area; and**
- c. the development would not have an adverse impact on the amenities of any neighbouring dwelling unconnected with the farm or forestry enterprise.**

**The same criteria will be applied to applications for agricultural or forestry buildings not requiring planning permission.**

- 11.50 The visual quality of the urban fringe is important, but so is the ability of farm holdings to operate efficiently. The UDP needs to guide the siting and design of agricultural buildings, which can be industrial in character. The woodland strategy encourages the development of forestry-related businesses and although this may not be achieved in the short term, such industry could become a feature of rural areas of the Borough in the future.
- 11.51 The local planning authority must check the lawfulness of developments to be carried out under agricultural permitted development rights. The local planning authority must be notified in advance when these rights are to be used in the development of new farm buildings; significant extensions; new access roads, excavations, deposits or fish tanks.
- 11.52 Where planning permission is required for new buildings or plant, applicants will be required to demonstrate the need for the development by supplying evidence of how it will contribute to the operational needs of the farm or forestry business.

#### NATURE AND LANDSCAPE

- 11.53 This section covers the natural environment of all parts of the Borough, not just the most attractive or valuable areas. It includes the countryside, river valleys, designated wildlife habitats, areas where protected species live, areas of geological significance, and “wilded” and other natural sites within the urban area. Natural resources such as minerals, water and air are covered in Section 13. Policies relating to trees, and the creation and protection of habitats on development sites, can be found in Section 3. Policies on recreation are covered in Section 10. The objectives of this section of the review of UDP are to:
- a. conserve and enhance the biodiversity and geology of the Borough; and
  - b. conserve and enhance the landscape value of the Borough.
- 11.54 The Council will achieve these objectives by ensuring that necessary development does not unduly harm the landscape and wildlife of the Borough.

#### **PART 1 POLICY**

**OE2 THE COUNCIL WILL PROTECT FROM INAPPROPRIATE DEVELOPMENT AND CONSERVE AND ENHANCE THE LANDSCAPE QUALITY AND NATURAL ENVIRONMENT OF THE BOROUGH. TO THAT END, IT WILL:**

- A. WORK TOWARDS A COUNTRYSIDE CHARACTER APPROACH TO APPLICATIONS FOR DEVELOPMENT WHICH AFFECT THE LANDSCAPE IN ANY OPEN PART OF THE BOROUGH, TO ENSURE THAT NEW DEVELOPMENT REINFORCES OR, WHERE APPROPRIATE, ENHANCES THE LOCAL LANDSCAPE CHARACTER AND QUALITY;**
- B. PROTECT AND ENHANCE THE BIODIVERSITY AND GEOLOGICAL INTEREST OF THE BOROUGH THROUGH THE CONTROL OF DEVELOPMENT;**
- C. WORK TOWARDS EXTENDING AND JOINING UP THE NETWORK OF GREEN CORRIDORS WITHIN THE BOROUGH, IN ORDER TO ASSIST THE MOVEMENT OF WILDLIFE AND PROVIDE RECREATIONAL OPPORTUNITIES AND;**
- D. PROTECT EXISTING TREES AND WOODLAND AND AIM TO INCREASE THE TREE COVER OF THE BOROUGH BY SECURING PLANTING WITH NEW DEVELOPMENT.**

11.55 A pleasant and distinctive landscape is essential to quality of life and can help to attract economic investment. This review adopts a different approach to landscape from the previous UDP. This countryside character based approach follows guidance from the Government and Countryside Agency about moving away from local landscape designations. It replaces the blanket Special Landscape Area and offers the following benefits:

- a. it is more informative to developers, taking a more analytical approach to identifying components of the landscape that are special to that area;
- b. it helps to reinforce local distinctiveness by being more specific about design requirements for a particular area, rather than simply stating that designs should be 'good'; and
- c. it applies to all open areas in the Borough and, by aiming to protect the best areas and enhance those not currently recognised as Special Landscape Areas, should improve design standards across the board.

11.56 The undeveloped areas of the Borough provide valuable wildlife habitats and encourage diversity of animal and plant species. They also provide opportunities for environmental education and informal recreation. The concept of biodiversity\* has

been incorporated into UDP for the first time and refers to the variability among living organisms on earth or any part of it. The richness of the natural world not only underpins human survival but also adds significantly to our quality of life. The focus should be extended from protecting the rarest species and most special habitats to maintaining as rich a variety of flora and fauna as possible in the Borough and beyond. A Biodiversity Action Plan for Oldham is being produced to identify species and habitats that are of conservation importance on a local and national scale.

- 11.57 Green corridors are a special feature of the Borough, thanks mainly to its river valleys, canals and features such as Oldham Edge, and are valuable both for wildlife and recreation. By linking together habitats they help to support a richer diversity of species than would exist in isolated natural areas and, because of their proximity to major residential areas, they allow local people a break from the pressures of urban living. The Council is in the process of developing a 'Green Space Strategy' to co-ordinate the planning, design, management and implementation of green space in Oldham. This policy supports its principle of establishing accessible green spaces and networks across the Borough.
- 11.58 Woodlands and trees are of particular ecological, recreational, educational and landscape value, within both the urban and rural environment. Currently only approximately 3% of the Borough is wooded, and the new Woodland Strategy aims to increase this figure to 5% by 2010. To achieve this, a high priority must clearly be attached to the protection, natural regeneration, enhancement and replacement of trees and wooded areas, and to additional planting. Supplementary Planning Guidance is to be produced on countryside character (policy OE2.1) that will help to indicate where tree planting will and will not be appropriate.
- 11.59 Development proposals can often lead to conflict between recreational objectives and those of nature conservation. In such situations, the retention of the biodiversity of the site will be a material consideration.

## **Part 2 Policies**

### **Landscape**

- OE2.1 The Council will protect local distinctiveness. To this end it will require applicants to demonstrate how any proposed development in or adjacent to open land areas of the Borough conserves and/or enhances the quality and character of the landscape. Development proposals which would clearly intrude on the landscape will not be permitted.**
- 11.60 This policy will be supported by the preparation of Supplementary Planning Guidance that will map the different Countryside Character Areas of the Borough, and highlight the characteristics and features that make each distinctive. It will identify the different landscape types found within the open areas of the Borough and describe the qualities and characteristics that planning applicants should aim to conserve or enhance in each

case. Where local communities prepare village design statements, as encouraged by the Countryside Agency, these will be adopted by the Council as Supplementary Planning Guidance.

- 11.61 Proposals to create level areas in hilly parts of the Borough by cut and fill operations, for example to create car parks or exercise areas for horses, can be particularly damaging to local landscape quality. These will only be allowed if it can be demonstrated that such work will be carried out sensitively, with minimal visual impact.
- 11.62 Insensitively located buildings, telecommunications equipment and wind farms can also adversely affect landscape quality.
- 11.63 There have been incidences within the Borough where poorly designed new development has created a “hard”, or otherwise inappropriate, edge to settlements that adjoin open countryside. This policy applies to the design of developments on the boundary between existing settlements and open land to minimise their visual impact when viewed from the surrounding countryside.
- 11.64 Until Supplementary Planning Guidance on Countryside Character is adopted, applicants for development in, or on the boundary of, open countryside will be required to submit a statement with their application. This should explain how the design, layout and materials conserve and/or enhance the quality and character of the local landscape, and the setting of settlements. See also policy D1.12 which covers telecommunications developments, and policy D1.2 which indicates that where a very sustainable design is proposed this will be a material consideration.

### **Green Corridors and Links**

- OE2.2 In green corridors and links, development will only be permitted where it would not have the effect of severing the open land corridor, or link, into sections or harming the potential for wildlife and, where appropriate, people to gain access to the corridor or to move along it. The Council will seek wherever possible to extend, consolidate and join up the network of green corridors and links by requiring that new development adjacent to them, or providing opportunities for “stepping stones” between them or between other areas of open land and the corridors/links, enhances their operation.**
- 11.65 The Proposals Map identifies the major green corridors and links valued for recreation and/or wildlife. Some are identified solely because they assist the movements of wildlife, for example the existing railway lines, while others assist the movement of both people and wildlife. It is recognised that there may also be other green corridors of more local importance. As these corridors incorporate the major river valleys identified in the previous UDP where they run through built up areas, this policy supersedes existing UDP policy on river valleys.



- 11.66 Although green corridors within extensive areas of open land are not identified on the Proposals Map, the policy will be applied to sites within these open areas where a river valley or other linear feature could be severed by development. The Borough has a great asset in the green fingers of open land, for example Tandle Hill or the Medlock Valley, that allow many Oldham residents reasonably close access to the countryside. These urban fringe areas offer opportunities for both formal and informal recreation and for wildlife movement and are protected by Green Belt policy.
- 11.67 Statutory and non-statutory sites and countryside features which provide green corridors, or links, or stepping stones between wildlife habitats all help to form the network necessary to maintain biodiversity. This network provides valuable opportunities for recreation and often offers direct access to the countryside.
- 11.68 Continuous habitats tend to contain more wildlife species than isolated ones. Oldham's green corridors and links are the result of features like river valleys, existing and disused railway lines, canals and connected open spaces. Linear features such as hedgerows, stone walls and road verges, while not formally identified as corridors in themselves, can also aid the movement of some species. Similarly ponds and wetland areas can act as important 'stepping stones' between larger corridors. Wildlife corridors need to link frequently with larger areas of good quality habitat in order to be of most benefit to local biodiversity.
- 11.69 While many green corridors provide both recreational and wildlife benefits some, for example motorway verges and railway lines, are of value only to wildlife. The consideration of development proposals under this policy will take into account the specific nature and function of each corridor that is affected.
- 11.70 Where development within or adjacent to a corridor is considered acceptable, the applicant will be expected to demonstrate how the area will be managed to ensure its continued contribution to the function of that corridor. The recreational aspects of the corridors are covered in Section 10.

### **Habitat Protection**

#### **OE2.3 Development will not be permitted where it would harm the nature conservation objectives or integrity of any of the following sites:**

- a. Special Protection Areas for Birds (SPA's) and Special Areas of Conservation (SAC's);**
- b. Sites of Special Scientific Interest (SSSI's) or Sites of Biological Importance (SBI's) which are considered to be of National, Regional or County-wide significance (Grade A); and**
- c. Sites of Biological Importance of District or more than local significance (Grades B and C), or Local Nature Reserves.**

**In the case of sites falling under a) and b), exceptions will only be allowed where there are imperative reasons of over-riding public interest and the development will provide benefits to human health or safety or the wider environment.**

**In the case of sites falling under c), exceptions will only be allowed where the reasons for the development clearly outweigh the nature conservation value of the site.**

**In all cases where development is permitted, it should be shown that:**

- i) the development cannot reasonably be located elsewhere;**
- ii) harm to the natural interest of the site will be minimised through the design and layout of the development; and**
- iii) mitigation measures are provided within or near to the site which adequately compensate for any harm to the natural assets which result from the development, if necessary through a Section 106 Agreement with the developer.**

- 11.71 A combination of climate change, pollution, development pressure, the destruction of habitats, invasion by species not native to the area and changes in land management practice is putting the animal and plant population under increasing pressure. The Council and community value Oldham's biodiversity, and a Biodiversity Action Plan is being drawn up to establish conservation targets for species and habitats that are of local and national importance. The sites with the most local designations are often those that are most accessible to the community and allow the chance of regular contact with the natural world.
- 11.72 This policy therefore steps up protection to lower grade sites so that their development will only be allowed in exceptional circumstances and if acceptable mitigation and/or compensatory measures can be taken. These should be provided on site where possible or else off-site through a Section 106 Agreement to create or enhance habitats elsewhere. The policy lists the different types of sites in a hierarchy that reflects the relative importance of their designations. In line with Government advice in PPG9\* it affords the greatest levels of protection to those sites which, by virtue of their designation, are held to be the most important.
- 11.73 Any application for development that affects a designated site should be accompanied by an ecological or geological survey of the site, carried out by a suitably qualified person.
- 11.74 Local planning authorities are required to consult English Nature on any proposed development that could affect a designated site. The character of designated sites can be affected by developments carried out beyond their boundaries. This policy also

applies to any development that could affect the nature conservation interests of a designated site in its vicinity.

- 11.75 Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) are sites of international importance for birds and habitat respectively. The South Pennine Moors, part of which falls within Oldham, enjoys SPA status and is a candidate SAC. Rochdale Canal is also a candidate SAC.
- 11.76 Sites of Special Scientific Interest (SSSIs) are a national designation, of which Oldham has five: Lowside Brickworks, Standedge Cutting, Ladcastle and Den Quarries and most recently, Rochdale Canal and part of the South Pennines Moors. Hollinwood Branch Canal SSSI lies immediately south of Oldham's boundary with Tameside. Although not within the Borough, it could be affected by developments in Oldham which are close to the boundary. Developments in, or likely to affect, an SSSI will be subject to special scrutiny and the local planning authority must consult English Nature.
- 11.77 SBIs are designated at Greater Manchester level on the advice of the Greater Manchester Ecology Unit and are divided into three grades: Grade A SBIs are sites of national, regional or county-wide significance; Grade B SBIs are sites of district significance and Grade C SBIs are sites of more than local significance. The following schedule lists the SBI's in Oldham:

Schedule : Sites of Biological Importance

Site ref.	Location	Grade
1	Armit Road Lodge	C
2	Alphin Pike	A
3	Bankfield Clough	C
4	Bardsley House Meadow	C
5	Brookdale Golf Course	C
6	Butter House Lane Railway Cutting	C
7	Crime Lake & Fairbottom Canal Branch	B
8	Dacres	A
9	Daisy Nook West	B
10	Dick Clough	B
11	Fennifield Lily Pond & Meadow	B
12	Field by White Brook	C
13	Huddersfield Narrow Canal	A
14	Hunt Lane	C
15	Lords Brook	C
16	Meadow north of Moss Gate	B
17	Medlock Vale & Lumb Clough	C
18	Oozewood Flushes	A
19	Ponds at Cowlshaw Farm	B
20	River Irk Marsh	B

21	River Medlock Slopes	B
22	Rochdale Canal	A
23	Rocher Valley	C
24	Rowton Clough	B
25	Royal George	B
26	Royton Moss	B
27	Shaw Side	C
28	Slackcote Valley	B
29	South Pennine Moors (South)	A
30	Tame Water Woodland	C
31	Tandle Hill Country Park.	B

Note: It is possible for some sites to have more than one designation, for example Rochdale Canal is an SBI, SSSI and a candidate SAC. Different levels of designation are based on particular criteria and/or each designation may cover a slightly different site area.

- 11.78 Since the last UDP new SBIs have been designated at Alphin Pike, Oozewood Flush and the South Pennines Moors, part of which, as previously stated, falls within Oldham Borough.
- 11.79 The GM Ecology Unit surveys SBIs on a county-wide basis on behalf of the ten districts of Greater Manchester. The boundaries and gradings of some SBIs will change during the life of this UDP and new sites may be designated. The most recent designations will be adopted by the Council on a regular basis and protected by the plan. The location of designated sites is identified on the Proposals Map.
- 11.80 Local Authorities have the power to designate Local Nature Reserves under the National Parks and Access to the Countryside Act 1949. These need not have high scientific value but should be important for the preservation or study of flora, fauna or other features of special interest. Although none have yet been declared in Oldham, the Council will support their declaration and protect them through this policy in recognition of their local importance.

### **Species Protection Policy**

- OE2.4 Development will not be permitted which would harm, directly or indirectly, a species which is protected by law, except where the developer can demonstrate that mitigation measures can be implemented which will ensure no adverse impact on the species or its habitat.**
- 11.81 All wild birds and certain plant and animal species are protected under The Wildlife and Countryside Act 1981. Some species are protected under their own legislation, for example the Protection of Badgers Act 1992. Bats, great crested newts and

*Utricularia natans* (floating water plantain), are afforded additional protection under the Habitat Regulations 1994.

- 11.82 PPG9\*- “Nature Conservation” states that the presence of a protected species is a material consideration when considering development proposals that would be likely to cause harm to the species or its habitat.
- 11.83 In cases where the Council is minded to approve development that might affect protected species or their habitats, it will consider the use of planning conditions and/or Section 106 agreements where these would help to mitigate any adverse impact, minimise disturbance or secure the protection of the species.
- 11.84 The UDP recognises the importance of maintaining as diverse a variety of living things as possible within the Borough. The Oldham Biodiversity Action Plan will contribute to the achievement of national targets and identify species and habitats that are of local conservation value.
- 11.85 Where development is proposed on a site that is home to species identified as priorities for conservation in the Oldham Biodiversity Action Plan, the extent to which measures can be taken to protect and enhance that species’ habitat will be a material consideration.
- 11.86 The Council intends to adopt the targets for species set out in the Oldham Biodiversity Action Plan once these have been effectively recorded and mapped. The Oldham BAP will need to complement BAPs that have been prepared, or are underway for Greater Manchester, the Peak District National Park and adjacent local authorities that are members of the Standing Conference of South Pennine Authorities (SCOSPA). As the production of the BAP is dependent on long term monitoring and recording, it will evolve over time. The Council will, in the short term, make use of local knowledge to establish the location of particular species.
- 11.87 The species currently identified in the Oldham Biodiversity Action Plan are: bats, badger, tree sparrow, bullfinch, linnets, lapwing, song thrush, reed bunting, water vole, otter, spotted flycatcher, brown hare, skylark, great crested newt, grey partridge, floating water-plantain, along with ponds and hedgerows that have recently declined in number and are recognised as important habitats. Twite, (a type of finch) has also been identified as regionally important as, in Greater Manchester, it only occurs in Oldham and Rochdale.
- 11.88 As well as having local significance, these species are also afforded protection, to different degrees, through legislation.

## **12 CONSERVATION OF THE HISTORIC ENVIRONMENT**

- 12.1 National and regional planning policy reflects the increasingly widespread recognition that the conservation and enhancement of the historic environment has a significant role to play in the bid to regenerate urban areas and achieve more sustainable forms of development. The policy background to this is summarised in the publication Conservation in Greater Manchester (AGMA, 2000).
- 12.2 The Borough of Oldham boasts a surprisingly rich and diverse heritage of historic buildings and landscapes that are important to its identity and should form the basis of a sustainable environment in the future. The Council fully recognises the quality and extent of this heritage and the need to conserve and enhance it is a key planning objective.
- 12.3 Unfortunately, the pace of technological, economic and social change poses a threat to the Borough's heritage. The quality and distinctiveness of the historic environment is all too easily eroded by ill conceived and short-sighted actions and, once lost, it is difficult to restore. However, with skill, imagination and ingenuity on the part of all those involved, old buildings and environments can be successfully adapted to accommodate new uses and life-styles and still retain their essential character. It is this philosophy that underpins the Council's approach to the historic environment.

