

Oldham

Local

Development

Framework

**Development Plan Document -
Joint Core Strategy and
Development Management Policies**

Adopted 9 November 2011



Oldham
Council

1	About this document	3
2	Introduction and Spatial Portrait	4
3	Vision	29
4	Objectives	35
5	Part 1: Core Strategy - The Way Forward	38
	The Preferred Way Forward for the LDF	38
	Key Diagram	45
	Policy 1 Climate Change and Sustainable Development	46
	Policy 2 Communities	51
	Policy 3 An Address of Choice	54
	Policy 4 Promoting Sustainable Regeneration and Prosperity	59
	Policy 5 Promoting Accessibility and Sustainable Transport Choices	62
	Policy 6 Green Infrastructure	66
	Policy 7 Sustainable Use of Resources - Waste Management	72
	Policy 8 Sustainable Use of Resources - Minerals	74
6	Part 2: Development Management Policies	76
	Policy 9 Local Environment	76
	Policy 10 Affordable Housing	80
	Policy 11 Housing	84
	Policy 12 Gypsies, Travellers and Travelling Showpeople	86
	Policy 13 Employment Areas	88
	Policy 14 Supporting Oldham's Economy	92
	Policy 15 Centres	98
	Policy 16 Local Services and Facilities	103
	Policy 17 Gateways and Corridors	105
	Policy 18 Energy	110
	Policy 19 Water and Flooding	117
	Policy 20 Design	121
	Policy 21 Protecting Natural Environmental Assets	124
	Policy 22 Protecting Open Land	131
	Policy 23 Open Spaces and Sports	133
	Policy 24 Historic Environment	138
	Policy 25 Developer Contributions	141

1 About this document

If you would like to receive this information in another format, such as large print, Braille, audio or alternative languages, please call us on telephone number 0161 770 4061.

The Planning and Compulsory Purchase Act 2004 introduced a new planning system called a Local Development Framework (LDF). The LDF will direct the future development pattern of the borough and will eventually replace the 2006 Unitary Development Plan (UDP) which is the borough's current land use plan. The LDF forms part of the borough's Development Plan. Development Plans guide and control the use of land. The LDF will be a folder of different planning documents called Development Plan Documents (DPD) and Supplementary Planning Documents (SPD). DPDs are subject to independent examination and form part of the Development Plan. SPDs are not subject to independent examination and are not part of the Development Plan, but they are material planning considerations in the determination of planning applications. Appendix 10 sets out the status of the UDP policies once this DPD is adopted.

What is the joint Core Strategy and Development Management Policies Development Plan Document?

The purpose of the Core Strategy Development Plan Document (DPD) is to set out the long-term vision and objectives for the borough. It will also contain a planning and development strategy, policies and a monitoring and implementation framework. The Development Management Policies DPD will set out policies that will manage development in the borough. Here in Oldham, the Core Strategy DPD and the Development Management Policies DPD will be prepared as a single document called the 'Joint Core Strategy and Development Management Policies Development Plan Document'. From this point on, it will be referred to simply as 'the joint DPD'.

2 Introduction and Spatial Portrait

Summary of the main issues and key challenges we face

- 2.1** Our challenge is to improve the quality of people's lives and our communities here in the borough. To do that we need to make sure Oldham plays to its strengths and pulls its increasing weight in Greater Manchester. We also need to take advantage of our links to Leeds. We will also work with the Peak District to reflect its particular characteristics and the benefits that come from being so close to the national park.
- 2.2** We want to make the borough an address of choice. To do so we need to meet the housing needs and demands of all sections of the community by improving the choice, quality and affordability of new homes. This will be achieved through securing housing-led regeneration, the reuse of brownfield sites and appropriate housing mix. The Oldham Rochdale Housing Market Renewal Pathfinder (HMR) will be a key player here.
- 2.3** Alongside improving our housing offer, we also want to change our local economy with a shift towards low carbon industries and technologies. Improving prosperity will help address worklessness, tackle deprivation and promote economic well-being. We will build upon being a university town to increase education and skills by working with partners on the new and remodelled schools programmes. Also our outstanding higher and further education colleges - the Oldham College and the Oldham Sixth Form College - and our own university, the University Campus Oldham which is a successful part of the University of Huddersfield, will be key players in helping deliver on our aspirations.
- 2.4** The limited supply of available developable land acts as a constraint on our future plans for providing new jobs. This reflects our tight Green Belt and the topography of the borough. Our approach towards employment land is to keep the best and recycle the rest, including old industrial sites and mills. Our 'centres' act as a focal point for local communities, and we need to improve their offer. In Oldham Town Centre this includes plans for some key sites, such as the Old Town Hall, and addressing the challenges posed by the night-time economy. Making it easier for people to get to jobs, here in the borough or in Manchester City Centre and our neighbouring districts key sites, is also a challenge. Traffic congestion and its impacts on bus journey times and reliability, the integration of development with the transport system, motorway based commuting to employment sites, and the need to encourage travel by sustainable modes are challenges we face. Metrolink will be a key element in improving accessibility.
- 2.5** Our local natural, built and historic environments play a crucial part in so many aspects of life in the borough, for example liveability, health, people's perceptions of safety, community cohesion, it's image. We need to protect people's amenity and improve local environmental quality. Achieving sustainable developments through using our resources wisely, securing the right locations and ensuring the high-quality design and construction of new buildings are ways we will face the challenges posed by climate change. Protecting our quality open spaces and encouraging healthy lifestyles, more play and physical exercise are integral to improving health and well-being.

Our key assumptions

- 2.6** In addressing these issues and challenges we have had regard to national policies. Some planning matters, such as securing high quality design and construction, are taken as read. In addition, some of our key assumptions are:
- a. no changes to our current Green Belt boundaries;
 - b. the number of new homes we will plan for is at least 289 per annum (net of clearance) on average over the plan period, the amount that will be on brownfield land is at least 80% per annum and the requirements for affordable homes is based on national guidance (sites threshold of 15 dwellings or more);
 - c. our provision of new employment land (approximately 82 hectares) will contribute to Greater Manchester's overall supply;
 - d. we will promote alternatives to people using the private car, such as public transport, walking and cycling;
 - e. that work at the Greater Manchester level has informed our approach to energy;
 - f. that detailed waste and minerals matters will be dealt with by the Greater Manchester joint plans which are being prepared by the Geological Unit; and
 - g. that a number of on-going programmes, such as the LIFT health and well-being programme, the Metrolink proposals, HMR, and a range of environmental regeneration initiatives, will proceed alongside preparation of the LDF.

Spatial Portrait

Setting the Scene

- 2.7** Oldham is situated in the north east of Greater Manchester. It covers an area of 55 square miles. Our metropolitan neighbours include Rochdale, Manchester and Tameside in Greater Manchester, and Kirklees and Calderdale in Yorkshire. Parts of Saddleworth are in the Peak Park. The borough is made up of the town of Oldham itself and the areas of Shaw, Royton, Lees, Hollinwood, Failsworth, Chadderton, Uppermill, Greenfield, Delph, Dobcross, Denshaw, Diggle, Austerlands, Grasscroft, Grotton, Lydgate, Scouthead and Springhead. The borough contains a residential population of approximately 220,000, with approximately 90,000 households.

Figure 1 The borough and its surrounding areas



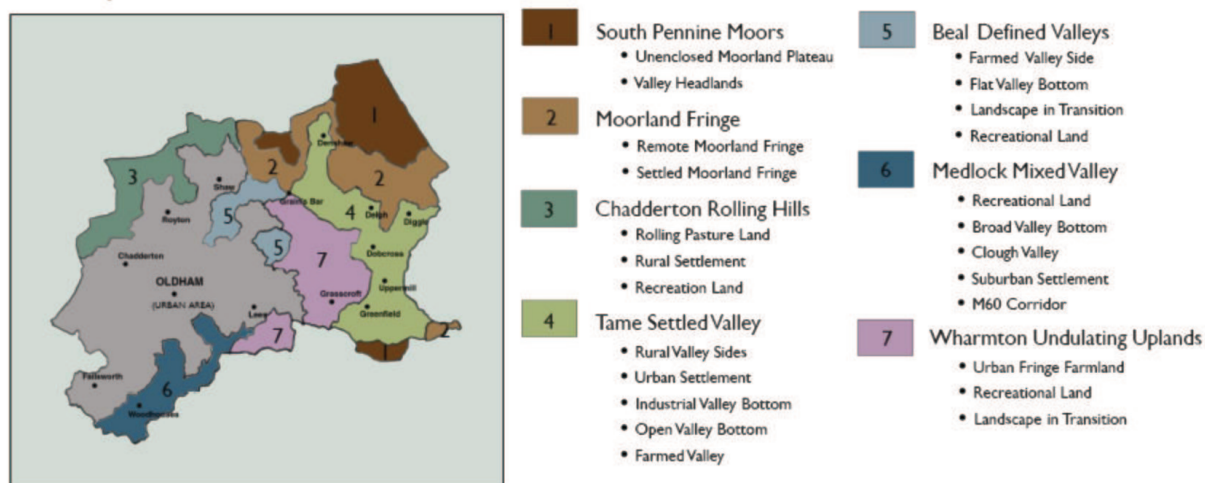
- 2.8** The borough is one of contrasts with significant levels of deprivation but also areas of prosperity. The many distinct areas that make up the borough, and their communities, are a source of strength locally and to the sub-region that are to be celebrated and which contribute to the local distinctiveness and character of the borough. Spatially, the borough is also, in many ways, an area of physical constraints. Pennine moorland dominates the eastern side of the borough, part of which falls within the Peak Park. It consists of a large area of countryside with a settlement pattern of densely settled river valleys, dispersed farmsteads and open moorland. To the west, most of the borough has an urban character reflecting its industrial legacy and proximity to Manchester. Much of the west and centre of the borough was originally developed at high densities, and there are less green spaces here, which are often a precious asset to the local area.
- 2.9** Land within the borough is not an unlimited resource. Developable land within the borough, which is already constrained by our Green Belt boundaries and the borough's topography, has many competing uses. The recycling of previously developed land as a means of promoting regeneration, environmental protection and sustainable development will be critical. For example, due to the nature of the borough there are industrial sites located within predominantly residential areas that may no longer be suitable for today's business needs and therefore it may be that these would be better developed for other appropriate uses.
- 2.10** The LDF will address the borough's future development needs, including housing, employment, education, leisure and open spaces. It has to take account of a wide range of issues that can sometimes be in conflict, however it will do so in ways that contribute towards the achievement of sustainable development and inclusive communities and adapts and mitigates the effects of climate change.

Where we have come from...

- 2.11** Oldham rose to prominence during the 19th Century as an international centre of manufacturing. It was amongst the first industrialised towns. Following the decline of the textile industry Oldham diversified into other sectors, however these are now experiencing decline. This has left us with a legacy of dense urban areas comprising terraced properties developed during the industrialisation of the town. These residential areas sit alongside large mill buildings, many of which are landmark buildings contributing to the borough's local distinctiveness and character. Many mills, however, are in need of repair, becoming derelict, underused and costly to refurbish and failing to meet the needs and standards of modern businesses.
- 2.12** The landscape of Oldham and the South Pennines is a product of a complex interaction between human influences and environmental responses. Its special character can be attributed to the mixture of landscapes generated through the industrial revolution combined with the 'prehistoric landscapes' still to be found on the upland areas. With very little separation between them, these landscapes present a unique and visually contrasting representation of Oldham's landscape evolution.
- 2.13** The map below shows the seven landscape areas that have been devised to represent the variations in character. Each of the wider landscape character areas has been further sub-divided into separate landscape character areas. These discrete geographical types possess common characteristics with the areas but have a distinct and recognisable local identity.

Figure 2 Oldham Landscape Character Areas

Landscape Character Areas



- 2.14** Farming practice has had a major influence on the borough's rural fringe landscape character. It was the testing conditions of the upland landscape that lead to the development of the dual economy of farming and textiles. This dual economy, along with the natural limitations of the land, has meant that farming has not grown to the same degree as in surrounding lowland areas. The close links between the industrial/urban and rural economy is one of the distinctive

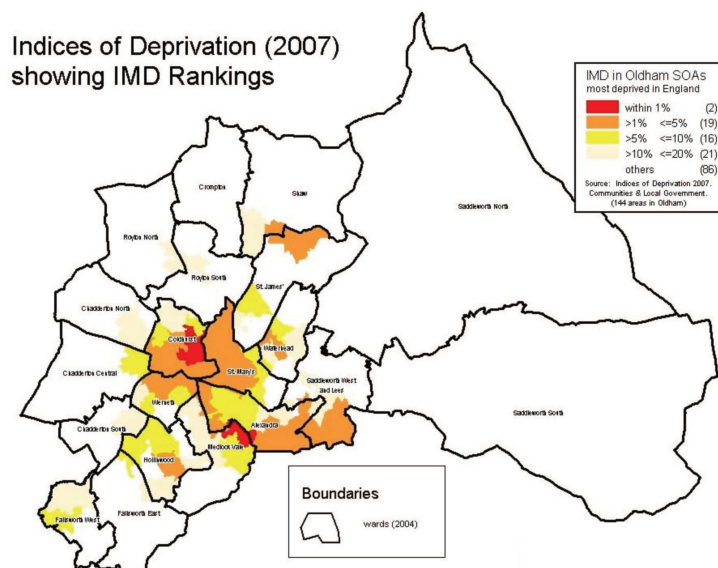
features of the area. In many respects, the valued landscapes and habitats that exist on the fringes are a direct by-product of past management practices. For example, mill ponds and the ‘tight knit’ development of the settled valleys near their source of power.

- 2.15** With the influence of the Pennine Moors so strong, it is the cultural living landscape, represented by its people that reinforce the special link between people and place. As less people work in rural jobs, the understanding of how the land and the landscape has evolved to serve the community is lost. What might appear as minor landscape features, such as sunken lanes or building foundations, could be important historical features such as turnpikes or water mills. It is important that the protection, enhancement and interpretation of the landscape are considered alongside measures that re-invigorate the economy. Only in this way will the borough balance its wonderful landscape with economic development and secure successful regeneration.

Where we are now... and the challenges we face

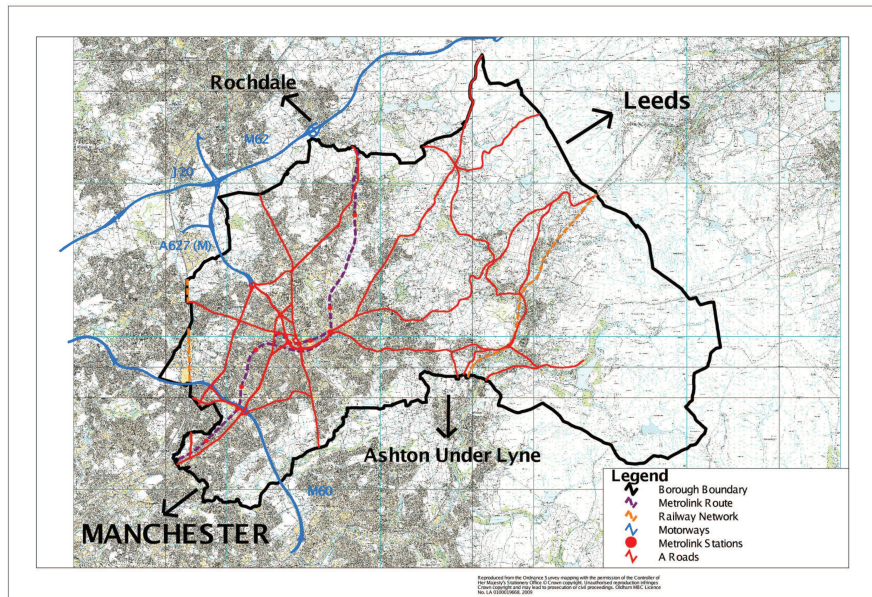
- 2.16** Oldham remains dependent on manufacturing with approximately one-sixth of the borough's employees employed in this sector compared with one-in-nine nationally. The borough's economy is under-performing; Gross Value Added (GVA) per head for Greater Manchester North is 36% lower than the national level. Business formation is low.
- 2.17** Pockets of deprivation are particularly concentrated around the inner Oldham area. The borough is the 42nd most deprived local authority area in the country, although this has improved from the 33rd most deprived in the mid 1990s. The borough's unemployment rate is above the Greater Manchester and national averages. Average gross weekly wages of a full time worker in the borough are below United Kingdom levels.

Figure 3



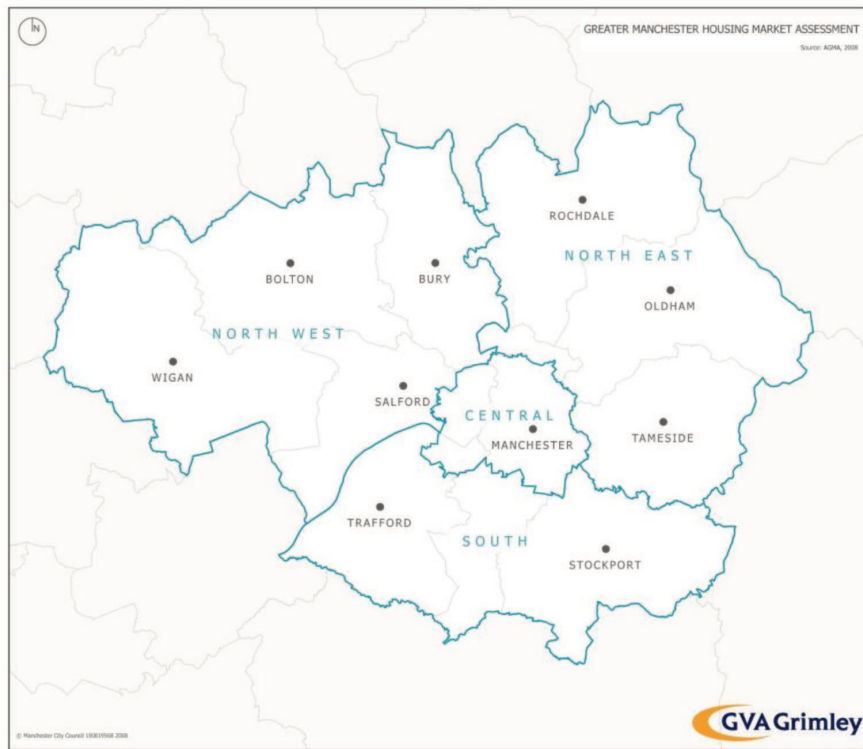
- 2.18** Approximately over one-third of the borough's population, aged 16-74 years old, are without qualifications. The percentage of Oldham school pupils achieving 5 or more A to C* grades at GCSE (including Maths and English) in 2009 was 46.7%, below the England-wide proportion (49.8%).
- 2.19** The borough achieved university status in 2005 through its links with the University of Huddersfield. Due to the success and aspirations of University Campus Oldham, the University has recently expanded with the opening of its new university teaching centre in October 2008. It provides business training and support services and a range of undergraduate courses. Other further education establishments include the Oldham College and the Oldham Sixth Form College which offer a range of academic and vocational education courses designed to meet the needs of all students. Although things are improving there is still much to be done to improve education and to retain skilled people within the borough.
- 2.20** Oldham has good transport connectivity with its road and motorway network links, including the A62, A627(M), A663, A671, A669, A635 and easy access to the M60 and M62. Metrolink will be up and running over the next few years. These transport links offer locational advantages for the borough with opportunities for accessing two major centres of importance, Manchester and Leeds, and also Manchester airport. The rail network in Oldham provides connections to West Yorkshire and Manchester and beyond. Oldham also has two Quality Bus Corridors at Manchester-Oldham-Saddleworth (A62/A669) and Rochdale-Oldham-Ashton (A671/A627). There is a new central bus station in Oldham Town Centre. These public transport links are very important to ensure accessibility and sustainable development and also to Oldham's economic and social prosperity, even more so as car ownership in the borough is below the national average. Sections of the Strategic Road Network experience peak traffic flows which can reduce journey time reliability. The challenge of addressing the additional trip generating developments will be essential to facilitating the joint DPD. Table A (see page 25) defines the key issues which have been identified in partnership with the Highways Agency to ensure that the long-term plan can be realised without compromising the operation of the Strategic Road Network.

Figure 4 Main Transport Network



- 2.21** There are many challenges affecting the borough's housing market today. The borough has an unbalanced housing market with low proportions of detached properties and very high proportion of terraced properties. The supply of current homes does not match the needs and demands of people in the borough and Greater Manchester. In particular, there is a need for larger family accommodation within the borough.
- 2.22** The vacancy rate was 5.65% as of May 2009 when there were 5,341 empty properties across Oldham. Long-term empty houses create a number of problems within the borough, including reducing the number of homes available to those in need and increasing the pressure for new housing.
- 2.23** The availability of affordable housing within the borough has significantly reduced due to a combination of house price inflation, reduction in council-owned stock and an increasing buy to let market. Oldham's relatively low wages also mean that many people are unable to buy a house. Levels of overcrowding within the borough (7% of housing stock in 2001 (Census)) further compounds the affordability situation. Over recent years, progress has been made in the provision of affordable housing, including through new residential development. Since April 2009 207 affordable homes have been delivered, which is over three times the level from 2008/09 and the largest number in recent years.

Figure 5 AGMA Housing Market Areas

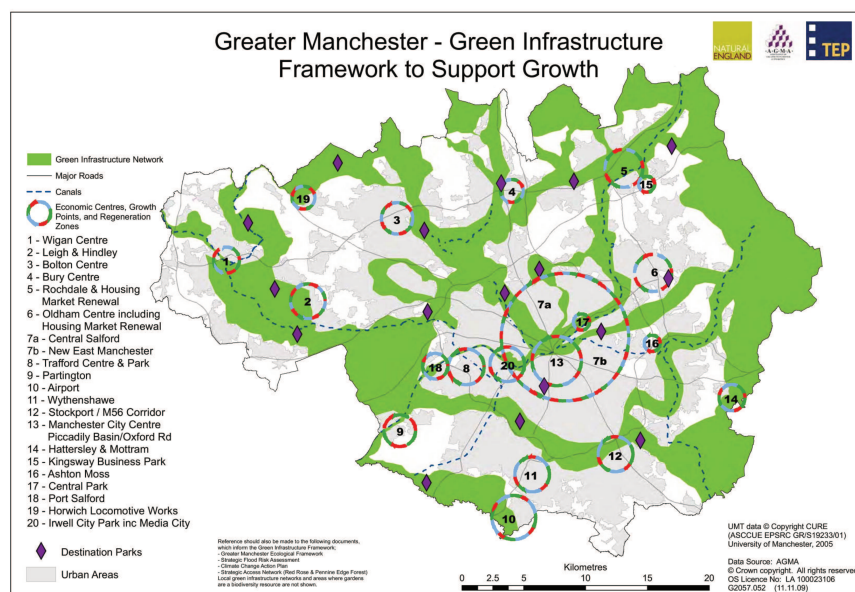


2.24 Oldham Town Centre and the seven centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill are the main focus for retailing in the borough, including independent shops. These centres function as the hub for local communities, providing a focus for a range of social, civic and community services and activities close to people's homes. Elsewhere, small clusters of shops and neighbourhood shops also provide a role in meeting local needs. Out-of-centre retail parks, such as Elk Mill and Alexandra Retail Park, also form a significant part of the retail offer in the borough. Oldham Town Centre and the other seven centres will remain the focus for new major retail and leisure developments. The opening of Gallery Oldham and the Oldham Library and Lifelong Learning Centre are significant achievements in recent years. The challenges are how to improve the offer so that the vitality and viability of our centres are enhanced. This is particularly the case in Oldham Town Centre, where a real challenge is posed by the need to improve the night-time economy with its current reputation for binge-drinking and anti-social behaviour that can put off sections of the community from visiting and can detract from the image of Oldham.

2.25 Over half of the borough is open land that provides an attractive setting to built up areas and is an important natural resource supporting agricultural, tourism and recreational activities. The majority of the open land is designated Green Belt or locally protected open countryside. Woodland cover at 3% is below the national average, although this must be seen in the context of the wide extent of open moorland here. River valleys and waterways, including the Rochdale Canal corridor and the Huddersfield Narrow Canal, which have recently been restored, provide habitats and corridors for wildlife, as well as opportunities for recreation, tourism and regeneration.

2.26 Heritage and conservation is very important within the borough. There are 36 conservation areas totalling 251 hectares, 533 listed buildings, three registered parks and gardens and three registered scheduled ancient monuments, all of which contribute to the character and local distinctiveness of the borough. There is also a range of nature conservation areas, from international through to those of local importance. These include five Sites of Special Scientific Interest (SSSI), 36 Sites of Biological Importance (SBI), one Local Nature Reserve, one Special Protection Area for Birds (SPA) and two Special Areas of Conservation (SAC). The South Pennine Moors, which is designated SPA and SAC, as well as SSSI and SBI, has the highest degree of international importance for birds and habitats.

Figure 6



2.27 Open space, sport and recreation provision helps to underpin people's quality of life. It has a key role to play in the protection of the environment: supporting biodiversity, animal habitats and nature conservation; and combating the effects of pollution. This supports the Biodiversity Duty, introduced by the Natural Environment and Rural Communities Act (October 2006), which states that public authorities have a duty to have regard to the conservation of biodiversity in exercising their functions. However, open spaces within urban areas can come under pressure for development primarily due to the need for urban renewal and the protection of the Green Belt. New residential developments also place pressure on existing open space, sport and recreation provision as new developments result in more residents in an area. Even individual new dwellings and small developments can cumulatively result in pressure on existing facilities. A recent audit ⁽¹⁾ of open space, sport and recreation provision within the borough shows that we have 1,596 hectares. Open spaces in the borough vary in quality and accessibility, however there are seven open space spaces within the borough that have Green Flag status – Alexandra Park, Brownhill Centre Nature Garden, Chadderton Hall Park, Coalshaw Green Park, Foxdenton Park, High Crompton Park and Stoneleigh Park.

1 Open Space Study, PMP consultants and Oldham Council, 2006-2010.

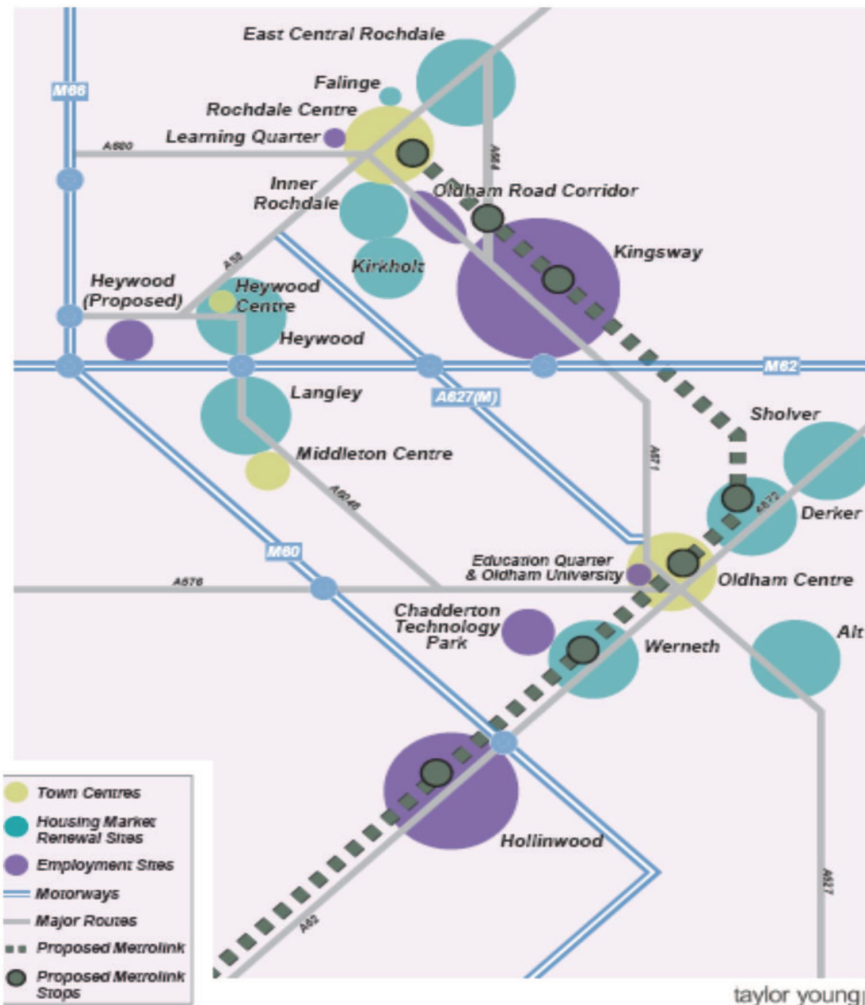
- 2.28** As part of the borough's green infrastructure there is an extensive Rights of Way network, with 805 numbered paths, totalling 430 kilometres. The Pennine Way and the Pennine Bridleway are two long distance routes that run through the borough. Other locally important routes include the Oldham Way, Medlock Valley Way, Stanedge Trail and Crompton Circuit. As well as providing access to parts of the borough these also provide access to neighbouring areas, including Tameside, Manchester and the Peak Park. Due to its open nature the network is mainly in the east of the borough and there is a need to develop links from the urban area through to the open countryside so as to encourage greater access and use of the recreational opportunities, particularly as this will help with promoting healthy lifestyles.
- 2.29** Flood risk in the borough arises from many potential sources. The main issues in the borough appear to be from surface water, followed by canals. Fluvial flooding is less of a problem in the borough due to the steep nature of the river valleys and limited floodplain in the upper reaches of the Rivers Beal, Irk, Medlock and Tame. As the borough lies at the top of the catchment, surface water tends to flow quite quickly into the river system. The lower lying areas to the west of the borough such as Chadderton and Failsworth are at greatest susceptibility to surface water flooding. In terms of flooding from sewers Oldham is one of the local authorities with the least number of recorded flood incidents in Greater Manchester and there are relatively few reported incidents of groundwater flooding in the borough. The canals do not generally pose a direct flood risk as they are a regulated water body. The residual risk is associated with the lower probability events such as overtopping and/or the breaching of embankments. Oldham is heavily urbanised in places and many watercourses have been culverted or diverted to make space for urban growth. The borough has 11,702 kilometres of culverted watercourses. Some watercourses were in-filled or disconnected as the need for water supply to mills or other industries ceased. The condition or standard of culverted or hidden watercourses are often unknown, but they can become blocked with debris and cause localised flooding following heavy rainfall and need to be carefully managed.

Our role in Greater Manchester and beyond

- 2.30** Oldham is located in the north east of Greater Manchester. The sub-region represents the largest economy outside London and the south east, forming the powerhouse of the northern economy.
- 2.31** Greater Manchester has set ambitious but achievable targets for growth. There are marked differences in economic performance and prosperity within the sub-region. As a generalisation the districts in the north, including Oldham, have been experiencing lower GVA growth and private sector investment, than those in the south or Manchester City Centre. The intention of the Greater Manchester authorities is to close this gap, by accelerating the process of regeneration in the northern districts, and thereby strengthen the whole of Greater Manchester.
- 2.32** This ambition is also reflected in the Manchester Independent Economic Review (MIER), which has been prepared to inform the economic strategy for Greater Manchester. In terms of the future, MIER reports that the positioning of Oldham is important, in particular improving connectivity with the rest of the conurbation and improving skill levels. It identifies that more investment is required and that the policy focus is needed to attract that.