### **PART 1 POLICY**

#### **CONSERVATION OF THE HISTORIC ENVIRONMENT**

- C1 THE COUNCIL WILL ATTACH A HIGH PRIORITY TO THE PRESERVATION AND ENHANCEMENT OF ALL SIGNIFICANT AND VALUABLE ELEMENTS OF THE HISTORIC ENVIRONMENT, IN PARTICULAR:**
- A. LISTED BUILDINGS;**
  - B. CONSERVATION AREAS;**
  - C. HISTORIC PARKS AND GARDENS;**
  - D. SCHEDULED ANCIENT MONUMENTS;**
  - E. SIGNIFICANT ARCHAEOLOGICAL REMAINS; AND**
  - F. OTHER NON-DESIGNATED BUILDINGS, AREAS, LANDSCAPES OR STRUCTURES WHICH THE COUNCIL CONSIDERS TO BE DEMONSTRABLY OF SIGNIFICANT ARCHITECTURAL OR HISTORIC INTEREST.**
- 12.4 The Council recognises that the Borough's many historic areas, buildings, landscapes and structures constitute an important and irreplaceable asset that must be preserved and enhanced.

- 12.5 The successful conservation of historic buildings, areas and landscapes is important for a number of reasons:
- a. cultural roots: old buildings, historic areas and landscapes provide important physical and cultural links with the past that can help to promote an understanding of, and sense of continuity with the history of an area that can in turn enrich the lives of its communities. The historic environment is also an important and irreplaceable educational resource.
  - b. local distinctiveness: surviving elements of the Borough's heritage help to define its identity and sense of place - the locally distinctive character that makes it different from other towns and villages. The Borough's historic character is essentially defined by its moorland scenery - the stone built farmsteads and former industrial villages of the Pennine uplands and river valleys - and also its urban industrial townscapes in Oldham where fragments of earlier settlements are surrounded by extensive Victorian terraced housing, mills, schools, churches, public buildings and parks. There may be important local variations within this broad character.
  - c. sustainability: the repair and conversion of old buildings is inherently sustainable. Older buildings are generally more robust and flexible than many of their more modern counterparts and therefore easier to convert to new uses. Equally, older buildings and housing areas were often built at higher densities to make more efficient use of land.
  - d. environmental quality: the individual environment of historic neighbourhoods often makes them particularly attractive places to live and work, dominated less by the needs of motor vehicles and often characterised by a mix of uses that adds diversity and vitality.
  - e. regeneration: the conversion and reuse of historic buildings and heritage areas is increasingly being seen as a major contributor to urban regeneration. Well cared for historic places attract investment, create jobs and confer competitive advantage. Their reuse capitalises on past investment in time, effort and resources.
  - f. tourism and image: a distinctive heritage and well-preserved historic buildings and landscapes attract tourists, visitors and investment.
- 12.6 With these points in mind, the Council will make the conservation of the Borough's historic buildings, structures and areas a priority. It will exercise careful and detailed control over new development and pursue suitable opportunities to secure funding for heritage-led regeneration. At the same time, it recognises that some adaptation to the Borough's historic fabric is both necessary and desirable if it is to attract investment and meet changing economic, social and cultural needs.
- 12.7 To achieve these objectives will be a challenge to all those involved, requiring understanding, imagination, sensitivity and ingenuity on the part of applicants for

planning permission, developers and designers, and a positive and flexible approach from the Council. This will in particular be the case where larger and more complex non-domestic buildings are concerned.

- 12.8 Where new development is planned within an historic area, the Council will encourage a design that responds creatively and sensitively to its context.
- 12.9 The Council recognises the need to compile more information on the extent and condition of the historic environment, so as to better understand the elements that are important to local communities, and to disseminate information and advice through the publication of conservation area character appraisals, buildings at risk surveys, conservation plans, and other supplementary planning guidance.
- 12.10 The most important elements of Oldham's built heritage in the Borough are identified by the following statutory designations:

#### Conservation Areas

Conservation areas are statutory area defined by national planning legislation as having special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. The special character of such areas may result from high quality buildings or unique combinations of elements such as historic street patterns, views and vistas\*, skylines, roofscapes, open spaces, trees, historic surfaces and street furniture and characteristic land uses. The intention within conservation areas is not to prevent any change or new development from taking place, but to ensure that what does occur will either preserve or enhance the essential character and appearance of the area. To achieve this objective, the Council will apply rigorous planning and design standards to applications for planning permission and other consents under the planning acts for sites within conservation areas. Applications will be expected to demonstrate sensitivity to context and attention to detail. As far as possible, works to the public realm within conservation areas must also meet the same standards.

There are currently thirty-six conservation areas in the Borough in a wide range of rural and urban areas. The Council may from time to time review this designation or seek to designate new areas under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, to take into account changing perceptions as to what constitutes historic character, and the views of the local community. It may also publish further conservation area character appraisals to analyse and define the essential characteristics of an area to, among other purposes, inform the development control process. Although conservation areas are identified on the Proposals Map, applicants are advised to check precise boundaries with the Council's Development Control Section in case any changes have been made.

#### Listed Buildings

Listed buildings are historic buildings identified by the Government's Department of Culture, Media and Sport as being of special architectural or historic interest. Neither



internal nor external works, including repairs or restoration, may be carried out on a listed building without first obtaining listed building consent. In considering applications for listed building consent, planning permission or any other consents under the planning acts for works that affect a listed building, the Council has a statutory obligation to pay special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest it may possess.

#### Historic Parks or Gardens

Alexandra Park is included on the national Register of Parks and Gardens compiled by English Heritage. Inclusion on this register does not provide any additional statutory protection but represents a material planning consideration in relation to any development within or adjoining the park that may affect its setting.

The Park is also a designated conservation area and several buildings and structures within it have listed status.

#### Scheduled Monuments

Scheduled monuments are archaeological remains of national importance that have special protection under the Ancient Monuments and Archaeological Areas Act 1979. The consent of the Secretary of State is required for any works that affect a scheduled monument. Oldham has two such monuments: Castleshaw Roman Fort and Bowl Barrow, near Knarr Barn, Delph.

- 12.11 The Greater Manchester Sites and Monuments Records identify a range of known and potential archaeological sites. Archaeological remains are a finite, non-renewable resource, often highly fragile and vulnerable to damage or destruction. Great care must, therefore, be taken to ensure that they survive in good condition through appropriate management, and in particular that they are not needlessly destroyed. Archaeological sites can contain irreplaceable information about our past and have the potential to increase future knowledge; they are part of our national identity and valuable both for their own sake and for their role in education, leisure and tourism. The archaeological importance of a site can be an important material consideration for development control purposes.
- 12.12 The Council is aware that areas and buildings not currently designated may have historic character and significance that could be relevant when making development control decisions.

## **Part 2 Policies**

### **Development within or affecting the setting of conservation areas.**

- C1.1 Permission will only be granted for development proposals within, adjacent to, or affecting the setting of a conservation area (including views in or out), which would clearly serve to preserve or enhance the character or appearance of the area.**

**In this regard the Council will require proposals for new development in conservation areas to achieve particularly high standards of design, a sensitive and appropriate response to context and good attention to detail.**

**In assessing such development proposals the Council will have particular regard to the following considerations:**

- a. whether the general layout, landscape structure and street design of a new development respects the site context and the character of the surrounding area;**
  - b. the design quality and appropriateness of any proposed building in terms of general arrangement, scale, height, massing, respect for the traditional pattern of frontages and matters of detailed design (e.g. the scale, spacing and detailing of window openings and fenestration, and the nature and quality of materials);**
  - c. the relationship of any proposed building to adjoining buildings and whether it reflects or complements the characteristic form of development in the surrounding area;**
  - d. the impact of development on open spaces, streetscapes, roofscapes, skylines and other views and vistas that are important in defining the character and appearance of the area;**
  - e. whether the proposal would, where applicable, serve to preserve or enhance historic surfaces, street furniture, walls, railings, trees and other landscape features of value; and**
  - f. any likely adverse impact of a proposed use on the character or appearance of the area in terms of traffic generation (pedestrian and vehicular), car parking, noise, litter, pollution or other environmental problems.**
- 12.13 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act, 1990, requires local planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area when considering development proposals either within or affecting the area. The Proposals Map indicates the general location of conservation areas in the Borough. Maps held in the Council's Development Control Section should be referred to for precise, up to date boundary information.

- 12.14 This consideration applies equally to the layout and design of new developments – including proposed street layout and design, landscaping and the design of new buildings and the spaces between them - and to changes of use and alterations to existing buildings, and proposals that affect existing open spaces and other elements considered to contribute to the special character of an area, such as historic street surfaces, walls, railings and trees.
- 12.15 The Council is also aware of the potential harm that vehicles, car parking, noise and other forms of pollution associated with some forms of new development can cause to the special character of some areas.
- 12.16 It should be noted that proposals for new buildings within conservation areas need not always copy earlier styles as long as they are designed with respect for their context. Some conservation areas are characterised by diversity that derives from the juxtaposition of buildings of different types, scale, massing and design and in such areas excessive uniformity of design will not be regarded favourably.
- 12.17 When submitting planning applications for new development in conservation areas, it is particularly important to submit detailed plans and drawings, including elevations that show the new development in its setting. Applicants for significant new development in conservation areas where a character appraisal has not been published by the Council will be expected to submit their own appraisal as part of the necessary design statement.
- 12.18 The Council may be prepared to relax general planning and highway policies and standards in circumstances in which their rigid application would conflict with the objective of preserving or enhancing the conservation area's character or appearance, provided that this would not significantly prejudice the achievement of other important planning and highway objectives.

**Demolition of buildings in conservation areas.**

- C1.2 Conservation area consent will not be granted for the demolition of a building in a conservation area which makes a positive contribution to the character or appearance of the area unless it can be clearly demonstrated that:**
- a. there is no realistic prospect of the building continuing in its existing use or, that a suitable alternative use cannot reasonably be found;**
  - b. the building is in poor structural condition and the cost of repairing and maintaining it would be disproportionate in relation to its importance and to the value derived from its continued use; and**

- c. the demolition is part of a redevelopment proposal which would , in its own right, serve to enhance the character and appearance of the conservation area.**

**In exceptional circumstances, the fact that a development would bring substantial benefits to the local community may be weighed in the balance against arguments in favour of the preservation of the building.**

- 12.19 Within Conservation Areas there will normally be a presumption against the total or substantial demolition of non-listed buildings that make a positive contribution to the character or appearance of the area.
- 12.20 In exceptional cases where it can be reasonably demonstrated that the building is as a whole incapable of accommodating an appropriate and viable, beneficial use, or that it is beyond viable repair, the merits of the proposed redevelopment of the site may be a material consideration when an application for demolition is considered. The applicant will be required to submit detailed proposals for the redevelopment of the site after demolition.
- 12.21 Where appropriate a condition will be imposed that prevents the demolition of the building in question until a contract has been let for the approved redevelopment of the site.
- 12.22 The demolition of an historic building cannot be justified simply because it is economically more attractive to redevelop than to repair and re-use, or because a developer has acquired a building at a price that reflects the potential for redevelopment. In situations where owners may have allowed their buildings to deteriorate structurally over a period of time, less weight may be attached to the condition of the building when assessing a case for its demolition.

**Retention of distinctive local features or structures in conservation areas.**

- C1.3 Development proposals in conservation areas should incorporate the retention and, where appropriate, the repair or reinstatement of distinctive structures, surfaces or other features of architectural, historic or townscape importance, which contribute to the special character or appearance of the area. Development proposals that would demolish, remove or adversely alter such features or structures will not be approved.**
- 12.23 A wide variety of distinctive features apart from buildings - including paved surfaces, walls, railings, steps, gates and gateposts, milestones, lighting columns, trees and hedges - have architectural, historic or townscape importance and contribute towards the special character or appearance of conservation areas. Any such distinctive features that contribute to the essential character of a conservation area will be identified in the conservation area character assessments.

- 12.24 This policy will be implemented by controlling new developments that require planning permission, controlling the demolition of buildings or structures that need conservation area consent, and the use of tree preservation orders. The Council will make it a priority that street works and traffic management measures within designated conservation areas are designed with due sensitivity to the objective of preserving or enhancing the character or appearance of the areas.
- 12.25 Anyone proposing to fell or prune a tree or trees in a conservation area must give the Council six weeks prior notice in writing. Where the tree or trees in question are considered important to the character or appearance of the area, the Council will make a tree preservation order.

**Alterations and extensions to buildings in conservation areas**

- C1.4 The alteration or extension of a building within a conservation area that contributes to the character or appearance of the area will only be permitted where:**
- a. the proposal will not result in the loss, alteration or concealment of features which contribute to the special character or appearance of the building; and**
  - b. the positioning, scale, massing and detailed design, including materials, of any new work or extension will not detract from the character and appearance of the building as a whole or the surrounding area.**
- 12.26 An accumulation of minor alterations or additions to buildings can eventually undermine the character or appearance of a conservation area. For this reason, the Council will exercise careful control over proposals for minor alterations or additions to buildings. It will publish additional advice on general principles and best practice for the care, alteration and extension of historic buildings and structures including listed buildings as supplementary planning guidance\*.

**The preservation of historic shop fronts.**

- C1.5 Any development proposal for a building incorporating an historic shop front shall make provision for its retention, restoration and repair.**
- 12.27 Historic shop fronts are a key element of the character of many conservation areas and it is often important that they are retained even when the shops involved change to other uses.

### **Advertisements in conservation areas and on listed buildings**

**C1.6 Advertisements on listed buildings, or in conservation areas, will only be permitted where their number, size, positioning, design and method of illumination will preserve or enhance the character or appearance of the building or area in question.**

12.28 An excess of advertisements or ones that are insensitively designed or located can be particularly harmful to the character and appearance of historic areas or buildings and must be particularly strictly controlled. Internally illuminated fascia boxes or signs are rarely appropriate for historic buildings. Excessively numerous or prominent downlighters can also be detrimental to the character or appearance of a building and must be sensitively designed and sited. General design policies D1.9 and D1.10 also apply.

### **The re-use of historic buildings.**

**C1.7 The Council will permit a proposal for the change of use and conversion of a vacant or underused historic building, providing it would serve to preserve and enhance the essential architectural and historic character of the building and its setting, and the proposed use would:**

**a. be compatible in land use terms with the surrounding area; and**

**b. not cause any significant adverse impact on residential amenity (where relevant) or highway safety.**

12.29 The historic use of a building, usually that for which it was originally designed, will invariably be the most appropriate, but changing economic and social circumstances may render this use redundant. Where this is the case, the Council will generally encourage an appropriate, viable alternative use for the building that will enable its repair and renovation and prolong its useful life. The most appropriate alternative use will be one that minimises any change to the building's defining historic characteristics.

12.30 To assist the process of the reuse, repair and restoration of valuable historic buildings the Council will, whenever possible, seek to permit suitable changes of use and conversions that would achieve this. To this end, the Council will, where necessary and prudent to do so, be prepared to consider applying space about buildings, building regulation and highway standards flexibly, with a view to enabling suitable schemes to take place and to maximise any benefit in conservation terms to the building in question and the character and appearance of the surrounding area. In the case of buildings in conservation areas, the proposed use should also be one that would preserve the character and appearance of the area.

12.31 For the purpose of this policy an historic building includes both listed and non-listed buildings in conservation areas or any another location where, in the case of the latter,

it can be demonstrated that the building in question holds significant architectural or historic interest.

**Alterations, extensions and additions to listed buildings.**

**C1.8 A proposal for an alteration, extension or other addition to a listed building requiring planning permission will only be permitted if it would serve to preserve the building, its setting, or any features of special architectural or historic interest.**

12.32 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, when considering development proposals that involve works to a listed building, to pay special regard to the desirability of preserving the building, its setting and any features of special architectural or historic interest it may possess.

12.33 When assessing a planning application for development that would directly affect a listed building, the Council will have special regard to the following considerations:

- a. the extent to which the proposals would preserve the building as a whole, and its setting; and
- b. the extent to which the proposals would retain and repair specific features of special architectural or historic interest.

12.34 Special features of a building may include historic materials, structure, doors, windows, roof design, elevational design and details, and interior features. They could be original features or later ones that have acquired historic significance. The spaces and layout of a building may be important or there could be elements of the surviving structure and surfaces that are of archaeological or technological interest. Built objects or structures situated within the curtilage of a listed building that pre-dates 1948, including out-buildings, paved surfaces, boundary walls, gateways and railings, are covered by the listing whether or not they are mentioned in the list description and may be of special interest in their own right and/or be important to the setting of the main building.

12.35 Many listed buildings can undergo a degree of sensitive alteration or extension to allow their continuing use, or to accommodate new uses, without their essential character and interest being compromised. However, such proposals should always treat the preservation of the building as being of prime importance and be carefully conceived and based on a clear assessment and understanding of the elements that make up the special interest of the building in question. Developers will need to assess the likely impact of their proposals on this special interest and provide such written information or drawings as may be required to illustrate the significance of the building or structure before an application can be determined.

12.36 As a general rule, historic features of a listed building - for example windows and doors - that have deteriorated should be repaired rather than replaced wherever

possible. When the deterioration is so bad that a distinctive feature needs to be replaced, the new one should match the original in terms of design, texture and other visual qualities and, where possible, should be made of the same materials. Proposals to replace missing features should be substantiated by documentary, physical or pictorial evidence. The addition of conjectural features or architectural elements from other buildings will not generally be permitted.

- 12.37 Where original or other historic features of the building have been inappropriately replaced in the past, the Council will encourage their removal and may permit a further replacement that uses traditional materials, design and craftsmanship.
- 12.38 Although any extension to a listed building must be designed with great sensitivity to the character and appearance of the original building, it need not necessarily copy the historic design of the building in every detail. Indeed, where this does happen it can be difficult to differentiate between old and new construction and this may diminish the character and integrity of the original building. Careful attention must be paid to positioning, scale, massing, detailing, and choice of materials (see below) for all new work but an appropriate contemporary design that is of its time may prove the most acceptable option.
- 12.39 The most appropriate materials to use in new work on listed buildings in Oldham Borough are most likely to include local stone or brick; native timber such as oak, ash or pine; glass; cast iron; lead; terracotta and slate. Timberwork was traditionally left unfinished or more recently painted rather than stained. Modern materials such as upvc grp (fibreglass) and artificial stone or slate can never be considered appropriate for use on historic buildings. Unpainted non-native hardwood or dark stained timber window frames will usually be considered inappropriate for use in listed buildings. Colour schemes for painted joinery always require careful consideration.
- 12.40 Embellishments such as leaded lights, date stones and coach lamps are never appropriate and will significantly detract from the character and appearance of a building.
- 12.41 Some listed buildings are the subjects of a series of applications for alteration or extension. It should be borne in mind that successive minor works of indifferent quality which may individually seem unimportant can cumulatively destroy a building's special interest. Similarly, an excessive number of extensions, even though these may be individually acceptable, can have a cumulative effect that harms the architectural or historic integrity of the building or its setting.
- 12.42 Proposals that impact on the curtilage of a listed building will need to be carefully designed to ensure that the setting of the building itself is not adversely affected (see policy C 1.9)
- 12.43 Not all works to a listed building require planning permission but all internal and external works, including repair and restoration work and minor alterations, will need a



separate grant of listed building consent under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 12.44 Unlike applications for planning permission, applications for listed building consent are not assessed against development plan policy. The Planning (Listed Buildings and Conservation Areas) Act 1990, S 16(2) states that the primary duty of the local planning authority in relation to listed building consent is to “have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”
- 12.45 Government guidance on alterations to listed buildings can be found in Annex C of PPG15\* “Planning and the Historic Environment”. The Council will publish additional advice on general principles and best practice for the care, alteration and extension of historic buildings and structures including listed buildings as supplementary planning guidance\*.

#### **Development affecting the setting of a listed building.**

#### **C1.9 Development within the curtilage or in the vicinity of a listed building that would not serve to preserve or enhance its setting will not be permitted.**

- 12.46 The setting of a listed building is often an essential feature of its character. The Council will therefore give careful consideration to the likely impact of a proposed development on such a setting and will refuse a proposal that would harm it.
- 12.47 The setting of a listed building is not necessarily restricted to its curtilage and immediate surroundings, but may also include land or buildings some distance away that are considered to be important to its appearance within a wider context. This may apply where, for example, a vista along a street or a view across a landscape is important to the setting of the building.
- 12.48 Built objects or structures within the curtilage of a listed building that dates back to before 1948, including out-buildings, paved surfaces, boundary walls, gateways and railings, are covered by the listing whether or not they are mentioned in the list description and works to them will require listed building consent.

#### **Demolition of a listed building or structure.**

#### **C1.10 There will be a strong general presumption against development proposals involving the demolition of listed buildings or structures.**

- 12.49 The Council has a statutory duty to preserve listed buildings, their special architectural or historic interest and their setting. There is, therefore, a strong presumption against the demolition of any listed building as advised by PPG15\* “Historic Buildings and Conservation Areas”. Proposals for demolition must be considered in line with the following criteria that are covered in more detail in PPG15:

- a. the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use;
  - b. the adequacy of efforts made to retain the building in use; and
  - c. the merits of alternative proposals for the site.
- 12.50 Clear and convincing evidence is required to support any case for the demolition of a listed building. Consent will not be given simply because redevelopment is economically more attractive to the developer than repair and re-use, or because the building was acquired at a price that reflected its potential for redevelopment rather than the condition and constraints of the existing historic building. In instances where owners have allowed buildings to structurally deteriorate over a period of time, less weight may be attached to the condition of the building when the case for its demolition is assessed.
- 12.51 It is recognised that partial demolition may sometimes be necessary to make a new use viable, particularly in the case of larger or more complex buildings such as former mills, schools and churches. For the purposes of current legislation, the partial demolition of a listed building equates to an alteration and will be subject to policy C1.8.
- 12.52 In exceptional circumstances, the fact that a development would bring substantial benefits to the local community may be balanced against arguments in favour of the preservation of the building, but cases that justify the total demolition of a listed building are likely to be extremely rare. Where consent for demolition is given the applicant will be required to record the fabric that may be altered or demolished.

**The preservation of the sites of important archaeological remains and their settings.**

- C1.11 The Council will seek to protect, preserve and enhance Scheduled Ancient Monuments and other sites of national, regional and county importance including;**

- a. Castleshaw Roman Fort;**
- b. a bowl barrow at Knarr Barn, Delph.**

**Planning permission for development will not be granted if it would not serve to protect, preserve or enhance the archaeological value and interest of the archaeological remains, or their settings.**

- 12.53 Scheduled ancient monuments rank alongside Grade I or II\* listed buildings in terms of national importance. Once a monument is scheduled, the Secretary of State must give consent to any works that affect either the monument or its setting.
- 12.54 Not all nationally important monuments are included on the schedule, which is regularly expanded to include newly discovered or reassessed sites. The fact that a monument

or archaeological site is not scheduled does not therefore necessarily mean that it is not worthy of preservation. In considering development proposals the Council will aim to ensure that neither the monument, archaeological site or its setting will be adversely affected.

- 12.55 The Council will encourage and develop the educational, recreational and tourist potential of Scheduled Ancient Monuments through suitable management, interpretation and promotion of their historic value.

**Preservation or recording of archaeological remains.**

- C1.12 The Council will not permit a development proposal where there is evidence to suggest that the site may contain archaeological remains, unless the developer makes provision for archaeological investigation, recording and where appropriate the preservation of archaeological remains, prior to the commencement of development on site.**

**Development which would damage or destroy significant archaeological remains will only be permitted in cases in where it can be demonstrate that the benefits of allowing the development outweigh those of preservation of the remains.**

- 12.56 Archaeological remains are a finite, non-renewable resource and are often fragile and vulnerable to damage and destruction. Wherever possible developments should be located or designed to avoid archaeological sites so that any remains are preserved in situ. If the Council decides that in situ preservation is not justified, the developer will be required to make provision for the remains to be excavated and recorded before development begins. Development proposals will be notified to the Greater Manchester Archaeological Unit who will assess whether the proposal will affect any site of importance and advise on the appropriate treatment of the archaeological remains.
- 12.57 Archaeological remains may be of national, regional, county-wide or local importance. Information on all known sites is kept on the Greater Manchester Sites and Monuments Record, which is held and maintained by the Greater Manchester Archaeological Unit.

**The protection of parks and gardens of special historic interest.**

- C1.13 Planning permission will not be granted for development which would lead to the loss of, or cause harm to the historic character or setting of any part of a designated historic park or garden.**
- 12.58 This policy currently relates only to Alexandra Park, which is included in English Heritage's Register of Parks and Gardens of Special Historic Interest.





## **13 NATURAL RESOURCES**

- 13.1 Life depends on the availability and consumption of natural resources. The bid to conserve natural resources and to improve their quality is fundamental to the practice of sustainable development, particularly where the resources in question are finite and non-renewable.
- 13.2 This section draws together policies for some of the Borough's most important natural resources: air, water, soil, renewable and non-renewable energy sources and minerals. Policies for open land are dealt with in the Sections covering General Strategy and Open Environment. Policies for nature and landscape can also be found in Section 11, Open Environment.
- 13.3 The Council seeks to promote a safe, clean, healthy and sustainable environment for the benefit of the Borough's residents, businesses and visitors, both now and in the future. This involves balancing the needs and priorities of all the parties involved in development in the Borough in a way that conserves its natural resources and does not harm their quality.
- 13.4 With this in mind, the objectives of this section are to:
- a. ensure that new development does not significantly add to pollution levels;
  - b. reduce current pollution levels where possible;
  - c. encourage the generation of electricity from renewable sources and contribute to UK and regional targets in relation to renewable energy and climate change;
  - d. encourage the efficient use of energy; and
  - e. ensure the sustainable use of mineral resources.
- 13.5 In preparing the policies contained in this section the Council has taken into account the following policy documents:
- a. Draft Regional Planning Guidance for the North West, July 2001.
  - b. PPG23 Planning & Pollution Control
  - c. PPG24 Planning & Noise
  - d. PPG25 Development and Flood Risk
  - e. Draft Soil Strategy DETR March 2001
  - f. UK Draft Climate Change Strategy 2000
  - g. From Power to Prosperity (advancing renewable energy in North West England)
  - h. Planning Policy Guidance Note 22 Renewable Energy.
  - i. Minerals Planning Policy Guidance Notes.

AIR, WATER AND SOIL

**PART I POLICY**

**ENVIRONMENTAL QUALITY**

**NR1 THE COUNCIL WILL NOT PERMIT DEVELOPMENT THAT WILL RESULT IN UNACCEPTABLE IMPACTS ON THE ENVIRONMENT OR HUMAN HEALTH BY REASON OF ANY OF THE FOLLOWING:**

- A. AIR, WATER OR SOIL POLLUTION;**
- B. NOISE;**
- C. ODOUR;**
- D. ARTIFICIAL LIGHTING;**
- E. VIBRATION;**
- F. RADIATION; OR**
- G. OTHER FORMS OF POLLUTION.**

- 13.6 Pollution can affect the environment and human health in both global and local terms. When assessing development proposals, the Council will ensure that any potential for pollution is addressed at the design stage and that measures to minimise pollution and improve the environment are taken at every stage of the development.
- 13.7 There are three main sources of air pollution: motor traffic, the burning of fossil fuels to generate heat and electricity, and industrial activity. The UDP aims to tackle the effects of motor vehicle emissions by concentrating development in more accessible urban areas. In respect of energy, it encourages renewable energy development and promotes energy efficiency in new developments. This policy, together with others in the draft UDP, will ensure that where a potentially polluting industrial activity is considered acceptable under Environmental Health legislation, it is located so as to avoid harm to residential areas, hospitals and other sensitive land uses.
- 13.8 Good quality water is essential for a healthy environment, to encourage biodiversity and to meet domestic, agricultural and industrial demand for clean and potable water. The Council aims to safeguard the quality of both surface and ground water and will, if necessary and appropriate, impose planning conditions to prevent the pollution of water resources. If this cannot be achieved, planning permission will be refused. A frequent cause of pollution to watercourses and rivers is contamination by foul sewage, caused by cross connections\* on separate drainage systems. The Council will use the planning process and Building Regulations to ensure that all drainage installations are correctly connected to the foul water and surface water sewerage systems.
- 13.9 Soil is important for food production and biodiversity, and fundamental to the appearance of the landscape. Certain soils, such as peat, also help to reduce the greenhouse effect by acting as a carbon sink. By making the re-use of previously

developed land a priority, UDP policy will reduce the need for greenfield development and so help to conserve the Borough's soil resources. Much development is bound to have some effect on the soil, but the Council will aim to reduce any negative impact by encouraging alternatives to hard surfacing and promoting tree planting as a means of preventing soil erosion on vulnerable sites.

- 13.10 Tackling the Borough's legacy of contaminated land will be a key challenge during this plan period. It will be achieved by following the Contaminated Land regime and using UDP allocations to encourage the remediation and redevelopment of sites. New pollution will be prevented by the control of development and under the Integrated Pollution Control legislation.
- 13.11 Other forms of pollution such as noise, light spillage, waste dumping and odour can adversely affect people's health and quality of life. The council aims to tackle these potential pollutants by promoting good design and providing relevant advice to developers, residents, and companies.
- 13.12 There are a number of different types of radiation, including electro-magnetic radiation, nuclear radiation and that due to radon gas. As conflicting views exist on the effect of electromagnetic radiation upon human health, the Council will assess the impact of electromagnetic and radio frequency radiation in line with current Government recommendations, based on expert advice, relating to safe, acceptable thresholds.
- 13.13 Radon is a naturally occurring radioactive gas, formed when minute amounts of the uranium that is present in rocks and soil decays. The National Radiological Protection Board, the Government's scientific advisor on radon, recommends that remedial action is taken when concentrations of radon exceeds an "action level" of 200 becquerels per cubic metre for a period of, generally, three months. The Board produces a Radon Atlas of England, which is regularly updated. Where radon levels are found to exceed the action level, the 5km grid square that the area falls within is classed as a radon affected area. Only one small part of rural Oldham, which falls into one of the West Yorkshire 5 km grid squares, is currently identified as an affected area. Where radon is present in concentrations exceeding the action level, the Council will require mitigation measures such as sub-floor ventilation to minimise the potential for harm.

## **Part 2 Policies**

### **Air Quality**

- NR1.1 The Council will take into consideration the potential impact of any major non-residential development on the air quality of the Borough. To this end, it will require all applications for major development, with the exception of housing, to be accompanied by an air quality assessment.**

**In an Air Quality Management Area, development intended for users who may be particularly vulnerable to poor air quality will only be permitted if the**



**application is supported by a health impact assessment, which shows the potential impacts on the occupiers of the development or residents or workers otherwise affected by it to be acceptable or capable of mitigation.**

- 13.14 Poor air quality leads to many premature deaths in the UK and millions of pounds are spent on dealing with the ill health it causes. As a result the Government has set out National Air Quality Objectives under the Environment Act 1995 and empowered local authorities to establish areas where pollution levels are likely to exceed the national thresholds as Air Quality Management Areas (AQMAs). The Council has declared an AQMA in the west of the Borough, mainly along the main road corridors, reflecting the fact that poor air quality in Oldham is mostly the result of traffic emissions. The Council is preparing an Air Quality Action Plan\* (AQAP) that will recommend a range of activities to tackle air quality problems across the Borough. Solutions must be focused on the Borough as a whole because it is not just traffic generated in the AQMA itself that presents a problem. Any relevant issues arising from the AQAP will be adopted as supplementary planning guidance\*.
- 13.15 The current boundaries of the AQMA (as declared June 2001) are shown on supplementary map at the back of this document. Because air quality is to be kept under review during the period of this UDP, these boundaries may change and, therefore, applicants are advised check current boundaries with the Council's Environmental Protection Section.
- 13.16 Major housing developments are not covered by this policy as other UDP policies already ensure that they are directed to accessible locations and the planning process does not have the scope to further influence the way individual householders choose to travel. Industrial processes can however affect air quality and where new industrial, business or commercial developments involve a large number of employees, developers may be asked to produce travel plans (see policy T2.2). The Council recognises, however, that the creation of jobs can improve health by tackling poverty and does not wish to stifle appropriate commercial and industrial development.
- 13.17 The AQAP will offer guidance on the completion of air quality assessments, which will allow the Council to assess the extent to which a proposed development is likely to affect the levels of pollutants set out in the National Air Quality Objectives. Where a development is acceptable in principle, conditions and planning agreements may be used to keep air borne emissions within acceptable limits. For example, the Council may negotiate with applicants for contributions towards the cost of improving public transport links with the development where this would help to ensure that the development would not adversely affect air quality. Policy GS5 in Section 2 gives a definition of major developments.
- 13.18 The development of nursing homes, hospitals and other uses that may be particularly vulnerable to poor air quality will be strictly controlled within an AQMA. Development will only be justified where a health impact assessment shows that air quality will remain acceptable. Methodologies for carrying out Health Impact

Assessments are being developed locally and regionally, and may need to take a broader approach than just considering the local effects of emissions. The Council will publish supplementary planning guidance on health impact assessment in due course.

- 13.19 Because Oldham's air quality problems are mainly due to road traffic emissions, there are very strong links between the Air Quality Action Plan, UDP policies on transport and the location of development, and the Greater Manchester Local Transport Plan. All three must work together if real results are to be achieved.

### **Noise and vibration**

**NR1.2 The Council will not permit development which would give rise to an unacceptable impact on the environment or human health by reason of noise or vibration. Where development is acceptable in principle, it should be designed to minimise the noise disturbance both to and from surrounding land uses.**

- 13.20 Noise can be harmful to people's health and quality of life and every year the Council receives hundreds of requests for help in dealing with noise nuisance. An "unacceptable impact" is one that has an adverse affect on existing residents. The Council aims to ensure that future developments do not contribute to the existing levels of background noise in the Borough and that there is no unacceptable impact from vibration, which can not only cause discomfort to individuals but also damage structures.
- 13.21 The acceptability of noise can depend upon the level of background noise, or ambient noise, that exists and this varies according to the time of day. For example, people are more sensitive to noise disturbance during the night when ambient noise levels are low. In some cases measures may be imposed to make noise levels more acceptable, for example, the restriction of business hours.
- 13.22 Measures to minimise noise impact must be considered at the earliest stage of a development and take into account all areas of the development, including residential gardens. Design measures to minimise noise may include site layouts, building design, and the design of landscaping and boundaries.
- 13.23 Sources of vibration include industry, quarrying and traffic. Vibration can adversely affect people's health, the fabric of buildings and the amenity\* of property. Development adjacent to existing sources of vibration or new developments likely to cause vibration to existing properties will normally only be permitted if it can be demonstrated that measures will be included to effectively prevent detection of the vibration by the individual in the normal use of their premises.

### **Light Pollution**

**NR1.3 The Council will only permit development involving the provision of external lighting where it is satisfied that the design of any such lighting minimises the incidence of light spillage or pollution into the surrounding environment.**

13.24 While adequate lighting is essential to a safe and secure environment, light spillage from excessive or poorly designed lighting is increasingly recognised as a potential nuisance to surrounding properties and a threat to wildlife, and can reduce the visibility of the night sky. Urban and rural locations can suffer equally from this kind of problem.

13.25 Lighting columns and other fixtures can have a significant effect on the appearance of buildings and the environment and where proposals for new lighting require planning consent, the Council will ensure that they are carefully and sensitively designed. Lighting fixtures should provide only the amount of light necessary for the task in hand and shield the light the given out so as to avoid creating glare or emitting light above a horizontal plane.

#### **Contaminated Land**

**NR1.4 The Council will permit proposals for development on or near to contaminated sites only if it can be demonstrated that measures will be taken to remediate the land to a standard that is suitable for the proposed use. Such measures will be specified in conditions attached to any planning permission and must be detailed in the planning application.**

13.26 The regeneration of contaminated sites is a priority in support of the Council's aim to promote social, economic and environmental wellbeing and to protect green space and the natural environment. Its strategy for dealing with contaminated land will deliver a remediation programme for grossly polluted sites that require immediate attention and promote the redevelopment of potentially contaminated sites in a manner that does not pose an unacceptable risk to the water environment, the local ecosystem or to the well being of residents, the workforce and the general public.