-
- 2.33** The Manchester Multi-Area Agreement (MAA) and the Greater Manchester Strategy will help to deliver and co-ordinate the ambitious plans for growth and development, and provide a link between work that is going on at the local and higher levels.
- 2.34** Being part of Greater Manchester's economy can be an enormous advantage to the borough and we must make sure we seize the opportunities this presents. In particular, we need to take advantage of the nearby job and business opportunities in Manchester City Centre and at our neighbouring district's key sites (such as at Kingsway in Rochdale, Ashton Moss in Tameside, and Central Park and at Manchester Piccadilly Basin/Oxford Road Area in Manchester). These offer opportunities for Oldham's workforce to gain employment, however it is recognised that access by public transport to these sites is an issue that needs to be addressed by transport initiatives across Greater Manchester.
- 2.35** Our relationship with Rochdale is particularly well developed. We are joint partners in HMR. Oldham also forms part of Greater Manchester's north east housing market with Rochdale (and also Tameside and the Moston and Blackley neighbourhoods of Manchester). We have formed an economic and skills alliance (Oldham Rochdale Economic and Skills Alliance, ORESA), which has prepared a prospectus ('investing in jobs, homes and communities') for housing, employment, investment and skills. Joint work has also been undertaken to understand the potential flood risks from the Beal catchment.

Figure 7 Oldham and Rochdale spatial priorities

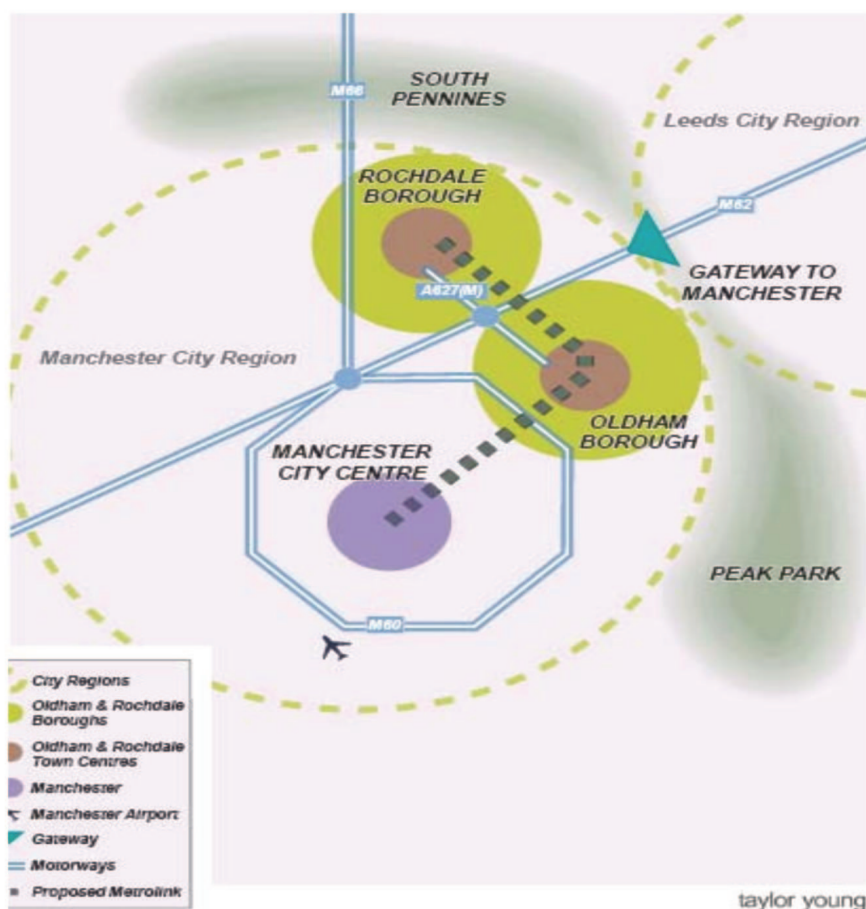


2.36 Oldham is also working with the other Greater Manchester authorities on a combined approach towards waste management and minerals resources across the sub-region. There is a need to recognise the importance of sustainable waste management and ensure that all facilities are developed in line with the principles of the waste hierarchy. Also there is a need to recognise the importance of targets for waste and, through the joint waste plan, identify and safeguard sites within appropriate locations for a range of waste management facilities, including disposal, to meet this need within acceptable environmental, economic and social parameters. There is also a need to ensure that all properties have adequate provision of facilities for the storage of both refuse and recycling.

2.37 For minerals there is need to contribute towards maintaining an adequate land bank and steady supply of aggregates, safeguarding areas for future minerals development and avoiding sterilisation of known resources where possible, and identify sites for minerals storage, processing and transfer. Also there is a need to promote the use of recycled and secondary aggregates and the sustainable transport of minerals, and to ensure the effective restoration and aftercare of minerals sites, and ensure that minerals are extracted in line with sustainable development principles.

- 2.38** Oldham has the lowest carbon dioxide emissions (CO₂) in Greater Manchester at 5.2 per capita emissions. Oldham has taken significant steps over recent years towards increasing the amount of energy that is met by renewable sources through the successful implementation of the UDP policy requiring 10% of predicted energy requirements to be provided, on site, from renewable sources in all major developments. However, there is still the need to reduce our carbon dioxide emissions, contribute towards meeting national targets and provide a policy framework that reflects national guidance. Oldham has worked with the Greater Manchester authorities on the Energy Study and will continue to work with Greater Manchester in taking forward a co-ordinated approach to energy planning. Issue 4 of Table A acknowledges the air quality forecasts which have been modelled through the transport modelling assessment. The council and the Highways Agency will work together on the Site Allocations DPD in line with the Protocol (see paragraph 2.85-2.86 for further details.)
- 2.39** The borough also has linkages with other areas given its location and transport links. It adjoins Yorkshire, having shared boundaries with Calderdale and Kirklees. It also adjoins the East Midlands, with part of Saddleworth lying in the Peak Park and under the planning responsibility of the National Park Authority. In respect of the Peak Park, we have worked to ensure that the policy frameworks of Oldham Council and the National Park are generally consistent with each other insofar as they relate to Saddleworth. This is particularly so for our approach towards landscapes.
- 2.40** We need to maximise the advantages and benefits arising from our location. Not only in terms of the local economy and jobs, but also the available opportunities for recreation and leisure to improve the health and well-being of the borough's people and communities. Oldham is not a lone player. Our plans for the borough's future success are based on playing an active role in Greater Manchester and making a positive contribution to the wider agenda.

Figure 8 Oldham's links to Greater Manchester and beyond



Where we are going... and how the borough will change by 2026

2.41 Since 2001, the population of Oldham has increased by a modest degree; from 217,300 in 2001 to 218,200 in 2008. In terms of age structure, the population of Oldham is younger than the national average, and also that of other local authorities in Greater Manchester. However, the proportion of the working age population and the proportion of people of retirement age or older are both smaller than the average for England. Forecasts show an increase in Oldham's population between 2008 and 2026, however the degree of increase varies with the 2026 population ranging between 224,400 and 239,000. There will be a significant growth in the number of people of retirement age or above, with increases ranging in percentage terms from 26% to 31%. In terms of ethnic composition, around one-in-six people in Oldham are from black and ethnic minority groups. By 2022, forecasts show that this proportion will increase to almost one-in-four as a result of growth in the size of Oldham's Pakistani and Bangladeshi heritage communities. Life expectancy, on average, in the borough for both men and women is below the average in England, and within the borough this varies by as much as five years for men and almost seven years for women across different areas.

- 2.42** Regeneration is an integral part of the borough's past, present and future. The future direction of the borough is based around regeneration. The key to this is recognising that economic growth, diversification and prosperity and the quality and choice of local housing are intertwined. At the heart of the LDF will be the need to achieve sustainable economic regeneration and renewal of local housing markets, whilst at the same time mitigating and adapting to climate change and promoting sustainable development.
- 2.43** There are a number of important plans, policies, programmes and strategies at the international, United Kingdom, Greater Manchester and local levels that influence the LDF. The LDF will reflect these ideas and aspirations that will give physical expression to a transformed and regenerated borough over the next 15-20 years. The LDF does not operate in isolation; this joint DPD is not starting afresh, but will build on a number of continuing strategies that have proved to be successful. The higher-level documents include the Greater Manchester Strategy, the ORESA Prospectus, 'Oldham Beyond', the Sustainable Community Strategy and Local Area Agreement.
- 2.44** Now, we have HMR status (along with Rochdale), the New Deal for Communities (NDC) in Hathershaw and Fitton Hill (which ends in 2010) and the plans for improving the borough's schools, as well as other programmes such as the Private Finance Initiative. These programmes form part of our response to improving the life opportunities of local residents, including education and health, as a means of tackling deprivation and improving quality of life. Other on-going regeneration activities and initiatives also include Metrolink, the plans for Oldham Town Centre, the proposals for premium businesses at Foxdenton, Hollinwood Business District and Chadderton Technology Park, and the new health and well-being centres across the borough.
- 2.45** 'Oldham Beyond', which was commissioned by the Oldham Partnership and published in 2004, sets the vision for transforming the borough over the next 20 years. Its vision was: *"A confident place, at ease with itself and celebrating in its diverse communities and landscapes – from the tight-knit terraced communities to the wild moors and valley villages to the east. A borough that is proud of its industrial past but which has reinvented its economy by making the most of the creativity and drive of its young people. The world will see the borough as a place transformed and people will be attracted to live and work in the borough by the quality of life that it offers and by its reputation for tolerance and diversity".*⁽²⁾
- 2.46** 'Oldham Beyond' envisages Oldham Town Centre as a shopping destination of choice, an aspirational place to live, a place that throngs with students from the local area and further afield, a hotbed for talent and enterprise, fizzing with creativity, a place to visit, work and study and live. It will have a broad range of activities that add to the vitality and viability of the town centre and provide for a safe and pleasant experience for all users and visitors.
- 2.47** 'Oldham Beyond' has been a key driver in taking forward the borough's ambitious plans for regeneration and development to 2020 and beyond, both locally and as part of Greater Manchester. It is firmly rooted in demonstrating how physical change can help support achievement of successful outcomes in relation to the economy, jobs and skills, cleaner, greener and safer local neighbourhoods, improved quality and choice of housing, and healthier residents living and working within more cohesive communities.

2 'Oldham Beyond', Oldham Partnership, 2004.

- 2.48** Oldham's Sustainable Community Strategy 2008-2020 (SCS) has as its vision for 2020 to make "*Oldham a place where everyone is proud to belong*" by "*increasing life opportunities for all*".⁽³⁾ It was updated in 2008 alongside the Local Area Agreement 2008-2011 (LAA) as a joint document. The LAA is subject to annual review and refresh with Government.
- 2.49** The SCS lists a series of ways to address the vision, including:
- "*Responding to economic restructuring by improving the employability of our residents, creating new and better quality employment opportunities, and improving access to the Greater Manchester jobs market.*"
 - "*Developing a cohesive and integrated society by addressing inequalities between individuals, neighbourhoods and communities (especially the most vulnerable and deprived) and encouraging interaction between people in the borough's diverse communities.*"
 - "*Providing a strategic framework to support the physical regeneration of the borough through the implementation of Oldham Beyond.*"
 - "*Improving the condition and mix of our housing stock as a strategic priority.*"
 - "*Developing Oldham's profile and improving its image within the Greater Manchester sub-region, North West and nationally.*"
 - "*Engaging and empowering our communities...*"
 - "*Taking a pre-emptive, crosscutting and preventative approach to dealing with our priority issues such as crime, worklessness and health.*"
- 2.50** The LAA links funding streams of central Government, the council and key partners to a set of agreed outcomes based on national and local priorities. The SCS and the LAA are based around three themes of economic prosperity, safe and strong communities, and health and well-being. Four crosscutting issues relating to a cohesive society, community engagement, culture, and sustainable use of resources supplement the themes.
- 2.51** HMR was established in 2003. This is a long-term programme that seeks to invest substantial resources into transforming local housing markets. Its overall aim is "*to deliver transformation in the housing markets in our area that will create sustainable communities and lead to greater community cohesion*".⁽⁴⁾ The borough's housing offer will improve as we reap the benefits from previous investments, including HMR. The emphasis will be on delivering high quality housing in sustainable locations that provide a range of homes, which are attractive to local and new residents alike at all levels on the property market. The challenge will be meeting these requirements whilst delivering the right type of housing to meet the needs and demands of the local community. Our housing land assessment indicates that there is sufficient land to meet the borough's housing requirement.

3 Oldham Sustainable Community Strategy, Oldham Partnership, 2008.

4 Transformation and Cohesion: The Housing Market Renewal Prospectus for the Oldham and Rochdale Pathfinder, 2003.

Figure 9 Oldham Rochdale HMR Pathfinder areas



2.52 Manufacturing remains an important element of the local economy but, as identified through MIER and local evidence, there is the need to diversify our economic base. The council and its key partners recognise that this involves creating and fostering an environment that supports new and existing businesses. It also involves improving the skills and education levels of the borough's children and young people.

2.53 The provision of employment land will be an important part of our plans. Proposals for the economy are focused on Oldham Town Centre, including the new Regional Science Centre Oldham, Foxdenton, Hollinwood Business District and Chadderton Technology Park. These latter three areas have good transport links, including access to the motorway, and are key locations for development of technology based businesses. These broad locations are part of the ORESA 'M60 employment zone' and form an 'arc of opportunity' that is a natural extension from Manchester City Centre. They provide significant opportunities for economic diversification to improve the borough's economy and image and help our future success.

2.54 Education and skills levels will be improved through the transforming the education agenda for secondary and primary schools. As well as the future plans for University Campus Oldham and the Oldham Sixth Form College, the Building Schools for the Future (BSF) programme presents a new approach to capital investment in secondary school buildings and facilities. The proposals will involve some secondary schools being rebuilt, replaced or renovated;

changing the way children are taught and the way facilities are used. A Regional Science Centre Oldham (the Centre) is planned to be located at the recently developed Kings Point building in Oldham Town Centre. The Centre will comprise science laboratories, exhibition areas and lecture theatres. It would expect to take up to 1,600 visitors from schools a year, plus delivering to around 1,000 Further Education students and providing several hundred Higher Education proposed places. The Centre will host science enrichment activities for primary and secondary school students and also lectures from key scientists for students and businesses alike. Part of the centre may be used by the University of Huddersfield as part of the University Campus Oldham. However, a large part of the Centre will be for the use of the Oldham Sixth Form College. The Sixth Form College aim to increase their student numbers from 2,300 to 2,500 by 2011, predominately through the expansion of their science department. It will open in 2011. The importance of education at primary and pre-school is also recognised as a key driver of the borough's future success and improvements are to be delivered through the Primary Capital Programme. These initiatives will of course have important spatial implications for the future use of land in the borough, not only with regards to the development of sites but also how their location influences the surrounding areas.

- 2.55** Transport has a major role to play in delivering the borough's vision for the future. We need to deliver growth without increasing congestion and pollution. We must ensure that all residents can easily access the opportunities across the borough and Greater Manchester in a sustainable way. Major public transport improvements are planned with proposals to extend Metrolink from Manchester City Centre to Failsworth and Hollinwood up to Oldham and on to Shaw, which will be up and running over the next few years. There are of course challenges and opportunities presented by Metrolink; the location of new development at points of greatest accessibility by public transport, walking and cycling will be important, as well as the integration with the Greater Manchester Transport Strategy and the Greater Manchester Local Transport Plan. Specific measures will be investigated to address any potential increased impacts on the Strategic Road Network through area wide and more specific assessments in the Site Allocations DPD as defined in Table A.

One Oldham...many locations

- 2.56** The borough can be looked at in many different ways: as a single entity; by wards; by physical or geographical boundaries. For the purposes of this spatial portrait, the borough is looked at in terms of its urban and rural places (although recognising there will be some degree of overlap between and within areas). We have looked at the district partnership areas, with East and West Oldham combined.

East and West Oldham

- 2.57** This inner area includes some of the most deprived parts of the borough. The need to improve health inequalities is a key challenge as average life expectancy at 74.7 years is the lowest in the borough. One in five (21.4%) of all people in Oldham have a limiting long-term illness, which is higher than the borough average (20.3%). Over one in ten people (12.7%) describe their health as 'not good' compared to the borough average of 11.2%.
- 2.58** Oldham Town Centre is at the commercial, retail and educational heart of the borough. It acts as a focal point for local communities with the Spindles Town Square shopping centre, Tommyfield Market and the Civic Centre (home to the council's main offices) all here. The

potential for the town centre is substantial, especially with the benefit of Metrolink which will improve connections within and beyond the borough. The Oldham retail and leisure study provides independent evidence that the town centre should be the main focus for major retail and leisure developments for the foreseeable future, and that the town's shopping offer can and should be improved. The challenge for the LDF will be to promote and maintain the quality of Oldham's shopping offer by providing opportunities for new developments. As well as the future of the shopping offer, the night-time economy poses a real challenge to be addressed to create a new, relaxed and safe environment for appropriate leisure uses. Hill Stores centre on Huddersfield Road is also located within this area.

- 2.59** Almost half (46.9%) of all 16 to 74 year olds have no qualifications, significantly higher than the borough and national averages. Unemployment in the area is above the borough average. Improving education and skills will be a key driver of the borough's future economic success. The higher and further education plans and proposals for the University Campus Oldham, the Oldham Sixth Form College, the Oldham College and the Regional Science Centre Oldham will be key elements of this.
- 2.60** Alexandra Park, a locally and strategically important park, is located within the area, as is Stoneleigh Park. Both are Green Flag parks. The network of open spaces within the area, contributing to the green infrastructure of the borough, is also important. These include parts of Daisy Nook and Oldham Edge. The Green Belt will be maintained. This includes a narrow strip along the southern boundary of the area between Oldham and Tameside, land including Alexandra Park and Snipe Clough that separates Hathershaw and Glodwick, and the Beal Valley which runs along the north eastern edge of this area. There are at least 27 hectares of SBI, as well as Glodwick Lows Local Nature Reserve.
- 2.61** The Medlock Mixed Valley (Landscape Character Area 6) lies in the southern part of this area and the Beal Defined Valley (Area 5) applies to the Beal Valley. Landscape types include: Recreational Land (6a), Clough Valley (6c), Farmed Valley Sides (5a), Flat Valley Bottom (5b) and Landscape in Transition (5c).
- 2.62** In Oldham Town Centre the primary flood risk is from surface water and the secondary source of flood risk is from Snipe Clough. Snipe Clough, formally known as Sheepwashes Brook, is a culverted watercourse which flows southwards through Oldham Town Centre. It feeds into two large storage tanks at Warren Lane. Excess surface water overflows from here into Glodwick Brook, a tributary of the River Medlock.
- 2.63** Our housing land assessment shows that the greatest proportion of the borough's future residential development, 60%, is within the heart of Oldham, focusing around the regeneration initiatives within the borough. Within Oldham Town Centre the emphasis is now moving toward schemes such as town houses.
- 2.64** HMR and the NDC programmes are working together to regenerate Hathershaw and Fitton Hill, to the south of Oldham Town Centre. This provides an opportunity to improve the choice and quality of homes. There are a number of cleared sites within the area, in particular within and around the Hill Farm estate, that provide an opportunity to improve the choice and quality of homes. In addition, a new neighbourhood centre is proposed including a health centre, library, youth club and local shops. The 'Borough Mill triangle' also provides a key development opportunity, combining a mix of residential and modern office and retail uses. The NDC

programme ends in 2010. Work is underway as part of HMR to regenerate Werneth and Derker, and proposals are also being established to improve the areas of Alt and Sholver in Oldham. These masterplans will seek to redevelop the residential areas to provide high quality homes to meet the needs and aspirations of the local community. There are plans for the regeneration of Crossley, Clarkwell and Primrose Bank estates as part of the Government's Private Finance Initiative. These areas suffer from poorly designed housing and have an over-supply of flats and maisonettes, so a better choice of different types of housing is needed in line with modern principles of good design.

Saddleworth and Lees

- 2.65** This area includes Austerlands, Delph, Denshaw, Diggle, Dobcross, Grasscroft, Greenfield, Grotton, Lees, Lydgate, Scouthead, Springhead and Uppermill, with the remainder of the area comprising smaller hamlets and dispersed farms. Uppermill has a strong local identity with independent shops and is an attraction for visitors to the area. Saddleworth provides a gateway to the Peak Park and includes Dovestone Reservoir, which lies close to Greenfield.
- 2.66** The whole of this area, other than the inset villages and settlements, is Green Belt which will be maintained. There are a number of areas of locally protected open countryside as well as safeguarded land. It has significant nature conservation and landscapes. The South Pennine Moors, to the east of Denshaw, is part of an area which has two European-level nature conservation designations. This is a Special Area of Conservation due to its important habitats, including European dry heaths, blanket bogs and old sessile oak woods. It is also a Special Protection Area as it supports populations of internationally important birds, including Golden plover, Merlin, Peregrine and Short-eared owl. The Green Flag park, Brownhill Nature Garden and Countryside Centre, is located here, as is Strinesdale Country Park.
- 2.67** South Pennine Moors (Landscape Character Area1) lies in the northern and southern parts of the area. The remainder of the area is covered by Moorland Fringe (Area 2), Tame Settled Valley (Area 4) and Wharmton Undulating Uplands (Area 7). Landscape types includes: unenclosed Moorland Plateau (1a), Valley Headlands (1b), Remote Moorland Fringe (2a), Settled Moorland Fringe (2b), Rural Valley Sides (4a), Urban Settlement (4b), Industrial Valley Bottom (4c), Open Valley Bottom (4d), Farmed Valley (4e), Urban Fringe Farmland (7a), Recreational Land (7b) and Landscape in Transition (7c).
- 2.68** In Saddleworth and Lees the primary source of flood risk is from surface water and the River Tame. Secondary risk is from the Huddersfield Narrow Canal. There has been surface water flooding reported at Uppermill and also Greenfield. White Brook is a former Critical Ordinary Watercourse that has been associated with localised flooding. The River Tame rises near Denshaw in the northeast of the borough. The river flows generally through Delph and Saddleworth and then through Mossley, Stalybridge and Hyde in Tameside. Significant tributaries to the Tame are Hull Brook, Diggle Brook, Pickhill Brook, White Brook, Chew Brook and Clough Land. The steep upper reaches of the Tame are constrained by the channel resulting in narrow floodplains. Flood Zone 3 extends in the villages of Delph, Uppermill and Greenfield, as well as downstream of the Chew Brook confluence. Flood Zone 2 is more extensive. In January 2008, houses in Uppermill and Greenfield were exposed to surface water and fluvial flooding. The Huddersfield Narrow Canal runs through the area. It includes Britain's longest underground waterway tunnel linking Marsden to Diggle. The canal is mainly fed by Diggle Reservoir. Canal flooding is an unlikely occurrence, however in terms of hydraulic

linkages, if overtopping or a breach of the canal did occur it is possible that additional water would flow into Diggle Brook and/or the River Tame. In Saddleworth there are several large reservoirs namely Chew, Dovestone, Yeoman Hey, Greenfield, Diggle, Brun clough, Castleshaw Upper and Lower, Dowry, New Years Bridge, Crookgate, Readycon Dean and Black Moss.

- 2.69** Life expectancy within this area is 79.9 years – the highest in the borough. Around one in six (16.8%) people have a limiting long-term illness, which is much lower than the borough average. 70.9% of people describe their general health as being `good` and 8.5% describe their health as `not good`, which is significantly better than the borough averages of 65.7% and 11.2% respectively.
- 2.70** Less than one-quarter (23.2%) of 16-74 year olds have no qualifications, which is lower than the borough and national averages. Unemployment is the lowest in the borough. There are ten established business and employment areas, made up of three distinct areas around Greenfield, Diggle and Delph, which provide opportunities for local employment.
- 2.71** Our housing land assessment indicates that approximately 10% of the borough's potential residential development over the life of the plan is within Saddleworth and Lees. This reflects the limited amount of developable land within the area due to its topography and constrained nature. There are significant issues in relation to the availability and delivery of affordable housing within the area. Many local residents who may wish to live within the area, perhaps for family or employment reasons, are unable to afford to do so due to high house prices within the area. Furthermore, the limited amount of developable land and high management costs associated with many schemes makes it difficult to deliver affordable housing within the area.

Royton, Shaw and Crompton

- 2.72** The area includes the centres of Shaw and Royton. The Green Belt will be maintained. It lies along the northern boundary of the borough and also separates the built up areas of Royton, Summit and Shaw. The area includes Crompton Moor. High Crompton Park, which has Green Flag status, is located here, as is Tandle Hill, a large country park. Cowlshaw protected open land is here. The area includes the Higginshaw, Royton and Shaw employment areas. Metrolink will come through the area with a relocated stop at Shaw.
- 2.73** Unemployment is below the borough average. Around three in ten (31.8%) of all 16-74 year olds have no qualifications, making it below the borough average but above the average for England.
- 2.74** In Shaw the primary flood risk is from the River Beal and secondary flood risk is from surface water. The floodplain is relatively well constrained. The River Beal rises in Higginshaw and runs in a northerly direction through open fields criss-crossing the Oldham - Rochdale railway as it meanders in the direction of Newtown and Shaw. Once past Shaw and whilst maintaining its northerly course, the river runs through a relatively open and wooded area towards the Piethorne Brook confluence at Milnrow in Rochdale. In the upper reach, the floodplain is 50m to 100m wide within greenfield land. Through Shaw the floodplain becomes more constrained by the channel, but can flood out of bank at a depot at Linney Lane. The last major flood to affect Shaw was in 1964, which was associated with intense and localised rainfall. Since this

time there has been relatively frequent but localised flooding. Pencil Brook is a former Critical Ordinary Watercourse that has been associated with localised flooding. Surface water must therefore be carefully managed.

- 2.75** Life expectancy in the area is 77.6 years. Nearly one-in-five (19.5%) of all people have a limiting long term illness or disability, which is slightly lower than the borough average. Two-thirds (67.3%) of people say they have 'good health' and 10.1% say that their health is 'not good', which is better than the borough average. New health facilities are planned for Shaw and Royton.

Chadderton

- 2.76** The Green Belt in Chadderton will be maintained. The Rochdale Canal runs through the western part of Chadderton. This is a European designated site for nature conservation, known as a Special Area of Conservation, as it supports a significant population of *Luronium natans* (floating water-plantain). There are three Green Flag parks; Chadderton Hall Park, Coalshaw Green Park and Foxdenton Park. South Chadderton will benefit from the conversion of the railway line to Metrolink and a new stop under Metrolink Phase 3a proposals.
- 2.77** This area currently has a large part of the borough's employment land around Broadway and Greengate. Unemployment is below average. The new Foxdenton employment area is located within Chadderton. Over a third (34.9%) of all 16-74 year olds have no qualifications, below the borough average (37.7%) but above the national average (28.9%).
- 2.78** In Chadderton the primary flood risk is from surface water and secondary flood risk is from the Rochdale Canal and Wince Brook. The refined Areas Susceptible to Surface Water Flooding maps show that the lower lying areas to the west of the borough, such as Chadderton are at greatest susceptibility to surface water flooding and therefore need to be carefully managed. The River Irk rises near Shaw and passes through Haggate and Chadderton Fold. Wince Brook, which is a tributary to the River Irk, flows south of Chadderton through Foxdenton Farm and has been culverted under recent development and the Rochdale Canal before becoming an open watercourse again west of Brookside Business Park. Flood risk is constrained by the natural channel and is limited along the watercourse. The Rochdale Canal, which was restored in 2002, extends from Chadderton to Failsworth. The pound lengths are generally short though canal flooding is an unlikely occurrence and is considered to be a residual risk.
- 2.79** Life expectancy in Chadderton is 77.4 years. One in five (20.3%) of all people have limiting long term illness or disability, which is the same as the borough average. 66.3% of people in Chadderton describe their health as being 'good' and 10.8% describe their health as being 'not good' compared to the borough averages of 65.7% and 11.2% respectively. The Chadderton Health and Well-being Centre opened in 2009.

Failsworth and Hollinwood

- 2.80** The area has very good transport routes and links. The M60 passes through this area with the motorway junction (22) at Hollinwood and it also benefits from a Quality Bus Corridor along the A62. Failsworth and Hollinwood will benefit from the conversion of the existing railway line to Metrolink.

- 2.81** Unemployment in Failsworth and Hollinwood compares to the borough's average. Four in ten (40.8%) of all 16-74 year olds have no qualifications, which is higher than the borough average (37.7%). The area includes part of the Hollinwood Business District and the revamped Failsworth centre.
- 2.82** The Rochdale Canal runs through the western part of Failsworth. The area around Woodhouses is Green Belt. The Medlock Mixed Valley (Area 6) Landscape Character area lies to the south of Failsworth. It includes the landscape types: Recreational Land (6a), Broad Valley Bottom (6b), Clough Valley (6c), Suburban Settlement (6d) and M60 Corridor (6e). Rochdale Canal (SAC, SSSI and SBI) runs through area. Manchester and Ashton Under Lyne canal (Hollinwood branch) runs along southern boundary of borough. It include parts of Daisy Nook and Moston Brook which will be brought back to community life with the council working alongside our partners including Manchester City Council.
- 2.83** In Hollinwood the primary flood risk is from surface water and secondary flood risk is from the Rochdale Canal. The SFRA analysis shows that there is a high risk of surface water flooding to properties in the Stock Brook area of Hollinwood and in the Failsworth area. There is also a residual risk from the Rochdale Canal.
- 2.84** Life expectancy in Failsworth and Hollinwood is 76.9 years. More than one in five (21.3%) people have a limiting long-term illness, which is slightly higher than the borough average. Less than two thirds of people (64.6%) describe their health as 'good' and 11.7% say that their general health is 'not good' compared to the borough averages of 65.7% and 11.2% respectively.

The main issues and key challenges facing the borough

- a. Improving the quality of people's lives.
- b. Making sure that Oldham plays to its strengths and pulls its weight in Greater Manchester and develops its links with Leeds.
- c. Working with the Peak District to reflect its particular characteristics and the benefits that come from proximity to the national park.
- d. Adapting and mitigating to climate change and promoting sustainable development.
- e. Securing energy conservation and efficiency and use of renewable energy, and low carbon developments.
- f. Protecting people and property from flooding, and improving the quality of rivers and water.
- g. Ensuring high quality design and sustainable construction of developments.
- h. Promoting community cohesion.
- i. Reducing crime and the fear of crime, and promoting community safety.
- j. Protecting people's amenity and local environmental quality.
- k. Make Oldham an address of choice. Meeting the needs of the local housing market, with the right homes in the right locations, including choice, quality and affordability of new housing.
- l. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being. Encouraging entrepreneurship and innovation. Providing enough employment land for new jobs and businesses.

- m. Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.
- n. Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.
- o. Maximising the potential of creative industries and the benefits that tourism and culture bring to the borough.
- p. Addressing the night-time economy, particularly in Oldham Town Centre.
- q. Promoting accessibility and sustainable transport choices such as public transport, cycling and walking. Securing Metrolink and maximising its benefits.
- r. Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.
- s. Protecting our valued open spaces, and providing new quality open spaces, sports and recreation facilities.
- t. Maintaining Green Belt, protecting open land from inappropriate development and ensuring a portfolio of safeguarded land for future development.
- u. How best to maximise the benefits of the local natural, historic and built environments, green infrastructure, biodiversity, geodiversity and landscapes.
- v. Ensuring Oldham sustainably manages its waste.
- w. Safeguarding valuable mineral resources and ensuring their prudent use and sustainable management.