13.27 The development process is central to the Council's contaminated land strategy. The Environment Agency will be consulted on all method statements on land remediation.

13.28 The Council will encourage the use of local soil to cap contaminated sites where this is appropriate in other environmental respects, for example in terms of the distance between the source and the site, and any damage to soil resources, landscape or biodiversity that may be caused by its removal.

#### **Hazard\* and Nuisance\***

**NR1.5 Development will not be permitted where it would create a nuisance or a hazard, nor if the development itself would be subject to hazard to health or nuisance through proximity to inappropriate land uses.**

- 13.29 The planning and pollution control systems operate together to protect the environment from potential harm caused by development and operations. This policy makes it clear that for the sake of health, safety and amenity, sensitive land uses such as new housing should not be located next to a known source of hazard or nuisance. Equally, development that constitutes a potential hazard or nuisance will not be permitted near to existing residents.

## **PART I POLICY**

### **WATER RESOURCES AND INFRASTRUCTURE**

#### **NR2 THE COUNCIL WILL PROTECT FROM INAPPROPRIATE DEVELOPMENT WATER RESOURCES, VALUABLE WATER FEATURES, WATER INFRASTRUCTURE AND THE ABILITY OF WATER AND DRAINAGE SYSTEMS TO FUNCTION EFFECTIVELY AND SUPPORT BIODIVERSITY.**

- 13.30 Water is a precious resource, both for human use and consumption and as a habitat for a diverse animal and plant species, and recent droughts have proved the need for its conservation. Water features such as rivers and canals are a valuable part of the landscape, and contribute to biodiversity\* and to the economic and social well being of the Borough by providing recreation opportunities and visitor and tourist attractions. The Part II policies detail the types of development that are considered inappropriate.
- 13.31 The Borough has lost many ponds over recent years and this is a cause for concern for reasons of local biodiversity and distinctiveness. Some of these are lost for reasons of public safety or to deliver wider environmental benefits, for example bringing a vacant, previously developed site back into use. Oldham's Biodiversity Action Plan\* recognises the Borough's ponds as among its important wildlife habitats. To assess which ponds are most valuable, the Council will need to gather information on the wildlife they support and the value attached to them by the local community.
- 13.32 Apart from some serious localised flooding in the Saddleworth area, the Borough was largely unaffected by the floods that swept the UK in autumn 2000. It is important that flood plains in the Borough are allowed to perform their water storage function.
- 13.33 Many watercourses in urban parts of Oldham Borough have been culverted in past years to allow development to take place. Culverts are difficult to access for maintenance purposes and to monitor water quality, and of little value to wildlife. Therefore, the Council will seek to avoid the creation of new culverts and to restore watercourse that have already been culverted.
- 13.34 The Council will encourage developers to incorporate features within their proposals that allow collected rainfall to permeate the site and reduce the amount that must be

diverted to drainage systems. This theme will be developed further in Supplementary Planning Guidance to be published on sustainable building design.

- 13.35 It is essential that drainage systems are designed to minimise the risk of foul drainage being incorrectly connected to surface water systems and to incorporate measures to minimise the risk of pollution to the surface water system should the foul system become choked or defective.

## **Part 2 Policies**

### **Water Infrastructure**

- NR2.1 The Council will not permit development which would adversely affect the ability of a reservoir, natural watercourse, man-made feeder channel or other water infrastructure to supply water to the Huddersfield and Rochdale Canals or water for drinking purposes.**

- 13.36 The Borough is home to two canals: the Rochdale canal that is currently undergoing major refurbishment so that it may be opened as navigable waterway in 2002; and the Huddersfield Canal which was restored and re-opened in 2001. Three large reservoirs within the Borough supply water to the Huddersfield canal and numerous watercourses and artificial feeder channels provide water to the canals on a more localised basis. The Rochdale Canal receives water from the Huddersfield Canal and from reservoirs in Rochdale and Calderdale.

- 13.37 Water is essential for drinking purposes and new development must not be allowed to prejudice its supply. When implementing this policy, the Council may need to consult British Waterways and the water supply company United Utilities Ltd.

- 13.38 United Utilities Ltd and the Environment Agency aim to restore and protect river water quality by reducing pollution from their installations and infrastructure and carrying out necessary improvements to wastewater treatment works, pumping stations and combined sewage overflow structures. The Council gives its full support to these measures and urges that priority is given to areas where recreational and environmental opportunity is seriously impaired by water pollution and where the improvement project will benefit wildlife and habitats in the local river valley and elsewhere in the Borough.

- 13.39 United Utilities Ltd has a statutory duty to provide a wholesome water supply and water treatment facilities, a wastewater network and sewage treatment facilities, all of which are vital to public health and the well being of the environment. The company makes use of extensive installations, including reservoirs, water treatment plants, wastewater treatment works, pumping stations, storage tanks and a vast underground network of distribution pipes and wastewater sewers. Many of these installations in the older parts of the Borough, in particular the clean water and wastewater network, are approaching the end of their life span and further improvements are likely to be

required to meet the needs of the population and the environment. The Council supports in principle the development and rehabilitation of operational assets necessary to implement the plan's objectives, but will assess any proposals against relevant policies.

### **Flooding & Flood Protection**

**NR2.2 The Council will only permit development within designated flood plains, as shown on the Environment Agency's official Indicative Flood Plain map, if:**

**a. it will not increase the risk of flooding through;**

- i) reducing the capacity of a flood plain; or**
- ii) increasing flows within a flood plain;**

**b. it will not be at risk itself from flooding; and**

**c. adequate provision is made for access to and along the length of the watercourse for maintenance, in line with Environment Agency guidelines.**

13.40 Relatively small areas of the Borough are prone to flooding. This policy aims to ensure that new development is not at risk from flooding and does not put other areas downstream at risk. Flood plains are naturally and properly prone to flooding and provide temporary storage for floodwater, thereby safeguarding premises downstream. The parts of the Borough identified as potential flood risk areas are identified on a supplementary map at the back of this document, which is based on information provided by the Environment Agency. However, applicants are advised to check with the Council's Development Control Section for the most up to date and accurate information from the Environment Agency's indicative floodplain maps.

13.41 Government guidance in PPG25\* "Development and Flood Risk" advocates a risk-based approach to planning for development in areas prone to flooding and, because floods are unpredictable, an approach based on the precautionary principle. The risk-based approach is applied sequentially by identifying flood zones according to the level of risk, and the associated planning responses. Lower risk zones will be the preferred location for development. These zones do not cover flooding due to run-off that exceeds the capacity of the drainage systems, which may need to be assessed locally.

13.42 New development can reduce the capacity of flood plains to store water, and where this development is located in the upper part of a river catchment, there can be a significant impact further downstream as an increasing amount of surface water runs into the watercourse. Where development is allowed, substantial compensatory measures are likely to be required to alleviate flood risk both on and off site and these should be included in proposals, along with an assessment of their effectiveness compared to the flood risk implications. It is important that these proposals protect

and enhance the environmental quality of the river, its surroundings and any natural history interests.

- 13.43 The main responsibility for safeguarding land and other property against natural hazards such as flooding remains with the owner, but local planning authorities are required to recognise the susceptibility of land to flooding as a material planning consideration because this will lead to more sustainable development.
- 13.44 It should be noted that climate change might affect flood risk over time, by causing sea levels to rise and rainfall to become more intense.
- 13.45 This policy is linked to that on sustainable urban drainage, which aims to encourage the design of development that where practicable maximises opportunities to allow rainwater to soak naturally into the ground. This reflects the “whole-catchment” approach advised by national guidance, rather than tackling the problems of flooding in isolation.

#### **The Culverting\* and Channelisation\* of Watercourses**

**NR2.3 The Council will not permit the culverting or the channelisation of watercourses, unless there are sound public safety considerations or limited access is required over the watercourse. Wherever reasonable and practicable the Council will require developers to remove existing culverts and artificial channels and restore the watercourse to a more natural state.**

- 13.46 The introduction of culverts or channels to open watercourses and rivers poses a major threat to wildlife, habitats and the amenity of open green space and, when rainfall is high, can also cause significant flooding. Where grilles are fitted these are likely to become blocked by debris, causing flooding, and culverts without grilles are prone to blockage inside. They are also difficult to maintain, particularly towards the end of their life span. For this reason proposals that involve the culverting or channelisation of open watercourses will not normally be accepted. In addition, wherever this is compatible with other UDP policies, for example those relating to the efficient use of land, the Council will use opportunities presented by new development to pursue the removal of culverts and the restoration of watercourses to a more natural state.

#### **Surface Water Run-off and Sustainability.**

**NR2.4 The Council will require developments to be designed as far as possible to minimise the increase in surface water run-off and the loss of natural surface water features. Planning permission will be refused where development will**

**lead to a significantly increased rate of surface water run-off resulting in an increased risk of flooding, erosion of natural watercourse channels or habitat damage. Planning conditions may be imposed to ensure adequate mitigation works are implemented and maintained.**

- 13.47 The development of greenfield sites in particular usually results in large areas of impermeable surfaces such as roofs, roads, car parks and servicing areas that can easily alter the natural water cycle. Less rainwater is able to soak naturally into the ground and consequently the flow through drains and sewers is increased. Such changes waste valuable ground water resources and increase the possibility of flooding and the risk of pollution.
- 13.48 The design of development should ensure the local management of surface water to reduce this waste and prevent problems occurring off site, for example by incorporating smaller areas of hard landscaping and more permeable surfaces to reduce run-off. Grass swales, shallow ditches, wetland areas and retention ponds can be effective sustainable alternatives to traditional drainage systems and reed beds can help to reduce contamination in the run-off. Management and maintenance will need to be continued over the life of larger development for it to be fully effective, and legal agreements will be necessary to define responsibility and ownership.
- 13.49 A supplementary planning guidance note is being prepared to illustrate best practice terms of sustainable building layout and design and this will cover the storage and re-use of rainwater in new developments.

#### ENERGY POLICIES

- 13.50 Today's lifestyle is heavily dependent upon fossil fuels as a source of heat and energy. We can reduce our consumption of fossil fuels simply by using less, increasing the efficiency of our consumption, for example by using energy saving light bulbs, making short journeys on foot rather than by car and switching to renewable sources of energy.
- 13.51 The consumption of fossil fuels has led to problems on an international scale, namely global warming and climate change. The Government's draft UK Programme for Climate Change 2000 states that some climate change is now inevitable because greenhouse gases such as carbon dioxide have already accumulated in the atmosphere. The UK will be affected by rising sea levels, temperatures increases and more extreme weather, changes that will have an impact on health, lifestyle and on the environment and economy. A national target has been set that by 2010, 10% of the UK's electricity should be supplied from renewable sources, subject to the costs to consumers being acceptable. In 2000 this percentage figure stood at around 2.5%.
- 13.52 There are a number of ways in which land use planning can influence greenhouse gas emissions. This section focuses on the role of planning policies in determining



applications for the development of plants that generate electricity and/or heat from renewable sources.

- 13.53 Governmental guidance, PPG22\* - "Renewable Energy" advises every local authority to consider the contribution that their own area can make towards meeting energy requirements on a local, regional and national basis. At present there are two main sources of information on renewable energy resources in Oldham: the Lancashire and Yorkshire Renewable Energy Planning Study (LYREPS) carried out by Terence O'Rourke plc and the Energy Technology Support Unit and published in 1999; and the North West of England's regional renewable energy study from March 2001. The former attempts to quantify the resources available while the latter sets regional targets for renewable energy capacity to be achieved by 2010, based on an assessment of available resources and constraints.
- 13.54 According to the LYREPS, Oldham's current known resources are as follows:  
Short term (to 2005): solar, municipal and industrial waste, biomass, wind, landfill gas and small scale hydro;  
Longer term (to 2025): solar, biomass, municipal and industrial waste, wind, and small scale hydro.
- 13.55 Two factors may affect the situation in the Borough as presented in the LYREPS Study. Oldham already generates energy from landfill gas at Chadderton and it is now proposed to introduce a similar scheme at High Moor Quarry which would have an anticipated thirty year lifespan. Even bearing in mind the shift of emphasis away from landfill as a waste management option, sites that accept pre-treated biodegradable waste will still exist and be suitable for gas to energy schemes, making it a viable resource for both short and longer term use. In the case of waste incineration, it has not yet been determined at sub-regional level whether the need exists for additional capacity within Greater Manchester and if so, where this should be located. An emerging resource that the LYREPS study did not investigate is coal bed methane. Although the use of this resource is in its infancy, it could become a significant source of energy in areas, like Oldham, where coal exists.
- 13.56 The North West Regional Assembly has developed targets to increase the exploitation of renewable sources in the region by 2010. Those which Oldham could play a part in achieving as additions to the existing regional capacity include:
- a. 5 medium scale windfarms (10 - 20 turbines), 10 wind clusters (4 - 10 turbines) and 10 or more single large turbines;
  - b. 3 large and 6 small CHP/electricity plants using energy crops and forestry residues;
  - c. 4 anaerobic digestion plants fuelled by farm gas;
  - d. 2,300 domestic, 80 commercial and 20 motorway photovoltaic installations;
  - e. 14 small scale hydro schemes;
  - f. 20 CHP/electricity plants using landfill gas; and
  - g. 4 to 12 CHP/electricity plants using municipal or industrial solid waste

## **PART 1 POLICY**

### **ENERGY DEVELOPMENTS**

**NR3 THE COUNCIL WILL SUPPORT DEVELOPMENT PROPOSALS WHICH IMPROVE ENERGY EFFICIENCY AND CONSERVATION AND FOR FORMS OF ENERGY GENERATION WHICH CONTRIBUTE TO REDUCING GREENHOUSE GAS EMISSIONS, SUBJECT TO CONSIDERATION OF THEIR POTENTIAL ENVIRONMENTAL AND HEALTH IMPACTS.**

13.57 The Council aims to encourage renewable energy developments as part of its broader strategy to tackle carbon dioxide reduction, but will not accept proposals without careful consideration of their possible impact on the local environment and on health. Policies to encourage energy efficiency in new developments are contained in Section 3, Design.

13.58 The following detailed policies set out first, broad criteria for all renewable energy developments and secondly, because of their particular characteristics in relation to location, specific additional criteria for the development of wind turbines.

#### **Part 2 Policies**

##### **Renewable energy developments.**

**NR3.1 Renewable energy developments will be permitted where the development and any ancillary facilities or buildings would not create a hazard or nuisance that could not be overcome and would not have an unacceptable impact on any of the following:**

- a. residential amenity and human health;**
- b. the character or appearance of the surrounding area;**
- c. the openness and visual amenity of the Green Belt;**
- d. public access to the countryside;**
- e. sites designated for their nature conservation value;**
- f. the biodiversity of the Borough;**
- g. sites or buildings of cultural, historical or archaeological interest; and**
- h. ground and surface water quality and air quality.**

**Permission will only be granted if any unavoidable damage that would be caused during installation, operation or decommissioning is minimised and mitigated or compensated for. Applications must indicate how this will be achieved.**

- 13.59 This policy is intended to apply to all renewable energy technologies including wind turbines. The Council supports the use of renewable energy sources subject to other UDP policy considerations. Apart from their obvious role in reducing greenhouse gas emissions, resources such as biomass\* and wind farms may also provide opportunities to diversify the rural economy.
- 13.60 The Council recognises the global benefits of renewable energy and, therefore, takes a generally positive approach to such development, but it also acknowledges the need to balance these benefits with the potential impacts on local health and environments. Renewable energy resources can usually only be developed where they occur and some degree of impact may be unavoidable, however, this may be considered acceptable because it is minor, because mitigation measures may be put in place, or because it is outweighed by the wider global benefits.
- 13.61 The criteria relate generally to all forms of renewable energy. A separate policy on wind turbines is required to deal with their unique locational requirements and potential effects, including visual impact, electromagnetic interference and low frequency noise.

#### **Wind turbines.**

**NR3.2 The development of wind turbines will be permitted, provided that all the following criteria are satisfied:**

- a. the proposed development will not cause unacceptable harm to any of the following:**
  - i) the landscape, through the number, scale, size and siting of turbines, impact on the skyline, cumulative impact or the need for new power lines for connection to the electricity supply grid;**
  - ii) highway safety; or**
  - iii) existing transmitting or receiving systems;**
- b. the proposed development will not lead to significant nuisance to the public arising from noise, shadow flicker, electromagnetic interference or reflected light;**
- c. in the case of proposals within or having an impact on habitats of international or national importance or adjacent to the Peak District National Park, the applicant can show that there is no other suitable site and that any harm to the habitat or to the objectives of the National Park likely to be caused by the proposed development would not be significant;**

- d. the proposed development would be at least 500m from any sensitive existing land use, for example housing, schools or hospitals, other than by the express agreement of all the relevant parties;**
  - e. the proposed development accords with the renewable energy policy NR3.1; and**
  - f. redundant turbines, plant, transmission lines and access roads will be removed and the sites restored.**
- 13.62 This policy for wind turbines is considered necessary because wind energy can only be exploited where wind speeds are sufficiently fast. By its very nature, the wind resource is likely to be greatest in upland areas, which are sensitive in terms of landscape and nature conservation value and are likely to be highly visible from some distance.
- 13.63 Draft Regional Planning Guidance requires development plans to include criteria based policies for the development of renewable energy resources that should aim to protect the region's most valuable and sensitive environments.
- 13.64 This policy aims to ensure that the siting of turbines would not affect highway safety by distracting or blinding drivers. In some cases the Council may negotiate for the provision of viewing points, as wind turbines sometimes attract sightseers and the lack of such provision could adversely affect road safety.
- 13.65 The scale of these developments must be carefully considered along with any cumulative effects, for example where other wind farms are also visible in the vicinity, and the impact made not only by the turbines but by any ancillary development, for example grid connections and access tracks, that may be needed.
- 13.66 The South Pennines Heritage Landscape Countryside Design Summary recognises the sensitivity of upland landscapes and any impact on these must be very carefully assessed. Applications will be considered in the context of the SCOSPA Inter-Authority Memorandum on Wind Farms.
- 13.67 Applicants for planning permission will be required to:
- a. identify all viewpoints from which the wind turbines would be visible and provide visual aids such as photo montages to assist the assessment of their impact; and
  - b. provide sufficient information to allow the potential impacts to be judged.

## MINERALS DEVELOPMENTS

### PART 1 POLICY

## **THE NEED FOR MINERALS**

**NR4 THE PRINCIPAL MINERALS OF ECONOMIC VALUE FOUND WITHIN THE BOROUGH ARE SAND, GRAVEL, SANDSTONE AND GRITSTONE.**

**MINERAL RESOURCE ZONES FOR EACH OF THESE ARE IDENTIFIED ON A MAP ANNEXED TO THIS PLAN. THESE MINERAL RESOURCE ZONES INDICATE THE APPROXIMATE EXTENT OF ECONOMICALLY WORKABLE RESERVES OF SAND, GRAVEL AND SANDSTONE / GRITSTONE RESPECTIVELY.**

**THE COUNCIL CONSIDERS THAT PROPOSALS TO WORK THESE, OR OTHER, MINERALS MUST:**

- A. CLEARLY ESTABLISH A NEED FOR THE DEVELOPMENT; AND**
- B. BE APPROPRIATELY LOCATED IN RELATION TO RESIDENTIAL AND OTHER ENVIRONMENTALLY SENSITIVE AREAS OF THE BOROUGH.**

**PERMISSION WILL NOT BE GRANTED FOR MINERAL WORKING IF THESE REQUIREMENTS ARE NOT MET.**

**THERE IS NO PRESUMPTION WHATEVER IN FAVOUR OF PERMITTING A PROPOSAL FOR EITHER A NEW MINERAL WORKING OR AN EXTENSION TO AN EXISTING SITE WITHIN MINERAL RESOURCE ZONES. EACH INDIVIDUAL APPLICATION WILL BE CONSIDERED ON ITS MERITS IN ACCORDANCE WITH THE POLICIES OF THIS PLAN, AND IN PARTICULAR THE FOLLOWING MINERALS POLICIES.**

**THE COUNCIL DOES NOT ENVISAGE ANY CIRCUMSTANCES IN WHICH ANY DEVELOPMENT RELATING TO NEW MINERAL WORKING WILL BE PERMITTED OUTSIDE THE MINERAL RESOURCE ZONES.**

13.68 Minerals can only be worked where they occur and mineral extraction, although often described as a temporary use of land, can impose severe local environmental costs for many years. In some parts of the country unimplemented planning consents for mineral working have accumulated, and this, taken together with the existence of sites where active working has been temporarily suspended, can be a serious blight upon local communities. An over-provision of consented primary extraction sites can also discourage the use of secondary or recycled resources of aggregate minerals. The Council therefore considers it essential that any proposal to work a primary mineral resource is justified both in terms of the need for the mineral concerned, considered in the context of the prevailing aggregate supply situation, and in relation to its likely

environmental impact. In some cases the Council will require a formal Environmental Impact Assessment to be carried out to accompany the planning application.

- 13.69 Mineral Resource Zones are defined by reference to the geology of the Borough and follow the carrying out of a 1 km grid borehole survey of Greater Manchester. They replace the Areas of Search shown on the previous UDP Proposals Map, although the boundaries remain the same. Some mineral operators assumed that because these were shown as shaded areas on an Ordnance Survey base, there was some bias towards allowing mineral working there. The Council wishes to make it clear that this is not the case and that any proposal for new mineral working developments will be considered against the other policies set out in this review of the Plan. The Mineral Resource Zones should be regarded as no more than a geological overlay, indicating the approximate limits of workable mineral reserves. The Mineral Resource Zones are shown on a supplementary map at the back of this document.

## **Part 2 Policies**

### **Prevention of mineral sterilisation**

**NR4.1 Where such development is permitted, the Council will, if practicable to do so, consider allowing the extraction of the mineral prior to the consented development proceeding, provided that the removal of the mineral resource does not create an unwanted requirement for backfilling of the worked area which would either compromise or delay to an unacceptable extent the implementation of the consented development.**

- 13.70 Mineral resources can be sterilised when building, engineering, waste disposal or other operations take place on land beneath which they are located. Although it would be impractical to safeguard all mineral resources, land that is believed to contain significant and viable reserves should be protected from incompatible development for as long as alternative development sites exist. Where development is permitted, thoughtful planning could ensure prior removal of the mineral. However, the Council would not normally advocate this action if, because of the topography of the site or other factors, the removal of the mineral would leave the site incapable of supporting subsequent development without protracted or intrusive backfilling operations.

### **Primary, Secondary and Recycled Aggregates**

**NR4.2 In determining a planning application for the working of a new primary aggregates site or the extension of an existing site, the Council will take into consideration and base its decision on these factors:**

- a. the contribution the proposal may make towards maintaining Greater Manchester's apportioned share of the regional production of aggregates as expressed in the most recent interpretation of the guidelines for aggregate provision for the North-West;**

- b. the need to maintain a stock of reserves with planning permission for their working (i.e. a landbank) within Greater Manchester sufficient to meet the guidelines for the supply of (i) crushed rock and (ii) sand and gravel as set out in the current version of Mineral Planning Guidance Note 6 (MPG6); and**
- c. the desirability of maximising the contribution made to the total supply of aggregates by secondary and recycled materials, rather than relying as a solution of first resort on the exploitation of primary sources, whether from new sites or extensions to existing mineral working sites.**

13.71 MPG6 advises Mineral Planning Authorities to include in their development plans policies to ensure the existence of a landbank that is capable of delivering a sufficient supply of crushed rock, sand and gravel for a specified number of years, as new mineral extraction operations involve major capital investment and long lead in times.

13.72 The MPG6 guideline figures on aggregates provision for England include a regional breakdown. The North-West Regional Aggregates Working Party plays an important role in interpreting these national guidelines; identifying a range of supply options or scenarios for the region; and in advising on the sub-regional apportionment of aggregate requirements.

13.73 Earlier versions of MPG6 considerably overestimated future demand for aggregates, largely based on high production figures at the time and projections that assumed such levels would continue. Its main emphasis was on the need to secure continuity of supplies from primary sources with the contribution from secondary and recycled materials little more than an after-thought. A more sustainable approach to the supply of aggregates must reverse this approach and place an increased emphasis on the importance of non-primary sources.

13.74 The Council will wish to give preference to the development of facilities that produce or process aggregates from secondary or recycled sources. In many cases the use of waste materials from other quarrying or mining operations or from industrial processes is a technically feasible and economically beneficial alternative to newly-won aggregates as long as the transportation costs are not disproportionately high. This could include colliery waste or minestone; blast furnace slag; power station ash; china clay sand; slate waste and demolition or construction industry wastes, including road planings. Their use produces benefits by:

- a. conserving primary reserves of aggregates and thereby reducing the environmental costs of new or extended mineral working sites; and
- b. reducing the amount of land required for both mineral working and waste disposal and releasing it for other productive uses.

- 13.75 In a highly urbanised area such as Oldham where a gradual process of redevelopment is underway, demolition works represent the most likely source of such waste. The Council attaches great importance to ensuring that adequate processing capacity exists to make the best use of this material rather than consigning a significant proportion to ultimate wasteful disposal via landfill.

**Criteria for assessing proposals for mineral working and processing**

**NR4.3 The Council will only permit an application for new working of a primary mineral resource or the extension of an existing site where the applicant is able to demonstrate that:**

- ?? workable reserves of the mineral are present within the application site; and**
- ?? a clear need exists at the time of the submission of the proposal for the mineral to be worked in relation to the prevailing landbank situation within Greater Manchester, as expressed in the current guidelines as set out in MPG6.**

**Where these criteria are met, and in the case of all other proposals for:**

- ?? mineral processing**
- ?? treatment**
- ?? the recovery of recycled or secondary aggregates**
- ?? the provision of aggregates depots or coating plants**
- ?? the disposal of mineral waste**

**the Council will permit such an application where the applicant is able to demonstrate that the proposal:**

- a. will not result in the sterilisation of significant quantities of any workable reserves of minerals either within or adjacent to the site;**
- b. in the case of new or extended primary mineral working sites, makes provision for the maximum practicable level of processing (crushing, grading, screening, etc.) of the extracted mineral on the application site;**
- c. will not prejudice the stability of surrounding land or adversely affect existing land drainage systems, surface water systems or groundwater levels or supplies;**
- d. will not harm the character or appearance of a Listed Building together with its setting, an Ancient Monument, a Conservation Area, or a Park or Garden of Special Historic Interest;**
- e. will not harm the character or appearance of:**



- i) areas of recreational use or potential,**
  - ii) local landscape character, as defined in other policies of this Plan,**
  - iii) woodlands,**
  - iv) designated wildlife sites,**
  - v) areas covered by Tree Preservation Orders,**
  - vi) other land and features of historical, archaeological or geological interest, or**
  - vii) other sites which make a significant contribution to the Borough's biodiversity;**
- f. will not have such an impact in terms of visual prominence from places to which the public have access or residential areas as to outweigh any benefits which the proposal is perceived to bring;**
- g. will not harm the amenity of environmentally-sensitive development, including residential properties, schools, healthcare facilities and certain sensitive industrial processes by reason of noise, vibration, odour, atmospheric pollution, or other nuisance;**
- h. will not harm the character or appearance of the surrounding area, or road safety, by reason of access or the impact of traffic, including the routing of heavy goods vehicles to and from the site;**
- i. includes a scheme of working providing, in the case of extensive mineral working sites, for progressive working and site restoration;**
- j. makes provision for site security and public safety;**
- k. makes provision for screening and/or landscaping of the site whilst working is in progress or operations are taking place, together with any further mitigation measures required in order to minimise the impact which the development will have on the surrounding area;**
- l. makes provision, in the case of mineral working sites, for final restoration to an agreed afteruse, such as agriculture, woodland planting (amenity or coppice cropping), recreational use(s), habitat creation, or a combination of these, together with the appropriate level of aftercare;**
- m. makes provision, in the case of mineral working sites, for the recovery and subsequent utilisation, or if this is impracticable, the disposal of mineral waste;**
- n. makes provision, in the case of mineral working sites, for the maintenance of a stand-off distance between the closest point of any active extraction area or overburden storage area and the nearest significant number of**

**dwellings or other environmentally-sensitive properties; the precise width of this stand-off zone to be determined in the context of the characteristics and topography of individual sites and their surroundings, and the nature of the proposed workings;**

**o. retains and protects existing transport routes; and**

**p. makes provision, if suitable rail connection points or wharfage facilities are available, or can be provided, for rail- or water-based transportation of mineral products or waste.**

- 13.76 The above criteria reflect a more sustainable approach to minerals planning in line with the principles established in Minerals Planning Guidance Note 1 (MPG1). First and foremost the Council will need to be satisfied that by granting consent for new or extended mineral working it does not contribute to an over-provision of consented primary mineral reserves within Greater Manchester, thereby discouraging the industry from developing alternative sources of supply and worsening blight.
- 13.77 Mineral working or processing can take a considerable environmental toll on sensitive locations over a long period. If the Council is to permit new or extended primary mineral workings or processing operations for secondary or recycled materials, it will need to be sure that such developments can take place without causing unacceptable levels of nuisance and disturbance through visual intrusion, heavy vehicle movements, vibration and the generation of noise and dust; and that questions of land stability and the disruption or depletion of surface and groundwater systems have been adequately addressed.
- 13.78 Although the majority of mineral working or processing sites will continue to rely on road transport, where rail links or waterways exist or can be established, every opportunity should be taken to move raw or processed materials by more sustainable means of transport.
- 13.79 The “significant number” referred to in criterion (n) above will depend upon such factors as the proximity to the site, the nature and topography of the intervening ground, and the extent to which the dwellings can be adequately screened by either existing vegetation or ground features or those incorporated into the development scheme. A rough guideline, however, would be about ten properties.

## **14 WASTE MANAGEMENT**

- 14.1 Some 400 million tonnes of waste is produced in England and Wales each year, around 106 million tonnes of which originates from industrial, commercial and domestic premises. The remainder comprises waste from agricultural, mining and construction and demolition industries; sewage sludge; and dredged spoil. The level of household waste alone is currently growing at 3% each year and if this figure goes unchecked waste management facilities will need to double by 2020. Landfill remains the most common means of managing waste with 54% of waste arising from commercial and industrial processes and 83% of municipal waste dealt with this way. The situation in Greater Manchester broadly reflects the national picture, with relatively low recovery figures for commercial, industrial and municipal waste. The county currently disposes of only 19% of its municipal waste within its own boundaries. To the public, the management and disposal of waste is seen as a problem, not an opportunity, and the image of the waste industry in general, negative.
- 14.2 This is a wholly unsustainable situation. The supply of empty, consented landfill space is rapidly running out and much of that which remains is poorly located in relation to the origin of the waste. While the need for a certain amount of landfill capacity will exist for the foreseeable future, the focus must very clearly move away from landfill as a management solution of first resort. Unfortunately, the infrastructure required to recover and treat waste in more environmentally friendly ways simply does not yet exist.
- 14.3 In May 2000 the Government published its Waste Strategy for England and Wales, building on its earlier commitments and those of the previous Governments to fundamentally revise the country's approach to the management of waste. It places an emphasis on minimising the amount of waste produced and putting to good use that which is created.
- 14.4 A series of European Union Directives, at various legislative stages, are driving national efforts to tackle the waste crisis, the most important of which is the Landfill Directive. In addition to a number of key changes to landfill practices which member states will be required to adopt and which will have a profound impact on the UK waste industry, the Directive sets ambitious mandatory targets for reduction of the amount of biodegradable municipal waste sent to landfill. By 2010 it aims to have reduced the proportion to 75% of that produced in 1995, and by 2013 and 2020 to a further 50% and 35% respectively. These figures illustrate the scale of provision of waste management facilities which will need to be made.
- 14.5 Decisions as to the best means of managing individual waste streams should be based on the Best Practicable Environmental Option (BPEO), which involves taking into account the "waste management hierarchy" and the proximity principle (see Policy W1.1). Although it is unrealistic to suppose that waste exports will be wholly eliminated, certainly within the period covered by UDP, Greater Manchester

authorities will need to make significant moves towards self-sufficiency in terms of managing waste produced within the county.

- 14.6 Ongoing work by the North West Region Technical Advisory Body will result in a waste management strategy for Greater Manchester that will inform revised Regional Planning Guidance. At present, the ten District Councils within Greater Manchester have no guidance on the likely range, scale and type of waste management facilities that will be needed to deal with the increase in waste arisings.
- 14.7 As a result, this revision of the UDP allocates only one specific site for waste-related development. The site in question already holds a waste compactor plant and household waste recycling facility and has substantial undeveloped areas adjoining it. Depending upon the nature and size of future proposals for waste treatment plants, the Primary Employment Zones may be considered suitable locations for such developments.

## **PART 1 POLICY**

### **WASTE**

**W1 DEVELOPMENT ARE CARRIED OUT IN A WAY WHICH MINIMISES THEIR ENVIRONMENTAL AND HEALTH IMPACTS AND MAXIMISES SUSTAINABILITY. THESE OBJECTIVES APPLY EQUALLY IN THE FIELD OF WASTE MANAGEMENT. TO THIS END IT WILL:**

**A. OVER THE PERIOD OF THIS PLAN, APPLY POLICIES AND PRACTICES, BOTH IN RESPECT OF PROPOSALS SUBMITTED TO IT AND IN ITS OWN ACTIVITIES, WHICH RECOGNISE THE POTENTIAL OF WASTE AS A VALUABLE RESOURCE AND WHICH REDUCE THE PRESENT RELIANCE ON LANDFILL AS A PREFERRED WASTE MANAGEMENT OPTION; AND**

**B. ENSURE THAT ALL NEW WASTE MANAGEMENT, TREATMENT AND DISPOSAL FACILITIES ARE APPROPRIATELY LOCATED IN RELATION TO RESIDENTIAL AND OTHER ENVIRONMENTALLY SENSITIVE AREAS OF THE BOROUGH.**

- 14.8 Oldham's legacy of a long-established industrial base and densely built-up urban area has led to a major concentration of waste arisings from industrial, commercial and domestic sources, as well as significant quantities of construction and demolition waste produced as the Borough undergoes gradual urban renewal. Traditionally, local disposal sites have been used but in recent years dwindling landfill capacity has made it necessary to transport waste further and further afield to find environmentally acceptable locations for its disposal. In terms of transport and energy costs this is neither economic nor desirable. Even with the abandonment of the 'dump and forget'

philosophy, modern engineered landfills have their own problems, taking many decades for the contents to become fully degraded and neutral.

- 14.9 The diminishing supply of local landfill sites has led to the establishment of a number of waste transfer operations where mixed waste payloads are delivered to a central point for separation into stockpiles of reclaimable materials leaving residues for bulking up into economic consignments for disposal. While these operations have not always been managed in accordance with high environmental standards, they have still provided a valuable means of recovering waste that might otherwise have been destined for direct landfill. The Council is keen to promote more waste recovery operations of this type. It is recognised, however, that economies of scale may make it necessary to develop much larger materials recovery facilities (MRFs) to deal with major waste streams, such as collected domestic waste.
- 14.10 The management of waste in a heavily urbanised area like Oldham can lead to environmental conflicts and compromise the level of amenity\* which residents expect to enjoy. The Council is determined to ensure that any proposals for new waste handling facilities, for example treatment plants for centralised composting; materials recovery; energy recovery by incineration or new technologies; anaerobic digestion; landfill or landraising sites, will be located where there will be no unacceptably adverse effects. In some cases, planning applications will need to be accompanied by a formal Environmental Impact Assessment.

## **Part 2 Policies**

### **Waste Management Options**

- W1.1 The Council will give preference to the establishment of facilities which will result in the management of a greatly increased proportion of waste by methods which utilise waste as a resource and which reduce reliance on less sustainable methods.**

**In considering individual proposals for waste management facilities, the Council will assess the extent to which the proposal accords with:**

- a. the Best Practicable Environmental Option for dealing with the waste stream(s) involved;**
- b. the proximity principle - i.e. the desirability of treating or disposing of waste as close as possible to its point of origin;**
- c. the waste management hierarchy, i.e. the desirability of prioritising firstly the minimisation of waste, followed by: re-use; recovery (including recycling and composting); energy recovery; over incineration without energy recovery and landfill;**

**and will favour proposals which reflect these objectives.**

- 14.11 The Government's Waste Strategy for England and Wales emphasises the need to adopt waste management practices that recognise waste as a resource rather than a problem that must be disposed of as a solution of first resort. The Council fully endorses this approach, which is underpinned by the introduction of statutory waste diversion targets for biodegradable municipal waste that must be met by all local authorities following the adoption of the European Union's Landfill Directive. At the same time, rather than routinely applying the proximity principle and the waste hierarchy to every proposal, the Council recognises that decisions need to be based on a careful consideration of the Best Practicable Environmental Option (BPEO) which, for each waste stream, will vary over time and from area to area.
- 14.12 For the foreseeable future, it will be necessary to ensure that adequate landfill capacity exists for the disposal of non-reclaimable residues from other treatment methods.