2.85 In acknowledgement of the potential impacts of the joint DPD proposals on the Strategic Road Network, a Protocol arrangement has been implemented. The Protocol sets out the joint working arrangements and shared approach between the primary organisations involved in defining and addressing the transport impacts of development across Greater Manchester. Key transport-related issues have been defined for Oldham through an appraisal of the available evidence base. It is envisaged that the key issues will be championed through the Protocol and are fundamental factors which have been integrated into the joint DPD. The following key issues have been defined:

Table A Key transport and highway issues facing the borough

Key Issue	Theme
1.	<i>Addressing the forecasted drop in walk and cycle movements alongside decreasing Public Transport patronage and capacity constraints on the PT network;</i>
2.	<i>Clustering of employment sites and Journey Times along the M60 clockwise (between Junctions 20 and Junction 22);</i>
3.	<i>Journey times along the key radial routes and principally those in proximity to the SRN;</i>
4.	<i>Air Quality and the adoption of Low Emission Strategies particularly with regard to the 19.4% forecasted increase in CO2 levels; and</i>

5.	<i>The delivery of accessible development to sustainable modes of transport and key services.</i>
----	---

- 2.86** With particular reference to the key issues in Table A, the impact on the transport network of the development sites being promoted through the LDF will be assessed, both individually and cumulatively, during the development of the Site Allocations DPD, in partnership with the Highways Agency. Sustainable transport measures and any infrastructure improvements required to enable the sustainable delivery of development will also be identified and appraised in terms of the level of mitigation afforded and will be supported by evidence to demonstrate the deliverability of each measure.

3 Vision

Oldham will be a borough transformed by economic diversification, growth and prosperity, regeneration, sustainable development and community cohesion that respects our local natural, built and historic environments. It will have safer and stronger sustainable urban and rural communities; from Chadderton, Failsworth, Hollinwood, Woodhouses, Lees, Oldham, Royton and Shaw to Uppermill, Greenfield, Delph, Denshaw, Diggle, Dobcross, Austerlands, Grasscroft, Grotton, Lydgate, Scouthead and Springhead. We will make the most from our geography, cultural and transport links with Greater Manchester, Leeds and the Peak Park.

Oldham will be a confident place with safe neighbourhoods and clean, green spaces for all to enjoy. A university town with good education, learning and training to improve the skills and choices of our citizens. An address of choice - a healthy and active place with suitable housing for all - with services of choice.

Oldham will:

- a. adapt to and mitigate against climate change and promote sustainable development. We will promote the prudent use and sustainable management of our natural and man-made resources, including land, soil, minerals, waste, air and water. We will maximise opportunities for our developable land by reusing brownfield land and converting existing buildings in sustainable and accessible locations, including recycling old industrial sites that are no longer suitable for employment and making best use of our industrial heritage and legacy of old mills. We will require high quality design and sustainable construction of new development that will improve the quality of the borough, and reflect and enhance the positive character of the local area. We will ensure that new developments reduce their carbon emissions through low carbon and renewable technologies.
- b. focus new homes, shops, jobs, education and leisure in sustainable and accessible locations within the existing built-up areas, although in rural areas we will allow appropriate levels of development to meet their local needs.
- c. meet its local housing needs and demands providing good quality housing, choice and diversity, including affordable, low cost and high value market housing. We will have a balanced and sustainable local housing market that forms part of Greater Manchester's north east housing market area which also includes Rochdale, Tameside, Moston and Blackley.
- d. promote a low carbon economy that benefits from the new and emerging industries to offer jobs for local people, so reducing worklessness and deprivation levels. We will provide employment land for our businesses locally that is suitable for the 21st century, whilst at the same time recognising the role Manchester City Centre and our neighbouring district's key sites play in the borough's economy. We support our rural economy and recognise its particular characteristics and challenges including the need for employment sites, appropriate land management and farm diversification. We support tourism in its widest sense.
- e. promote the vitality and viability of our centres as the focus for commercial, social, civic, community, cultural and appropriate night-time economy uses. Major retail and leisure

developments will be focused on Oldham Town Centre. Appropriate levels of development will be allowed in the borough's other centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill. Local shopping will be encouraged in neighbourhoods.

- f. have well educated and highly skilled children and young people. We will provide sites for new schools and develop our status as a university town with our outstanding higher and further education colleges.
- g. have an integrated public transport system, including the Metrolink extension, with good connectivity. We will reduce the need to travel and promote accessibility and sustainable transport choices such as walking, cycling and use of public transport rather than people relying on the car. We will have a well established network of cycle routes.
- h. maintain our current Green Belt. We will designate locally protected countryside land ('Other Protected Open Land') and safeguarded land ('Land Reserved for Future Development'). We will support improvements to the Peak Park, particularly around Dovestone in Saddleworth, which acts as a green lung for Greater Manchester, allowing people to enjoy and benefit from this key recreation asset on our doorstep.
- i. value, protect, conserve and enhance its local natural, built and historic environments, green infrastructure, biodiversity, geodiversity and landscapes, and their settings. This will include the European-designated nature conservation sites at Rochdale Canal and South Pennine Moors. Also sites of national importance (such as Sites of Special Scientific Interest), regional importance (such as geological and geomorphological sites, RIGS) and local importance (such as Sites of Biological Importance and our Local Nature Reserve), and our key quality open spaces across the borough (such as Alexandra Park).
- j. respect the positive features and characteristics that add to our sense of place and identity by ensuring development respects the positive aspects and distinctiveness of our urban and rural landscapes. Features and characteristics include the significant and valuable elements of Oldham's heritage such as conservation areas and listed buildings, and their settings, and the scheduled ancient monuments. Also the views into and out of the Peak Park.
- k. provide better opportunities for residents to lead healthy, active and longer lives and have access to key health and well-being services and facilities.

3.1 By 2026 the borough and the places within it will look and feel different to now, as detailed below.

Boroughwide

Oldham will ensure the effective and efficient use of land and buildings in sustainable and accessible locations within the existing built-up areas. We will keep the best of our employment sites and recycle the rest. We will reuse our existing buildings and recycle previously developed land before releasing greenfield sites.

Metrolink extension proposals and new stations, from Manchester via Hollinwood to Oldham and Shaw and on to Rochdale, will help secure an integrated transport system. Developments will be located so as to reduce the need to travel, promoting alternative means of travel to the private car such as walking, cycling and use of public transport.

Developments will be sensitive to Oldham's built, historic and natural environments, including its green infrastructure network, which all contribute to its local character, distinctiveness and sense of place. They must also be built to high quality design standards using sustainable construction techniques and low carbon technologies.

Sufficient land will be allocated to accommodate at least 289 new dwellings each year net of clearance on average across the LDF plan period. Across the borough as a whole at least 80% will be on recycled land or buildings. Residential development will be focused on the built-up areas including regeneration areas (including Oldham Town Centre and the Housing Market Renewal area), also areas within and accessible to the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), and rural settlements (such as the Saddleworth villages). The Oldham Rochdale Housing Market Renewal Pathfinder will have contributed to our improved housing offer.

Approximately 82 hectares of land will be allocated for business, industry and office developments. The focus will be on areas that are accessible by public transport, walking and cycling as alternatives to the car. This includes Oldham Town Centre and the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill. Other accessible employment areas – known as 'Business and Employment Areas' and 'Saddleworth Employment Areas' - will be designated as part of Oldham's economic land supply. Our principal employment areas will form an 'arc of opportunity' from Oldham Town Centre through to Foxdenton and on to Hollinwood Business District with its links to Manchester City Centre. These areas form part of the ORESA 'M60 employment zone' and will be part of our contribution to Greater Manchester's portfolio of sites. We recognise the role that our neighbouring district's key sites, such as Kingsway in Rochdale, Ashton Moss in Tameside and Central Park and Manchester Piccadilly Basin/Oxford Road Area in Manchester, play in the borough's economy and jobs offer.

Oldham Town Centre will remain the focus for major retail and leisure developments. The night-time economy will be developed to provide a suitable and appropriate experience in a safe and pleasant environment for all visitors. A family leisure area will be developed, the Coliseum will be improved and the Old Town Hall will be transformed into a revitalised and vibrant area. Appropriate developments will be focused on the centres at Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill. Small-scale services, shops and leisure facilities which serve local needs will be located in sustainable and accessible locations.

The transforming education agenda will be key to our university town aspirations. These will be supported by, amongst other things, the Building Schools for the Future programme, the Primary Capital programme for improving primary schools and the plans for the Regional Science Centre Oldham in Oldham Town Centre.

Green Belt boundaries will be maintained. The 'major developed site' in the Green Belt in Saddleworth will be developed for appropriate uses. Existing locally protected open land ('Other Protected Open Land') will be maintained, with the exception of Foxdenton. Safeguarded land ('Land Reserved for Future Development', LRFD) at Foxdenton, Warren Lane, Haven Lane and Lancaster Sports Club will be released for development but not Bullcote Lane.

East and West Oldham

Oldham Town Centre will be at the heart of Oldham. At its core there will be a revitalised and vibrant area around the Old Town Hall. An attractive family leisure environment will have been developed. The Coliseum theatre will have been improved. The night-time economy will have changed beyond recognition and the area around Yorkshire Street will form part of a safe and pleasant leisure experience for all visitors anytime of the day or night. Metrolink will be well-established linking the town centre to Manchester City Centre and to areas beyond. A Regional Science Centre Oldham will be up and running.

Outside the immediate town centre boundary, the Hathershaw and Fitton Hill areas to the south will have benefited from investments, including the new health centre, brought about by the New Deal for Communities programme which ended in 2010. The choice and quality of homes will have been improved through the Oldham Rochdale Housing Market Renewal Pathfinder programme and the Private Finance Initiative, and will include areas such as Alt, Sholver, Crossley, Clarkwell, Primrose Bank, Werneth and Derker. Hill Stores along Huddersfield Road will continue as one of our 'centres'. Alexandra Retail Park will have been redeveloped. About three-fifths of our new homes will be located in the heart of Oldham area by 2026. Established business and employment areas will be maintained, including at Busk, Primrose Bank, Hathershaw, Greenacres. Metrolink stops will be at Derker, Freehold, Westwood (Middleton Road), Oldham King Street and Oldham Central (Union Street). Green Belt around Beal Valley will be maintained and the landscape character of the Beal Defined Valleys will be protected, conserved and enhanced. Alexandra Park will continue to be protected as a key asset in Oldham's Green Infrastructure network. Oldham Edge as a natural open area with sports pitches will contribute to the feeling of openness and the quality of life for local residents and visitors. By 2026 any deficiencies in the quantity of open spaces will have been rectified, with all open spaces in the area of good or very good quality. There will be a new BSF Academy school in Waterhead.

Royton, Shaw and Crompton

The Green Belt to the north of the area bordering Rochdale will be maintained and the landscape character of the Chadderton Rolling Hills and Moorland Fringe will be protected, conserved and enhanced. The large open countryside area at Cowlshaw will continue to be protected from development. This whole area benefits from its transport links to the rest of Greater Manchester and to Leeds and beyond. These include the motorway and strategic road networks, and Metrolink with a stop at Shaw and Crompton. Shaw and Royton will be prosperous centres, each with new health facilities. High Crompton, Royton and Tandle Hill parks will contribute to the local quality of life. By 2026 any open space deficiencies in the area will have been overcome to a

good or very good quality standard. Approximately 10% of residential development over the lifetime of the plan up to 2026 will be located here. Employment areas will be maintained at Higginshaw, Shaw Road and Shaw. `Land Reserved for Future Development` will be maintained at Bullcote Lane, Royton. There will be a new BSF Academy school in Royton, Shaw and Crompton.

Failsworth and Hollinwood

The area is the closest in proximity to Manchester City Centre. It has good transport links – the A62/M60 transport corridors – with Metrolink stops at Failsworth and Hollinwood. The established employment area at Hollinwood will be re-developed as a new Business District. Established employment areas will continue at Wrigley Street and Hawksley Street. The revamped Failsworth centre will be thriving and a focal point for the community. Over the lifetime of the plan up to 2026 approximately 10% of residential development will be located in Failsworth and Hollinwood. The Rochdale Canal corridor will be a key asset in terms of recreation, image and quality of life. Working with our partners, including Manchester City Council, the Moston Brook corridor will be brought back to life for the local community. The Green Belt to the south of the area around Woodhouses will be maintained and the landscape character of the Medlock Mixed Valley will be protected, conserved and enhanced. `Other Protected Open Land` will be maintained. We will have addressed any open space deficiencies by 2026, and all open spaces in the area will be of good or very good quality. There will be a new BSF Academy school in Hollinwood.

Chadderton

Green Belt will be maintained. The landscape character of the Chadderton Rolling Hills will be protected, conserved and enhanced. `Other Protected Open Land` in the area will be maintained, except for Foxdenton which will become a premium employment location. Established employment areas will continue at Greengate/Broadgate. Chadderton Technology Park is partly located within this area, and part of the Hollinwood Business District is in Chadderton South ward. Chadderton centre will continue to be the main focus for retailing in the area. Approximately 10% of new houses over the lifetime of the plan up to 2026 will be located in Chadderton. There will be a new Metrolink stop at Freehold, South Chadderton and Westwood (Middleton Road). Any deficiencies in open spaces will have been rectified by 2026, and all open spaces in the area will be of good or very good quality. There will be one new school and one remodelled school through the Building Schools for the Future programme in Chadderton.

Saddleworth and Lees

Green Belt and `Other Protected Open Land` will be maintained. Closeness to the Peak Park and the South Pennine Moors makes this the most rural part of the borough with its picturesque landscapes. It includes Uppermill, Lees, Greenfield, Delph, Diggle, Dobcross, Denshaw, as well as Austerlands, Grasscroft, Grotton, Lydgate, Scouthead and Springhead. Additionally, it includes

smaller hamlets and dispersed farmsteads. The South Pennine Moors will be protected from development. The landscape character of South Pennine Moors, Moorland Fringe, Tame Settled Valley and Wharmton Undulating Uplands will be protected, conserved and enhanced. Development levels will be appropriate to that which the area can sustain and must be sensitive to the character of the local landscape, either side of the Peak Park boundary. Existing local business and employment areas will be maintained at Greenfield, Delph and Diggle. The rural economy will be supported through appropriate land management, tourism and farm diversification. The 'major developed site in the Green Belt', at the former Robert Fletcher's mill complex at Greenfield, will be developed for appropriate uses. Uppermill will continue as the main shopping destination in Saddleworth, with local shops in Greenfield, Delph and elsewhere protected. Approximately 10% of residential development over the lifetime of the plan up to 2026 will be located here. Dovestone will be a key gateway to the Peak Park, not only for local residents but for people from further afield in Oldham and beyond in Greater Manchester. The Huddersfield Narrow Canal will continue to develop as a tourist attraction. We will continue to protect the good accessibility to most types of open space in the Saddleworth villages and by 2026 will have addressed the deficiencies in access to provision for children and young people in the villages and the deficiency to outdoor sport facilities in Denshaw. By 2026 deficiencies in the quantity of all open space typologies in the villages will have been rectified and all open spaces in the area will be of good or very good quality.

4 Objectives

4.1 The objectives for the LDF are based around five broad headings: sustainable development and climate change; housing; economy; environment; and communities. They have been derived from the main issues and key challenges that we need to address, with input from people and organisations through the consultations we have undertaken. For the purposes of this joint DPD, we have included at the end of each policy a linkages box which shows the connections between these objectives and the policies. Also in the monitoring chapter we have included details of how these objectives link to the outputs, targets and indicators.

SO1 To mitigate and adapt to climate change, and to promote sustainable development in the borough by:

- a. supporting carbon neutral developments by following the principles of the zero carbon hierarchy.
- b. ensuring the sustainable and high quality design and construction of all new developments.
- c. ensuring the effective and efficient use of land and buildings.
- d. guiding development to the most accessible and sustainable locations.
- e. reducing the need to travel and encouraging walking, cycling and the use of public transport.
- f. securing improvements to the public transport network and implementing the Metrolink extension proposals from Failsworth, to Hollinwood, to Oldham Town Centre and on to Shaw and beyond.
- g. minimising the impact of motorised traffic on the global climate and on local air quality.
- h. avoiding development within areas of flood risk and where necessary controlling and mitigating the impact and residual risks. Developments will have regard to the findings of the Oldham Strategic Flood Risk Assessment.
- i. promoting the prudent use, appropriate reclamation where necessary and sustainable management of natural resources (land, soil, air and water) and man-made resources.
- j. promoting the sustainable management of minerals through the prudent use, recycling, conservation and safeguarding of mineral resources. Developments will have regard to the Greater Manchester Joint Minerals DPD.
- k. promoting sustainable waste management through the waste hierarchy. Developments will have regard to the Greater Manchester Joint Waste DPD.

This objective links to the preferred way forward and all policies.

SO2 To ensure the borough's housing market, as part of Greater Manchester's north east housing market area which also includes Rochdale, Tameside, Moston and Blackley, is balanced and sustainable with a mix of house sizes, types and tenures, providing quality housing, choice and diversity, which will encourage people to remain living within the borough and attract people from outside the borough to locate to the area by:

- a. integrating the Oldham Rochdale Housing Market Renewal Pathfinder's and the council's housing objectives, policies, programmes, masterplans and initiatives.
- b. providing sufficient housing to meet the needs and demands of the borough's urban and rural communities, including affordable, low cost and high value market housing.
- c. achieving the right quantity of affordable housing to meet local needs and demands.

- d. making best use of, and continuing to raise the quality of, our new and existing housing stock.
- e. focusing new homes on regeneration areas (including Oldham Town Centre and the HMR area), also areas within and accessible to the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), and rural settlements (such as the Saddleworth villages).
- f. ensuring over the lifetime of the LDF up to 2026 that approximately 60% of new homes are built in East and West Oldham, with approximately 10% of new homes built in Chadderton, and in Failsworth and Hollinwood, and in Royton, Shaw and Crompton, and in Saddleworth and Lees.
- g. ensuring over the lifetime of the LDF up to 2026 that at least 80% of new homes are built on previously developed land across the borough as a whole.

This objective links to the preferred way forward, and in particular the policies on housing, communities and design.

SO3 To promote economic diversification, growth and prosperity and the sustainable economic regeneration of the borough by:

- a. addressing the worklessness agenda, tackling deprivation and creating skilled and accessible jobs for local residents.
- b. providing employment land which is fit for the 21st century for existing and new businesses.
- c. maximising the opportunities from being within close proximity of Manchester City Centre and our neighbouring district's key sites such as at Kingsway, Ashton Moss, Central Park and Manchester Piccadilly Basin/Oxford Road Area by ensuring that local residents can access these locations by public transport.
- d. encouraging and facilitating the development of new and emerging industries (such as high technology, knowledge based, innovative, environmental technologies and creative industries) in appropriate locations (such as Foxdenton, Hollinwood Business District and Chadderton Technology Park).
- e. facilitating appropriate developments in Oldham Town Centre, the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill, and along transport corridors.
- f. focusing employment areas on the Business and Employment Areas (BEA) and the Saddleworth Employment Areas (SEA).
- g. supporting the borough's transforming education agenda to improve education and skills by:
 - i. facilitating improvements to the borough's schools through programmes such as the Primary Capital Programme.
 - ii. facilitating higher and further education proposals such as those of the University Campus Oldham, the Oldham College and the Oldham Sixth Form College including the development of the Regional Science Centre Oldham in Oldham Town Centre.

This objective links to the preferred way forward, and in particular the policies on the economy, 'centres' and communities.

SO4 To improve and value the borough's environment by:

- a. maintaining the positive features and characteristics that add to the borough's local identity.
- b. protecting, conserving and enhancing the character and quality of the borough's landscapes and townscapes, its natural assets and heritage, green infrastructure, biodiversity and geodiversity, and its built heritage and historic environment, including their wider settings.
- c. ensuring development respects our rural and historic landscapes.
- d. ensuring appropriate land management in the open countryside and Green Belt that has regard to the needs of the rural economy.
- e. maintaining Green Belt boundaries, and permitting only appropriate developments.
- f. identifying 'Other Protected Open Land' and 'Land Reserved for Future Development'.

This objective links to the preferred way forward, and in particular the environment policies.

SO5 To create safer and stronger inclusive communities by:

- a. promoting community cohesion.
- b. promoting the vitality and viability of Oldham Town Centre, including the night-time economy, and the borough's centres as the focal points for social, civic, leisure, cultural, commercial and retail activities.
- c. facilitating the Oldham Beyond and local area masterplans.
- d. encouraging sustainable rural communities, including those in the Saddleworth villages and surrounding areas.
- e. promoting local environmental quality, community safety and crime prevention by ensuring developments are high quality and contribute to the provision of well designed and safe neighbourhoods and local areas.
- f. ensuring that public open spaces, including open and green spaces and civic spaces and public realm, are well-designed, safe and accessible.
- g. improving the health and well-being of the borough's population through the provision of quality and accessible open spaces, sport and recreation facilities.
- h. improving the health of the borough's population by facilitating programmes such as the new health and well-being centres and facilities in accessible locations.
- i. promoting the borough's image to its residents and those living outside the borough.

This objective links to the preferred way forward, and in particular the policies on housing, 'centres', local environment and communities.

5 Part 1: Core Strategy - The Way Forward

The Preferred Way Forward for the LDF

- 5.1** As the LDF progressed through its various stages – ‘Issues Survey’, ‘Issues & Options’, ‘Preferred Options’ and ‘Refining Options’ – the council consulted on the most appropriate way forward for the borough. Table 1 shows summary details of the three options initially considered at ‘Issues & Options’ stage, which were themselves the results of the emerging evidence base and local consultations. Table 2 summarises the key points about the preferred way forward which the council opted for. It shows the links to the main issues and vision, how it links to the three original options and the key evidence to support the council’s choice.
- 5.2** The council's view is that the preferred way forward is best suited to delivering the borough's aspirations for growth and prosperity. It is considered to be realistic, achievable and deliverable, and is the most appropriate strategy for the borough. It is justified by the evidence and offers flexibility to meet the borough's needs in these uncertain times.

Table 1 Summary of the options we initially considered

Option A - Focused Regeneration	Option B - Urban Concentration	Option C - Urban Concentration including planned expansion
Maintain Green Belt	Maintain Green Belt.	Maintain Green Belt.
Maintain ‘OPOL’. (‘OPOL’ is ‘Other Protected Open Land’, which is locally protected open countryside.)	Maintain ‘OPOL’.	Release ‘OPOL’.
Maintain the ‘LRFD’. (‘LRFD’ is ‘Land Reserved for Future Development’, which is locally safeguarded potential development land.)	Maintain the ‘LRFD’.	Release ‘LRFD’.
Focus growth and development on ‘centres’ (including Oldham Town Centre and the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill) and regeneration areas.	Spread growth and development around the main urban areas of the borough (not just in ‘centres’ and regeneration areas), but not in the open countryside areas listed above (i.e. not in Green Belt, ‘OPOL’ or ‘LRFD’).	Spread growth and development around the main urban areas of the borough (not just in ‘centres’ and regeneration areas) and also in ‘OPOL’ and ‘LRFD’, but not in the Green Belt.

- 5.3** The preferred way forward for the LDF addresses a range of policy agendas; jobs, homes, environment, countryside, transport, open spaces, ‘centres’, shopping and so on. It is focused on the quality of our places and creating healthier lifestyles, economic prosperity and sustainable communities, but in ways that reduces our impacts on global and local environments. The

way forward was guided by the fact the LDF does not start with a blank sheet of paper. There are a range of successful initiatives already in place to guide the regeneration of the borough – ‘Oldham Beyond’ visioning exercise, the Oldham Rochdale Housing Market Renewal Pathfinder (HMR), the Hathershaw and Fitton Hill New Deal for Communities (NDC) programme, the Metrolink proposals, the Sustainable Community Strategy and Local Area Agreement, for example – that the LDF aims to build upon.

5.4 The council had regard to a number of factors in determining the way forward for the LDF. These include:

- a. national policies;
- b. Oldham’s local aspirations for economic prosperity, health and well-being, and safe and strong communities as outlined in ‘Oldham Beyond’, the Sustainable Community Strategy and the Local Area Agreement;
- c. Greater Manchester’s ambitious plans for growth and development as set out in the Greater Manchester Strategy;
- d. local area masterplans and regeneration initiatives such as HMR and NDC;
- e. education proposals for the borough such as the Regional Science Centre Oldham;
- f. findings from the evidence base;
- g. the alternative planning and development strategies that were considered as part of the earlier stages;
- h. findings from the Sustainability Appraisal and the Habitats Regulations Assessment; and
- i. feedback from talking with people.

5.5 The council’s preferred way forward is about regeneration, promoting economic prosperity, and creating safe and strong sustainable communities. This will be achieved by:

- a. focusing appropriate housing, retail and employment development on: Oldham Town Centre and the borough’s other centres, ensuring that the scale and nature of new development is well related to the role, function and character of the borough’s centres; in regeneration areas (such as Housing Market Renewal); at key locations (such as Foxdenton, Hollinwood Business District and Chadderton Technology Park); at key transport points such as future Metrolink stops; but at the same time permitting appropriate levels of development in sustainable and accessible locations within the built up areas of the borough (including the Saddleworth villages) to meet the needs of local communities.
- b. maximising opportunities to recycle brownfield land and conversion of buildings, ensuring that new developments are built using sustainable construction techniques and securing high quality design of new development.
- c. maintaining Green Belt boundaries.
- d. protecting appropriate areas of locally protected open land (OPOL) and safeguarded land (LRFD) from development.
- e. recognising the role of Manchester City Centre and our neighbouring district’s key sites (such as Kingway, Ashton Moss and Central Park) offer to the borough’s economy, whilst at the same time providing employment land for businesses locally.
- f. securing an efficient transport system, including the Metrolink proposals through the borough, and promoting alternative means of travel to the private car such as encouraging walking, cycling and use of public transport.

- g. protecting, conserving and enhancing the borough's natural, built and historic environments.
- h. protecting and enhancing existing green infrastructure, and where appropriate providing new quality and accessible open spaces, to promote health and well-being.
- i. addressing the transforming education agenda and the programme for new health and well-being centres and facilities.

5.6 In short, the preferred way forward which is supported by the policies can be said to:

- a. address the climate change and sustainable development agenda.
- b. promote economic diversification, growth and prosperity and sustainable economic regeneration.
- c. support the transforming education agenda.
- d. encourage sustainable and high quality design and construction.
- e. ensure a balanced and sustainable local housing market.
- f. reduce the need to travel and promote public transport accessibility.
- g. improve and value local natural, built and historic environments and our green infrastructure network.
- h. secure safe and strong communities.
- i. tackle the health and well-being agenda.

Table 2 Summary of the council's preferred way forward for the LDF

Key element of the preferred way forward (and how it links to the main issues and the vision)	Evidence to support the preferred way forward	Links to the options that we initially considered
Maintain the Green Belt. (This links to environmental protection and promoting regeneration.)	Consultation responses.	Links to all three options.
Maintain all OPOL, except for Foxdenton. (This links to environmental protection, promoting regeneration and economic prosperity.)	Employment Land Review. Consultation responses.	Links mostly to options A and B, but Foxdenton also links to C.
Release the LRFD at Foxdenton, Warren Lane, Haven Lane, Lancaster Sports Club, but maintain the LRFD at Bullcote Lane.	Employment Land Review. Strategic Housing Land Availability Assessment.	Links mostly to option C, but Bullcote Lane also links to A and B.

Key element of the preferred way forward (and how it links to the main issues and the vision)	Evidence to support the preferred way forward	Links to the options that we initially considered
(This links to environmental protection, promoting regeneration and economic prosperity.)	Consultation responses.	
In overall terms, we will be looking to focus appropriate development in and around the borough's centres, in regeneration areas and at key locations, whilst permitting appropriate levels of development in sustainable and accessible locations within the built up areas of the borough including the Saddleworth villages. Specifically, we will under this broad heading:		
<p>1) Focus appropriate residential development on regeneration areas (including Oldham Town Centre and the HMR areas), also areas within and accessible to the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), and rural settlements (such as the Saddleworth villages).</p> <p>(This links to making Oldham an address of choice.)</p>	<p>Based on our housing land availability assessment findings (December 2009), 60% of new houses over the lifetime of the plan up to 2026 will be in the East and West Oldham District Partnership area. The remainder will be distributed approximately across the other four District Partnership areas as follows: Chadderton (10%), Failsworth & Hollinwood (10%), Royton, Shaw & Crompton (10%) and Saddleworth & Lees (10%).</p> <p>Additional evidence includes:</p> <p>Strategic Housing Market Assessment.</p> <p>Consultation responses.</p>	Links mostly to options A and B, but also C in respect of Foxdenton (which will have a small amount of residential development to facilitate bringing forward the infrastructure requirements of the employment site).
2) Focus appropriate employment development on accessible locations including Oldham Town Centre, the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill, and accessible employment areas. This element recognises	Based on our Employment Land Review findings, approximately half our new employment land will be located at Foxdenton with the remainder spread across sites in the other locations which also includes Hollinwood Business District and Chadderton Technology Park.	Links mostly to options A and B, but also C in respect of Foxdenton

Key element of the preferred way forward (and how it links to the main issues and the vision)	Evidence to support the preferred way forward	Links to the options that we initially considered
<p>the role of Manchester City Centre and our neighbouring district's key sites.</p> <p>(This links to economic prosperity.)</p>	<p>Additional evidence includes:</p> <p>Oldham and Rochdale Economic and Skills Alliance (ORESAs) Prospectus.</p> <p>'Oldham Beyond'.</p>	
<p>3) Focus appropriate major retail and leisure development on Oldham Town Centre. Appropriate levels of development will be allowed in the borough's other centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill. Local shopping will be focused on existing shopping parades and local neighbourhoods. Development must be of an appropriate scale and well-related to the role, function and character of the centre, and not undermine vitality and viability of the borough's centres.</p> <p>(This links to economic prosperity and sustainable communities.)</p>	<p>Oldham Retail and Leisure Study.</p> <p>'Oldham Beyond'.</p>	<p>Links to options A (for major developments) and B (for local neighbourhoods).</p>
<p>4) Maximise opportunities to recycle brownfield land and conversion of buildings, ensuring that new developments are built using sustainable construction techniques and securing high-quality design of new development.</p>	<p>Strategic Housing Land Availability Assessment.</p> <p>Employment Land Review.</p> <p>AGMA Energy Study.</p>	<p>Links to options A and B.</p>

Key element of the preferred way forward (and how it links to the main issues and the vision)	Evidence to support the preferred way forward	Links to the options that we initially considered
(This links to climate change and sustainable use of resources.)	Oldham's Design Principles.	
5) Ensure new developments are as accessible as possible by public transport alternatives (such as rail, bus, Metrolink, walking and cycling) and are not solely reliant on the private car. (This links to climate change and accessibility.)	Local Transport Plan. Metrolink proposals. Oldham public transport accessibility profiles.	Links to options A and B, although Foxdenton is also accessible by public transport (option C).
6) Ensure residential developments are accessible to a range of key services. (This links to sustainable communities.)	PPS3. Oldham's access to services map.	Links to options A and B.
7) Protect and enhance existing green infrastructure, and where appropriate providing new quality accessible open spaces, to promote health and well-being. (This links to environmental protection, sustainable use of resources, health and well-being and sustainable communities.)	AGMA Green Infrastructure Study. Oldham's PPG17 Local Needs Audit and Assessment.	Links to all three options.
8) Protect, conserve and enhance the borough's natural, built and historic environments. (This links to environmental protection and sustainable use of resources.)	PPS 5. Oldham's Landscape Character Assessment. Greater Manchester's Historic Landscape Characterisation Study.	Links to all three options.

Key element of the preferred way forward (and how it links to the main issues and the vision)	Evidence to support the preferred way forward	Links to the options that we initially considered
	HMR Heritage Assessments.	
<p>9) Facilitate the land use dimensions of the borough's education plans (such as the Regional Science Centre Oldham and the plans of University Campus Oldham, Oldham Sixth Form College, Oldham College) and its health and well-being plans (such as plans of NHS and PCT) by working with education and health partners.</p> <p>(This links to economic prosperity, Oldham as a university town, and health and well-being.)</p>	<p>Primary Capital programme.</p> <p>Regional Science Centre Oldham.</p> <p>University Campus Oldham.</p> <p>Oldham Sixth Form College.</p> <p>The Oldham College.</p> <p>Primary Care Trust.</p>	Links to options A and B.

- 5.7** The policies in this joint DPD have been separated into two parts: part 1 forms the Core Strategy which sets out the way forward for the LDF, and part 2 contains the development management policies on how the key elements of the LDF will be implemented. Cross referencing of policies has been kept to a minimum and the policies should be read as a whole.



Policy 1 Climate Change and Sustainable Development

Development should adapt to and mitigate against climate change and address the low carbon agenda, contribute towards sustainable development, help create a sense of place, improve the quality of life for residents and visitors, and enhance the borough's image. Housing-led development should contribute towards a balanced and sustainable housing market, as part of Greater Manchester's north east housing market area, making Oldham an address of choice. Economic-led development should build on our role as part of Greater Manchester and our links to Leeds, promote economic growth and prosperity, and address worklessness and deprivation. The council will promote and support improvements in education and skills which contribute to Oldham as a university town. Improvements that benefit the health and well-being of people in Oldham will be supported. Development must be in sustainable and accessible locations within the built up area, and must not prejudice the development of other land or the regeneration plans of an area identified by the council as being in need of investment.

When allocating sites and determining planning applications, the council will:

- a. ensure the effective and efficient use of land and buildings by promoting the reuse and conversion of existing buildings (including Oldham's industrial mills) and development on previously developed land (including through land reclamation, remediation of contaminated land and recycling derelict, vacant and underused land) prior to the use of greenfield sites.
- b. meet Oldham's housing needs and demands by focusing residential land in sustainable and accessible locations in regeneration areas (including Oldham Town Centre and the Housing Market Renewal area), also in areas within and accessible to the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), and in rural settlements (such as the Saddleworth villages).
- c. promote the vitality and viability of the borough's centres by focusing appropriate major retail and leisure developments on Oldham Town Centre, and appropriate levels of development in the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill) and local shopping parades.
- d. promote economic prosperity and meet the needs of existing and new businesses by providing employment land in areas that are accessible by public transport. Appropriate business, industry and office developments will be focused on suitable and available employment land in Oldham Town Centre, the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), at Foxdenton, the Hollinwood Business District, the Chadderton Technology Park and the other established employment areas ('Business and Employment Areas' and 'Saddleworth Employment Areas').
- e. reduce the need to travel by ensuring developments are located in areas that are accessible by a range of sustainable transport choices, consistent with the Transport Protocol and specifically key issues 1 and 5 (Table A).
- f. promote 'green' energy.

- g. promote development away from areas at risk of flooding, reduce surface water run-off and the likelihood of downstream flooding, and protect and improve water resources.
- h. promote sustainable and high quality design and construction of development that respects Oldham's local character, distinctiveness and sense of place, and enhances the borough's image.
- i. promote the prudent use and sustainable management of Oldham's natural and man-made resources, including land, soil, minerals, waste, air and water.
- j. maintain the borough's Green Belt, and protect locally designated 'Other Protected Open Land' and 'Land Reserved for Future Development'.
- k. ensure development respects Oldham's natural, built and historic environments, Green Infrastructure, biodiversity (including the environmental value of brownfield sites), geodiversity and landscapes, and their settings.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses all the main issues, and is supported by the other policies which provide greater details on how these matters will be addressed in planning terms. It links to the Vision and the preferred way forward by addressing climate change, sustainable development, an improved housing market, economic prosperity, education and skills, transport, local environments.
Objectives	SO1, SO2, SO3, SO4, SO5.
Sustainability Appraisal Objectives	All.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Cohesive Society. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	All indicators.
Implementation	Oldham Council. Public Sector agencies. Private Sector. Voluntary Sector.
Transport Protocol Key Issue	1, 4, 5.

Supporting Text

- 5.8** A fundamental principle of sustainable development is the need to conserve natural resources and improve their quality, particularly those that are finite and non-renewable. The importance of climate change has risen considerably up the public and political agenda over the last few years. The policy links to the preferred way forward and the objectives generally by setting out the key ways Oldham will address these matters. The policy in many ways sets the overall context for the joint DPD. It is supported by the other policies that deal with the detailed matters covered by these broad headings, particularly for dealing with development management proposals.
- 5.9** Development proposals should:
- be consistent with national and local policy and guidance; and
 - support the Oldham Sustainable Community Strategy and other strategies, plans, policies and programmes approved by the council or the Oldham Partnership; and
 - be consistent with the Oldham LDF objectives, the preferred way forward and other policies; and
 - have regard to `Oldham Beyond` and its successor documents such as local area-based masterplans; and
 - have regard to the Greater Manchester Strategy, including the spatial planning framework; and
 - have regard to an approved Parish Plan by Saddleworth Parish Council or Shaw & Crompton Parish Council, where appropriate; and
 - have regard to the statutory purposes of the Peak District National Park, where appropriate.
- 5.10** The `Assessment of Potential Carbon Savings Achievable in the North West Region by 2020` was commissioned by the former 4NW (October, 2008). It recommends various ways in which carbon savings can be achieved such as Code for Sustainable Homes, Zero Carbon Homes and minimising the need to travel.
- 5.11** Greater Manchester was awarded Low Carbon Economic Area (LCEA) for the Built Environment in December 2009. The purpose of the LCEA is to accelerate growth in a particular part of the low carbon economy expanding on particular strengths, thus helping to strengthen and grow the UK's share of this market.
- 5.12** Greater Manchester's LCEA vision is that by 2015 Greater Manchester has established itself as a world leader in transforming to a low carbon economy. The physical retrofit and supply of energy to both the residential and non-residential building stock plays a key role in achieving this vision.
- 5.13** The Stern Review: The Economics of Climate Change⁽⁵⁾ concluded that the benefits of acting strong and early significantly outweigh the economic costs of not responding. Manchester Enterprises published a `Mini Stern` report⁽⁶⁾ to identify what can be done to deal with the

5 HM Treasury, 2006.

6 July 2008.

impacts of climate change legislation. It recommends that Greater Manchester should look further into the potential to develop a more robust and cost efficient energy infrastructure that is based on low and zero carbon technologies.

- 5.14** The Multi Area Agreement⁽⁷⁾ addresses climate change as a key issue and states it will assess the business support needs of responding to the challenges around energy and carbon emission reduction and business growth opportunities set out in the Mini-Stern report.
- 5.15** Access and movement need to be achieved with as little harm as possible to the environment and to human health. It is known that there are instances of poor air quality in the borough identified through monitoring, and an Air Quality Management Area has been designated where areas are likely to exceed Government targets for air pollution. Traffic congestion needs to be managed and there is a need to reduce the impact of motorised traffic on the global climate and levels of noise, as well as on air quality. A Greater Manchester Congestion Target Delivery Plan⁽⁸⁾ is part of a strategy to deliver national targets on urban congestion.
- 5.16** Defra and the Low Emissions Partnership have prepared good practice guidance on Low Emission Strategies⁽⁹⁾. This provides a package of methods to mitigate the transport impacts of development. There is a Greater Manchester Air Quality Action Plan⁽¹⁰⁾ in place. It identifies that Oldham will work in partnership with the other Greater Manchester authorities.
- 5.17** Securing sustainable communities involves ensuring that new housing is developed in locations that offer access to a range of community facilities, jobs, key services and infrastructure. There are many employment-generating land uses, such as offices and creative industries, which can be located alongside residential areas without having a negative impact on residential amenity. Located in appropriate areas, mixed-uses can stimulate sustainable economic investment and regeneration, and can create local jobs that can reduce the need to travel and hence lower emissions.
- 5.18** Improving, protecting and conserving the quality of soils is important. Certain soils, such as peat, can act as a carbon sink. Remediating contaminated land will continue to be addressed. Policy 9 deals with managing potential hazards.
- 5.19** Improving our housing market, through choice, quality and diversity, is key to the future of the borough. Policies 3, 10, 11 and 12 of this joint DPD provide further details about how we will ensure Oldham is an address of choice.
- 5.20** Focusing major retail and leisure developments on Oldham Town Centre, and appropriate levels of development on the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), will help to promote their vitality and viability. Supporting local shops and services will help sustain our communities. Policies 15 and 16 provide further details on how we will support our centres and neighbourhoods.

7 AGMA and Manchester Enterprises, June 2008.

8 AGMA, September 2007.

9 January 2010.

10 AGMA, 2006.

-
- 5.21** Changing our local economy and improving education and skills so that we increase economic prosperity are key means to addressing worklessness and tackling deprivation. Our work on so many different fronts and with a wide range of partners is aimed at bringing about these changes and improvements. Policies 4, 13 and 14 provide further details about how the planning framework will contribute towards this.
- 5.22** Ensuring development is located in areas that can help reduce the need to travel and are accessible by public transport, walking and cycling are key ways to address our impacts on the local and global environments. Particularly with regard to the site allocations which emerge through Policies 11 and 13 and the relationship with Policies 15 and 16. Policies 5 and 17 provide further details on how we will promote accessibility and sustainable transport choices.
- 5.23** Policy 18 provides details of how we will we reduce energy consumption and increase energy conservation by securing use of appropriate low carbon and renewable energy technologies.
- 5.24** Quality water is a precious resource. Water resources and features make a valuable contribution to biodiversity, form part of the landscape and offer recreational value. Many watercourses have been culverted. Flooding, and how best to protect and defend developments from its effects, is of great importance. Oldham Council commissioned a Strategic Flood Risk Assessment (SFRA)⁽¹¹⁾, working with Greater Manchester partners and the Environment Agency, which forms a key part of the LDF evidence base. Policy 19 provides details of how we will manage water and flooding matters in the borough.
- 5.25** Our design principals reflect the positive characteristics of the borough's local areas and communities. Further details of how we will secure high quality design of new developments is provided in Policy 20.
- 5.26** Oldham is working with its Greater Manchester partners to ensure the prudent use and sustainable management of our waste and minerals resources. Policies 7 and 8 provide further details on these matters.
- 5.27** Policy 22 provides details of how we will manage Green Belt and open countryside matters in the borough.
- 5.28** Our local natural, built and historic environments add to the borough's sense of place, and Policies 6, 21, 23 and 24 provide further details of how we will manage these matters.
- 5.29** All development sites will only be taken forward in the Site Allocations DPD following satisfaction of assessments in respect of flooding, highways, habitats, infrastructure, the potential sterilisation of minerals by the development and the potential or not for prior extraction of those mineral resources. This is not an exhaustive list.

11 Oldham Strategic Floodrisk Assessment, JBA Consulting and Oldham Council, 2010.

Policy 2 Communities

Promoting and addressing the needs of local neighbourhoods is key to creating sustainable communities across Oldham. The council will support appropriate development that contributes towards creating sustainable communities and promotes community cohesion across the borough, supports the transformation of education and skills, and contributes to improved health and well-being of people in Oldham.

Communities

Development should contribute towards sustainable communities, and should not undermine community cohesion.

The council will support proposals for new and improved community facilities that meet an identified need, where appropriate, by working with partners and through the use of developer contributions.

Health and well-being

The council will support improvements in the health and well-being of Oldham's residents by working with the NHS, PCT and other health partners and through the use of developer contributions to facilitate the development of new and improved health-related facilities. This will include the current LIFT health and well-being centres programme.

Education and skills

The council will support improvements to the education and skills of the borough's population by working with a range of education partners, including the University Campus Oldham, the Oldham College and the Oldham Sixth Form College, and through the use of developer contributions, to facilitate the development of new and improved education facilities. These will include proposals relating to the Building Schools for the Future programme, the primary capital programme and the Regional Science Centre Oldham.

The council will provide further advice and guidance on this policy.

Linkages

Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by relating to the land-use elements of communities, health and well-being, and education and skills.
Objectives	SO1, SO2, SO3, SO4, SO5.
Sustainability Appraisal Objectives	EC5, EC9, SOC1, SOC2, SOC10, SOC11.

Linkages	
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources. Cohesive Society.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; and Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	23, 40, 41, 42, 43.
Infrastructure	Primary Capital programme is approximately £8 million. Children's Centres programme.
Implementation	Oldham Council. Public Sector agencies. Education sector. NHS. PCT. Private Sector. Voluntary Sector.

Supporting Text

5.30 The policy links to the preferred way forward and objectives by creating safer and stronger communities, contributing towards improved health and well-being, and increasing education attainment.

Communities

5.31 Development should contribute towards community cohesion. Regard should be given to the following objectives when determining planning applications:⁽¹²⁾

- a. people share a sense of belonging and a common identity;
- b. people are strong in their own identities and respect others;
- c. a more equal borough;
- d. people relate to each other;
- e. people play their part; and
- f. resilience to threats and conflict.

5.32 Community facilities are currently defined as:

- a. education facilities.
- b. facilities associated with social service provision.
- c. facilities associated with HM Prison Service.
- d. health and well being centres, health / medical centres, hospitals and nursing homes.
- e. child care facilities including private nurseries.

¹² Evaluating the Impact on Projects of Community Cohesion, Oldham Council, 2007.

- f. indoor built facilities used for sport and recreation.
- g. cultural facilities, libraries, arts centres, museums and theatres.
- h. community centres, halls and social clubs used for promotion of sport and cultural activities.
- i. religious buildings.
- j. special needs housing involving communal living and/or supported accommodation.

5.33 The council will encourage the continued use of existing community facilities (provided that facilities are in accordance with other objectives and policies, and consideration is given to any reviews of facilities use / provision undertaken), and encourage the development of flexible premises that can accommodate a range of uses and / or service providers.

5.34 The change of use from education or community facilities, either in whole or in part, will be permitted where it can be demonstrated by the applicant to the council's satisfaction that the facility is redundant and surplus to requirements, or where appropriate alternative provision is proposed. Redevelopment of a facility for a non-community or education use will be permitted where the proposals would achieve broader planning and regeneration objectives.

Health and well-being

5.35 The council has worked closely with NHS Oldham to ensure that the future vision for health provision in the borough is reflected in the joint DPD. The Strategic Services Development Plan 2007-2012⁽¹³⁾ sets out the future plans for health and social care under the LIFT programme. The aims of the LIFT vision include:

- a. Integrate health and social care
- b. Realign service delivery to better meet the needs of patients
- c. Develop premises for community use
- d. Develop facilities and services that promote positive health and well being through increased exercise, improved diet etc
- e. Develop and expand primary care premises so they are fit for the future.

Table 3 Facilities currently proposed through the LIFT programme

Project	District Partnership
Chadderton Town Integrated Care Centre - current facility will be replaced by a new facility.	Chadderton
Chadderton South Integrated Care Centre - centre will directly serve the local area offering GP practises and other health related services.	Chadderton
Royton Health and Well Being Centre - Integrate health and leisure services over two phases. The centre will include GP practices, a pharmacy, community nursing teams, dental surgeries and more specialist services.	Royton, Shaw and Crompton

13 Oldham Council, Oldham PCT, Community 1st Oldham Ltd, North West Ambulance Services NHS Trust, 2007.

Project	District Partnership
Shaw/Crompton Primary Care Centre - Services may include GP, pharmacy and dental services as well as some diagnostics services.	Royton, Shaw and Crompton
Fitton Hill Neighbourhood Centre - A neighbourhood campus with a range of facilities including a health centre, library, youth club, housing office and local shops.	West Oldham
Werneth Primary Care Centre - A multiple GP unit with associated health and social care facilities, library service and a health cafe.	West Oldham

Education and skills

- 5.36** The Primary Capital programme aims to work towards closing the gap between education attainment levels across the borough and aligning the supply of school places with demand.
- 5.37** Building Schools for the Future (BSF) is a new approach to capital investment in school buildings and facilities. Proposals involve secondary schools being replaced, rebuilt or renovated. A review of the BSF programme by the Government, announced 6th July 2010, resulted in changes to some of the borough's planned school development. Seven schools will be replaced by three new academies and a new Roman Catholic School. North Chadderton School and Sixth Form will be remodelled on the same site.

Table 4 Proposed BSF schools

Proposed BSF Schools	District Partnerships
North Chadderton School and Sixth Form (remodelled)	Chadderton
New Roman Catholic School	Chadderton
Oasis Academy Oldham	Failsworth and Hollinwood
Oldham Academy North	Royton, Shaw and Crompton
Waterhead Academy	East Oldham

Policy 3 An Address of Choice

We will promote the borough as an address of choice. Oldham is part of Greater Manchester's north east housing market area, along with Rochdale, Tameside and parts of Manchester. Working with partners and developers we will ensure the housing market is balanced and sustainable to meet the needs and demands of our urban and rural communities, by providing quality, choice and diversity through new residential development, promoting the effective and efficient use of land and managing the release of housing land.

When allocating sites and determining planning applications, the council will promote housing within a boroughwide and Greater Manchester context, having regard to national and local guidance, policies and evidence. This includes the:

- Greater Manchester Strategic Housing Market Assessment.
- Gypsy and Traveller Accommodation and Service Delivery Needs in Greater Manchester.
- Oldham Rochdale Housing Market Renewal Pathfinder prospectus, strategies, plans, programmes and masterplans.
- Oldham Strategic Housing Market Assessment (formerly the Housing Needs and Demands Study).
- Oldham Strategic Housing Land Availability Assessment (SHLAA).
- Oldham Affordable Housing Economic Viability Assessment (AHEVA).
- Oldham Affordable Housing Strategy.

Distribution of Housing

The council will allocate sufficient land, in whole or as part of a mixed use scheme in the Site Allocations DPD, to accommodate at least 289 dwellings per year, net of clearance, on average over the LDF plan period up to 2026, informed by the findings of the SHLAA. At least 80% of the housing provision will be on previously developed land. The focus for new housing will be in sustainable and accessible locations. This includes regeneration areas (including Oldham Town Centre and the Housing Market Renewal areas), and areas within and accessible to the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), and rural settlements (such as the Saddleworth villages). Based on the current SHLAA (which will be monitored and reviewed over the lifetime of the LDF) this means providing the following distribution of housing up to 2026 within each District Partnership area:

Table 5 Current distribution of housing within District Partnerships (based on the 2009 SHLAA)

Approximate percentage of borough's housing within District Partnership areas	
East and West Oldham	60%
Failsworth and Hollinwood	10%
Saddleworth and Lees	10%
Royton, Shaw and Crompton	10%
Chadderton	10%

Managing the release of housing land

Planning applications for residential development, in whole or as part of a mixed-use scheme, will be permitted where:

- a. the site is allocated for residential development or mixed-use and has come forward in line with the council's approach to phasing, reflecting the residential distribution described above; or
- b. the site is allocated for residential development or mixed-use and has come forward prematurely from the phasing set out in the Site Allocations DPD and does not undermine other national and local guidance and policies: and
 - i. a deliverable five-year supply of housing land cannot be demonstrated; or
 - ii. it contributes to the delivery of the borough's regeneration priorities; or
 - iii. it contributes to the delivery of affordable housing that meets the local affordable housing needs.

Proposals on a non-allocated site for residential development will be considered favourably where it meets the three criteria listed under b above or it is for a small development, comprising a change of use or conversion or not identified in the council's SHLAA.

The use of previously developed land and vacant or underused buildings is the council's first preference for residential development and the availability of such land, both in the locality and boroughwide, as assessed by the council's monitoring arrangements, will be the first consideration when regarding applications on 'greenfield' sites.

Access to key services

Major residential development should have access to at least three key services, and minor residential development should have access to at least two key services. Major residential developments are defined as ten or more dwellings or a site of 0.4 hectares and above, and minor development is defined as that which falls below these thresholds. As a guide, 'access' is currently defined as being within approximately 480 metres or approximately ten minutes walk time of a key service. Key services currently include areas of employment, major retail centres (such as Oldham Town Centre, the borough's other centres and large-scale foodstores), local shopping parades, health-related facilities and services (such as doctors surgeries and hospitals), secondary schools, primary schools, post offices and community uses (such as libraries, theatres).

UDP policies H1.1 and H1.2⁽¹⁴⁾ will be saved and will be assessed in the Site Allocations DPD.

The council will provide further advice and guidance on this policy.

Linkages

Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, and the vision and the preferred way forward, by relating to the needs of our local housing market and making Oldham an address of choice.
Objectives	SO1, SO2, SO3, SO4, SO5.

14 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006.

Linkages	
Sustainability Appraisal Objectives	EC1, EC2, EC6, ENV1, ENV2, ENV3, SOC1, SOC2, SOC3, SOC8, SOC9.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Cohesive Society. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	11, 12, 13, 14, 15, 16, 17, 18, 19, 20.
Infrastructure	HMR Pathfinder programme. Primary Capital programme is approximately £8 million. Metrolink: £600 million invested on four Metrolink lines to Oldham and Rochdale, Droylsden, Chorlton and Media City. £84 million committed to extend the system through Oldham Town Centre.
Implementation	Oldham Council. Public Sector agencies. Private Sector.

Supporting Text

- 5.38** The policy links to the preferred way forward and the objectives generally by contributing to meeting the housing needs and demands of the community and to helping make Oldham an address of choice.
- 5.39** Housing is one of the major issues facing the borough and is a key component to quality of life. Good quality housing, choice and diversity in attractive, safe and cohesive neighbourhoods are required to satisfy peoples' needs and aspirations and the needs and demands of a modern, balanced housing market. This will encourage people to remain living within the borough and also to attract new economically active residents and households.
- 5.40** Improving the condition and mix of the borough's housing stock is identified as a strategic priority within Oldham's SCS and LAA contributing to the borough's 'qualitative transformation'. The SCS and LAA states that *"the first call upon the limited land available for housing should be the high quality replacement homes which are needed as part of our drive to radically improve the quality and variety of housing"*.⁽¹⁵⁾

15 Oldham Sustainable Community Strategy and Local Area Agreement, Oldham Partnership, 2008.

- 5.41** Oldham will provide enough land for at least 289 new dwellings on average each year (after allowing for clearance). From 2003/04 to 2009/10, this meant that an extra 2,023 dwellings should have been completed in the borough. 3,074 new dwellings were built during this period, although 1,502 existing dwellings were also cleared which means there was a net gain of 1,572 dwellings during the period. This is 451 dwellings fewer than the 2,023 dwellings that were expected to be built.
- 5.42** From 2010/11 to 2025/26 the borough will provide sufficient land for 4,624 new dwellings. It is assumed that clearance from 2010/11 to 2025/26 is 1,846 dwellings. Therefore, for the period 2010/11 to 2025/26, taking account of the annual need and the previous performance and future clearance, then the borough's housing land requirement is for 6,921 new dwellings. In addition to this, and in line with Planning Policy Statement 3 'Housing' (PPS3), it is also assumed that there will be a need to have a five year housing land supply at the end of the plan period (that is from 2025/26 to 2030/31). This means providing land for a further 1,445 new dwellings. Therefore, for the period 2010/11 to 2030/31, the LDF has to plan for sufficient land for 8,366 new dwellings.
- 5.43** The SHLAA⁽¹⁶⁾ identifies a potential housing land supply of 10,937 dwellings as at 1 April 2010. The SHLAA, therefore, contains more dwellings compared to the level of housing provision required.
- 5.44** The council has sufficient land supply to meet its housing requirements over the life of the LDF. Sites, and the phasing arrangements, will be identified in the Site Allocations DPD.
- 5.45** At least 80% of housing provision is to be on previously developed land. The borough has consistently exceeded having at least 80% of its housing provision on brownfield land and buildings since 2003/04. The five-year supply as at April 2010 indicates that this will continue. Table 6 shows the breakdown of housing land types based on the current (December 2009) SHLAA findings. This will be monitored and reviewed over the lifetime of the LDF.

Table 6 Current distribution of housing land types within District Partnership areas (based on the 2009 SHLAA findings)

District Partnership area	Proportion of each area's total by land type		
	Brownfield (approximate %)	Greenfield (approximate %)	Mixed (approximate %)
East and West Oldham	92%	6%	2%
Failsworth and Hollinwood	87%	8%	5%
Saddleworth and Lees	71%	29%	-
Royton, Shaw and Crompton	80%	9%	11%
Chadderton	85%	4%	11%

16 Appendix 10, Annual Monitoring Report, Oldham Council, December 2009.

- 5.46** The LDF sets out the approach to managing housing land release, ensuring that the focus is on supporting the aims and objectives of HMR during the lifetime of the project, through adopting a phasing and `plan, monitor, manage` approach. The potential housing land supply does, however, allow the borough some degree of flexibility to take account of changing circumstances.
- 5.47** Residential development needs to be in suitable locations, which offer a range of community facilities and with good access to jobs, key services and infrastructure in order to create sustainable communities. Housing will be focused on regeneration areas (including Oldham Town Centre and the HMR areas), areas within and accessible to the borough's other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill) and rural settlements (such as those in Saddleworth). However, this is not stating that all development should take place within regeneration areas before any can take place elsewhere. It is about ensuring over the life of the LDF that the delivery of housing development reflects our aspirations and principles and addresses the needs and demands of all communities, recognising that the focus for housing development generally will be in these areas, whilst acknowledging the contribution that non-allocated sites may make to the housing market.
- 5.48** The 2006 UDP policies may be viewed on the council's website at www.oldham.gov.uk.

Policy 4 Promoting Sustainable Regeneration and Prosperity

We will promote and enhance the needs of the local economy within a boroughwide and Greater Manchester context. Oldham will encourage and support sustainable, low carbon economic regeneration, diversification, growth and prosperity. The council will allocate sufficient employment land to meet the needs of existing and new businesses, and contribute towards Greater Manchester's economic land supply.

When allocating sites and determining planning applications, the council will have regard to the following:

- national guidance and policies.
- Greater Manchester Strategy.
- Manchester Independent Economic Review (MIER).
- Oldham and Rochdale Economic and Skills Alliance (ORESAs) Prospectus.
- Oldham Employment Land Review.
- `Oldham Beyond` and its successor documents.

The council will promote and support the development of a range of low carbon industries that contribute towards sustainable regeneration and prosperity across the borough by working with developers and partners, where appropriate.

The council will allocate approximately 82 hectares of employment land in the Site Allocations DPD, for the period 2008 to 2026. Approximately half of this land will be provided at Foxdenton. The remainder will be focused on areas that are sustainable and accessible locations. The selection of development sites will have regard to a sequential approach, as set out in national

guidance, based on Oldham Town Centre, the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill, Hollinwood Business District, Chadderton Technology Park and the other established employment areas (which are now titled either 'Business and Employment Areas' or 'Saddleworth Employment Areas').

Forecasting indicates that the borough may require additional office and retail floorspace during the plan period. The selection of development sites will have regard to a sequential approach as set out above. The majority of the floorspace will be located within, or on the edge of, our existing centres. New floorspace must be of an appropriate scale and nature and well-related to the character, role and function of the centre.

The council will, where appropriate, work with developers and partners to ensure Manchester City Centre and our neighbouring district's key sites (such as at Kingsway, Ashton Moss, Central Park and Manchester Piccadilly Basin/Oxford Road Area) are as accessible as possible by public transport for the residents of the borough.

The council will, where appropriate, work with partners and developers to explore opportunities to address deprivation and worklessness in the borough through the use of developer contributions and local employment initiatives.

The council will, where appropriate, support diversification of the rural economy for business purposes, particularly where it would enhance agriculture, sports and recreation, tourism or education.

UDP policies B1, B1.1, B1.2 and B1.3⁽¹⁷⁾ will be saved and will be assessed in the Site Allocations DPD.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by relating to changing our local economy and increasing economic prosperity.
Objectives	SO1, SO2, SO3, SO4, SO5.
Sustainability Appraisal Objectives	EC1, EC2, EC3, EC4, EC5, EC6, EC7, EC9, EC10, ENV3, SOC2, SOC11.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-Being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	An address of choice. A university town.

17 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006.

Linkages	
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	2, 3, 4, 5, 6, 7, 8, 9, 10, 46.
Infrastructure	Primary Capital programme is approximately £8 million. Metrolink £600 million invested on four Metrolink lines to Oldham and Rochdale, Droylsden, Chorlton and Media City. £84 million committed to extend the system through Oldham Town Centre.
Implementation	Oldham Council. Public Sector agencies. Private Sector. LTP.
Transport Protocol Key Issue	2, 5.

Supporting Text

- 5.49** The policy links to the preferred way forward and objectives generally by improving our local economy and economic prosperity.
- 5.50** A key objective of the borough's regeneration activities is to turn round the local economy by promoting and securing the development of knowledge based and innovative technologies and industries, so as to provide skilled and accessible jobs for local people.
- 5.51** The Greater Manchester Employment Land Position Statement⁽¹⁸⁾ was commissioned to update the employment land `need` for the ten local authorities. One of its conclusions was that Greater Manchester has an employment land `need` of between 1,609 hectares and 1,863 hectares. The conclusion for Oldham was that the borough should contribute between 69 hectares and 133 hectares to the overall total for Greater Manchester.
- 5.52** Oldham's Employment Land Review (ELR)⁽¹⁹⁾ sought to determine a more specific employment land `need` figure for the borough. Using a range of forecasting methods, based on the Greater Manchester Forecasting Model (GMFM)⁽²⁰⁾ scenarios, the ELR shows the same general trends with growth in demand for B1 (offices) land, a slight growth in B8 (storage or distribution) land and a large decline in demand for B2 (general industry) land. The ELR identified the need for approximately 82 hectares of B1, B2 and B8 employment land over the period to 2026. Specific sites will be allocated in the Site Allocations DPD.

18 AGMA, August 2009.

19 Oldham Council, 2010.

20 AGMA, October 2009.

- 5.53** Improving public transport accessibility to Manchester City Centre and our neighbouring district's key sites, for example at Kingsway, Ashton Moss, Central Park and Manchester Piccadilly Basin/Oxford Road Area, is an issue that needs to be addressed as the borough's residents have below average car ownership rates. Metrolink will directly link the borough to Manchester City Centre and our neighbouring district's key sites when the line is complete, so offering easier access to potential job opportunities for local residents.
- 5.54** Addressing deprivation and worklessness is an underpinning priority and central challenge in Oldham's Sustainable Community Strategy. It states that worklessness could be the single most important determinant of the future prosperity and cohesion of the borough. We will work with partners and developers to maximise the job prospects for local people arising from new developments.
- 5.55** Farming plays an important role in shaping and maintaining the borough's countryside. However, according to the GMFM outputs, the number of jobs in agriculture across the borough is forecast to decline considerably up to 2026. Therefore, by supporting diversification of the rural economy for business purposes, the council will help maximise the potential of the borough's rural areas. UDP policy OE1.11 'Farm Diversification' is saved. ⁽²¹⁾
- 5.56** The 2006 UDP policies may be viewed on the council's website at www.oldham.gov.uk.