#### **Provision of Sites for Waste Management Facilities**

- W1.2 The existing landfill site at High Moor quarry, Scouthead, is likely to remain operational throughout the period of this Plan. As a previously consented facility, this site is not identified on the Proposals Map.**

**The only other site-specific allocation shown is at Arkwright Street/Lansdowne Road, Chadderton, which incorporates an existing waste compactor plant and civic amenity (or household waste recycling and disposal) facility, together with other, currently unused, land. The Council wishes to safeguard this site for possible future redevelopment for waste management purposes.**

**If further provision for waste management capacity in the form of treatment plants is required during the period of this Plan, the Primary Employment Zones as defined in other policies set out in this Plan will be considered as offering the greatest potential in any site-search exercise.**

- 14.13 If the Government's statutory targets for the diversion of waste from landfill are to be met, and Greater Manchester is to achieve a significantly higher level of self-sufficiency in dealing with its own waste arisings, there will be a requirement for individual local authorities to make provision for the establishment of centralised treatment facilities in appropriate locations. The precise number, scale and nature of these facilities will, in due course, be made known through revised Regional Planning Guidance, informed by the Regional Technical Advisory Body. Greater Manchester Waste Disposal Authority's evolving strategy for the management of municipal waste will also be critical to the future of waste management in the area.
- 14.14 Given the differing site requirements for plant and buildings associated with various waste treatment processes - including materials recovery, centralised composting, combined heat and power, anaerobic digestion and biochemical waste treatment - and the fact that at the time of the preparation of this plan the likely spread and range of

such treatment plans throughout Greater Manchester is not yet known, the Council does not feel able to identify any specific sites other than those named above. The site requirements for landfill and landraise disposal facilities are quite different again.

- 14.15 Waste movements are highly complex and pay little heed to county, let alone local authority boundaries, so Oldham, like the other Greater Manchester districts, cannot consider its own needs in isolation. The Council fully accepts the contribution it must make to significantly reducing waste exports from Greater Manchester in accordance with the proximity principle, and the general drive towards a more sustainable approach to waste management.

### **Criteria for Assessing Proposals for Waste Management, Treatment and Disposal Facilities**

- W1.3 The Council will only permit an application for the establishment of a new waste management, treatment or disposal facility where the applicant is able to demonstrate a clear shortfall in existing treatment or disposal capacity at the time of the submission of the proposal, or that a particular need exists which cannot be met by existing facilities.**

**Where this requirement is met, the Council will permit such an application provided that the applicant is able to show that the proposal:**

- a. will not result in the sterilisation of significant quantities of any workable reserves of minerals either within or adjacent to the site;**
- b. in the case of landfill or landraising proposals, will result in the restoration of despoiled land or otherwise improve or have a neutral effect on the landscape or agricultural quality of land;**
- c. will not prejudice the stability of surrounding land or adversely affect existing land drainage systems, surface water systems or groundwater levels or supplies;**
- d. will not harm the character or appearance of a Listed Building together with its setting, an Ancient Monument, a Conservation Area, or a Park or Garden of Special Historic Interest;**
- e. will not harm the character or appearance of:**
  - i) areas of recreational use or potential,**
  - ii) local countryside character, as defined in other policies of this Plan,**
  - iii) woodlands,**
  - iv) designated wildlife sites,**
  - v) areas covered by Tree Preservation Orders,**

- vi) other land and features of historical, archaeological or geological interest, or
  - vii) other sites which make a significant contribution to the Borough's biodiversity;
- f. will not have such an impact in terms of visual prominence from places to which the public have access or residential areas as to outweigh any benefits which the proposal is perceived to bring;
- g. will not harm the amenity of environmentally-sensitive development, including residential properties, schools, healthcare facilities and certain sensitive industrial processes by reason of noise, vibration, odour, atmospheric pollution, or other nuisance;
- h. will not harm the character or appearance of the surrounding area, or road safety, by reason of access or the impact of traffic, including the routing of heavy goods vehicles to and from the site;
- i. makes provision for:
- i) site security and public safety;
  - ii) in the case of landfill or landraising sites where biodegradable waste is to be deposited, the management of leachate and landfill gas and, if feasible, the utilisation of landfill gas for electricity generation;
  - iii) in the case of extensive landfill or landraising sites, progressive working and restoration of the site;
  - iv) screening and/or landscaping of the site whilst it is being used for waste treatment, processing or disposal, together with any further mitigation measures required in order to minimise the impact which the development will have on the surrounding area; and
  - v) in the case of landfill or landraising sites, final site restoration to an agreed afteruse, such as agriculture, woodland planting (amenity or coppice cropping), recreational use(s), habitat creation, or a combination of these, together with the appropriate level of aftercare;
- j. retains and protects existing transport routes;
- k. makes provision, if suitable rail connection or wharfage facilities are available, or can be provided, for rail- or water-based transportation of untreated waste materials and recovered products.

14.16 The handling of waste, whether at a specialised treatment plant, transfer loading yard or disposal site, can lead to a variety of problems for nearby residents and occupiers, including visual intrusion; disturbance from heavy vehicles, vibration and noise; and the generation of dust, fumes and unpleasant odours.



- 14.17 If the Council is satisfied that a sound case can be made for a proposal on the grounds of need, and that in granting permission a blighting effect will not be caused through an unnecessary over-provision of waste treatment or disposal capacity, it will wish to ensure that the chosen location and the form of the development is such that these potential adverse environmental impacts are reduced to the absolute minimum if they cannot be avoided altogether. Permission will not be granted if this requirement cannot be met.
- 14.18 Where appropriate rail links and waterways exist or can be established, opportunity should be taken to divert waste movements away from the road to more sustainable means of transport. The Council's Supplementary Planning Guidance Note 15 gives more information on the criteria that should be taken into account.

#### **Provision of Civic Amenity and other 'Bring' Recycling Sites**

- W1.4 The Council will, through discussions with the Greater Manchester Waste Disposal Authority, seek to achieve an upgrading of the existing civic amenity facilities at Arkwright Street, Chadderton and Beal Hey, Shaw. It will also seek to identify a site within Saddleworth for the establishment of an additional household waste recycling centre and will press the GMWDA to provide such a facility to serve this area of the Borough.**

**In addition to such fully serviced and comprehensive sites, the Council will promote and support the establishment of smaller-scale 'bring' recovery and recycling facilities, in convenient and accessible locations, provided that these can be accommodated without causing harm to residential amenity. In particular, locations where the use of a recycling facility would naturally coincide with another activity, such as a shopping trip or library visit, will be favoured, if locational considerations allow.**

- 14.19 Household waste recycling and disposal facilities, also known as civic amenity sites, are invaluable, reducing the amount of fly tipping that would otherwise occur and improving the general environment. They allow hazardous waste like asbestos and CFCs, recyclable materials such as paper, card, glass, plastics and textiles, and compostable green waste to be separated and dealt with appropriately. Saddleworth residents currently have no such facility within easy reach and the Council will continue to press for a replacement of the long-defunct High Moor site.
- 14.20 Alongside full scale civic amenity sites, smaller 'bring' local collection facilities play an important role in increasing the overall recovery of a variety of waste products. As resources permit, the Council will provide, and encourage others to provide, smaller community recycling centres in order to significantly increase the density of coverage across the Borough. These sites will need to fulfil the criteria set out in Policy W1.3.



## APPENDIX A

### List of Allocation Changes Compared With Adopted UDP

#### Section 4- Transport

Former UDP ref	Location	Revised Allocation	Revised Reference
TR02	Butler Green Metrolink stop	Moved to Coalshaw Green and renamed South Chadderton Metrolink stop	Indicated on Metrolink route. Policy T1.1 b. iii)
TR03	Wren's Nest Metrolink stop	Abandoned	
TR10. Policy PC1.3 b.	Park Bridge - Grotton cycle route (segment from Alexandra Centre to the Tameside boundary)	See section 10 Recreation. Re-named Oldham - Bardsley Cycleway	RR10. Policy R1.1

#### Section 5- Business and Industry

Former UDP ref.	Location	Revised Allocation	Revised Reference
<b>Former Business and Industry Allocations</b>			
I02	Land at Crompton Street, Royton	Not allocated for industry, still within PEZ	PEZ 20
I03	Land at Chapman Street, Oldham	None	-
I04	Land at Sun Mill, Oldham	None	-
I05	Land at Daltry Street, Oldham	None	-
I06	Land at Holt Street, Oldham	None	-
I07	Land at Manchester street (1), Oldham	Not allocated for industry, now within PEZ	PEZ 10
I08	Land at Millstream Lane, Failsworth	Not allocated for industry, still within PEZ	PEZ 01
I09	Land at Drury Lane, Oldham	Not allocated for industry, still	PEZ 05

		within PEZ	
I10	Land at Dowry Street, Hathershaw	Not allocated for industry, still within PEZ	PEZ 15
I11	Land at Suthers Street, Werneth	None	-
I12	Land at West End Street, Oldham	None	-
I14	Land at Mellor Street, Oldham	None	-
I17	Land at Terrace Street, Greenacres	Industrial site, PEZ	B1.1.36, PEZ 16
I18	Land at Sefton Street, Hollinwood	Now forms part of a larger allocated industrial site for Business and office use only, PEZ	B1.2.1, PEZ 05
I20	Land at Mill Street, Failsworth	Not allocated for industry, still within PEZ	PEZ 01
I21	Coin Controls, Royton	Continued industrial allocation, also in PEZ	B1.1.19, PEZ 20
I22	Land adjacent to Rugby Mill, Chadderton	Not allocated for industry, still within PEZ	PEZ 08
I23	Land at Albert Street (1), Hollinwood	Not allocated for industry, still within PEZ	PEZ 04
I25	Land at Constantine Street, Lees	None	-
I26	Land at Watts Street, Chadderton	Small Industrial site so not on Proposals Map, PEZ	B1.1.35, PEZ 10
I28	Land at 13A Cotswold Avenue, Oldham	Not allocated for industry, still within PEZ	PEZ 09
I29	Land at Wharf Street, Hollinwood	Not allocated for industry, still within PEZ	PEZ 05
I30	Land at Stockfield Road, Chadderton	Not allocated for industry, still within PEZ	PEZ 10
I31	Land at Holden Fold Lane, Royton	Not allocated for industry, still within PEZ	PEZ 20
I32	Harrison and Jones Group, Chadderton	Not allocated for industry, still within PEZ	PEZ 08
I33	Land at former Larch Mill	None	-
I34	Site E, Greengate, Chadderton	Industrial, but site reduced in size from current UDP	B1.1.7, PEZ 08
I35	Site C, Greengate, Chadderton	Not allocated for industry, still within PEZ	PEZ 08
I36	Land at Beal Lane, Shaw	Industrial, current allocation continued	B1.1.26, PEZ 22
I37	Land adjacent to Nile Mill, Chadderton	Not allocated for industry, still within PEZ	PEZ 09

I38	Land at Moston Road (1), Chadderton	Not allocated for industry, still within PEZ	PEZ 08
I39	Land at Keswick Avenue, Fitton Hill	Not allocated for industry, still within PEZ	PEZ 15
I40	Former Asia Mill, Hollinwood	Industrial, current allocation continued and PEZ	B1.1.5, PEZ 05
I41	Former Ramsey Mill, Chadderton	Housing, forms part of a larger site	H1.1.2
I43	Land at Mersey Road North, Hollinwood	Industrial, current allocation continued	B1.1.3, PEZ 04
I44	Land at Wellyhole Street (1), Lees	Primary Employment Zone	PEZ 17
I45	Bee Mill, Royton	Not allocated for industry, still within PEZ	PEZ 21
I46	Site A, Greengate, Chadderton	Not allocated for industry, still within PEZ	PEZ 08
I47	Land at Wellyhole Street (2), Lees	None	-
I48	Land at Moston Road (2), Failsworth	Not allocated for industry, still within PEZ	PEZ 08
I49	Land at Moston Road (3), Failsworth	Industrial, current allocation continued, PEZ	B1.1.9, PEZ 08
I50	Land at Linney Lane, Shaw	Not allocated for industry, still within PEZ	PEZ 22
I51	Land at Crossbank Street, Oldham	Industrial, site boundary now extended	B1.1.33
I52	Land at Clarence Street, Royton	Industrial, but site size reduced and PEZ	B1.1.25, PEZ 16
I53	Land at Stable Street, Hollinwood	Not allocated for industry, still within PEZ	PEZ 13
I54	Former Derker Mill, Derker	Not allocated for industry, still within PEZ	PEZ 16
I55	Site B, Greengate, Chadderton	Not allocated for industry, still within PEZ	PEZ 08
I58	Land at Arkwright Street, Chadderton	Not allocated for industry, still within PEZ	PEZ 10
I59	Former Ash Mill, Shaw	Not allocated for industry, still within PEZ	PEZ 22
I60	Land adjacent to Ram Mill, Chadderton	Industrial, site now extended, PEZ	B1.1.18, PEZ 08
I61	Hollinwood Goods Yard, Hollinwood	Part industrial, still located within PEZ	B1.2.2, PEZ 05
I62	Land at Huddersfield Road, Diggle	Industrial, PEZ	B1.1.28, PEZ 31
I64	Former Dee Mill, Shaw	Not allocated for industry, still	PEZ 22

		within PEZ	
I65	Land at Albert Street (2), Hollinwood	Industrial, site now extended to the north, PEZ	B1.1.2, PEZ 04
I66	Land at Meek Street, Royton	Industrial, although site size now reduced and PEZ	B1.1.22, PEZ 16
I67	Land at Mossdown Road, Royton	Industrial, PEZ, Local Green Gap, area of industrial site reduced, mostly occupied by Local Green Gap	B1.1.24, PEZ 16, LGG9
I68	Oldham Broadway areas 1-6, Chadderton	Industrial, although part of the original site has now been built on. Remainder has been split up into several sites, PEZ	B1.1.11, B1.1.12, B1.1.13, B1.1.14, B1.1.15, B1.1.16 and PEZ 08
I70	Land at Northgate Lane, Moorside	None	-
I71	Site F, Greengate, Chadderton	Industrial, site area now extended, PEZ	B1.1.6, PEZ 08
I72	Plateau 1, Salmon Fields, Royton	Not allocated for industry, still within PEZ	PEZ 16
I74	Land at Higginshaw Lane, Royton	Industrial allocation continued, PEZ	B1.1.21, PEZ 16
I75	Land at Southlink Business Park, Oldham	Industrial, although now allocated for business and office only, PEZ	B1.2.1, PEZ 16
I76	Land at Hollinwood Avenue, Hollinwood	Not allocated for industry, still PEZ	PEZ 04

<b>New Industrial Allocations</b>			
-	Land at Tweedale Way, Hollinwood	Industrial, PEZ	B1.1.1, PEZ 04
-	Land at Greengate, Chadderton	Industrial, PEZ	B1.1.8, PEZ 08
-	Land at Oldham Broadway Business Park, Chadderton	Industrial, PEZ	B1.1.17, PEZ 08
-	Land at High Barn Street / Edge Lane Street, Royton	Industrial, PEZ	B1.1.20, PEZ 21
-	Land at Foxdenton Lane, Chadderton	Industrial, PEZ	B1.1.29, PEZ 08
-	Union Street West / Oldham	Industrial, PEZ	B1.1.31

	Way		
-	Oldham Way / Mumps	Industrial, PEZ	B1.1.32, PEZ 16
-	Land at Hebron Street, Royton	Industrial, PEZ	B1.1.34, PEZ 16
-	Land at Sefton Street, Hollinwood	Industrial, office and business uses only, PEZ	B1.2.1, PEZ 05

<b>Former Mixed Use Allocations</b>			
M01	Buckley New Mills, Uppermill	Mixed Use (but covers smaller area)	B1.3.6, H1.1.16
M02	Owl Mill, Lees	Housing, PEZ	H1.1.10, PEZ 18

<b>New Mixed Use Allocations</b>			
-	Frenches Wharf / Wellington Road, Greenfield	Mixed Use	B1.3.1, H1.1.18
-	Lumb Mill, Huddersfield Road, Delph	Mixed Use	B1.3.2, H1.1.14
-	Land at Broadway / Oldham Road, Failsworth	Mixed Use	B1.3.5, H1.1.3

<b>Former Primary Employment Zones</b>			
PEZ01	Lees	PEZ, Now smaller area, New Street, Lees	PEZ 18
PEZ02	Greengate / Broadgate	PEZ, Boundary extended to east adjacent to Junction Mill	PEZ 08
PEZ03	Fernhurst Mill	PEZ	PEZ 12
PEZ04	Malta Mill	None	Unallocated
PEZ05	Nimble Nook	PEZ, Fields New Road	PEZ 09
PEZ06	Crompton Street, Royton	PEZ	PEZ 20
PEZ07	Higginshaw (Oldham East)	PEZ, alterations to boundary at Royton Moss/ Bullcote Green and Oldham Mumps	PEZ 16
PEZ08	Shaw Road, Royton	PEZ	PEZ 21