Policy 5 Promoting Accessibility and Sustainable Transport Choices

We will guide development to the most accessible locations, and promote and encourage use of public transport, Metrolink, walking and cycling. All development, particularly that which is likely to generate a large number of journeys, must be accessible by a choice of transport modes and must not impede the strategic and local road networks or compromise pedestrian or highway safety.

When allocating sites and determining planning applications, the council will promote accessibility and sustainable transport choices having regard to national guidance and policies, including proposals set out in the Greater Manchester Transport Strategy and the Greater Manchester Local Transport Plan, as well as supporting proposals in other local strategies and plans.

The council will:

- a. ensure that development is accessible by public transport. All major developments should achieve 'High Accessibility' or 'Very High Accessibility' unless it can be demonstrated that this is neither practicable nor desirable or it provides exceptional benefits to the surrounding environment and community. Minor development should achieve 'Low Accessibility' as a minimum.

21 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006

Public transport accessibility is currently defined below. It will be monitored and reviewed over the lifetime of the LDF.

- i. Very High Accessibility: within approximately 400 metres of a frequent bus route (route with a service or combination of services running minimum of every ten minutes daytime Monday to Saturday and running evenings and Sundays) and approximately 800 metres of a rail station or future Metrolink stop.
- ii. High Accessibility: within approximately 400 metres of a frequent bus route or approximately 800 metres of a rail station or future Metrolink stop.
- iii. Medium Accessibility: within approximately 400 metres of a bus route with a service, or a combination of services, running at a frequency of two per hour daytime Monday to Saturday.
- iv. Low Accessibility: within approximately 400 metres of a bus route with a service, or a combination of services, running less frequently than the medium accessibility.

Major developments are defined as ten or more dwellings or sites of 0.4 hectare or above for residential development, or floorspace of 1,000 square metres or more or sites of one hectare or above for other uses. Minor development is defined as that which falls below these thresholds.

- b. promote Metrolink and its links with other means of travel, such as bus, walking and cycling, and encourage developments that are accessible to it.
- c. ensure the safety of pedestrians, cyclists and other vulnerable road users by ensuring appropriate highway safety measures and schemes are implemented as part of development proposals. Where feasible all pedestrian and cycle movements will be prioritised consistent with the road user hierarchy.
- d. promote walking and cycling by ensuring developments are located so as to link to an attractive and safe network of routes where possible.
- e. require developments to be accompanied by a Transport Assessment and a Travel Plan where appropriate.
- f. reduce the need and distance travelled consistent with national policy.
- g. integrate development within a multimodal network, promoting connections and interchange facilities.
- h. capitalise on the opportunities associated with park and ride sites.
- i. deliver service enhancement of the public transport infrastructure which will be reviewed to assess the available capacity.
- j. promote and encourage infrastructure for modern modes of transport where appropriate.

The council will apply parking standards to developments as a means to manage demand and encourage greater use of public transport, walking and cycling. In line with national guidance and policy the council will apply the maximum car parking standards set out in Annex D of Planning Policy Guidance Note 13 'Transport' (PPG 13) until locally-specific standards can be prepared after the joint DPD has been adopted. (See Appendix 11). Where an application is for a land use not covered in the national guidance, the council will determine the level of parking provision on an individual basis taking account of local circumstances. The council will have regard to, amongst other things, the nature and scale of the development, the character and

setting of its location, the current and future levels of public transport accessibility and opportunities for walking and cycling in the area, the safety of road users and pedestrians, the need to reduce congestion and carbon emissions, and improve air quality.

The council will also take account of the Protocol arrangements with the Highways Agency and continuously monitor the cumulative transport impacts alongside the assessment of individual site characteristics.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by promoting accessibility and movement.
Objectives	SO1, SO4, SO5.
Sustainability Appraisal Objectives	EC3, EC8, ENV3, ENV4, ENV5, ENV7, ENV8, SOC4, SOC6, SOC10.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.
Oldham Council Corporate Objectives	An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	23, 24, 25, 26.
Infrastructure	Metrolink £600 million invested on four Metrolink lines to Oldham and Rochdale, Droylsden, Chorlton and Media City. £84 million committed to extend the system through Oldham Town Centre.
Implementation	Oldham Council. Transport for Greater Manchester. Network Rail. Public Sector agencies. Private Sector. Highways Agency.
Transport Protocol Key Issue	1, 2, 3, 4, 5.

Supporting text

5.57 The policy links to the preferred way forward and objectives generally by reducing the need to travel and promoting accessibility and movement.

- 5.58** It is important to ensure that new development locations are accessible by a choice of travel modes, including public transport, walking and cycling. This will help reduce the need for people to travel and hence contribute towards reducing congestion and meeting climate change reduction targets. It also links with the need to improve people's health by creating more opportunities for people to walk or cycle rather than use the car. The council has mapped and classified public transport for all parts of the borough as either 'very high', 'high', 'medium' or 'low' accessibility. It will be regularly monitored and updated, as necessary, over the life of the LDF. Developer contributions may be sought, where appropriate and necessary, to improve the accessibility of development sites by sustainable transport choices. The Highways Agency has also undertaken a comprehensive accessibility mapping exercise which provides a supporting analysis of the relative accessibility of the borough to a composite of service types.
- 5.59** AGMA and the Highways Agency have commissioned a study, Assessing the Transport Impacts of the Local Development Frameworks.⁽²²⁾ Districts have supplied the consultants with potential levels of development proposed within LDFs, and the transport implications of these developments have been modelled to assess the impacts on the road network. The analysis of the modelling has enabled key transport related issues to be defined and a Protocol arrangement to be agreed with stakeholders. The Protocol and key issues are discussed in Table A and represent where further work will need to be undertaken to facilitate the joint DPD and Site Allocations DPD.
- 5.60** Developments will be required, where appropriate, to have a travel plan, with the primary aim of shifting traffic away from car use and reducing congestion. Active travel is an important way of increasing physical activity and integrating exercise into children's lifestyles. All schools are required by Government to develop a school travel plan. In addition, the council has a Sustainable Modes of Travel Strategy (SMoTS).⁽²³⁾ Transport Assessments may also need to be submitted alongside planning applications for new developments. This will include developments that are likely to generate a significant increase in the number of trips or have an impact on the operation of trunk roads or any other developments. Applicants will be encouraged to look at the national guidance⁽²⁴⁾ in relation to guidance on producing travel plans and transport assessments. The current thresholds for which a transport assessment and/or a travel plan will be required are:
- a. A1 Food retail - 800 square metres
 - b. A1 Non-food retail - 1,500 square metres
 - c. A2 Financial and professional services - 2,500 square metres
 - d. A3 Restaurants and cafes - 2,500 square metres
 - e. A4 Drinking establishments - 600 square metres
 - f. A5 Hot Food Takeaway - 500 square metres
 - g. B1 Business - 2,500 square metres
 - h. B2 General Industrial - 4,000 square metres
 - i. B8 Storage or Distribution - 5,000 square metres
 - j. C1 Hotels - over 100 bedrooms.
 - k. C2 Residential Institutions - over 50 beds,

22 MVA, AGMA and the Highways Agency, 2009/10.

23 Oldham Council, 2010.

24 Guidance on Transport Assessment, DfT and DCLG, March 2007.

- l. C2 Residential Education - over 150 students
- m. C2 Institutional Hostels - over 400 residents.
- n. C3 Dwelling Houses - over 80 units
- o. D1 Non-residential Institutions - 1,000 square metres
- p. D2 Assembly and Leisure - 1,500 square metres
- q. smaller developments, which would generate significant amounts of traffic and/or is located within or near to Air Quality Management Areas and/or in locations where there are initiatives or targets to reduce road traffic.
- r. schools (including extensions).
- s. where a Transport Assessment / Travel Plan would help address a local traffic problem identified by the council and/or the Highways Agency.
- t. any proposals in a location where transport infrastructure is inadequate.

5.61 After the joint DPD has been adopted the council will undertake an early review of car parking standards to create locally-specific standards. In setting local standards the council will have regard to the criteria included within PPS4 Policy EC8.

Policy 6 Green Infrastructure

The borough has a great, rich and vast built and natural environment. Features include a range of nature conservation areas, the recently restored Rochdale and Huddersfield Narrow Canals, an extensive rights of way network and our wide range of open spaces such as the award-winning Alexandra Park. We will value our local natural, built and historic environments, green infrastructure, biodiversity, geodiversity and landscapes, and their wider settings. The council will identify, protect, conserve and enhance this multi-functional Green Infrastructure network in the borough and maximise the benefits associated with Green Infrastructure, such as health and climate change adaptation.

When allocating sites and determining planning applications, the council will have regard to international, national, Greater Manchester and local guidance and policies, including:

- the conservation of biodiversity duty.
- the findings of the Habitats Regulations Assessment.
- national guidance and policies, including Planning Policy Guidance Note 17 'Planning for Open Space, Sport and Recreation' (PPG17).
- North West Green Infrastructure Guide.
- North West Regional Forestry Framework.
- North West River Basin Management Plan.
- Pennine Edge Forest initiative.
- Greater Manchester Green Infrastructure Framework.
- Greater Manchester Ecological Framework.
- Greater Manchester Biodiversity Action Plan.
- Greater Manchester Local Geodiversity Action Plan.
- Greater Manchester and Oldham Urban Historic Landscape Characterisation Study.
- Peak District National Park Landscape Character Assessment, where appropriate.
- Oldham Landscape Character Assessment.

- Oldham Biodiversity Action Plan.
- Oldham Local Needs Assessment and Audit.

Development proposals, where appropriate, must:

- promote and enhance the borough's Green Infrastructure network. This currently consists of nature conservation sites, strategic recreation routes, green corridors and links, canals and open spaces which are defined below; and
- make a positive contribution to Green Infrastructure assets and its functions in priority areas identified in the Greater Manchester Green Infrastructure Framework and elsewhere where there are deficiencies in quantity, quality, accessibility and functionality; and
- support opportunities to contribute towards the habitat creation and repair of Biodiversity Opportunity Areas identified in the Greater Manchester Ecological Framework. In the borough the two priority biodiversity areas identified for habitat creation and repair are South Pennine Moors (this is a Special Area of Conservation and Special Protection Area for Birds) and Moston Brook Corridor (this is a green corridor); and
- protect and enhance habitats and species identified in the Greater Manchester Biodiversity Action Plan and Oldham Biodiversity Action Plan; and
- conserve, protect and enhance the geological and geomorphological heritage identified in the Greater Manchester Local Geodiversity Action Plan; and
- have regard to historic landscape as identified in the Greater Manchester and Oldham Urban Historic Landscape Characterisation Study; and
- enhance and reinforce distinctive elements of the borough's landscapes and have regard to the Oldham Landscape Character Assessment; and
- ensure that the purpose, appearance and valued characteristics of the Peak Park, and views into and out of it, are not adversely affected; and
- support the implementation of plans and projects which significantly contribute to the borough's Green Infrastructure. These include the Moston Brook project, Leesbrook Nature Park, Pennine Edge Forest Trail, Peak Park Northern Gateway project, Sustrans Connect2 projects, Beal Valley and canal and river valley enhancement schemes.

These will be delivered through a range of funding streams, including developer contributions, where appropriate. The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the Vision and the preferred way forward by addressing the need to protect, conserve and enhance the borough's local natural, built and historic environments, green infrastructure, biodiversity, geodiversity and landscapes.
Objectives	SO1, SO4, SO5.
Sustainability Appraisal Objectives	EC2, EC4, EC5, ENV7, ENV8, ENV14, SOC10.

Linkages	
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	20, 21, 27, 28, 37, 38, 39.
Implementation	Oldham Council. Private Sector. Public Sector agencies.

Supporting Text

5.62 Policy 6 links to and helps to deliver Policies 21, 22 and 23. This policy links to the preferred way forward and the objectives generally by valuing and improving the borough's environment.

5.63 The key Green Infrastructure assets shown on the proposals map includes nature conservation sites, strategic recreational routes, canal corridors and all strategic open spaces and Green Flag parks in the borough. Strategic open spaces include parks and gardens (sites over 15 hectares) and strategic natural and semi-natural open spaces (sites over 20 hectares). Special Protection Areas for Birds (SPAs), Special Areas of Conservation (SAC) and Sites of Special Scientific Interest (SSSI) are grouped together under one category on the proposals map, 'Designated Nature Conservation' or DNC. Sites of Biological Importance and the Glodwick Lows Local Nature Reserve are also shown separately on the proposals map.

5.64 The borough's Green Infrastructure network and its functions consists of:

Nature conservation sites

5.65 These are currently:

- Special Protection Areas for Birds (SPAs) and Special Areas of Conservation (SAC);
- Sites of Special Scientific Interest (SSSIs);
- Sites of Biological Importance (SBI's); and
- Local Nature Reserves and other non-designated sites containing substantive nature conservation value of local significance.

Strategic recreational routes

5.66 These are currently the Oldham Way (boroughwide); Pennine Bridleway, Pennine Way, Greenfield-Uppermill and Delph Donkey (in Saddleworth and Lees); Hunt Lane (in Chadderton) excluding Foxdenton; Oldham-Lees (in East and West Oldham, and Saddleworth and Lees); Royton Junction (in Royton, Shaw and Crompton); Oldham Bardsley (in East and West

Oldham); Crompton Circuit (in East and West Oldham, and Royton, Shaw and Crompton); the Beal Valley Way (in East and West Oldham, and Royton, Shaw and Crompton); and Huddersfield Narrow Canal and Rochdale Canal.

Green corridors and links

5.67 These are currently Wrigley Head, Stock Lane, Railway-Morton Street/ Hardman Lane, Somerset Road, cemetery by Hibbert Crescent (in Failsworth and Hollinwood); cemetery/cricket ground by Duchess Street, High Crompton Park, North Downs/Rochdale Road, Mill Lane/Thorp Road, Long Clough (in Royton, Shaw and Crompton); Egerton Street to Shaw Road and Clayton Playing Fields (in East and West Oldham and Royton, Shaw and Crompton); Broadbent Road/Whetstone Hill Lane, Alexandra Park, Ashton Road/Simkin Way and Sholver Lane (in East and West Oldham); Stonebreaks Road/Cooper Street, Chew Valley Road to Halls Way, Manchester Road to Ryefields Drive, River Tame from Delph New Road to Mow Halls Lane, Hill End Road to Gatehead Croft, Spurn Lane, Wall Hill Road and Wall Hill Road/Hudsteads Lane, Lydgate Tunnel/Oaklands Park, Oaklands Road (in Saddleworth and Lees); Brookside Business Park, Chadderton cemetery and Foxdenton (in Chadderton); Lees New Road to Greenacres Road (in East and West Oldham, and Saddleworth and Lees); and Cotswold Drive, Royton.

Canal corridors

5.68 This includes the Rochdale Canal (in Chadderton and Failsworth and Hollinwood) and the Huddersfield Narrow Canal (in Saddleworth and Lees).

River corridors

5.69 The main rivers across the borough include the Beal (in East and West Oldham, and Royton, Shaw and Crompton), Irk (in Chadderton, and Royton, Shaw and Crompton), Medlock (in Failsworth and Hollinwood, and East and West Oldham) and Tame (in Saddleworth and Lees).

Open spaces

5.70 This includes parks and gardens; natural and semi natural green space; green corridors; outdoor sports; amenity greenspace; recreational provision for children and young people; allotments and community gardens; cemeteries and churchyards; and civic spaces. This policy applies to all open spaces, whether or not shown on the proposals map.

5.71 There are two European designated sites that fall partly within the borough. These are the Rochdale Canal (which is a Special Area of Conservation, or SAC) and South Pennine Moors (which is a SAC and a Special Protection Area). The council has a duty to assess all development that could significantly affect these European sites, through a process called 'Habitats Regulations Assessment'. Consultation with Natural England is required, from an early stage, on any proposals that could potentially affect the special interest of these sites. Applicants should have regard to the findings of the Habitats Regulations Assessment (HRA),⁽²⁵⁾ where appropriate.

25 Oldham LDF: Joint DPD - Proposed Submission - Habitats Regulations Assessment, Greater Manchester Ecology Unit, 2010.

- 5.72** The Greater Manchester Green Infrastructure Framework defines Green Infrastructure as *“part of Greater Manchester’s life support system. It is a planned and managed network of natural environmental components and green spaces that intersperse and connect our city centres, our towns and our rural fringe. In simple terms, it is our natural outdoor environment”*.⁽²⁶⁾
- 5.73** It is important to plan for Green Infrastructure as an asset (e.g. open space) but also in terms of its functions (e.g. health benefits). Green Infrastructure can offer a range of functions that offer environmental, social and economic benefits and is described as being multi-functional where different functions take place on the same land. These include:
- a. facilitating a low-carbon society in a changing climate
 - b. an ecological framework
 - c. an active travel network
 - d. a sense of place and positive image and setting for growth
 - e. river, canal corridor and flood risk management
 - f. supporting urban regeneration
 - g. community, health and enjoyment
 - h. employment and skills development
- 5.74** The Greater Manchester Green Infrastructure Framework sets out how Green Infrastructure can be enhanced across Greater Manchester. It identifies priority areas for conservation, enhancement and creation. The key diagrams highlight that Green Infrastructure investment is needed in town centres and major transport corridors, including Oldham Metrolink (Victoria to Hollinwood), to raise quality of public realm; as part of the regeneration of priority areas such as Oldham, including the Housing Market Renewal area and in economic centres (such as our neighbouring districts key sites including Kingsway, Ashton Moss and Central Park); in areas with below average health; and areas that should be conserved and managed or restored to address climate change. The key green infrastructure map illustrates the priorities to support growth. See Figure 6 in the spatial portrait.
- 5.75** The council will have regard to current local standards of provision and the surpluses and deficiencies of open space provision identified in the Open Space Study.⁽²⁷⁾ Further details of these standards are set out in Policy 23. The council will also have regard to Oldham's Strategic Flood Risk Assessment⁽²⁸⁾ which can help identify opportunities for delivering flood risk management measures through Green Infrastructure. Policy 21 provides more information on the Green Infrastructure Framework.
- 5.76** The Greater Manchester Ecological Framework⁽²⁹⁾ provides a spatial understanding of where habitat creation and repair is needed through ‘Biodiversity Opportunity Areas’. It is a component of Green Infrastructure and is used to repair and enhance habitats identified in Biodiversity Action Plans. The following two priority sites within the borough have been identified for large-scale habitat creation and repair.

26 Towards a Green Infrastructure Framework for Greater Manchester, AGMA, 2008.

27 PMP consultants and Oldham Council, 2006-2010.

28 JBA Consulting and Oldham Council, 2010.

29 An Ecological Framework for Greater Manchester, AGMA, 2008.

- **South Pennine Moors** – extensive opportunities for upland habitat restoration within and adjacent to the Special Area for Conservation.
- **Moston Brook Corridor** – a strategically important area of green space between Oldham and Manchester districts. A range of habitat types occurs across four distinct sites connected by the Moston Brook watercourse, including lowland broadleaved woodland, wet grassland and unimproved neutral grassland.

- 5.77** Development will be expected to enhance, restore or create new biodiversity where the opportunity arises, either on-site or adjacent to the site, and so contributing to linkages between valuable or potentially valuable habitat areas where appropriate.
- 5.78** The Greater Manchester Biodiversity Action Plan ⁽³⁰⁾ and Oldham Biodiversity Action Plan ⁽³¹⁾ include actions which aim to conserve the habitats and species which are locally important.
- 5.79** The council will have regard to the impact of development proposals on sites recognised for their geological importance. The Greater Manchester Local Geodiversity Action Plan ⁽³²⁾ aims to conserve, protect and enhance the unique geological and geomorphological heritage of Greater Manchester for the future.
- 5.80** The Greater Manchester Historic and Oldham Urban Landscape Characterisation Study ⁽³³⁾ provides an understanding of the historical and cultural origins and development of the current landscape and identifies material remains at landscape scale which demonstrate the human activities that have formed the current landscape.
- 5.81** The council has prepared a Landscape Character Assessment ⁽³⁴⁾ covering rural areas across the borough. It identifies the following landscape character areas:
- a. South Pennine Moors
 - b. Moorland Fringe
 - c. Chadderton Rolling Hills
 - d. Tame Settled Valley
 - e. Beal Defined Valleys
 - f. Medlock Mixed Valley
 - g. Wharmton Undulating Uplands
- 5.82** Each landscape character area is split into landscape types with a principal landscape objective. Policy 21 provides more details on how applicants should have regard to landscape. The south eastern corner of the borough lies within the Peak Park, and planning for that part of the borough is the responsibility of the Peak District National Park Authority. Development proposals must have regard to the Peak District Landscape Character Assessment, where appropriate ⁽³⁵⁾.

30 AGMA, 2009.

31 Oldham Council, 2007.

32 Greater Manchester Geological Unit, 2009.

33 Greater Manchester Archaeological Unit, 2010.

34 Oldham Council, 2009.

35 Peak District National Park Authority, 2008.

- 5.83** The council is currently progressing a number of environmental regeneration projects that will enhance the borough's Green Infrastructure. The council will support the implementation of the projects listed within the policy and any other appropriate environmental projects that arise over the plan period. Many of these projects will be delivered through a variety of funding mechanisms, which will include developer contributions where appropriate.

Policy 7 Sustainable Use of Resources - Waste Management

Oldham recognises the importance of sustainable waste management. The borough has to make an appropriate contribution towards enabling Greater Manchester to meet its waste management needs, including those requirements identified in the Greater Manchester Municipal Waste Management Strategy. Oldham Council is working with the other local authorities to prepare the Greater Manchester Joint Waste Development Plan Document (JWDPD).⁽³⁶⁾

The council will:

- a. require all waste management facilities within Oldham to demonstrate consistency with the principles of the waste hierarchy; and
- b. work with other boroughs, through the JWDPD, to identify and safeguard sites for waste management in appropriate locations; and
- c. encourage the sustainable transport of waste, including by use of modes such as rail; and
- d. promote the use of site waste management plans in major construction projects within Oldham; and
- e. have regard to the environmental, social and economic impacts of new waste management facilities proposed within Oldham, including the scope for securing long-term benefits in improving the environment; and
- f. ensure that proposals for waste management facilities within Oldham do not prejudice the regeneration plans of an area identified by the council as being in need of investment.

The 2006 UDP policies on waste management⁽³⁷⁾ will be saved until they are replaced by the JWDPD.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by addressing the prudent use and sustainable management of resources.
Objectives	SO1, SO4, SO5.
Sustainability Appraisal Objectives	ENV10, ENV11.

36 AGMA and Greater Manchester Geological Unit. 2006-present.

37 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006.

Linkages	
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. Services of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre.
Monitoring Indicators and Targets	34, 35.
Implementation	Oldham Council. Joint Waste DPD. Public Sector agencies. Private Sector.

Supporting Text

- 5.84** The policy links to the preferred way forward and the objectives generally by setting out how we will ensure the prudent use and sustainable management of our waste.
- 5.85** The Greater Manchester local authorities are signed up to a joint waste plan, the JWDPD, which is being prepared on our behalf by the Geological Unit. This will set out in detail how Greater Manchester will manage its waste. Policy 7 sets the strategic overview of waste management matters, with the detailed requirements set out in the JWDPD. Adoption of the JWDPD is planned for 2012. Details about the JWDPD can be viewed via: www.gmwastedpd.co.uk.
- 5.86** There is a need to recognise the importance of sustainable waste management and ensure that all facilities are developed in line with the principles of the waste hierarchy. Also there is a need, through the JWDPD, to identify and safeguard sites within appropriate locations for a range of waste management facilities, including disposal, to meet this need within acceptable environmental, economic and social parameters.
- 5.87** The Greater Manchester Waste Disposal Authority, which represents nine of the Greater Manchester local authorities including Oldham Council, has prepared the Municipal Waste Management Strategy (MWMS)⁽³⁸⁾ that sets out guidance and targets for reducing and managing municipal solid waste in the borough. The MWMS has targets to stem the increases in the amount of municipal solid waste and to reduce non-household waste alongside commitments to increasing recycling and composting. There is a need to ensure that all properties have adequate provision of facilities for the storage of both refuse and recycling.

Policy 8 Sustainable Use of Resources - Minerals

The Greater Manchester local authorities are committed to preparing a joint minerals plan (the Joint Minerals DPD,⁽³⁹⁾ or `JMDPD` for short) to address minerals. Minerals can only be worked where they occur. It is recognised that mineral working can impose environmental costs. It is important to protect mineral resources from inappropriate development. Proposals to work mineral resources must be justified in terms of need, the contribution it makes to meeting requirements for aggregates and the potential environmental impacts.

The council will promote the sustainable management of minerals through the prudent use, recycling, conservation and safeguarding of mineral resources. When determining planning applications the council will have regard to national minerals policies and guidance. The council will ensure an adequate and steady supply of minerals, having regard to known resources in the borough, that will contribute towards apportionment targets and maintenance of the landbank. Where appropriate, the movement of minerals will be achieved through the use of sustainable transport. The council will safeguard existing, planned and potential rail heads, wharfage and associated storage, handling and processing facilities. Proposals must include plans for the high quality restoration and aftercare of the minerals site.

The council will work with other boroughs, through the JMDPD, to identify sites and/or areas of search for minerals extraction and minerals safeguarding areas, and identify and safeguard sites for minerals storage, processing and transfer in appropriate locations.

The 2006 UDP policies on minerals⁽⁴⁰⁾ will be saved until they are replaced by the JMDPD.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by addressing the prudent use and sustainable management of resources.
Objectives	SO1, SO4, SO5
Sustainability Appraisal Objectives	ENV11
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place.

39 AGMA and Greater Manchester Geological Unit, 2009-present.

40 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006.

Linkages	
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	32, 33.
Implementation	Oldham Council. Joint Minerals DPD. Public Sector agencies. Private Sector.

Supporting Text

- 5.88** The policy links to the preferred way forward and the objectives generally by setting out how we will ensure the prudent use and sustainable management of our minerals.
- 5.89** For minerals there is need to contribute towards maintaining an adequate landbank and steady supply of aggregates in order to meet targets, safeguarding areas for future minerals development and avoiding sterilisation of known resources where possible and identify sites for minerals storage, processing and transfer. Also there is a need to promote the use of recycled and secondary aggregates and the sustainable transport of minerals, and to ensure the effective restoration and aftercare of minerals sites, and ensure that minerals are extracted in line with sustainable development principles.
- 5.90** The 2006 UDP identified Mineral Resource Zones (MRZ) as a supplementary map to the proposals map. The MRZ should be regarded as no more than a geological overlay indicating the approximate limits of workable mineral reserves.
- 5.91** The Greater Manchester local authorities are working on producing a joint minerals plan, called the JMDPD. It is being prepared on our behalf by the Geological Unit, along similar lines to the joint waste plan, as a means of addressing minerals at the Greater Manchester level. The JMDPD will provide a sound planning policy framework that provides a clear guide to minerals operators and the public about the locations where mineral extraction may take place, the safeguarding of sensitive environmental features and of mineral resources with potential for future extraction, and all aspects of environmental and resource protection including the sustainable transportation of minerals. Adoption is scheduled for 2012. Further details can be viewed via www.gmmineralsplan.co.uk

6 Part 2: Development Management Policies

Policy 9 Local Environment

Quality of life is affected by the state of the local environment. Tackling pollution, addressing amenity and ensuring the safety of developments will have impacts on health and well-being and the environment. Promoting safe neighbourhoods and clean, green spaces for all to enjoy will benefit everyone who lives, works and visits Oldham. When allocating sites and determining planning applications, the council will protect and improve local environmental quality and amenity and promote community safety across the borough.

Local Environmental Quality and Amenity

- a. The council will protect and improve local environmental quality and amenity by ensuring development:
 - i. is not located in areas where it would be adversely affected by neighbouring land uses; and
 - ii. does not have an unacceptable impact on the environment or human health caused by air quality, odour, noise, vibration or light pollution; and
 - iii. does not cause significant harm to the amenity of the occupants and future occupants of the development or to existing and future neighbouring occupants or users through impacts on privacy, safety and security, noise, pollution, the visual appearance of an area, access to daylight or other nuisances; and
 - iv. does not have a significant, adverse impact on the visual amenity of the surrounding area, including local landscape and townscape; and
 - v. does not result in unacceptable level of pollutants or exposure of people in the locality or wider area. Developments identified in the Air Quality Action Plan will require an air quality assessment; and
 - vi. is not located in areas where an identified source of potential hazard exists and development is likely to introduce a source of potential hazard or increase the existing level of potential hazard; and
 - vii. minimises traffic levels and does not harm the safety of road users. Proposals to work from home must also ensure provision is made for access, servicing and parking.

Community Safety

- b. The council will promote community safety by ensuring that development:
 - i. minimises opportunities for crime; and
 - ii. reduces the fear of crime; and
 - iii. provides for the safety and security of all sections of the community.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by relating to protecting people's amenity, environmental quality and community safety.
Objectives	SO1, SO4, SO5.
Sustainability Appraisal Objectives	EC2, ENV2, ENV5, ENV6, ENV8, ENV10, ENV12, ENV13, SOC1, SOC2, SOC5, SOC7, SOC10.
Sustainable Community Strategy / Local Area Agreement	Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	29, 30.
Implementation	Oldham Council. Public Sector agencies. Private Sector.
Transport Protocol Key Issue	4.

Supporting Text

- 6.1** This policy links to the preferred way forward and the objectives by promoting local environmental quality, community safety and crime prevention, and improving the health of the borough's population.
- 6.2** Levels of amenity affect people's sense of well-being. In the context of this policy, amenity is regarded as the desirable features of a place that ought to be protected in the public interest. This might include the visual appearance of an area, or in terms of residential and workplace amenity, a suitable level of privacy, access to daylight, low levels of noise and so on. High levels of amenity can also have economic benefits by making an area an attractive place to live and work. Where appropriate, proposals to work from home should demonstrate that the business use would not have a detrimental effect on surrounding residential properties.
- 6.3** The state of the local environment has a direct impact on our quality of life, health and well-being. It is important, therefore, to make sure that development does not adversely affect the local environment. Pollution is an obvious threat to the quality of the local environment. In terms of pollution, the planning system performs two key functions; it can determine the location of development that may give rise to pollution and also ensure that other types of development are not affected by major existing sources of pollution. Where appropriate, applications must demonstrate that measures to minimise pollution and improve the environment are taken at every stage of development. It is important to note that the planning system

operates alongside pollution control systems. Consequently, planning should focus on whether a proposal represents an acceptable use of the land, the impacts of the use, and assume that relevant pollution control regime will be properly applied and enforced.

6.4 An air quality assessment will be expected where a potential ‘significant’ impact on local air quality is anticipated, or where air quality remains generally unchanged but there is an increased risk of exposure. The following types of development would normally require an air quality assessment:

- a. proposals that will result in increased congestion, a change in either traffic volumes (for example, 5% annual average daily traffic or peak) or a change in vehicle speed (± 10 kilometres per hour), or both, on a road with greater than 10,000 vehicles per day.
- b. proposals that will significantly increase the flow on roads lying within an Air Quality Management Area (AQMA).
- c. proposals that would significantly alter the traffic composition in an area (e.g. bus stations, HGV parks, increased delivery traffic.)
- d. proposals that include new car parking spaces (more than 80 spaces) or coach/lorry parks.
- e. developments located in, or which may affect, sensitive areas (e.g. ecological sites), areas of poor air quality (including AQMAs) or which may generate pollution at levels that could harm health where either direct emissions to air occur, or where any of the preceding criteria are met.
- f. residential, school, public buildings or similar developments lying within an area of poorer air quality such as an AQMA.

6.5 The following thresholds (developments of size equal or greater than criteria listed below) will also be used to determine where an air quality assessment is required:

Table 7 Air quality thresholds

Development	Site Area	Gross Floorspace
Food retail	0.2 hectares	1,000 square metres
Non-food retail	0.8 hectares	1,000 square metres
B1(Business)	2.0 hectares	2,500 square metres
B2 (General Industry) and B8 (Storage or Distribution)	1.0 hectares	6,000 square metres
Other	60 or more vehicle movements in any hour	

6.6 The significance of the development in terms of its air quality impact will depend upon:

- a. the extent of the predicted increase in pollution from the development;
- b. whether the development is already in an Air Quality Management Area;
- c. whether the development may cause exceedances of air quality objectives or standards where these did not already occur;

- d. whether the development affects the implementation of measures under the Air Quality Action Plan or Local Transport Plan;
- e. exposure of people in the locality or wider area; and
- f. whether the development could potentially affect a European designated nature conservation site

- 6.7** It is not possible to place exact thresholds on what increases in pollution will make a proposed development unacceptable. Each proposal will be considered on the merits of its individual circumstances.
- 6.8** Where appropriate, the redevelopment of contaminated sites will support the council's efforts to make the most effective and efficient use of land and will help promote sustainable development. When dealing with contaminated land we 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.
- 6.9** In relation to landfill gas, the council will, where appropriate, control residential and other development on, or in close proximity to, existing or former landfill sites. Certain sites and pipelines are designated as notifiable installations because of the processes taking place, or because of the quantity or type of substance present. Whilst the use and storage of certain substances above specified quantities is subject to strict control by the Health & Safety Executive (HSE), this policy directs that for the sake of health, safety and amenity that sensitive land uses, such as new housing, should not be located next to a known source of hazard. Equally, development that constitutes a potential hazard will not be permitted near to existing residents. The HSE advises on consultation distances for different types of installation, and the council will consult with the HSE when determining applications for proposed developments within these consultation distances in accordance with Circular 04/2000 'Planning Controls for Hazardous Substances'.⁽⁴¹⁾
- 6.10** Safety and security also affect quality of life, and play a key role in establishing sustainable communities. Crime, and fear of crime, can undermine quality of life and community cohesion. In Oldham, surveys have revealed that crime is one of the primary concerns of the borough's residents. There is wide variation in the levels of crime between areas within the borough. In relative terms, crime levels in Oldham generally compare well to Greater Manchester.
- 6.11** Fear of crime, like crime itself, can have a direct impact on a person's well-being and also lead to exclusion. Fear of crime is a broad term that encompasses a wide range of reactions to the prospect of becoming a victim of crime. Such reactions can influence behaviour, including determining if someone will walk down a passageway, use a park, or even decide to move out of an area.
- 6.12** Planning can contribute to reducing crime by influencing the location of activities. It can also influence the design and use of buildings, and of spaces around buildings. Planning policies cannot prevent a crime from being committed, but they can reduce the opportunity for a crime being committed and help reduce the fear of crime.

41 DETR, June 2000.

- 6.13** Highway design is another important factor that contributes to community safety. It is necessary, therefore, to ensure that access and egress from developments can be safely achieved. In addition, the design of development needs to consider streets as places for people and not just cars. The layout of streets, and the inclusion of shared services such as Home Zones, for example, can help reduce road speeds and improve safety in residential areas.
- 6.14** An Air Quality and Development SPD and a Contaminated Land SPD⁽⁴²⁾ were prepared to assist with implementing the relevant UDP policies. Although not formally part of the LDF, they are still considered to offer relevant advice and will therefore remain a material consideration until the council provides further advice and guidance on this LDF policy.
- 6.15** UDP policy D1.12 'Telecommunications'⁽⁴³⁾ will be saved. The 2006 UDP policies may be viewed on the council's website at www.oldham.gov.uk.

Policy 10 Affordable Housing

We want to provide homes to meet the needs and demands of all sections of the community. Provision of affordable homes is an issue across the borough, including in Saddleworth. We will work with partners and developers to ensure this need is met. Our approach to affordable housing will be based on the findings of our Affordable Housing Economic Viability Assessment (AHEVA).

All residential development of 15 dwellings and above, in line with national guidance, will be required to provide an appropriate level of affordable housing provision. The current target is for 7.5% of the total development sales value to go towards the delivery of affordable housing, unless it can be clearly demonstrated to the council's satisfaction that this is not viable. This target is based on the findings of the AHEVA, but will be monitored and reviewed over the lifetime of the LDF to ensure that it is still appropriate.

When agreeing the level and nature of affordable housing to be provided the council will have regard to the following:

- a. the size and type of affordable housing to be provided, such as social-rented accommodation or intermediate housing, and how this meets the local affordable housing needs; and
- b. the availability of Social Housing Grant, or equivalent, to support the delivery of the affordable housing; and
- c. the impact of the provision of affordable housing on the economic viability of the development; and
- d. whether the provision of affordable housing would prejudice the delivery of other planning and regeneration objectives.

42 Oldham Council, June 2007.

43 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006.

Affordable housing must be provided on-site, in partnership with a Registered Provider, preferably that belongs to the Oldham Housing Investment Partnership (OHIP), unless there are exceptional circumstances that would justify the acceptance, by the council, of off-site provision within the locality or a financial contribution in lieu of provision. Exceptional circumstances include:

- e. where the specific characteristics of the residential development proposed mean that the provision of affordable housing on-site is neither practicable or desirable; or
- f. where the council consider that off-site provision within the locality or a financial contribution would meet local affordable housing needs and other planning and regeneration objectives more effectively.

Where a financial contribution is paid and the provision cannot be provided on-site, the priority will be given to off-site provision in the local area followed by off-site provision within the borough.

The council will use planning conditions or obligations to secure delivery of the affordable housing provision, and to ensure that it is occupied in perpetuity by people falling within particular categories of need for affordable housing.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the the main issues, the vision and the preferred way forward by relating to making Oldham an address of choice and by addressing an improved local housing market and the need for greater affordability of housing.
Objectives	SO1, SO2, SO3, SO5.
Sustainability Appraisal Objectives	EC1, EC2, EC6, ENV1, SOC1, SOC2, SOC3, SOC8, SOC9.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Safe and Strong Communities. Cohesive Society.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	15.
Implementation	Oldham Council. Public Sector agencies. Private Sector.

Supporting Text

- 6.16** Affordable housing is currently defined in national policy as including social rented, affordable rented and intermediate housing “*provided to specified eligible households whose needs are not met by the market*”.⁽⁴⁴⁾
- 6.17** The availability of affordable housing within the borough has dramatically reduced as a result of a reduction in council-owned stock, an increasing buy-to-let market, house price inflation, demographic changes and the poor quality of much of the private housing sector. Added to this are issues of overcrowding, which place increased pressure on the need for more family homes to rent. Much of the social rented housing provision has also effectively been restricted to replacing properties lost through clearance.
- 6.18** The council seeks affordable housing on all suitable sites with a capacity of 15 dwellings or more in accordance with the minimum indicative requirement set out in Planning Policy Statement 3 ‘Housing’ (PPS3). Historically, the type of affordable housing sought was discounted dwellings for sale (secured through a re-sale covenant). However, due to rising house prices in recent years, such dwellings have become increasingly unaffordable, despite the current market conditions. Local evidence also shows an overriding need for larger family social rented accommodation. As a result, the council now negotiates with developers to provide social rented housing on-site in partnership with Registered Providers.
- 6.19** The council's Affordable Housing Strategy 2009 - 2012⁽⁴⁵⁾ and supporting action plan identifies the following priorities:
- **Quantity:** achieving the right quantity of affordable housing to rent.
 - **Quality:** continuing to raise the quality of our new and existing stock.
 - **People:** connecting Oldham’s residents to an improved housing offer through greater choice and access.
- 6.20** Our approach towards affordable housing including site threshold, proportions and the boroughwide approach have been tested through our economic viability assessment (the AHEVA). It looks at the potential implications that affordable housing would have on the viability of housing developments throughout the borough. The main aim of the assessment is to identify an appropriate level of developer contribution towards affordable housing that will not have a detrimental impact on the viability of housing development throughout the borough. The assessment tests a series of variables, including affordable housing thresholds, to examine the impact of seeking affordable housing on development viability, through the use of a clear and robust methodology that will allow regular monitoring and updating.
- 6.21** The assessment tests various thresholds in relation to the percentage of Gross Development Value (GDV) available for affordable housing. The thresholds tested were 5%, 7.5%, 10% and 15%. The split between social rented and intermediate affordable housing will be an important component of the housing mix on a site, however, it is not necessary to feed this into the model as the final figure produced by the model will be the sum of money that is available for affordable housing whether this is delivered through social-rented or intermediate housing.

44 Planning Policy Statement 3 ‘Housing’ (PPS3), DCLG, 2011.

45 Oldham Council, 2009.

- 6.22** The AHEVA is a strategic assessment. It does not seek to test the viability of specific sites and development proposals may require a site-specific economic viability assessment to reflect their individual circumstances.
- 6.23** The AHEVA took into account the current property climate and the latest information available has been used in constructing the model used to inform the assessment. The assessment model culminates in a projected profit figure which is then used to determine the proportion of the GDV that can go towards affordable housing provision, whilst ensuring that the proposed development remains viable for the developer to proceed. This represents the baseline position. It is recognised that in the current climate obtaining affordable housing provision may be difficult, however the assessment will need to take a long term view to 2026 on how the viability of sites can help to meet the shortage in affordable housing over the longer term.
- 6.24** In order to understand how the ability to deliver affordable housing may change we have considered 'poor', 'average' and 'good' market conditions through altering specific factors built into the model. The baseline position represents 'average', whilst the 'poor' is represented by a fall in GDV and build out rate, and 'good' is represented by an increase in GDV and build-out rate.
- 6.25** The findings of the assessment demonstrate that the viability of developments and their ability to provide affordable housing varies significantly across the borough depending upon the location of the development and the land / sales values achieved within that area. There are issues around the viability of development in Alexandra ward where the total cost of development consistently exceeds the total development sales value, which will prevent developments coming forward unless there is gap funding available. Developments are considered most viable within the three Saddleworth wards.
- 6.26** The findings of the AHEVA will help to support delivery of the council's Affordable Housing Strategy, and may be used when assessing planning applications or when undertaking pre-application discussions to inform decision-making around affordable housing provision.
- 6.27** The 2006 UDP set out an approach towards the delivery of affordable homes based on the general presumption that for all allocated housing sites that 25% of the site capacity should take the form of dwellings which meet identified housing needs. The provision was secured through conditions or planning obligations to ensure the development was affordable in perpetuity. However, following the rise in house prices (before the credit crunch) this approach was no longer considered practicable as properties, even when discounted, remained unaffordable when re-sold and were therefore no longer affordable in perpetuity. In 2007, the council's Affordable Housing Strategy set out a formula for translating the UDP requirements into a percentage of the total development sales value, when dealing with a planning application, which is then used to deliver social rented housing. The formula produces a sum equivalent to 7.5% of the total development sales value. The LDF will continue with this approach that works for the borough.
- 6.28** The council will work with partners and developers to secure affordable homes to meet the needs of the borough's diverse communities. The council's 2008 Housing Needs and Demands Study has been updated as the Oldham Strategic Housing Market Assessment (SHMA) and was published in 2010. In determining the number of affordable homes that will be secured over the life of the LDF, the council and developers must have regard to the latest available

information, including the Affordable Housing Strategy and the Oldham SHMA. This will ensure that the borough secures the right numbers and types of affordable homes. The number of affordable homes that will be secured will be dependent upon a number of factors. These will include, amongst other things, housing market conditions, the economic climate, the viability of development schemes within different areas of the borough, land values, remediation costs of development sites and the availability of public funding. In the Housing Market Renewal (HMR) area, the approach is that any developments funded through the HMR programme will be required to provide 30% affordable housing provision pepper potted, i.e. not concentrated in one area but mixed, singularly or in small clusters, throughout the development. During 2010/11 – 2011/12, the HMR programme is anticipated to deliver 90 affordable homes for rent or low cost purchase. Therefore, the number of affordable homes secured will, clearly, be dependent on the circumstances that prevail at the time of the development, and in negotiating on delivery the council will have regard to the 7.5% target to negotiate to pay for affordable housing provision on a site by site basis.

6.29 The council will identify the anticipated number of affordable homes to be provided on the housing allocations in the Site Allocations DPD.

6.30 Based on past trends it is anticipated that the preferred way forward for the provision of affordable housing is deliverable. It is, however, considered this approach will enable the provision of affordable housing to reflect circumstances within specific localities, for example around differing land values and/or the housing need and demand.

Policy 11 Housing

All residential developments must deliver a mix of appropriate housing types, sizes and tenures that meet the needs and demands of the borough's urban and rural communities. The mix of houses that we will secure will be based on local evidence.

All residential development must be appropriate to the area, accessible to public transport and key services, and have regard to the council's plans for the area.

The council will promote the delivery of a mixed housing stock, based on the findings of local evidence which will be monitored and reviewed over the lifetime of the LDF, to ensure that it is still appropriate. Based on our current local evidence this includes:

- a. family housing (three bedrooms and above), particularly within regeneration areas, to widen the choice of housing available and address issues of overcrowding;
- b. a mix of housing within Oldham Town Centre and the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill as appropriate, to encourage people to live within these areas; and
- c. high-value housing to retain and attract residents throughout the borough.

The council will have regard to the following to determine the appropriate mix on a specific site:

- d. the need to create sustainable and inclusive communities and meet identified housing needs within the site and surrounding area and, in the case of smaller developments the surrounding area; and
- e. the findings of the Greater Manchester and Oldham Strategic Housing Market Assessments (SHMA) ⁽⁴⁶⁾ and other local evidence identifying housing needs and demands within the borough; and
- f. the location and characteristics of the site, including:
 - i. public transport accessibility and access to key services, consistent with key issue 5 in Table A; and
 - ii. shape, topography, landscape, historic environment and biodiversity features; and
 - iii. surrounding uses and characteristics; and
- g. delivery of wider planning and regeneration objectives.

Houses in multiple occupancy shall not be permitted unless it can be demonstrated that the proposal does not adversely affect: the local character of the area; the residential and workplace amenity of current, future and neighbouring occupants; and traffic levels and the safety of road users.

The Government changed the classification of gardens from 'brownfield' to 'greenfield' in June 2010. As stated in Policy 3, the use of previously developed land and vacant or underused buildings is the council's first preference for residential development and the availability of such land, both in the locality and boroughwide, as assessed by the council's monitoring arrangements, will be the first consideration when regarding applications on 'greenfield' sites. In addition, housing development within an existing residential curtilage shall not be permitted unless it can be demonstrated that the development: is acceptable in terms of design, scale, massing and density; is sensitive and compatible with local character; does not adversely affect the amenity of adjoining dwellings; is acceptable in access and parking arrangements. All residential development must provide adequate garden or other outside amenity space.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by relating to making Oldham an address of choice and addressing an improved local housing market and the need for greater diversity of housing.
Objectives	SO1, SO2, SO3, SO4, SO5.
Sustainability Appraisal Objectives	EC1, EC2, EC6, ENV1, ENV2, SOC1, SOC2, SOC3, SOC8, SOC9.

46 AGMA and Oldham Council, 2008 and 2010.

Linkages	
SCS / LAA	Safe and Strong Communities. Cohesive Society. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	14, 19.
Infrastructure	HMR Pathfinder programme.
Implementation	Oldham Council. Public Sector agencies. Private Sector.
Transport Protocol Key Issue	1, 5.

Supporting Text

- 6.31** An important part of meeting the borough's housing requirement will depend upon the efficient use of land. Each development proposal will be assessed on its merits taking account of local circumstances, including the contribution that non-allocated sites may make to the housing market. Regard will be given to the development's location in relation to accessibility to public transport and to key services, and the ability to deliver larger family or disabled persons or elderly persons accommodation. In bringing forward the proposed housing developments (along with other development proposals) there are likely to be direct implications on aspects such as the transport network. Therefore the specific impact of housing sites on the transport network, both individually and cumulatively, will be assessed during the development of the Site Allocations DPD.
- 6.32** Local evidence will include, amongst others, the Strategic Housing Land Availability Assessment⁽⁴⁷⁾ and the Affordable Housing Economic Viability Assessment.⁽⁴⁸⁾

Policy 12 Gypsies, Travellers and Travelling Showpeople

As part of creating a balanced and sustainable housing market we will address the needs of the Gypsies, Travellers and Travelling Showpeople communities by working with partners, partner organisations and communities to identify sustainable sites.

The council will make new provision for Gypsies, Travellers and Travelling Showpeople in the Site Allocations DPD if there is a clear and demonstrable need based on up-to-date evidence.

47 Oldham Council, 2009.

48 Oldham Council, 2010.

When allocating sites and determining planning applications, the council will ensure the following criteria are satisfied:

- a. it is consistent with national and local guidance and policies; and
- b. it is well-designed and protects the residential amenity and safety of current and future occupiers and those living nearby; and
- c. there is safe and convenient vehicular and pedestrian access to the road network and provision of on-site parking, turning and servicing; and
- d. it is located within or near existing settlements with access to existing local shops, community, education and health facilities and public transport options; and
- e. the site is able to provide adequate pitch sizes, on-site facilities and to make provision for a mix of uses, where appropriate; and
- f. it has access to, or can be linked to, facilities and services that are required to meet the needs of the occupiers (including facilities for sewage and waste disposal, water, power supplies and drainage).

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by addressing the housing needs of various communities.
Objectives	SO1, SO2, SO5.
Sustainability Appraisal Objectives	EC1, EC2, ENV1, ENV2, SOC1, SOC2, SOC3, SOC8.
Sustainable Community Strategy / Local Area Agreement	Health and Well-being. Safe and Strong Communities. Cohesive Society. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	16.
Implementation	Oldham Council. Public Sector agencies. Private Sector.

Supporting Text

- 6.33** There are no sites allocated for Gypsies, Travellers and Travelling Showpeople in this joint DPD.

- 6.34** Currently, national guidance⁽⁴⁹⁾ requires local planning authorities to allocate specific sites for Gypsy and Travellers accommodation to meet identified needs.
- 6.35** Research has been undertaken by AGMA. The Greater Manchester Gypsy and Traveller Accommodation Assessment⁽⁵⁰⁾ identifies a shortfall of 26 pitches up to 2015 for Oldham. There is no pitch requirement identified for travelling show people.
- 6.36** The council will identify pitches in the Site Allocations DPD only if there is a clear and demonstrable need based on up-to-date evidence.
- 6.37** The criteria for determining planning applications and for identifying the location of sites in the Sites Allocations DPD are set out above. Regard must be had to other policies in the joint DPD, for instance Policies 1, 6, 21, 22 and 23.

Policy 13 Employment Areas

Our approach towards employment land has been to keep the best and recycle the rest. In the UDP there were 32 Primary Employment Zones (PEZ's) across the borough. These have been reviewed as part of the LDF. Established employment areas in the LDF are to be known as either 'Business and Employment Areas' (BEA) or 'Saddleworth Employment Areas' (SEA). Ten established employment areas are in Saddleworth and Lees, which remain unchanged from the UDP. Of the other areas in the UDP, 12 will be retained (subject to amendments) and 10 will be de-designated for other uses such as housing, community or education. Foxdenton will become a new employment area.

Oldham has identified an 'arc of opportunity' of key development locations for business that underpins our future economic prosperity. This area, which is shown on the Key Diagram, stretches from Oldham Town Centre through to the Technology Park, Foxdenton and Broadway in Chadderton and on to Hollinwood Business District. It forms a natural extension to Manchester City Centre, and links with the ORESA M60 employment zone.

A collective modelling exercise, defined in unison with the Protocol key issues outlined in Table A, will be facilitated to appraise the impacts of the Foxdenton site and the wider 'arc of opportunity'. The council will provide further detail in partnership with key stakeholders, through the Site Allocations DPD. It is envisaged that the modelling work will review the impact on the Strategic Road Network and wider public transport requirements to enable sustainable growth.

Foxdenton is approximately 45 hectares. It falls within Chadderton Central ward. In the UDP it was designated as Land Reserved for Future Development 3 and 4 and Other Protected Open Land 3.

Hollinwood Business District is approximately 70 hectares. It falls within the wards of Failsworth East, Hollinwood and Chadderton South. In the UDP it was designated as PEZ 4 and PEZ 5.

49 Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites', DCLG, 2006.

50 AGMA, 2008.

Chadderton Technology Park is approximately 50 hectares. It falls within the wards of Coldhurst, Chadderton Central and Werneth. In the UDP it was designated as PEZ 10.

The other BEA's and the SEA's are listed below. The council will assess the BEA's and SEA's in the Site Allocations DPD. The council will provide further advice and guidance on this policy.

Failsworth and Hollinwood District Partnership

BEA 1 Wrigley Street	Failsworth East	3.69 hectares	Previously PEZ 3 (amended)
BEA 2 Hawksley Street	Hollinwood	5.26 hectares	Previously PEZ 6 (amended)

Chadderton District Partnership

BEA 3 Greengate/Broadgate	Chadderton Central and Chadderton South	185.89 hectares	Previously PEZ 8
---------------------------	---	-----------------	------------------

West Oldham and East Oldham District Partnerships

BEA 4 Busk	Coldhurst	5.33 hectares	Previously PEZ 11 (amended)
BEA 5 Primrose Bank	Alexandra	10.37 hectares	Previously PEZ 13
BEA 6 Hathershaw	Alexandra and Medlock Vale	12.38 hectares	Previously PEZ 15
BEA 10 Greenacres	St Mary's and St James'	61.41 hectares	Previously PEZ 16 (amended)

Royton, Shaw and Crompton District Partnership

BEA 7 Higginshaw*	Royton South and St Mary's	76.72 hectares	Previously PEZ 16 (amended)
BEA 8 Shaw Road	Royton South	16.11 hectares	Previously PEZ 21
BEA 9 Shaw	Shaw	21.33 hectares	Previously PEZ 22 (amended)

* 7 hectares of this BEA is located within West and East Oldham District Partnerships but as 90% of it falls within Royton, Shaw and Crompton District Partnership it has been grouped under that area.

Saddleworth and Lees District Partnership

SEA 1 Oak View Mills, Manchester Road, Greenfield	Saddleworth South	0.44 hectares	Previously PEZ 23
SEA 2 Hey Bottom Mill, Greenfield	Saddleworth South	1.49 hectares	Previously PEZ 24
SEA 3 Chew Valley Road, Greenfield	Saddleworth South	1.79 hectares	Previously PEZ 25
SEA 4 Boarshurst Lane, Greenfield	Saddleworth South	1.13 hectares	Previously PEZ 26
SEA 5 Waterside Mill, Greenfield	Saddleworth South	1.87 hectares	Previously PEZ 27
SEA 6 Delph New Road, Delph	Saddleworth North	3.61 hectares	Previously PEZ 29
SEA 7 Valley Mills, Huddersfield Road, Delph	Saddleworth North	2.87 hectares	Previously PEZ 30
SEA 8 Shaw Pallets, Huddersfield Road, Diggle	Saddleworth North	6.79 hectares	Previously PEZ 31
SEA 9 Warth and Ellis Mills, Huddersfield Road, Diggle	Saddleworth North	1.69 hectares	Previously PEZ 32
SEA 10 Greenbridge Lane, Greenfield	Saddleworth South	1.59 hectares	Previously PEZ 33

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by changing our local economy and by improving economic prosperity.
Objectives	SO1, SO3, SO5.
Sustainability Appraisal Objectives	EC1, EC3, EC4, EC5, EC6, EC9, ENV1, ENV3, SOC2, SOC11.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.
Oldham Council Corporate Objectives	An address of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre.

Linkages	
Monitoring Indicators and Targets	2, 3, 4, 5, 6, 7, 8, 9, 10, 46.
Infrastructure	Metrolink £600 million invested on four Metrolink lines to Oldham and Rochdale, Droylsden, Chorlton and Media City. £84 million committed to extend the system through Oldham Town Centre.
Implementation	Oldham Council. Public Sector agencies. Private Sector.
Transport Protocol Key Issue	2, 3, 5.

Supporting Text

- 6.38** The policy links to the preferred way forward and objectives generally by improving our local economy and economic prosperity.
- 6.39** The council has designated BEAs and SEAs across the borough for a broad and diverse range of appropriate employment-generating uses. These locations will help meet the needs of our changing local economy and will provide opportunities for investment from new businesses and existing firms.
- 6.40** Foxdenton has been identified as a new employment area. The Employment Land Review⁽⁵¹⁾ has identified the site as being key to meeting the employment land requirements of the borough.
- 6.41** In bringing forward the employment areas (along with other development proposals) there are likely to be direct implications on aspects such as the transport network. Therefore, the specific impact of employment sites on the transport network, both individually and cumulatively, will be assessed during the development of the Sites Allocations DPD.
- 6.42** Ten PEZs from the 2006 UDP will be de-designated as employment areas. Removing this status will not affect businesses that are currently located there and which still make a valuable contribution to the borough's economy. Future development proposals will be considered on their merits. The PEZs that will be de-designated represent approximately 10% of current employment areas in the borough and are:
- PEZ 1 – West Failsworth (16.57 hectares);
 - PEZ 2 – Ashton Road, Failsworth (5.29 hectares);
 - PEZ 7 – Hollins (5.73 hectares);
 - PEZ 9 – Fields New Road, Chadderton (9.18 hectares);
 - PEZ 12 – Fernhurst Mill, Chadderton (3.01 hectares);
 - PEZ 14 – Copster Hill, Oldham (4.66 hectares);
 - PEZ 17 – Wellyhole Street, Lees (3.92 hectares);
 - PEZ 18 – New Street, Lees (2.31 hectares);
 - PEZ 19 – Greenacres Road, Waterhead (5.66 hectares); and
 - PEZ 20 – New Coin Street, Royton (9.08 hectares).

51 Oldham Council, March 2010.

6.43 Policy 14 provides details of the types of uses that will be encouraged in the BEAs and SEAs, as well as the circumstances in which changes from employment-generating uses will be permitted.

6.44 Any boundary changes from the 2006 UDP are shown in Appendix 4.

Policy 14 Supporting Oldham's Economy

It is important Oldham has a range of sites to support the local economy. Employment areas are spread across the borough. They provide land for existing firms to expand and for new firms to locate here, so providing for job opportunities. Development proposals which would result in the loss of a site currently or most recently used for employment purposes to other uses should include measures to outweigh the loss of the site and support Oldham's economy and the regeneration plans of the borough.

The uses permitted within the Business and Employment Areas (BEA) and the Saddleworth Employment Areas (SEA) are listed below. Development proposals within these areas should be consistent with national and local guidance and policies. The selection of development sites will have regard to a sequential approach as set out in Policy 4.

Forecasting indicates that the borough may require an additional 30,000 square metres of office floorspace during the plan period, as shown in the Employment Land Review. The council will identify sites in the Site Allocations DPD. The majority of this may be located within, or on the edge of, our existing centres. Within the BEAs and SEAs, suitable offices should be of an appropriate scale and nature, and should not cause unacceptable harm to the character, role and function of the borough's centres.

Foxdenton

The aim is to create a premium business location with opportunities for high-quality office, business and industrial developments in a pleasant environment that provides skilled jobs and contributes to Oldham's and Greater Manchester's economies. Development proposals for B1 (business) and B2 (general industry) will be permitted and should form the focus for uses within the area. B8 (storage or distribution) will be permitted. Residential development on up to 25% of the site will be permitted. The council will provide further advice and guidance on this in the form of a masterplan.

Hollinwood Business District

The vision for Hollinwood Business District is *"a new business-led district for Oldham - that meets Oldham's needs for good quality business space in an efficient and attractive environment to support a growing and productive local economy"*. Development proposals for B1 (business) and B2 (general industry) will be permitted and should form the focus for the business district. In addition, the following uses will be permitted where appropriate: B8 (storage or distribution),

A3 (restaurants and cafes), A4 (drinking establishments), A5 (hot food takeaways), C1 (hotels), leisure facilities up to 1,000 square metres gross floorspace and retail facilities up to 500 square metres gross floorspace.

Chadderton Technology Park

The aim is to attract investment to create high quality modern floor space and new jobs away from the existing manufacturing base. The masterplan sets out a framework to attract new investment and high-tech employment into the area and thereby creating high quality businesses for the future. Development proposals for B1 (business), B2 (general industry), B8 (storage or distribution) and waste management facilities will be permitted and must form the predominant uses within the technology park. The following uses will be permitted where appropriate but must remain ancillary to the overall development of the technology park: A3 (restaurants and cafes), A4 (drinking establishments), A5 (hot food takeaways), C1 (hotels), leisure facilities up to 1,000 square metres gross floorspace, retail facilities up to 500 square metres gross floorspace, and transport and transport-related uses.

Other Business and Employment Areas and Saddleworth Employment Areas

The uses that will be permitted within the other BEAs and the SEAs are listed below:

- i. B1 – Business.
- ii. B2 – General Industry.
- iii. B8 – Storage or Distribution.
- iv. A3 – Restaurants and Cafes.
- v. A4 – Drinking Establishments.
- vi. A5 – Hot Food Takeaway (excluding SEAs 1 to 10).
- vii. C1 – Hotels.
- viii. Leisure facilities up to 1,000 square metres gross floorspace.
- ix. Retail facilities up to 500 square metres gross floorspace.
- x. Building and construction related uses.
- xi. Transport and transport-related uses.
- xii. Waste management facilities.
- xiii. Garden centres.

Exceptions

Uses other than those listed above will be permitted on sites currently or most recently used for employment purposes, provided the applicant can clearly demonstrate that it is no longer appropriate or viable to continue the existing use. This can be demonstrated by the developer:

- a. through a marketing exercise that there is no market for the uses listed above. The marketing exercise should be agreed with the council before commencing and be of a professional standard; or

- b. through a viability exercise that the continued use/development of the site for the uses listed above is unviable; or
- c. that the development of the site for alternative uses would benefit the regeneration areas identified by the council as being in need of investment or would benefit the community of an area.

This applies to sites located within the BEAs and SEAs and elsewhere.