PEZ09	Hollins	PEZ	PEZ 07
PEZ10	Ashton Road, Failsworth	PEZ	PEZ 02
PEZ11	Wrigley Street, Failsworth	PEZ	PEZ 03
PEZ12	Hawksley Street	PEZ, Boundary slightly extended	PEZ 06
PEZ13	Mirror Group / Albert Street, Hollinwood	PEZ	PEZ 04
PEZ14	West Failsworth	PEZ, Part now mixed use	PEZ 01, H1.1.13, B1.3.05
PEZ16	Drury Lane (Hollinwood North)	PEZ	PEZ 05
PEZ17	Copster Hill	PEZ	PEZ 14
PEZ18	Busk	PEZ	PEZ 11
PEZ19	Primrose Bank	PEZ	PEZ 13
PEZ20	Hathershaw	PEZ	PEZ 15
PEZ21	Werneth / Chadderton	PEZ, Manchester Street / Westwood. Boundary extended to the south of Manchester Road.	PEZ 10
PEZ22	Waterhead	PEZ, Greenacres Road, Waterhead	PEZ 19
PEZ23	Shaw	PEZ	PEZ 22
PEZ24	Chew Valley Road	Part of site now mixed use, PEZ	B1.3.1, H1.1.18
PEZ25	Oak View Mills	PEZ	PEZ 23
PEZ26	Hey Bottom Mill	PEZ	PEZ 24
PEZ27	Andrew Mill	Now a housing site	H1.1.19
PEZ28	Waterside Mill	PEZ	PEZ 26
PEZ29	Kinders Mill	PEZ, Boarshust Lane	PEZ 26
PEZ30	Walk Mill	None, now unallocated	-
PEZ31	Tamewater Mill	PEZ	PEZ 28
PEZ32	Delph New Road	Now part PEZ, part Housing Allocation	PEZ 29, H1.1.15
PEZ33	Lumb Mill	Now part PEZ, part Mixed Use Allocation	PEZ 30, H1.1.14 and B1.3.2
PEZ34	Shaw Pallets	PEZ	PEZ 31
PEZ35	Warth/Ellis Mills	PEZ	PEZ 32

<b>New Primary Employment Zone</b>			
-	Wellyhole Street, Lees	PEZ	PEZ 17



## Section 6- Housing

Former UDP Ref	Location	Revised Allocation	Revised Reference
<b>Phase 1 Allocations</b>			
H02	Block Lane	-	H1.1.7
H03	Mid Croft, Fitton Hill	Not allocated	-
H13	Danisher Lane	Not allocated	-
H19	Birks Quarry, Austerlands	Not allocated	
H21	West of Ripponden Road, Denshaw	Phase 2 allocation	H1.2.11
H22	Highfield House, Dobcross	Not allocated	-
H24	Shaw Hall Bank Road, Greenfield	Phase 2 allocation	H1.2.12
H33	Limeside Estate	-	H1.1.9
H52	Broadgate, Dobcross	Not allocated	
H53	Coverhill Road, Grotton	-	H1.1.13
H63	Blackshaw Lane	Phase 2 allocation	H1.2.5
H66	Block Lane, Chadderton	-	H1.1.7
H89	Hunt Lane, Chadderton	-	H1.1.1
H97	Park Road Warehouse	Not allocated	
<b>Phase 2 allocations</b>			
H07	Ashton Road, Woodhouses	-	H1.2.3
H31	Knowles Lane, Lees	-	H1.2.10

## Section 9- Community and Education Facilities

Former UDP Ref	Location	Revised Allocation	Revised Reference
E02	Platting Road, Lydgate	-	CF1.1.2
E03	Blackshaw Lane, Heyside	-	CF1.1.1

## Section 10- Recreation and Open Space

Former UDP Ref	Location	Revised Allocation	Revised Reference
<b>Former</b>			

<b>Recreation Open Spaces</b>			
ROS 01	Huddersfield Narrow Canal	Recreational Route	RR1
ROS 02	Rochdale Canal	Recreational Route	RR2
ROS 05	Bullcote Green, Royton	Green Belt	-
ROS 06	Broadbent Road, Derker	Recreation Open Space	-
ROS 07	Acre Lane, Derker	Green Belt	-
ROS 08	Broadway, Chadderton	Recreation Open Space	-
ROS 10	Hollinwood Avenue, Hollinwood	Recreation Open Space	-
ROS 12	Land at Foxdenton (1), Chadderton	Recreational Route, Recreation Open Space	RR6
ROS 13	Land at Foxdenton (2), Chadderton	Recreation Route, Recreation Open Space	RR6
ROS 14	Snipe Clough, Oldham	Green Belt, Land reserved for future development, Recreation Open Space	LR6
ROS 15	Glodwick Lows, Glodwick	Local Green Gap	LGG11
ROS 17	Moston Brook, Failsworth	Local Green Gap	LGG6
ROS 18	Hole Bottom Clough, Failsworth	Local Green Gap, Unallocated	LGG6
ROS 19	Fox Mill, Hollinwood	Unallocated	-
ROS 21	Woodpark Colliery, Bardsley	Green Belt	-
ROS 22	Keb Lane, Bardsley	Green Belt	-
ROS 23	Land adjacent to Failsworth Cemetery	Recreation Open Space	-
ROS 24	Pingot Quarry, Shaw	Green Belt	-
ROS 25	Land between Bottom and Top Sholver	Recreation Open Space	-
ROS 26	Land south of Pingle Lane, Delph	Green Belt	-
ROS 27	Hull Brook, Delph	Local Green Gap, Green Belt	LGG19
ROS 28	Sam Road, Diggle	Recreation Open Space	-
ROS 29	Strinesdale reservoirs, Strinesdale	Green Belt	-
ROS 31	Line of Delph Donkey, Delph	Recreational Route	RR11
ROS 34	Land South of Oaklands Road, Greenfield	Local Green Gap	LGG20
ROS 35	Land off Armit Road, Greenfield	Green Belt	-
ROS 36	Ferneyfield Road, Chadderton	Local Green Gap	LGG2
ROS 37	Longfellow Crescent, Sholver	Recreation Open Space	-
ROS 38	Land at Holts Village	Local Green Gap, Recreation Open Space	LGG11

ROS 39	Land at Bottom Sholver	Recreation Open Space	-
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## Section 11- Open Environment

Former UDP Ref	Location	Revised Allocation	Revised Reference
<b>Former Other Protected Open Land Sites</b>			
OL01	Land at Foxdenton Lane, Chadderton	Part Local Green Gap, part Land Reserved for Future Development	LGG2,LGG3, LGG4, LR3,LR4
OL02	Clayton Playing Fields, Chadderton	Recreational Open Space	-
OL03	Ryefields Drive, Uppermill	Part Local Green Gap, part Land Reserved for Future Development	LGG16,LR10
OL04	Dacres, Greenfield	Local Green Gap	LGG14
OL05	Roundthorn/Holts (Nether Lees)	Local Green Gap (including area west of Lees Brook Mill previously unallocated)	LGG11
OL06	Stoneswood, Delph	Local Green Gap	LGG17
OL07	Stonebreaks, Springhead	Local Green Gap	LGG13
OL08	Crowley Lane, Higher Barrowshaw	Recreational Open Space	-
OL09	Wall Hill, Dobcross	Local Green Gap (including former housing allocation H52)	LGG15
OL10	Land north of Fernhurst Mill, Chadderton	Recreational Open Space	-
OL11	Ainsley Wood, Delph	Local Green Gap	LGG19
OL12	Haven Lane North, Moorside	Land Reserved for Future Development	LR7
OL13	Haven Lane South, Moorside	Land Reserved for Future Development	LR8
OL14	Oldham Edge, Oldham	Local Green Gap (including area south of Salmon Fields previously unallocated)	LGG8
OL15	Cowlshaw, Shaw	Land Reserved for Future Development	LR1
OL16	Bullcote Lane, Royton	Part Local Green Gap, part allocated for business and	LGG9, B1.1.34

		industry	
OL17	Land at Greenacres, Lees	Local Green Gap (including area east of Lynwood Drive previously unallocated, but excluding the area adjacent to the disused railway line, now occupied by an industrial building)	LGG11
OL18	Shawside, Shaw (Moss Hey)	Part Land Reserved for Future Development, part Local Green Gap.	LGG10, LR2
OL19	Alexandra Park, Oldham	Recreational Open Space	-
OL20	Selbourne Street, Bardsley	Local Green Gap	LGG7
OL21	Long Clough, Chadderton	Unallocated, but identified as green corridor	-
OL22	Royley Clough, Royton	Part recreational Open Space, part Local Green Gap	LGG1
OL23	Cowhill, Chadderton	Local Green Gap	LGG5
OL24	Moston Brook, Failsworth	Part Local Green Gap, part Land Reserved for Future Development	LGG6, LR5
OL25	Hole Bottom Clough, Failsworth	Local Green Gap	LGG6
OL26	Thornley Brook East, Lees	Local Green Gap	LGG12
OL27	Land at Sholver	Recreational Open Space	-
OL28	Land off Warren Lane	Part Land Reserved for Future Development, part Recreational Open Space	LR6
OL29	Land South of Oaklands Road, Grasscroft	Local Green Gap	LGG20
Not previously numbered OL30	Land at Summershades Lane, Grasscroft	Land Reserved for Future Development	LR9

<b>Additions to Green Belt</b>			
-	Land at Waterside Mill, Greenfield	Green Belt	-

<b>Deletions from Green Belt</b>			
Green Belt	Lower Fullwood, Shaw	-	-

<b>Additional</b>			
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<b>Local Green Gap Allocation</b>			
-	Land at Rumbles Lane, Delph	Local Green Gap	LGG18

## **APPENDIX B**

### **List of Draft Replacement UDP Allocations**

#### **Section 4- Transport**

##### **Rail**

- a. The re-opening of the remaining Standedge Tunnel and re-installation of additional track at Diggle on the Trans-Pennine route.
- b. The proposed Diggle rail station and strategic park and ride

##### **Metrolink**

- a. The route alignment consisting of the existing Oldham Loop rail line, less the segment from Werneth to Oldham Mumps which is replaced by a new segment through Oldham Town Centre
- b. Tram stops and associated facilities at:
  - i) Failsworth (conversion of rail station)
  - ii) Hollinwood (conversion of rail station), including strategic park and ride
  - iii) South Chadderton (new stop)
  - iv) Freehold (new stop)
  - v) Westwood (new stop)
  - vi) Oldham Crossbank (new stop)
  - vii) Oldham King Street (new stop)
  - viii) Oldham Central (new stop)
  - ix) Oldham Mumps (new stop), including bus facilities
  - x) Derker (conversion of rail station), including strategic park and ride
  - xi) Shaw and Crompton (conversion of rail station)

##### **Road**

The extension of Lees New Road

#### **Section 5- Business & Industry**

##### **Industrial Allocations**

- |          |   |
|----------|---|
| B1.1.1-  | Tweedale Way, Hollinwood, Oldham              |
| B1.1.2-  | Albert Street, Hollinwood                     |
| B1.1.3-  | Mersey Road North / Albert Street, Hollinwood |
| B1.1.5-  | Land at Sellers Way, Hollinwood               |
| B1.1.6-  | White Moss View, Greengate, Chadderton        |
| B1.1.7-  | Land at Greenside Way, Chadderton             |
| B1.1.8-  | Land at Greengate, Chadderton                 |
| B1.1.9-  | Land at Moston Road, Chadderton               |
| B1.1.10- | Land at Junction Mill, Chadderton             |

- B1.1.11- Causeway North, Broadway Business Park, Chadderton
- B1.1.12- Land at Oldham Broadway, Chadderton
- B1.1.13- Oldham Broadway Business Park, Chadderton
- B1.1.14- Gateway Crescent, Oldham Broadway, Chadderton
- B1.1.15- Gateway Crescent, Oldham Broadway, Chadderton
- B1.1.16- Oldham Broadway Business Park, Chadderton, Oldham
- B1.1.17- Oldham Broadway Business Park, Chadderton
- B1.1.18- Ram Mill, Gordon Street, Chadderton
- B1.1.19- Land at New Coin Street, Royton
- B1.1.20- Land at High Barn St./Edge Lane St., Royton
- B1.1.21- British Gas, Higginshaw Lane, Royton
- B1.1.22- Land at Meek Street, Royton
- B1.1.23- Land at Meek Street, Royton
- B1.1.24- Royton Moss, Moss Lane, Royton
- B1.1.25- Land at Clarence Street, Royton
- B1.1.26- Land at Beal Lane, Shaw
- B1.1.28- Land at Huddersfield Road, Diggle
- B1.1.31- Union Street West / Oldham Way, Oldham
- B1.1.32- Oldham Way / Mumps, Oldham
- B1.1.33- Land at Primrose Street / Crossbank Street, Oldham
- B1.1.34- Land at Hebron Street, Royton

**(Small Sites under 0.4ha. not shown on the Proposals Map)**

- B1.1.35- Land at Watts Street, Chadderton
- B1.1.36- Land at Terrace Street, Greenacres, Oldham
- B1.1.37- Land at Bowling Street, Hollinwood
- B1.1.38- Land at Hope Street, Oldham
- B1.1.39- Land at New Coin Street, Royton

**Business and Office Allocations**

- B1.2.1- Land at Southlink Business Park, Oldham
- B1.2.2- Land at Sefton Street, Hollinwood

**Primary Employment Zones**

- PEZ 01- West Failsworth
- PEZ 02- Ashton Road, Failsworth
- PEZ 03- Wrigley Street, Failsworth
- PEZ 04- Hollinwood South (Mirror Group/Albert Street)
- PEZ 05- Hollinwood North (Drury Lane)
- PEZ 06- Hawksley Street
- PEZ 07- Hollins
- PEZ 08- Greengate/Broadgate, Chadderton
- PEZ 09- Fields New Road, Chadderton
- PEZ 10- Manchester Street/Westwood, Chadderton
- PEZ 11- Busk, Chadderton
- PEZ 12- Fernhurst Mill, Chadderton

PEZ 13-	Primrose Bank, Oldham
PEZ 14-	Copster Hill, Oldham
PEZ 15-	Hathershaw
PEZ 16-	Higginshaw / East Oldham
PEZ 17-	Wellyhole Street, Lees
PEZ 18-	New Street, Lees
PEZ 19-	Greenacres Road, Waterhead
PEZ 20-	Crompton Street, Royton
PEZ 21-	Shaw Road, Royton
PEZ 22-	Shaw
PEZ 23-	Oak View Mill, Manchester Road, Greenfield
PEZ 24-	Hey Bottom Mill, Greenfield
PEZ 25-	Chew Valley Road, Greenfield
PEZ 26-	Boarshurst Lane, Greenfield
PEZ 27-	Waterside Mill, Greenfield
PEZ 28-	Tamewater Mill, Delph New Road, Dobcross
PEZ 29-	Delph New Road, Delph
PEZ 30-	Lumb Mill, Huddersfield Road, Delph
PEZ 31-	Shaw Pallets, Huddersfield Road, Diggle
PEZ 32-	Warth / Ellis Mills, Huddersfield Road, Diggle

**Mixed Use Allocations**

B1.3.01, H1.1.18-	Land at Frenches Wharf / Wellington Road, Greenfield
B1.3.02, H1.1.14-	Lumb Mill, Huddersfield Road, Delph
B1.3.05, H1.1.3-	Land at Heywood Street, Failsworth
B1.3.06, H1.1.16-	Buckley New Mill, High Street, Uppermill



## APPENDIX C

### Large Housing Sites with an outstanding planning permission as of 1st April 2001

Location	Land Type	Area (Ha)	Capacity	Density (dph)	Permission Type	Granted	Expires	Ownership
Land off Claremont Street, Failsworth	PDL	0.58	42	72	Full	09/10/97	09/10/02	PR
Land at Stanhope Way, Failsworth	GF	0.90	18	20	Full	01/03/01	01/03/06	HA
Within Hall Farm, Woodhouses, Failsworth	GF	1.05	26	25	Full	19/11/99	19/11/04	PR
Sites on Kenny Close, Lees	GF	0.13	10	77	Full	08/12/99	08/12/04	PR
Former Manor House, Manor Road, Lees	PDL	0.48	15	31	Out	14/11/00	14/11/03	PR
Land off Underhill Road	PDL	4.04	121	30	Full	29/02/00	29/2/05	PR
Iris Mill, Hollins Road, Oldham	PDL	2.3	78	34	Out	24/08/00	24/08/03	PR
Land at Holden Fold Lane, Royton	GF	0.48	9	19	Full	09/07/00	09/07/05	PR
Land at Range Lane, Denshaw, Saddleworth	GF	0.81	11	14	Full	05/04/01	05/04/06	PR
<b>TOTAL</b>			<b>330</b>					

**Note: Density is expressed as dwellings per hectare. PDL = Previously Developed Land. GF = Greenfield land.**

**Large Housing Sites with Approval subject to signing of a legal agreement, as of 1st April 2001**

Location	Land Type	Area (Ha)	Cap	Density (dph)	Ownership
Wickentree Lane, Failsworth	BF	0.37	22	59	PR
Copster Hill Reservoir	BF	3.16	100	32	PR
Ripponden Rd/Northgate Lane/Glebe Lane	BF	2.4	68	28	PR/LA
Harmony Street	BF	0.85	25	29	LA
Land off Oldham Rd	BF	0.3	10	33	LA
TOTAL			225		

**Note: Density is expressed as dwellings per hectare. PDL = Previously Developed Land.**

## **APPENDIX D**

### **SCHEDULE A**

1. Electrical goods and appliances, wiring and lighting fittings, gas appliances, photographic equipment.
2. Bathroom suites, furniture and accessories; kitchen units, furniture accessories; floor and wall tiles.
3. D.I.Y. products, materials, tools and machinery for repair, maintenance and improvement of the home, the garden and of motor vehicles.
4. Hardware including ironmongery.
5. Furniture, bedding, floor coverings, soft furnishings, household textiles.
6. Camping, caravanning and boating equipment.
7. Nurseries and garden centres
8. Pets and related accessories.
9. Ancillary sales to customers of the retail park of hot and cold food, confectionery and rinks for consumption on the site.

## GLOSSARY OF TERMS

**Accessibility** The ability of people to move around an area and to reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

**Active frontages** Frontages with entrances, shopfronts and other windows that serve to increase pedestrian activity and natural surveillance on the street. The opposite of a blank wall.

**Active solar power** The use of solar panels to directly heat water systems by using the sun's energy.

**Adaptability** The capacity of a building or development to be changed so as to respond to changing social, technological and economic conditions.

**Aggregates** A mass of minerals formed into one rock, for example, sand, gravel and limestone.

**Agriculture** Horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock for production purposes, the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and woodlands where the use is ancillary to other agricultural purposes.

**Air Quality Action Plan** The Council, together with other Greater Manchester local authorities, is preparing an Air Quality Action Plan (AQAP), which will be adopted by mid 2002. This will cover the whole Borough, as the source of air quality problems may frequently lie outside the areas suffering poor air quality. Thereafter it will be reviewed regularly.

**Air Quality Management Area** an area where air pollution is likely to exceed National Air Quality Objectives under the Environment Act 1995, particularly due to road traffic. Such areas will be reviewed over the life of the plan, therefore their boundaries may change over time.

**Amenity** This is the right which people have to the quiet enjoyment of their property, be that their home or workplace. It can include factors such as pleasantness, privacy and adequate daylight however it does not include the views that a property might enjoy.