Supporting Oldham's Economy

Development proposals which result in the loss of an employment site to other uses should include measures to outweigh the loss of the site and support Oldham's economy. Measures will include:

- d. supporting employment opportunities, including:
 - i. providing or funding the construction of incubator units, managed workspace, and workshops of small and medium sized businesses; or
 - ii. providing discounted rental agreements within mixed-use developments; or
 - iii. employment initiatives; or
 - iv. contributions to new bus services and/or additional capacity on existing public transport routes, where appropriate, to support residents in travelling to employment locations; or
 - v. funding/sponsoring/training initiatives to raise skill levels within the workforce and the unemployed.
- e. creating mixed-use development, that includes employment uses and/or live/work units;
- f. assisting in the relocation and expansion of existing businesses displaced from the site;
- g. assisting the consolidation of businesses operating from multiple sites on to a single location;
- h. providing grants to assist businesses to improve their sites/premises; and
- i. a commuted sum towards supporting the above measures to be agreed with the council.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward by changing our local economy and by improving economic prosperity.
Objectives	SO1, SO3, SO5.
Sustainability Appraisal Objectives	EC1, EC2, EC3, EC4, EC5, EC6, EC7, EC9, ENV1, ENV3, SOC2.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.

Linkages	
Oldham Council Corporate Objectives	An address of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	2, 3, 5, 6, 7, 8, 9, 46.
Implementation	Oldham Council. Private Sector. Transport for Greater Manchester. Highways Agency.
Transport Protocol Key Issue	1, 5.

Supporting Text

- 6.45** The policy links to the preferred way forward and objectives generally by improving our local economy and economic prosperity.
- 6.46** The employment land module of the Greater Manchester Forecasting Model (GMFM)⁽⁵²⁾ indicates that the borough may require an additional 30,000 square metres of office floorspace by 2026.
- 6.47** BEA 7 Higginshaw, BEA 9 Shaw, SEA 6 Delph New Road, SEA 7 Valley Mills, SEA 8 Shaw Pallets and SEA 9 Warth and Ellis Mill are all partly located in areas at risk of flooding. Proposals in these areas will need to be accompanied by a site-specific flood risk assessment.
- 6.48** The uses permitted within Foxdenton, Hollinwood and Chadderton Technology Park reflect the council's aspirations for these locations. Hot food takeaways have been excluded from the Saddleworth Employment Areas as a result of local consultations and due to the limited nature and amount of employment land in the area.

Foxdenton

- 6.49** Foxdenton is a key location for premium office, business and industry development. It is located within Chadderton in close proximity to the well established Broadway Business Park. There are aspirations for the future of this site to 2026, although it is recognised that a phased approach to its development will be needed so as to ensure the necessary infrastructure, such as gas, water, electricity and highways, is put in place to facilitate bringing it forward and maximising its potential benefit to Oldham.
- 6.50** Development at Foxdenton will be for high quality opportunities for B1 (business), B2 (general industry) and B8 (storage or distribution) uses, and a small amount of residential development will be permitted in order to facilitate the infrastructure requirements of the area.

52 GMFM Reference Scenario 2009, AGMA and Oxford Economics, 2009.

- 6.51** Up to 25% of the site area may be developed for residential development subject to meeting sustainability and regeneration requirements. Proposals for residential development must be in conformity with national and local guidance and policies on mix and the number of affordable units provided on site. The homes must be built to a high quality design using sustainable construction techniques. They must be located to ensure that residential development is protected against noise and other adverse impacts generated on the rest of the site.
- 6.52** Development at Foxdenton must be of a high quality design with landmark buildings of an appropriate scale that are sensitive to their surroundings. Developers should use construction methods and materials that make a positive contribution to design quality, character and appearance, but also contribute to the sustainable use of resources. The design of the development should also provide a public realm of streets and spaces that is well designed in its detail to be visually attractive.
- 6.53** The council has undertaken a Strategic Flood Risk Assessment (SFRA)⁽⁵³⁾ as part of the LDF. The conclusion was that the site is acceptable for development though there are some issues that would need further consideration. The SFRA states that a site-specific FRA, to be agreed with the council and the Environment Agency, would benefit from a survey and a more detailed assessment of potential blockages to the Wince Brook culvert. However, the SFRA confirms that the culvert capacity along Wince Brook is adequate provided appropriate inspection and maintenance continues. Foxdenton is also within a Critical Drainage Area. Appropriate mitigation measures must be put in place to protect the development and the area from flooding. The watercourses and streams that flow through the site (Wince Brook and its tributaries) must be protected and integrated into the development, particularly the eastern part of the site (which was formerly 'Other Protected Open Land' in the 2006 UDP). The SFRA indicates that the site is likely to pass the Exception Test.
- 6.54** The council, working in conjunction with the Highways Agency and the other Greater Manchester local authorities, has undertaken an assessment of the implications of the LDF on the strategic road network. Development proposals must be subject to a Transport Assessment. This must be agreed with the council and the Highways Agency. Appropriate measures must be put in place to address any impacts the development may have on the strategic and local road networks. A right of access has been reserved into the site off Broadway, but early engagement with the Highways Agency will be essential in obtaining the access.
- 6.55** Development proposals must be subject to a Travel Plan. This must be agreed with the council and the Highways Agency. It will be essential in ensuring the development promotes use of public transport, walking and cycling. Measures will be required, as part of the development of the site, to improve the public transport accessibility of Foxdenton. The council will work with the Highways Agency and Transport for Greater Manchester, prior to and at, Site Allocations DPD stage to look at accessibility and public transport issues.
- 6.56** The joint DPD has been subject to a Habitats Regulations Assessment.⁽⁵⁴⁾ Development proposals must be subject to a habitats assessment. This must be agreed with the council, Natural England and the Greater Manchester Ecology Unit (GMEU). The habitats assessment

53 JBA Consulting and Oldham Council, 2010.

54 Oldham LDF: Joint DPD - Proposed Submission - Habitats Regulations Assessment, Greater Manchester Ecology Unit, 2010.

is required due to the proximity of the site to the Rochdale Canal Special Area of Conservation (SAC). Appropriate mitigation measures must be put in place to address any potential harmful effects on the SAC which may be identified. A screening opinion has been undertaken on Foxdenton by the GMEU which concluded that the potential impacts on the Rochdale Canal from development of the site could come from water and air pollution.

- 6.57** The Greater Manchester Archaeological Unit has undertaken a historic landscape characterisation study of the urban areas of the Oldham.⁽⁵⁵⁾ Development proposals must be subject to a heritage assessment. This must be agreed with the council, English Heritage and the Greater Manchester Archaeological Unit. The heritage assessment is due to the fact that within the site is a Grade II listed building, Foxdenton Farmhouse, and outside of the site is the Grade II* listed building, Foxdenton Hall. The site and the settings of these heritage assets will need to be protected as part of any development proposals.
- 6.58** Investigations must be undertaken by developers to ascertain the extent of any land contamination on the site. Foxdenton is in part of the borough identified by the Coal Authority as being underlain by surface coal resources and therefore development proposals must be consistent with national and local minerals guidance and policies.

Other

- 6.59** Instances can arise when uses other than those listed within the policy may be appropriate within the BEAs and the SEAs. Development proposals for other uses will only be permitted either where it can be demonstrated (through a marketing or viability exercise) that there is no realistic prospect of a continuing employment use, or that the alternative proposal would bring community or regeneration benefits to an area identified by the council as being in need of investment.
- 6.60** In relation to a marketing exercise, when agreeing timescales the council will have regard to market conditions, and the size and nature of the premises/site. A record of all expressions of interests/offers received should be submitted and where possible the applicant should try and obtain from interested parties reasons as to why they were not willing or able to proceed. A lesser financial return on investment relative to other development options will not be sufficient to justify the site not continuing to be available for employment use. In instances where the council considers the marketing exercise has been inadequate, the applicant will be advised that the planning application will be recommended for refusal.
- 6.61** If the applicant seeks to demonstrate that the site is no longer viable for employment uses by assessing the cost of works needed to bring the site back into use for employment purposes then a development appraisal or residual valuation prepared by a qualified surveyor will be required. This should assess a range of options from partial or full demolition and redevelopment. The options appraised should be agreed in advance with the council.
- 6.62** To successfully prove that the redevelopment or refurbishment of the site for the range of employment uses listed in the policy is unviable, the applicant will need to provide evidence that the potential return for the employment use is so low that the site is likely to remain sterilised. The residual valuation will allow for evidenced costs including costs for demolition/disposal of materials, construction costs, remedial works, professional fees,

55 Greater Manchester Archaeological Unit, 2010.

funding/finance costs, void letting periods, marketing cost and reasonable profit. Where a valuation includes elements of abnormal costs these will need to be evidenced by way of a costed site investigation/building survey.

- 6.63** In considering whether the investment needed is economically viable the prevailing freehold and leasehold market rates for the type of employment land/premises concerned, both as currently provided and for the different options agreed for refurbishment/rebuild, need to be taken into account. The prevailing market rates will need to be agreed with the council and should be based on evidence from recent transactions of a comparable nature and location in the borough or, if not available, within a similar location.
- 6.64** Applicants may wish to demonstrate that the development of the site for alternative uses would benefit the regeneration areas identified by the council as being in need of investment or would benefit the community of an area. In order to do this it will need to be agreed by the council in advance that the site is within an area in need of investment and that the proposal will benefit the community. Regeneration and community schemes and benefits will include, among others, Oldham Rochdale Housing Market Renewal, Private Finance Initiative, local masterplans and action plans.

Policy 15 Centres

Oldham Town Centre and the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill make significant contributions to the borough. They act as focal points for its commercial, shopping, social, civic, community and cultural activities, and play a major part in the borough's identity and image. The Oldham Retail and Leisure Study 2009 concluded that Oldham Town Centre should be the main location for major retail and leisure development, with the focus being on the 'Central Shopping Core' (the town centre's primary shopping area). Oldham Town Centre should at least maintain, and if possible enhance, its existing role by improving the quality as well as the quantity of its retail offer. There is a need to improve the commercial leisure offer of the town centre with appropriate uses that will create a pleasant and attractive environment. A key aim for the LDF is to promote and enhance the vitality and viability of all the borough's centres, and the council will therefore protect and maintain their function by controlling retail and leisure developments elsewhere in the borough.

The borough's retail hierarchy is defined as:

- Oldham Town Centre.
- the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill.
- local shopping parades.

The council will identify sites for comparison goods retail in the medium-term (post-2013) and for convenience goods retail in the longer-term (post-2018) in line with the findings of the Oldham Retail and Leisure Study 2009, or any updates, in the Site Allocations DPD.

Uses

Proposals for uses in 'centres', including retail, leisure and offices, wherever located, will be determined in accordance with national policies, currently Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4).

Forecasting indicates that the borough may require additional retail floorspace during the plan period as shown in the 2009 Retail and Leisure Study. The council will identify sites in the Site Allocations DPD. The selection of development sites will have regard to a sequential approach as set out above. The majority of this will be located within, or on the edge of, our existing centres. Wherever located, suitable developments must be of an appropriate scale and nature, and must not cause unacceptable harm to the character, the role, the function or the vitality and viability of the borough's centres.

Primary Shopping Frontages

In addition to the above policy requirements, the council will permit developments or changes of use within the primary shopping frontages only where 70% of the ground floor frontage subsequently remains in A1, A2 or A3 use. Appendix 6 provides details of the primary shopping frontages.

Food, Drink and Night-time economy-related uses

In addition to the above policy requirements, proposals for food and drink and uses related to the night-time economy, such as hot food takeaways, restaurants, cafes, pubs, winebars, other drinking establishments and nightclubs, wherever located, either individually or cumulatively with similar uses within the area, must demonstrate that:

- a. there is a need for the proposal, having regard to the number of existing and proposed establishments (including those already permitted) within the area⁽⁵⁶⁾; and
- b. it contributes positively to the local environmental quality, including the experience for visitors and users of the area; and
- c. it does not have an unacceptable impact on the environment, or on human health and well-being, or on residential and workplace amenity of current, future and neighbouring occupants, or on users and visitors to the area, through air quality, odour, noise, vibration, light pollution, littering, graffiti, privacy, safety and security, access to daylight and other nuisances; and
- d. it contributes positively to the visual appearance of the area during opening and non-opening hours; and
- e. it does not have adverse impacts on traffic generation on the highway network and the free flow of traffic, and on highway and pedestrian safety; and
- f. it contributes towards community safety and security, and does not contribute to increased crime and disorder.

Policy 16 provides policy on local services and facilities.

The 2006 UDP policies TC1.1 and TC1.2 'Allocated Sites'⁽⁵⁷⁾ are saved and will be assessed as part of the Site Allocations DPD.

56 Criterion (a) does not refer to quantitative need or qualitative need as defined by Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4). See paragraph 6.76 of the supporting text.

57 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006.

The council will assess all the boundaries in the Site Allocations DPD.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges	This policy addresses the main issues, the vision and the preferred way forward by relating to changing our local economy and improving the offer of our centres.
Strategic Objectives	SO1, SO2, SO3, SO4, SO5.
Sustainability Appraisal Objectives	EC1, EC2, EC3, EC4, EC5, EC8, ENV3, ENV4, SOC4.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	10, 23.
Implementation	Oldham Council. Education providers. Public Sector agencies. Private Sector.
Transport Protocol Key Issue	5.

Supporting Text

- 6.65** This policy links to the preferred way forward and the objectives by promoting the vitality and viability of the borough's centres.
- 6.66** The council has assessed the boundaries, and where appropriate, the primary shopping areas and frontages, of the borough's centres. Any changes are shown on the attached plans in the appendices. The boundary of Oldham Town Centre has been amended to incorporate all the area covered by the Mumps masterplan. There are no defined primary shopping areas or frontages in Uppermill or Failsworth. The council will assess all the boundaries in the Site Allocations DPD. Policy 16 deals with local shopping parades.
- 6.67** The key objective for Oldham Town Centre and the borough's other centres is to promote their vitality and viability by planning for new development and permitting a range of appropriate uses and services including shopping, leisure, cultural activities and offices. The borough's centres may also act as a hub for transport.

- 6.68** The borough's retail hierarchy identifies Oldham Town Centre, where shops are focused within and around the existing primary shopping area (called the 'central shopping core'), and the seven centres at Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill. The Oldham market is a feature of the town's shopping offer. Independent retailers also have a role to play in the shopping experience offered by Oldham Town Centre and the other centres. There are no defined 'local centres' in the borough. Small-scale shops currently serve Saddleworth. Preference for major retail and leisure developments being within Oldham Town Centre, and for appropriate levels of development in the borough's other centres, is given over out-of-centre locations. Smaller local and neighbourhood centres play an important part in contributing towards sustainable communities and social inclusion, and are dealt with by Policy 16.
- 6.69** The council will be guided by the thresholds in national guidance in assessing the impact of a proposal. Proposals of 2,500 square metres gross floorspace or above must be accompanied by an impact assessment to determine its likely effects on the borough's centres. The extent and level of detail must be agreed with the council by the developer. Retail proposals up to 500 square metres gross floorspace and office and leisure proposals up to 1,000 square metres gross floorspace will be considered as meeting 'local needs' and will be assessed against the requirements of Policy 16. Proposals above these 'local needs' thresholds but below 2,500 square metres gross floorspace may have to be accompanied by an impact assessment. The council will determine and agree the extent of this assessment on a case by case basis with the developer having regard to the nature, scale and location of the proposal.
- 6.70** The Oldham Retail and Leisure Study 2009,⁽⁵⁸⁾ which was prepared by WYG Planning and Design, was published in August 2009. In overall terms, its broad messages were that the borough has sufficient commitments for additional convenience goods floorspace until 2018 and for comparison goods floorspace until 2013, it re-emphasised the importance of Oldham Town Centre as the main focus for an improved major retail and leisure offer, and advised that the council should resist further out-of-centre retail comparison proposals that would detract from our wider aspirations.
- 6.71** In relation to convenience goods, the study concluded that there is no immediate need for additional floorspace if all existing commitments are implemented. In overall, boroughwide terms the study identified capacity for future convenience goods of some £41 million in 2013, increasing to more than £101 million by 2026. This is estimated at between approximately 8,000 to 18,500 square metres new floorspace. However, at the same time the existing commitments accounted for more than £66 million of this potential convenience goods turnover. Accordingly, all the identified capacity will be met until after 2018 by these commitments. By 2023, there is identified to be residual capacity of less than £16 million, increasing to almost £30 million by 2026. The study concluded that there appears to be no demonstrable capacity for major additional convenience goods floorspace in the short to medium-term (i.e. the introduction of a new foodstore) over and above outstanding commitments within the borough – assuming all commitments are implemented. In coming to this conclusion the study did recognise the role of local shops and that there may be scope to provide appropriate local convenience goods floorspace that would meet a specific local need and provide more sustainable shopping patterns and accessible facilities, however any such development should be appropriate in scale to the catchment it is intended to serve.

58 Chapters 8, 10 and 11, Oldham Council, 2009.

- 6.72** In relation to comparison goods, the study also concluded that there is no immediate need for additional floorspace if all existing commitments are implemented. In overall, boroughwide terms the study identified capacity for future comparison goods of some £83 million in 2013, increasing to almost £300 million by 2026 if left unchecked. Should they all be implemented however, then outstanding commitments within the borough (most notably the redevelopment of Alexandra Retail Park), will absorb the identified capacity at least in the short-term (i.e. until after 2013). However, in the longer-term by 2026 even after taking into account outstanding commitments there is identified to be capacity of more than £26 million by 2016, almost £55 million by 2018, almost £115 million by 2023 and more than £183 million by 2026. This equates to a potential residual floorspace requirement of approximately 5,000 square metres (net) in 2016, increasing to approximately 10,000 square metres (net) in 2018, to approximately 18,000 square metres (net) by 2023 and to more than 28,000 square metres (net) by 2026, if left unchecked. The study further states that there is no certainty that all the outstanding commitments identified will be implemented, and that the council should closely monitor these future developments.
- 6.73** For comparison goods, the study identifies within the Oldham area (which cover Oldham Town Centre and the centres at Chadderton and `Hill Stores`) that there is potential capacity by 2018 for approximately 4,000 square metres floorspace, rising to approximately 12,000 square metres by 2023 and approximately 20,000 square metres by 2026 if left unchecked. The study further states that the focus for this growth should be Oldham Town Centre as there is limited scope in Chadderton given the strength and proximity of nearby provision, and that given the new Tesco Extra store at Hill Stores centre then there is considered to be limited scope to significantly improve the comparison goods offer of the centre in the short to medium-term. In Failsworth centre, the study shows potential for approximately 1,000 square metres floorspace in 2013 rising to approximately 2,300 square metres by 2026. In Royton centre, the study indicates potential capacity in 2013 of approximately 4,500 square metres rising to approximately 6,400 square metres by 2026, although the study further goes on to say that given the significant commitments nearby that will improve the comparison goods offer that the capacity is likely to reduce. In Shaw centre, the study also indicates potential for approximately 1,500 square metres in 2013 rising to approximately 3,500 square metres by 2026. For Uppermill centre and Lees centre, the study shows no significant growth potential. Uppermill serves an important role in meeting the day to day shopping needs of Saddleworth. Uppermill has a wide range of independents that makes for an attractive and interesting offer and experience, including its arts and crafts shops and library. It is an important visitor destination. The council will ensure that its distinctive identity and local character is maintained and enhanced.
- 6.74** The Site Allocations DPD will identify the locations for new developments, having regard to the findings of the study (and any subsequent updates). The majority of any additional floorspace will, in the first instance, be located within our existing centres in accordance with the sequential approach set out in the policy. Proposals must be of a suitable and appropriate scale and nature to the centre, and must not cause unacceptable harm to the character, role and function or the vitality and viability of the borough's centres. Failing that, edge-of centre sites should be considered next, with preference given to sites that are or will be well-connected to the centre. The council will assess the boundaries of the borough's centres in the Site Allocations DPD.

- 6.75** The council identified the most important retail frontages in the 2006 UDP. In most instances these have been retained in the LDF, although some amendments have been made which are shown in the appendices. The 'primary shopping frontages' (PSF) are designated to prevent the main retail offer of the borough's centres becoming fragmented. It is recognised that a range of shops and services encourage people to visit and add to the attractiveness of a centre so enhancing its vitality and viability. For the purposes of implementing the policy, the calculation of uses within a PSF includes any blank elevations without shop fronts, and the PSF refers to the whole frontage in which the unit is located and not the total of all PSFs within the centre. For example, Oldham Town Centre has five PSFs not one. Appendix 6 provides full details.
- 6.76** Food, drink and other uses associated with the night-time economy need to be managed sensitively so as not to achieve unwanted outcomes. It is important that matters such as health and well-being, personal and road safety, protecting people's and workplace amenity, and impacts on public realm and local environments are fully considered when assessing planning proposals. The applicant will have to demonstrate to the council's satisfaction that the proposal is required. This will have regard to the council's wider aspirations for the area and must take account of the number of similar uses already within the area (both those that are already open and unimplemented permissions), whether an additional use adds to the attractiveness of the area and the nature of the benefits the proposal brings to the area.
- 6.77** The council will impose planning conditions relating to the amount of floorspace, the size of unit (including minimum thresholds and limits on sub-division) and the type of goods sold to control retail developments across the borough. UDP Appendix C (the 'bulky goods' schedule) will be saved and will be applied to retail proposals outside the centres unless material considerations indicate otherwise.
- 6.78** The 2006 UDP policies may be viewed on the council's website at www.oldham.gov.uk.

Policy 16 Local Services and Facilities

Locally available services contribute towards vibrant communities by providing convenient facilities near people's homes, so reducing the need to travel and can provide a valuable service for less mobile members of the community. The council will ensure the need for local shops, leisure facilities and offices are met by protecting existing premises and permitting new local services and facilities where appropriate within existing built up areas.

- a. The council will protect local shopping parades from development and changes of use so that at least 75% of the frontage remains in retail use. Local shopping parades are defined as a group of at least three units. Exceptions will be permitted where there are wider regeneration or community benefits or it can be demonstrated by the developer that it is not financially viable for the local shopping parade to continue unchanged.
- b. Where appropriate and within existing built up areas, the following uses will be permitted outside Oldham Town Centre and outside the centres of Chadderton, Failsworth, Hill Stores,

Lees, Royton, Shaw and Uppermill provided they satisfy the requirements of national and local policies:

- i. local shops with a gross floorspace of 500 square metres or less.
- ii. leisure facilities with a gross floorspace of 1,000 square metres or less.
- iii. office, business and industrial developments with a gross floorspace of 1,000 square metres or less.

For the avoidance of doubt, this policy applies to proposals whereby the overall gross floorspace does not exceed the relevant thresholds above. Proposals involving multiple units, which individually have a gross floorspace less than the relevant threshold above but when taken together cumulatively exceed the relevant gross floorspace thresholds above, will be assessed against the requirements of Policy 15.

Policy 15 provides additional policy on food, drink and night-time economy-related uses.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward of changing our local economy, creating sustainable communities and addressing needs of local neighbourhoods.
Objectives	SO1, SO3, SO5.
Sustainability Appraisal Objectives	EC5, EC6, EC8, ENV3, SOC1, SOC4.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice. Services of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	10, 23.
Implementation	Oldham Council. Public Sector agencies. Private Sector.
Transport Protocol Key Issue	5.

Supporting Text

- 6.79** This policy links to the preferred way forward and the objectives by promoting economic prosperity and creating sustainable communities.
- 6.80** Local shops represent convenient facilities that help meet the day to day shopping needs of residents. Such shops help reduce the need to travel, provide a focus for community interaction and help to distinguish one area from another. They provide an essential service for less mobile residents and residents in more rural areas.
- 6.81** Local shops include small food stores, post offices, pharmacies, advice centres and other small scale services of a local nature. For the purpose of this policy, retail developments with a gross floorspace of 500 square metres or less will be taken to represent a small scale shop.
- 6.82** Similarly, whilst office and leisure developments that generate significant numbers of trips should be directed towards Oldham Town Centre, the borough's other centres or areas that are accessible by public transport, small scale developments can help provide jobs and facilities for local people that reduce the need to travel. For the purpose of this policy, leisure or office developments with a gross floorspace of 1,000 square metres or less will be taken to represent small scale developments.
- 6.83** Protection is needed for local shops and facilities. The council will not support applications for change of use from local shops and facilities that exceed the threshold limit in the policy unless, where appropriate, it can be clearly demonstrated to the council's satisfaction that there are other community or regeneration benefits or its continued use is no longer financially viable.

Policy 17 Gateways and Corridors

Developments at key gateways and along transport corridors should be high quality uses and contribute towards making the routes greener and more attractive. Developments should relate to the importance of the gateway route in height, scale and quality. The council will seek to improve existing transport routes and networks and safeguard land for future infrastructure improvements.

Metrolink

The council will support the delivery of Metrolink which involves the conversion of the Manchester-Oldham-Rochdale railway line. This involves the creation of new stops at South Chadderton, Freehold, and Shaw and Crompton (the new stop will be near the existing rail station) and the conversion of the existing rail stations at Failsworth, Hollinwood, Oldham Mumps (conversion of existing rail station is a temporary measure), and Derker. A strategic park and ride site will be provided at the Hollinwood stop and at the Derker stop.

Land will also be safeguarded for the on-street extension of Metrolink (scheme 3b) through Oldham Town Centre, which is a committed scheme in the Greater Manchester Transport Fund and programmed for delivery by 2014. This will provide new stops at Westwood (Middleton Road), Oldham King Street, Oldham Central and Oldham Mumps with a new stop replacing the temporary stop, with bus interchange facilities.

Public Transport

The council will deliver development whilst promoting and securing public transport investment by: understanding the dynamic interaction between all public transport services and walk/cycle movements; and liaison with Transport for Greater Manchester and interested parties to deliver services/capacity consistent with the requirement of the Site Allocations DPD; and securing funding from developers where investment in public transport is required to release sites identified within the Site Allocations DPD.

Strategic Road Network

Given the findings of the Greater Manchester transport modelling, further investigation of issues on the Strategic Road Network associated with the proposed developments will be undertaken during the preparation of the Site Allocations DPD, consistent with the Protocol arrangements.

The additional demand will impact most evidently between Junctions 20 and Junction 22 of the M60. The M60 is a key part of the transport network, not only for Oldham but for Greater Manchester and as part of the network of national importance. It is therefore crucial that the performance of the Strategic Road Network is safeguarded in order that it can continue to provide this role and support the wider economic aspiration of Greater Manchester.

Further work will be considered as part of the Site Allocations DPD to understand and address any impacts on journey times, consistent with the Protocol and specifically key issues 2 and 3 (Table A).

Walking

- a. The council will support the emerging Pedestrian Strategy and will support the Public Rights of Way Improvement Plan (2008-2017)⁽⁵⁹⁾ which includes proposals to improve existing public rights of way and to create a:
 - i. 'Green Walk' linking Oldham Edge to Alexandra Park; and
 - ii. 'Green Loop' connecting Oldham Town Centre to key green space sites and rights of way routes to the south and east of Oldham.

Cycle and Bridleway Network

The council will support the cycle network and bridleways in the borough by:

- b. protecting and improving existing bridleways and supporting new bridleways;

59 Oldham Council, 2007.

- c. promoting the Cycling Strategy⁽⁶⁰⁾ (including the Oldham Cycle Network Map); and
- d. encouraging improvement of the existing cycle network and expansion of new routes for non-motorised travel. Cycle networks should be designed to achieve high standards of coherence, directness, safety, attractiveness and comfort as outlined in Oldham's Cycling Strategy.

School Travel

The council will support the Sustainable Modes of Travel (to school) Strategy, which includes proposals to improve existing infrastructure to facilitate more sustainable travel to school.

Transport Infrastructure

The council will continue to safeguard, or identify, land for the following future transport infrastructure proposals:

- e. re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden;
- f. proposed Diggle rail station;
- g. extension of the Lees New Road; and
- h. proposed Shaw and Crompton Park and Ride.

The council will protect from development former railway lines which have an existing or potential function as a pedestrian footpath, cycle or bridleway or on to which a new public transport facility or an extension to an existing network might be introduced in the future. Former railway lines will continue to be protected unless an overriding need for the development can be demonstrated or they are already protected or allocated for another use in the LDF.

Developments that generate significant freight movements should have regard to the access to trunk or primary routes and the rail network and be on sites away from Oldham Town Centre, the borough's other centres and residential areas where they are likely to cause highway safety, amenity or environmental problems.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by improving transport.
Objectives	SO1, SO4.
Sustainability Appraisal Objectives	ENV3, ENV4, SOC4, SOC10.

60 Oldham Cycling Strategy, Oldham Council, 2002 and Greater Manchester Cycling Strategy, GMPTA and partners, 2006.

Linkages	
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.
Oldham Council Corporate Objectives	An address of choice. A confident place.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	24, 26.
Infrastructure	<p>Metrolink £600 million invested on four Metrolink lines to Oldham and Rochdale, Droylsden, Chorlton and Media City. £84 million committed to extend the system through Oldham Town Centre.</p> <p>Oldham Cycle Network, which is worth approximately £30 million.</p> <p>Public Rights of Way Improvement Plan. Transport Capital Programme.</p>
Implementation	Oldham Council. Transport for Greater Manchester. Network Rail. Public Sector agencies. Private Sector. Highways Agency.
Transport Protocol Key Issue	1, 2, 3, 5.

Supporting Text

- 6.84** The proposed extension of Metrolink through the borough – from Hollinwood via Oldham and on to Shaw - will make a vital contribution to Oldham's regeneration. Locations in and around the Metrolink and its stops will be attractive for new economic and residential developments. The conversion of the Manchester-Oldham-Rochdale rail line has been approved and the scheme is underway. The second phase (3b), which will involve street running from Werneth through Oldham Town Centre to Mumps, is approved and design work is underway. The estimated opening date for phase 3b is Spring 2014.
- 6.85** The extension of the Metrolink from Manchester to Oldham and on to Rochdale will bring with it a number of benefits to the borough. It will increase the accessibility and attractiveness of our Oldham Rochdale Housing Market Renewal Pathfinder areas with stops at Freehold and Derker. Hollinwood will become more attractive as a sustainable location for economic growth. Oldham Town Centre will be consolidated as the borough's main retail and commercial hub. The borough's other centres, in particular Shaw and Failsworth, will also benefit. The extension will add to the sustainable public transport offer in the borough, as well as enhancing the

connectivity to major employment centres within Greater Manchester, including Manchester City Centre and Kingsway in Rochdale. Metrolink will also contribute to reducing congestion on the borough's principle road network.

- 6.86** Standards of cycle networks will be designed and implemented to meet the high standards outlined in Oldham's Cycling Strategy achieving:
- a. coherence – primary consideration will be given to the continuity of the network to avoid unnecessary gaps;
 - b. directness – the council will try to provide cycle routes which offer the shortest distance;
 - c. safety – the council will follow guidance aimed at reducing the accident rate in the borough for cyclists;
 - d. attractiveness – the council appreciate the importance of making the cycling network attractive in order to promote cycling so aesthetic features to the cycling infrastructure will be provided where possible; and
 - e. comfort – the network will be designed to maximise comfort for cyclists by provision of generous space for cyclists on the highway wherever possible and with the careful positioning of manholes, surfacing and minimising the number of stops and dismounts cyclists have to make.
- 6.87** Land will be safeguarded for the reopening of the Standege Tunnel to enhance rail speed and capacity on the Trans Pennine route. Land is also safeguarded for a railway station at Diggle, however the completion of this relies on the restoration of the four tracks through the Standedge Tunnel.
- 6.88** The re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden have been identified as part of the preferred solution for resolving the 'Manchester Hub' problem. The problem is identified in a Network Rail Study as the *"most significant rail bottleneck in the North and so the most significant rail impediment to maximising economic growth. This is because it constrains the growth of rail commuter services, rail links between the North's major cities and between the North and the South, rail links to Manchester Airport and rail freight"*.⁽⁶¹⁾ The Study identifies two strategic options for addressing the challenges of the problem, both of which include the re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden. The Study also identifies a number of 'opportunities for service improvements' that would arise from adopting its preferred option 'Option 2'. These include the potential for a new station and turnback facility at Diggle, which would facilitate additional services.
- 6.89** The inclusion of the two schemes within the study highlights their importance to the borough as well as to Greater Manchester and the North.
- 6.90** The Lees New Road extension is necessary to unlock an area of developable land at Knowles Lane. The provision of the highway link would be part of the development costs and would not bear upon public finances.