**Amenity Green Space** Open spaces which are not laid out for recreational purposes including landscaped areas and screen planting

**AQMA** Please see Air Quality Management Area

**AQAP** Please see Air Quality Action Plan

**Arboriculture** the cultivation of trees.

**Architectural detailing** Doors, windows, cornices and other features which contribute to the overall design of the building.

**Axonometric** A drawing showing a three dimensional projection of a building.

**Basic Services** - A theme running through the plan is the importance of access to jobs, basic goods and services, amenities and public transport. The term 'Basic Services' as used in the plan refers to primary/junior schools, post offices, foodshops, supermarkets, G.P.'s surgeries and pharmacies. See Public Transport Accessibility, below, for definition of access in relation to transport.

**Biodiversity** The variability among living organisms from all sources including, among other things, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part. This includes diversity within species, between species and of ecosystems. (based on definition in Article 2 of the Biodiversity Convention).

**Biomass** The use of products and by-products of agriculture and forestry to produce heat and power, for example wood fuel from forestry residues, poultry litter from intensive chicken rearing and the cultivation of crops, typically willow or grass, specifically for this purpose.

**Comparison goods** This is a term used in connection with retail policies and it refers to items which customers shop around for by comparing what is on offer, such as clothing.

**Concept Statement** A concise, informal statement, usually comprising bullet points and diagrams, setting out the planning, design and quality objectives that the Council considers should guide development of a site.

**Context** The setting of a site or area, including factors such as traffic, activities, and land uses as well as landscape and built form.

**Convenience goods** This refers to items that people need to buy most frequently, most specifically food.

**Conurbation** A cluster of neighbouring towns or cities which in some respects are considered as a single unit, for example the towns and cities making up the conurbation of Greater Manchester.

**Cross Connection** Where a separate foul water and surface water system is permitted, the surface water generated by the development, invariably discharges to a river or stream. Any wrong or cross-connection of foul water into the surface water sewer system can cause significant contamination of the watercourse downstream.

**Cumulative impact** The total impact of existing retail stores, proposed stores and those which are approved but not yet built, on specified Centres.

**Curtilage** The definable area around a building within which land and structures associated with the building are contained.

**Defensible space** Defensible space results from designing developments generally, and the space around buildings in particular, to avoid the incidence of “no mans land”. All space should be clearly perceived by both occupiers and visitors as either public space, or private or community space, thus serving to discretely “manage” access by strangers in the interests of crime prevention and community safety. The creation of defensible space must not be seen as inconsistent with the creation of an attractive, permeable and socially inclusive public realm.

**Desire lines** A convenient route that pedestrians currently use, or might ideally wish to use, linking adjoining destinations or attractions.

**DETR** Please note that the DETR (Department of the Environment, Transport and the Regions) is now known as the DTLR (Department of Transport, Local Government and the Regions).

**Development** There is a legal definition of “development” used in planning which is as follows: “the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land.”

**Development control** This is the process of determining applications for planning permission undertaken by the local planning authority (or the Secretary of State for Transport, Local Government and the Regions in some cases).

**District Centre** A group of shops, separate from Oldham Town Centre, usually containing at least one food supermarket or superstore, and non retail services such as banks, building societies and restaurants.

**Diversification** The development of non-agricultural activities by farm businesses to supplement their farming activities, often done to support farm income and ensure the continuing viability of a particular business.

**DTLR** Department of Transport, Local Government and the Regions, created after the general election in 2001. The previous ministry with oversight of the planning system was the DETR (Department of the Environment, Transport and the Regions).

**Edge of centre** The identifiable visual or functional boundary between the centre and an adjoining area or major road.

**Enclosure** The use of buildings to create a sense of clearly defined space

**Environmental performance** The extent to which new buildings are designed and constructed in terms of their sustainability and impact on the environment. This will be influenced by, among other things, the types and sources of materials used, level of energy efficiency and flexibility of design.

**First deposit** is a period of six weeks during which the first draft of the Unitary Development Plan is publicly available for comment. During this time members of the public and other interested parties can comment on the draft plan either by supporting or objecting to proposals made within the plan.

**Gateway locations** (i) points of entry into a town or district centre at its edge by road, rail, canal or tram; (ii) points of entry for pedestrians from surrounding areas, major car parks and transport stops or stations.

**Green Belt** An area of land where there is a strong presumption against new development (except that which falls into certain limited categories) in order to check the unrestricted sprawl of urban areas, stop neighbouring towns from merging into one another, safeguard the countryside from encroachment, preserve the setting and special character of historic towns and villages and assist in urban regeneration.

**Hazard** is defined as a substance or a situation which has the potential to cause harm or damage.

**Heritage** Buildings, artefacts, or landscapes which have been handed down by a previous generation.

**Highway** A road and adjacent pavements, on which there is a public right of way.

**Home Zone** A residential area or development where streets are designed to give priority to pedestrians over vehicles and provide space for play and socialising. The local highway authority can designate a 10 mph speed limit in a home zone.

**Householder developments** Developments involving extensions or alterations to houses, gardens or yards, for example dormers, conservatories or sheds. Some such developments are classed as permitted development and do not require planning permission, whilst others require planning permission.

**Landmark** Distinctive building, space or structure.

**Landfill Gas** Gas produced by the decomposition of landfilled waste within a tip.

**Legibility** The characteristics of an area in terms of easily recognised routes, intersections and landmarks that make a place easy to understand and move around.

**Lifetime Homes** Lifetime Homes are homes which are designed either to meet the changing needs occurring through one family's lifetime - from raising small children, to accommodating the teenager with a broken leg, having grandmother to stay, or suffering mobility difficulties in old age - or to meet the varying needs of numerous changes of occupiers in the same home. Criteria applied to Lifetime Homes include:

- ?? the distance from the car parking space to the home should be kept to a minimum and should be level or gently sloping;
- ?? there should be a downstairs toilet which should be wheelchair accessible, with drainage and service provision enabling a shower to be fitted at any time;
- ?? the design should incorporate provision for a future stairlift;
- ?? the bath/bedroom ceiling should be strong enough or capable of being made strong enough to support a hoist at a later date.
- ?? switches, sockets and service controls should be between 600mm and 1200mm from the floor.

**Local distinctiveness** The positive features of a place and its communities which contribute to its special character and sense of place.

**Local Nature Reserves (LNR's)** Areas of local significance identified for their importance in nature conservation and public education.

**Massing** The combined effect of the size and shape of a building or group of buildings.

**Material considerations** must be genuine planning considerations related to the purpose of planning legislation, which is to regulate the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned. The Courts decide what constitutes a material consideration and over the years all the following have been included:

- ?? the number, size, layout, siting, design and external appearance of buildings;
- ?? the proposed means of access;
- ?? impact on the neighbourhood;
- ?? availability of infrastructure; and
- ?? the Government's statements of planning policy and emerging policies, depending on the context.

**Mineral Resource Zone** An area within which mineral reserves have been identified through geological surveys.

**Mobility Impaired** People whose movement is hindered either by physical disability or other personal circumstances, such as a restricting injury or illness, or people with pushchairs.



**Modal shift** A change in the proportion of trips made by different modes of transport, which can be measured by analysing traffic flows on roads or the way people access a particular site. It is often used to refer to a shift from the use of the car to more sustainable means of transport, i.e. public transport, walking and cycling.

**Modal split** The proportion of trips made by different modes of transport.

**Natural surveillance** The discouragement to wrong-doing by the presence of passers by or the ability of people to be seen from surrounding windows and the resulting perception of safety.

**Neighbourhood Renewal Fund (NRF)** provides additional resources for local authorities in the 88 most deprived areas of the country to improve services in the most deprived neighbourhoods, to narrow the gap between these areas and the rest of the country. In Oldham, the East Oldham area is eligible for NRF, the fund being particularly focused on Derker.

**New Deal for Communities (NDC)** is a key programme in the Government's strategy to tackle multiple deprivation in the most deprived neighbourhoods in the country, giving some of the country's poorest communities the resources to tackle their problems in an intensive and co-ordinated way. The aim is to bridge the gap between these neighbourhoods and the rest of the country. In Oldham, Fitton Hill and Hathershaw are identified as NDC areas, plus parts of Alexandra and St Pauls wards.

**NO<sub>2</sub>** Nitrogen dioxide, one of the seven main air pollutants. The primary source is vehicle emissions. Government has set health based standards for main pollutants. Scientific modelling completed in 2000 showed that the target level of NO<sub>2</sub> is likely to be exceeded in many areas of Greater Manchester by 2005, including parts of Oldham Borough.

**Nuisance** has no definition in law but is interpreted as something that affects the comfort and convenience that an individual can reasonably expect to enjoy.

**Open Space** is areas of land which may serve a variety of purposes, including parks, sportsfields, extensive school grounds, cemeteries, formal gardens and landscaped areas.

**Open Space Standards** The open space standards used in Oldham are derived from National Playing Fields Association standards. These specify the minimum amount of different types of open space expected to be provided throughout the Borough. It is recommended in Planning Policy Guidance note 17 that local authorities should set their own open space standards.

**Out of Centre** A location that is clearly separated from a town centre, but not necessarily outside the urban area.

**Parking, Dual use of** Where two or more developments use a car park at different times of the day or on different days of the week.

**Parking, Shared use of** Where two or more developments use a car park at the same or overlapping times of the day.

**Passive solar power** the energy freely available from sun, daylight and air currents.

**Permaculture** A means of producing crops based on a system which replicates natural ecosystems.

**Permeability** The degree to which an area has a choice of pleasant, convenient and safe routes through it.

**Permitted Development** Certain types of development which do not require planning permission. They are detailed in the Town and Country Planning (General Permitted Development) Order 1995 and the Town and Country Planning (Use Classes) Order 1987.

**Photovoltaic** Cells employing solar radiation (the heat from the sun) to generate electricity.

**Planning and design brief** A formal document informing developers and other interested parties of the constraints and opportunities presented by a site, and the type of development expected or encouraged by local planning policies. To achieve status as SPG, a planning and design brief needs to be subject to consultation. (To be distinguished from a development brief which is the document prepared by a Council to promote development of a site, usually in its own ownership).

**Planning Obligation** An agreement made between the local planning authority and another party, which concerns a particular aspect of or is associated with a development. It is usually made in connection with the granting of planning permission through Section 106 of the Town and Country Planning Act 1990.

**Planning Policy Guidance Notes (PPGs)** Planning Policy Guidance Notes set out the Government's policies on different aspects of planning. Local planning authorities are required to take their content into account in preparing their development plans. The guidance may also be material to decisions on individual planning applications and appeals. At the time of writing there are PPGs on the following topics:

PPG1 General Policy and Principles

PPG2 Green Belts

PPG3 Housing

PPG4 Industrial and Commercial Development and Small Firms

PPG5 Simplified Planning Zones

PPG6 Town Centres and Retail Developments

PPG7 The Countryside - Environmental Quality and Economic and Social Development.

PPG8 Telecommunications

PPG9 Nature Conservation

PPG10 Planning & Waste Management

PPG11 Regional Planning

PPG12 Development Plans

PPG13 Transport

PPG14 Development on Unstable Land

PPG15 Planning and the Historic Environment

PPG16 Archaeology and Planning

PPG17 Sport and Recreation

PPG18 Enforcing Planning Control

PPG19 Outdoor Advertisement Control

PPG20 Coastal Planning

PPG21 Tourism

PPG22 Renewable Energy

PPG23 Planning and Pollution Control

PPG24 Planning and Noise

PPG25 Development and Flood Risk.

**Pollution** Pollution can result from the release of energy (eg. sound, light, heat) or of matter (solid, liquid, vapour, dust and gases) to the environment, thereby adversely affecting human populations, ecosystems, water courses, air quality and soil quality.

**PPGs** Please see Planning Policy Guidance Notes

**Previously developed land** is defined in Planning Policy Guidance Note 3 Housing as: "land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure. The definition covers the curtilage of the development. .... The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures. The definition excludes land and buildings that are currently in use for agricultural or forestry purposes, and land in built up areas which has not been developed previously (e.g. parks, allotments ...). Also excluded is land that was previously developed but where the remains of any structure or activity have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings) and where there is a clear reason that could outweigh the re-use of the site - such as its contribution to nature conservation - or it has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment."

**Prime Shopping Frontages** Key frontages of the Town and District Centres predominantly in retail use

**Public Local Inquiry** The forum at which all unresolved objections to the draft Unitary Development Plan after the second deposit stage are heard by an independent inspector.

**Public realm** The parts of a village, town or city (whether publicly or privately owned) that are available, without charge, for everyone to use or see, including streets, squares or parks.

**Public Space** Amenity space to which the general public have unrestricted access at all times.

**Public transport** Public transport services include buses, Ring and Ride (for people with mobility impairments), Metrolink, local rail, and other forms of public transport defined as such in the GM Local Transport Plan. For example, a 'demand responsive' system arranged by the GMPTE, such as a shared taxi or mini-bus service, would be considered public transport.

**Public transport accessibility**

Very good accessibility: within 400 m of a frequent bus route, including but not limited to Quality Bus Corridors, AND 800 m of a rail station or future Metrolink stop, thus offering a choice of modes. (A frequent bus route is defined as a route with a service, or a combination of services, running at a minimum of every 10 minutes daytime Monday to Saturday and running evenings and Sundays.)

Good accessibility: within 400 m of a frequent bus route (as above) OR 800 m of a rail station or future Metrolink stop.

Satisfactory accessibility: within 400 m of a bus route with a service, or a combination of services, running at a frequency of two per hour daytime Monday to Saturday.

Basic accessibility: within 400 m of a bus route with a service, or a combination of services, running daytime Monday to Saturday.

**Regional Planning Guidance (RPG)** Guidance provided by Regional Government Offices comprising a broad spatial strategy within which local authority development plans and local transport plans should be prepared. At the time of preparing this plan, Regional Planning Guidance for the North West (RPG13) 1996 was itself being reviewed, therefore this plan was prepared within the context of the draft RPG document 'People, Places & Prosperity' prepared by the North West Regional Assembly.

**Renewable energy** This is defined as energy which occurs naturally and repeatedly in the environment (Planning Policy Guidance Note 22 Renewable Energy). By current convention, the definition also includes combustible or digestible industrial, agricultural

and domestic waste material. This may change in the future but for the purposes of this plan, they are included.

**Replacement Plan** (as opposed to alterations) Replacement Plans are complete new plans and are used where the existing plan is substantially out-of-date and the scale of alterations needed is fundamental. Alterations to plans are more likely to be appropriate where a partial rolling forward of the plan is needed, or where forecasts or assumptions have changed, or where additional policies are needed to deal with previously unforeseen issues.

**RPG** Please see Regional Planning Guidance.

**Scale** The impression of a building when seen in relation to its surroundings, or the size of the parts of a building or its details, particularly as experienced in relation to the size of a person.

**Sites of Biological Importance (SBI's)** areas recognised by the Council as being of particular interest by reason of any flora, fauna, geological or landscape features which require protection and preservation.

**Sites of Special Scientific Interest (SSSI's)** areas recognised by English Nature as being of special interest by reason of their flora, fauna, geological or landscape features and which have statutory protection to preserve these features.

**Social Inclusion/Exclusion** There are many definitions of social inclusion and exclusion. A simple definition is "the deprivation of opportunity to participate in society." Aspects of people's participation in society include:

- ?? having a job, or taking part in education;
- ?? having a network of family and social contacts;
- ?? enjoying collective leisure activities;
- ?? taking part in community activities; and
- ?? living in confidence and without fear for their own safety.

**SRB6** Sixth round of the Government's Single Regeneration Budget, a grant programme to support a range of improvements (physical, environmental, education and training, etc.) in a specific urban area. In Oldham Borough, the SRB6 area includes all of Werneth ward, most of Hollinwood ward and part of Chadderton South ward and the programme runs for a seven year period, from 2000 to 2007.

**Sunrise Industries** consist of 7 target business sectors that have been identified in the North West Regional Development Agency's Regional Strategy. These have been identified as:

- ?? Environmental technologies;
- ?? Life science industries (biotechnology and pharmaceuticals);

- ?? Medical equipment and technology;
- ?? Financial and professional services;
- ?? Tourism;
- ?? Computer software and services/internet-based services; and
- ?? Creative industries, media, advertising and public relations.

**Supplementary Planning Guidance (SPG)** Additional planning advice to support and expand the policies and proposals of the Unitary Development Plan. Whilst not forming part of the plan, such guidance may be taken into account as a material consideration when planning applications are considered. Such guidance is publicly available and subject to public consultation during its preparation, and is subsequently subject to review.

**Sustainable development** Defined by the Bruntland Commission (1987) and quoted in PPG 1 as “Development which meets present needs without compromising the ability of future generations to achieve their own needs and aspirations” The UK’s strategy for sustainable development “ A Better Quality of Life” was published in 1999 and highlights the need for environmental improvement, social progress and economic success to go hand in hand.

**Sustainability** Please see Sustainable development

**Sustainability Appraisal** A sustainability appraisal is a process which tests the consistency and performance of a policy or plan and their objectives against sustainability objectives. Sustainability objectives range from reducing poverty to reducing emissions of gases which contribute to climate change to protecting and enhancing endangered and valued species and habitats.

**Topography** The general lie of the land, particularly slope.

**Top up shopping** Trips to purchase perishable products that do not last, such as milk and bread.

**Urban Renaissance** is an approach to urban regeneration founded on the principles of design excellence, social well-being and environmental responsibility within a viable economic and legislative framework. This is set out in the Urban Task Force publication “Towards an Urban Renaissance”.

**Use Classes Order** The different uses to which land can be put are classified for planning purposes in the Town and Country Planning (Use Classes) Order 1987: The Order is in four parts as shown below:

- A1- shops
- A2- financial and professional services
- A3- food and drink
- B1- business (offices/ light industry)

- B2- general industry
- B8- storage and distribution
- C1- hotels and hostels
- C2- residential institutions
- C3- dwelling houses
- D1- non-residential institutions
- D2- assembly and leisure
- Sui generis- all other uses not specified

**Vista** An enclosed view, normally a long narrow one.

**Vitality and Viability** This expression is used in relation to the Town and District Centres' ability to: retain and develop a wide range of attractions and amenities including shops, offer an attractive environment, provide good accessibility to and within the centre, and attract continuing investment in the development of new, or refurbishment of existing, buildings.