61 Manchester Hub Rail Study, Network Rail, 2010. Now referred to as the 'Northern Hub'.

- 6.91** Shaw and Crompton Park and Ride site is proposed as a scheme under the Greater Manchester Transport Fund and has been approved by the Greater Manchester Integrated Transport Authority and the Association of Greater Manchester Authorities. It is expected to add to the patronage of the Manchester – Oldham – Rochdale Metrolink line, which will open in Spring 2012.

Policy 18 Energy

There is the need to ensure that growth over the lifetime of the LDF is achieved in a sustainable manner so that we break the link between carbon emissions and growth, whilst also reducing fuel poverty. This will be achieved by promoting `green` energy by reducing energy consumption and increasing energy conservation through sustainable construction, renewable technologies and low carbon energy. We will promote and facilitate where appropriate viable `green` energy proposals.

When allocating sites and determining planning applications, the council will have regard to the aims, objectives and actions of:

- National guidance and policies.
- Code for Sustainable Homes targets in line with Part L Building Regulations to achieve Code Level 3 by 2010, Code Level 4 by 2013 and Code Level 6 (zero carbon) by 2016.
- Proposed extension of Code for Sustainable Homes to achieve Code Level 6 for non-residential uses by 2019.
- BREEAM standards for non residential developments.
- Greater Manchester Decentralised and Zero Carbon Energy Planning study.
- Oldham Climate Change Delivery Plan.
- Oldham Affordable Warmth Strategy.
- Assessment of Energy Saving Opportunities for St Mary's Heat Network, Oldham.

Carbon Dioxide Emissions Reduction Targets

Development must follow the principles of the zero carbon hierarchy. This is outlined in the Government's `Sustainable New Homes - The Road to Zero Carbon: Consultation on the Code for Sustainable Homes and the Energy Efficiency standard for Zero Carbon Homes`. ⁽⁶²⁾ This will be achieved through:

- energy efficiency: the first priority is to ensure a high level of energy efficiency in the design and fabric of the building and
- carbon compliance: the second priority is the minimum level of carbon reduction through energy efficient fabric and on-site technologies (including directly connected heat networks) and
- allowable solutions: a range of measures available for achieving zero carbon beyond the minimum carbon compliance requirements.

62 DCLG, 2009.

The council will facilitate the achievement of national targets. In achieving these national targets, the council will adhere to the national programme for achieving zero carbon development. Where opportunities arise and where circumstances warrant it, the council may also require developers to meet higher targets, as identified in Table 8.

All developments over 1,000 square metres or ten dwellings and above (until such time that all development is required by the Code for Sustainable Homes ⁽⁶³⁾ to achieve zero carbon) are required to reduce energy emissions in line with the targets set out in Table 8. These targets are taken from the Greater Manchester Decentralised and Zero Carbon Energy Planning study. ⁽⁶⁴⁾ The target framework includes maximum and minimum targets. All targets are based on reductions over and above Part L of Building Regulations 2010 or 2013. The maximum target is based upon a sliding scale of costs and is location-specific depending on the cost and availability of solutions. An increase from the minimum target will only be expected if solutions cheaper than the base cost for the minimum target are available.

Compliance with the targets must be demonstrated through an energy statement which must be assessed to the council's satisfaction. Developers will be expected to meet the targets unless it can be clearly demonstrated by the developer that it is not financially viable and would prejudice the proposed development. The council's Affordable Housing Economic Viability Assessment ⁽⁶⁵⁾ sets out the cost implications of Code for Sustainable Homes. Further details of the target framework is provided in Appendix 3.

Developments below the threshold should aim to incorporate appropriate micro-generation technologies.

Table 8 Energy Infrastructure Target Framework

	Target Area 1 Network expansion area: Locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling	Target Area 2 Electricity intense area: Locations where the predominant building type has all electric services, resulting in higher associated carbon dioxide (CO2) emissions	Target Area 3 Micro generation area: Locations where lower densities and a fragmented mix of uses tend to favour building scale solutions
Minimum carbon dioxide reduction requirements	Connect to a Combined Heat and Power (CHP) / district heating network	+ 17% increase on Part L for domestic; and + 10% increase on Part L for non-domestic buildings	+ 15% increase on Part L for domestic and non domestic buildings

63 The Code was originally launched by DCLG in 2006. The Code includes any future requirements for non-domestic buildings.

64 AGMA, 2010.

65 Oldham Council, 2010.

	Target Area 1 Network expansion area: Locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling	Target Area 2 Electricity intense area: Locations where the predominant building type has all electric services, resulting in higher associated carbon dioxide (CO ₂) emissions	Target Area 3 Micro generation area: Locations where lower densities and a fragmented mix of uses tend to favour building scale solutions
Maximum carbon dioxide reduction requirements	Up to 73%	Up to 56% for domestic buildings Up to 28% for non-domestic buildings	Up to 49% for domestic buildings; and Up to 42 % for non domestic buildings

Where possible, new development will be required to connect to or make contributions to existing or future decentralised heat or power schemes. Development should be sited and designed in a way that allows connection to decentralised, low and zero carbon energy sources, including connections at a future date or phase of the development. Consideration shall be given to the potential role that public buildings can have in providing an anchor load within a decentralised energy network or create opportunities for shared infrastructure. Where possible new development will be used to help improve energy efficiency and increase decentralised, low-carbon energy supplies to existing buildings.

Within the borough the following strategic areas may have a role to play in achieving an increase in the level of decentralised, low carbon and renewable supply available, subject to appropriate planning and other considerations including environmental and health impacts:

- Oldham Town Centre.
- The centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill.
- Business and employment areas (i.e. Hollinwood, Foxdenton).
- Regeneration areas, including Housing Market Renewal areas.

Green Energy Schemes

Where suitable and appropriate, proposals for low carbon, decentralised and renewable energy, including any ancillary infrastructure, will be permitted in accordance with national and local policies. A development proposal must be acceptable taking into account the number, size, scale, siting and cumulative impacts of green energy schemes in terms of:

- natural resources, including air and water quality, soil including peat which can act as an important carbon sink and mineral sterilisation; and
- aviation and highways safety; and
- existing transmitting or receiving systems; and
- shadow flicker, electromagnetic interference or reflected light; and
- public access to the countryside, including footpath and bridleway users; and

- vi. high quality design; and
- vii. residential and workplace amenity or human health; and
- viii. the visual amenity of the local area, including the sensitivity of local landscape character, through the number, scale, size and siting of renewable energy infrastructure, such as wind turbines, impact on the skyline, cumulative impact or the need for new power lines for connection to the supply grid; and
- ix. biodiversity, nature conservation and the historic environment; and
- x. the openness and visual amenity of the Green Belt; and
- xi. the statutory purposes of the Peak District National Park.

Where proposals are likely to result in an unacceptable impact, the harm must be minimised through appropriate and effective mitigation measures, to be agreed by the council, otherwise permission will not be granted. Redundant turbines, plant, transmission lines and access roads must be removed and the site restored.

The council will provide further advice and guidance on this policy in partnership with Greater Manchester authorities.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues relating to 'green' energy. It links to the vision and the preferred way forward by addressing climate change through promoting sustainable development and ensuring that new developments reduce their carbon emissions through low carbon and renewable technologies.
Objectives	SO1, SO3, SO4.
Sustainability Appraisal Objectives	ENV2, ENV8, ENV9.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	20, 21, 30, 31, 44.
Implementation	Oldham Council. Public Sector agencies. Private Sector.

Supporting Text

- 6.92** The policy links to the preferred way forward and the objectives generally by promoting sustainable development in the borough through supporting carbon-neutral developments following the principles of the zero carbon hierarchy. In applying the requirements of Policy 18 applicants must have regard to the other policies of the LDF, in particular Policy 6 (Green Infrastructure), Policy 21 (Protecting Natural Environmental Assets), Policy 22 (Protecting Open Land) and Policy 24 (Historic Environment).
- 6.93** Changes in Building Regulations in 2010, 2013 and 2016 will bring in tighter standards for carbon dioxide emissions as shown in Table 9. After 2016 the aim is for all new residential buildings to be zero carbon with equivalent standards for non-residential buildings being introduced in 2019. Policy 18 seeks to accelerate the move towards zero carbon developments ahead of the building regulations and introduces a target framework for reducing carbon dioxide emissions through decentralised, renewable and low carbon technologies and on/off site delivery mechanisms where it is viable. A range of compliance or allowable solution options will be worked up in further detail working with partners across Greater Manchester.
- 6.94** Reductions in carbon dioxide emissions will be calculated based on gross emissions, that is estimated regulated and unregulated emissions, weighted to reflect the proportion of electricity use. Regulated emissions are those such as space heating, ventilation, hot water and fixed lighting. Unregulated emissions are those associated with all other energy use in the building including IT equipment, task lighting, fridges. The 'gross' emissions of a building account for both regulated and unregulated emissions.

Table 9 Carbon Dioxide reduction target over 2006 compliant building

Year	Residential (subsidised)	Residential (private)	Non-domestic (subsidised)	Non-domestic (private)
2007	25%	0%	0%	0%
2010	44%	25%	25%	25%
2013	Zero Carbon	44%	44%	44%
2016		Zero Carbon	100%	100%
2018			Zero Carbon	100%
2019				Zero Carbon

- 6.95** The framework is designed to safeguard the ability of the council to set higher targets based on local opportunities for decentralised and zero carbon energy generation. This is associated with the three target areas set out below.
- Target Area 1: Network expansion area: Locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling.
 - Target Area 2: Electricity intense area: Locations where the predominant building type has all electric services, resulting in higher associated carbon dioxide emissions.
 - Target Area 3: Micro generation area: Locations where lower densities and a fragmented mix of uses tend to favour building scale solutions.

- 6.96** The target depends on the type of location, development and surrounding opportunities. The questions used to establish which target applies are shown below:

Target Selection Questions

Question 1. Is the development in Oldham Town Centre or in one of the borough's other centres?

If yes see Question 2, if no see Question 3.

Question 2. Is there an existing or proposed district heating or cooling network the development could connect to?

If yes apply Target 1 'network connection policy area', with 'allowable' CO2 credits from connecting other buildings to the network. If no see Question 3.

Question 3. Does the development consist of at least three of the following uses – commercial office, hotel, residential apartments, public building and supermarket?

If yes a CHP/district heating feasibility study is required, encompassing buildings that could be connected in the surrounding area, and applying Target 1 if a scheme is taken forward.

If no see Question 4.

Question 4. Are the building(s) heating and cooling systems all electric?

If yes apply Target 2 'electricity intense policy area', with 'allowable' CO2 credits from low cost renewable electricity generation. If no see Question 5.

Question 5. Has a strategic opportunity been identified to supply the site/area with low or zero carbon energy?

If yes apply a target informed by the evidence base for the strategic opportunity. If no see Question 6

Question 6. Apply Target 3 'micro-generation policy area', with 'allowable' CO2 credits from unspecified renewable energy sources.

- 6.97** The target framework includes maximum and minimum targets for individual areas / development types. All targets are based on reductions over and above Part L of Building Regulations 2010 or 2013. The minimum target is based on the carbon reductions achievable from the least cost on-site technology to achieve 15% contribution from renewable energy or a district heating network connection requirement.
- 6.98** The maximum target is based upon a sliding scale of costs. The level at which the maximum target is set would be location-specific depending on the cost and availability of solutions. An increase from the minimum target would therefore only be justified if solutions cheaper than the base cost for the minimum target are available, the rationale being that the expenditure required to comply with the minimum target can then be used to achieve greater reductions.

- 6.99** Underpinning the targets for reducing carbon emissions is a strategy to shift the supply of energy to low carbon and, where possible renewable, decentralised heat and power networks, so increasing energy security. It is essential therefore that the council moves towards a network of strategic decentralised energy infrastructure. The council will seek to ensure that investment in zero/low carbon energy infrastructure to serve new development is used as a catalyst for strategically reducing carbon emissions.
- 6.100** Where appropriate, applicants may be required to provide land, buildings and/or equipment for an energy centre to serve proposed multiple developments. Such requirements will be important for ensuring availability of the necessary space in the right location for an energy centre designed to serve one or more developments. Requirements will be discussed in pre-application discussions and should be outlined in an energy statement. Target 1 requires developments to be able to connect once the network and infrastructure is in place and to be designed to be compatible with future networks, in terms of site layout and design.
- 6.101** Developers should demonstrate compliance by submitting an energy statement setting out how the target was determined, including any feasibility studies to assess feasibility of a heat network, and how the developers will meet the target.
- 6.102** The council will operate a co-ordinated approach towards the financing and investment in infrastructure projects that are of strategic significance. Strategic investment decisions by the public and private sector should be based on the need to strengthen the business case of energy investments and attract long term investment in the infrastructure required.
- 6.103** The Greater Manchester Decentralised and Zero Carbon Energy Planning study recommends that energy proposal plans are brought forward by each district where there are strategic areas of opportunity identifying the preferred energy infrastructure solutions. The council has highlighted where the broad areas of opportunity may be, subject to appropriate planning and other relevant considerations. The study highlighted where existing resource opportunities across Greater Manchester are. Further work will be undertaken looking at this in more detail across Greater Manchester, including the refinement of opportunities and application of constraints. In addition, the council is progressing work on a Oldham Town Centre Energy Network study called the Assessment of Energy Saving Opportunities for St Mary's Heat Network.

Achieving early reductions in unregulated emissions

- 6.104** Compliance with the maximum target would be achieved by making off-site contributions towards infrastructure, effectively putting in place the Government's 'allowable' solutions approach in advance of 2016 and 2019. This is to bring forward the infrastructure needed to support the development and may come forward as third party match fund projects delivered by an Energy Service Company (ESCo). If compliance with the maximum target is achieved by making an off-site contribution this would not count towards achieving Code levels 1-5, and would instead be credited against 'unregulated' carbon dioxide emissions.
- 6.105** The assignment of carbon dioxide reductions against unregulated emissions is justified because this portion of energy use, which largely relates to electricity use, has been rising steadily since 1990. It will not be the subject of regulation until it is brought under the zero carbon definition

in 2016 and 2019 and so, in the context of Greater Manchester's stated objective to differentiate itself as a Low Carbon Economic Area, the maximum targets serve as a means of providing interim reductions.

Green energy schemes

- 6.106** Green energy schemes can include energy from waste, biogas, biomass, microgeneration, combined heat and power, geothermal, hydro and wind power. (A full list of definitions is provided in the Glossary.) The council will ensure that all appropriate planning and other relevant considerations (as listed in the policy) are fully assessed and satisfactorily addressed before permission will be granted for these types of schemes.
- 6.107** The council will require proposals to be accompanied by a full statement detailing the environmental effects of the development, and its benefits in terms of the amount of energy it is likely to generate. Permission will only be granted if unavoidable damage that would be caused during installation, operation or decommissioning is minimised and mitigated or compensated for. Applicants must show how this will be achieved. In all cases, redundant plant, buildings and infrastructure shall be removed and the site restored as part of any permission. Applicants proposing hydropower schemes should consult with the Environment Agency for guidance and advice.

Policy 19 Water and Flooding

Flooding is a natural process that is influenced by rainfall, geology, topography, rivers and streams and man-made interventions such as flood defences. Flooding can cause disruption to communities and it is therefore important to avoid developing in flood risk areas. Recent flood events across the country have reinforced the importance of considering flooding from all sources such as surface water flooding and the importance of permeable solutions in new development.

The council will ensure development does not result in unacceptable flood risk or drainage problems by directing development away from areas at risk of flooding, and protecting and improving existing flood defences, water resources and quality.

When allocating sites and determining planning applications, the council will have regard to the aims, objectives and actions of:

- European Union Water Framework Directive.
- National guidance and policies, such as Planning Policy Statement 25 'Development and Flood Risk' (PPS25) and the Practice Guide on Development and Flood Risk including the requirement to assess, avoid, substitute, control and mitigate flood risk.
- Code for Sustainable Homes.
- River Basin Management Plans.
- Catchment Flood Management Plans.
- Water Company Asset Management Plans.
- Water Cycle Study.
- Greater Manchester Strategic Flood Risk Assessment.

- Oldham Strategic Flood Risk Assessment.
- Rochdale Canal Strategy.

Development proposals must use PPS25⁽⁶⁶⁾ and the Oldham Strategic Flood Risk Assessment (SFRA)⁽⁶⁷⁾ to carry out and pass the Sequential Test and, where necessary, the Exception Test and a site-specific flood risk assessment. Consideration must be given to all sources of flooding and the vulnerability of development. In the case of non allocated sites applicants must demonstrate that other reasonably available sites have been considered. An area of search must be agreed with the council. Evidence must be submitted to demonstrate how the tests have been passed.

Information on flood risk is shown on the proposals map, the Environment Agency's website and the council's website.

Site-specific Flood Risk Assessments

In addition to the requirements of PPS25, and as set out in the Oldham SFRA, a site-specific flood risk assessment must be provided for development proposals:

- over 0.5 hectare within a Critical Drainage Area; or
- at risk of flooding from other sources of flooding; or
- situated behind flood defences; or
- within 20m of the bank top of a Main River, where appropriate; or
- involving any culverting operation or development which controls the flow of any river or stream.

Development proposals must:

- a. where identified at risk from surface water flooding, adhere to the guidance in PPS25 and any subsequent additions and the recommendations made in the Oldham SFRA until Surface Water Management Plans (SWMP) are completed; and
- b. minimise the impact of development on surface water run-off. The allowable discharge rates must be agreed with the council for all developments, which must where possible be achieved through the implementation of sustainable drainage systems (SUDS); and
- c. ensure that culverting or channelisation of watercourses are avoided, unless limited access is required over the watercourse. Developments must remove existing culverts and artificial channels and restore the watercourse to a more natural state or open up and enhance existing culverted or channelised watercourses, where appropriate; and
- d. retain a green corridor next to watercourses and rehabilitate and enhance watercourse corridors where possible. Where opportunities arise the council will seek to remove existing buildings that encroach to the bank top of watercourses and detract from the river corridor, prevent access and degrade habitat value; and

66 DCLG, 2010.

67 JBA Consulting and Oldham Council, 2010.

- e. reduce the consumption of water and have high standards of water efficiency in new developments or incorporate water efficient technologies in existing buildings. Developments must conserve water resources and not adversely affect water quality or quantity and associated biodiversity; and
- f. ensure potential capacity issues in the water supply and sewerage treatment works are taken into account through liaising with United Utilities until a River Mersey Water Cycle Study is completed.

The council will seek to relocate critical infrastructure from Flood Zones 3 and 2, where possible, as the operational life comes to an end.

The council will, where appropriate, seek developer contributions to improve flood defences.

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues relating to water and flood risk. It links to the vision and the preferred way forward by addressing climate change, promoting sustainable development and protecting, conserving and enhancing the prudent use and sustainable management of our water resources.
Objectives	SO1.
Sustainability Appraisal Objectives	ENV1, ENV13, ENV14.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities. Sustainable Use of Resources.
Oldham Council Corporate Objectives	A confident place. An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	28.
Implementation	Oldham Council. Environment Agency. Private Sector.

Supporting Text

- 6.108** The policy links to the preferred way forward and the objectives generally by mitigating and adapting to climate change, avoiding development within areas of flood risk and where necessary controlling and mitigating the impact and residual risks and improving water resources.

- 6.109** Applicants are required to use PPS25 and the Oldham SFRA and any subsequent updates to assess the flooding potential of a proposal. The SFRA provides guidance on the Sequential Test and the Exception Test. Applicants must not by-pass the Sequential Test.
- 6.110** PPS25 requires a site-specific flood risk assessment for developments over one hectare in flood zone one and all developments in flood zones two and three. The SFRA also sets out when a more detailed flood risk assessment is likely to be required. Applicants should refer to PPS25 and the SFRA for guidance on site-specific flood risk assessments and mitigation measures and agree its scope with the council and the Environment Agency before it is undertaken. In some cases it may be necessary for the developer to make a contribution to the improvement of flood defence provision.
- 6.111** The SFRA includes information and maps on surface water flooding, which must be taken into account. Critical Drainage Areas have been developed where there is a high risk of localised flooding and where areas of significant redevelopment are planned that could have a significant impact on surface water runoff to local watercourses and the sewer network. Currently, the Critical Drainage Areas that have been identified are Chadderton (Wince Brook), Hollinwood (Moston Brook), East Oldham (Upper Tame and Wood Brook) and Shaw (Beal). Maps are available showing the Critical Drainage Areas, however they may become refined over time as more detailed information becomes available.
- 6.112** It is important that new development minimises surface water run off. The automatic right to connect surface water drains and sewers to the public sewerage system has been removed and developers are required to put Sustainable Drainage Systems (SuDS) in place in new developments wherever practical. Above ground SUDs options should be used, such as ponds, swales and green roofs, where feasible, rather than underground storage systems, which offer less biodiversity and landscape value. The council is working with the Greater Manchester authorities on a SWMP and there may be future Greater Manchester and/or local drainage standards. Currently, the drainage standards that the council will consider are:
- a. greenfield runoff on greenfield sites up to 1 in 100 year storm event, considering climate change;
 - b. a reduction in surface water runoff rates of at least 30% for brownfield sites up to 1 in a 100 year storm event, considering climate change;
 - c. a reduction in surface water runoff rates of at least 50% for brownfield sites within a Critical Drainage Area, with an aim of reducing runoff to greenfield rates up to a 1 in 100 year storm event, considering climate change; and
 - d. development must be designed so there is no flooding to the development in a 1 in 30 year event and so that there is no property flooding in a 1 in a 100 year plus climate change event.
- 6.113** Proposals that involve the culverting or channelisation of open watercourses will not normally be permitted. This is due to the associated problems, including flooding after high rainfall where grilles in culverts get blocked by debris or where culverts do not have grilles and get blocked. Other problems include the high maintenance and threat to biodiversity and the amenity of open green space. The council will use opportunities that arise from new developments to remove culverts and restore watercourses to their natural state.

- 6.114** The council will also use opportunities from developments alongside river or canal corridors to rehabilitate and enhance these corridors to provide green infrastructure benefits, for example increasing biodiversity and mitigating flood risk. Developments alongside watercourses are also expected to retain a green corridor next to the water.
- 6.115** Developments must seek to reduce the consumption of water and have high standards of water efficiency in new homes and have regard to the Code for Sustainable Homes.⁽⁶⁸⁾ Non-residential developments should also aim to reduce water consumption and install water efficient technologies. Developments must ensure that drainage systems are designed to minimise the risk of foul drainage being incorrectly connected to surface water systems and incorporate measures to minimise the risk of pollution in the event of the foul system failing.
- 6.116** It is anticipated that a Water Cycle Study will be undertaken for the River Mersey, which will include the Greater Manchester authorities. Until this time applicants should consult with United Utilities about potential capacity issues in the water supply and sewage treatment networks.
- 6.117** The Environment Agency has prepared Catchment Flood Management Plans for the Upper Mersey and Irwell Catchment.⁽⁶⁹⁾ A specific action for the Tame sub area of the Upper Mersey catchment is to put in place policies which seek to remove critical infrastructure from Flood Zones 2 and 3 at the end of its operational life to improve the borough's ability to respond to and deal with flood incidents in the future.

Policy 20 Design

The contribution that high quality design can make to regeneration and sustainable development is widely recognised. High quality design brings economic, social and environmental benefits, adding to quality of life, attracting new business and investments and reinforcing civic pride. High quality design is as much about the way buildings and environments function as with their appearance. Our design principles apply equally to urban and rural situations, and to the built and natural environment. They need to be expressed in ways that reflect the character of the area in which the development is taking place, reinforcing local identity. The council will promote high quality design and sustainable construction of developments that reflect the character and distinctiveness of local areas, communities and sites across Oldham. Development proposals must have regard to national and local guidance and policies on design.

Development proposals must meet the following design principles, where appropriate:

- a. Local Character (including a character appraisal as appropriate)
- b. Safety and Inclusion
- c. Diversity
- d. Ease of Movement
- e. Legibility

68 The Code was originally launched by DCLG in 2006.

69 April 2009.

- f. Adaptability
- g. Sustainability
- h. Designing for Future Maintenance
- i. Good Streets and Spaces
- j. Well Designed Buildings

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by promoting and securing high-quality design across the borough.
Objectives	SO1, SO5.
Sustainability Appraisal Objectives	EC2, ENV2.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.
Oldham Council Corporate Objectives	A confident place. An address of choice.
Monitoring Indicators	20, 21, 37, 45.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Implementation	Oldham Council. HMR. Public Sector agencies. Private Sector.
Transport Protocol Key Issue	1.

Supporting Text

- 6.118** The policy links to the preferred way forward and objectives by improving the quality of places, mitigating and adapting to climate change, promoting sustainable development and creating safer and stronger communities.
- 6.119** Good design is a key element in achieving sustainable development. It can contribute to providing a safer and more attractive public realm, contribute to high levels of accessibility for all ages, genders and abilities. It can contribute to urban greening and increased biodiversity. Good design is increasingly important in achieving high levels of environmental performance such as greater energy efficiency. It's importance is recognised by Government and developers alike.
- 6.120** Planning can influence the design and use of public spaces, public realm and public art. Design focused policies can be used to ensure that streetscapes favour pedestrians over vehicles. They can also help to reduce visual clutter through careful location of signs and

street furniture and can build maintenance needs in to the design process. Public space is often considered as relating to all those parts of the built and natural environment where the public has free access, whether in public or private ownership. It includes streets, squares, rights of way, parks and so on, but is generally regarded as excluding internal spaces (such as shopping centres) and the open countryside.

6.121 Development proposals should address the following details in relation to design principles a-j above:

- a. respond positively to its environment and site, and contribute to a distinctive sense of place.
- b. positively contribute to making routes, streets and public spaces as safe, free from crime and accessible as possible; and minimise opportunities for car, cycle and property crime, assault and harassment without detracting from the quality of the townscape and landscape.
- c. incorporate a mix of uses that add richness and variety to the local area; consider and, where possible, provide for the needs of all sections of society and add richness to the social and cultural diversity of the local area; and support variety and choice in the public realm for all sections of the community.
- d. provide or reinforce a clear network of routes (roads, streets, paths and associated spaces) that provide easy access to an area, and the buildings and facilities within it; be located to support movement by means other than the car between facilities and the people who use them; and give priority to the needs of pedestrians, and encourage walking, cycling and public transport use to reduce reliance on the car.
- e. contribute to a legible environment with a clear hierarchy of routes, streets and spaces; relate positively to the visual connections between it and its surroundings; and be designed so that intended functions of buildings and spaces are easily understood, and that the entrances to them are appropriately located and visible.
- f. be adaptable and capable of accommodating the changing and future needs and activities of individuals, local communities and of society.
- g. be designed to reduce the demands made on energy; incorporate measures for the conservation of water resources; make appropriate, well-designed provision for the sustainable management and discharge of waste; make a positive contribution to the greening of the urban environment; be carefully designed and detailed so that it makes a positive contribution to its surroundings, is robust, durable and ages well; and use construction methods and materials that are fit for purpose and make a positive contribution to design quality, character and appearance, whilst contributing to the sustainable use of resources.
- h. consider maintenance early in the design process; and be designed for easy maintenance (buildings, streets and spaces).
- i. make a positive contribution to the street scene and public spaces, reinforcing their relative importance in the townscape and creating attractive places for appropriate activity and social interaction; support an attractive, pedestrian-friendly environment for all which is not compromised by the need to accommodate traffic, servicing and parking; support a comfortable microclimate and provide appropriate protection for pedestrians from inclement

weather through design; and provide or support a public realm of streets and spaces that is well designed in its detail to be visually attractive.

- j. have an appropriate scale, sensitive to its context; have three-dimensional form and massing that responds positively to the topography of the site, derived from the functions of the building and creating interest; be designed to consider proportion ensuring it is broken down into human-scale elements to which people can easily relate, that it relates to its context of neighbouring buildings and the wider area and providing variety and interest in its elevation treatment; and introduce visual richness through the use of good quality materials and texture and providing light and shade.

6.122 A statement will be required to show how development addresses the principles, including design character, where appropriate.

6.123 The design principles of this policy are based on those contained in the council's adopted Design Guide,⁽⁷⁰⁾ which was prepared as supplementary planning document to the 2006 UDP. The Guide, although not formally part of the LDF, is still considered to offer relevant advice and will therefore remain a material consideration until the council provides further advice and guidance on this LDF policy.

Policy 21 Protecting Natural Environmental Assets

New development and growth pressures must be balanced by protecting, conserving and enhancing our local natural environments, Green Infrastructure, biodiversity, geodiversity and landscapes to ensure a high quality of life is sustained. The council will value, protect, conserve and enhance the local natural environment and its functions and provide new and enhanced Green Infrastructure.

When allocating sites and determining planning applications, the council will have regard to international, national (including Planning Policy Statement 9 'Biodiversity and Geological Conservation', PPS9) and local guidance and policies (including Policy 6 on Green Infrastructure and the findings of the Habitats Regulations Assessment, HRA).

Development proposals must:

- a. protect and maximise opportunities for Green Infrastructure at or near to the site.
- b. protect, conserve and enhance biodiversity and geodiversity, designated nature conservation sites, legally protected species and their habitats and Local Nature Reserves. The hierarchy for site protection is:
 - i. Special Protection Areas for Birds (SPAs) and Special Areas of Conservation (SAC);
 - ii. Sites of Special Scientific Interest (SSSIs);
 - iii. Sites of Biological Importance (SBI's); and
 - iv. Local Nature Reserves and other non-designated sites containing substantive nature conservation value of local significance.

70 Oldham Council, 2007.

The council will ensure development does not have an adverse effect on the integrity of a European designated site on the basis of objective information. The council will work with Natural England and the Greater Manchester Ecology Unit to assess proposals that may have an adverse effect on the integrity of the European site and where appropriate, ensure effective mitigation measures are put in place before permission is granted.

In exceptional circumstances where development is unavoidable and cannot be accommodated elsewhere:

- v. the applicant must demonstrate the need for, and the over-riding public interest and benefits of, the development.
 - vi. the development must set out how the proposals will protect and enhance the nature conservation, including how any harm will be minimised effectively through design and mitigation measures.
- c. maintain, extend or link existing green corridors and links, including strategic recreational routes, where appropriate.
 - d. have regard to the principal landscape objective for the relevant landscape character area and type found within the Oldham Landscape Character Assessment.⁽⁷¹⁾ Development must enhance the visual amenity of the area, including Green Belt land, through conserving and reinforcing the positive aspects and distinctiveness of the surrounding landscape character.
 - e. protect and, where appropriate, enhance the aquatic environment, such as canal corridors, rivers and peat lands including their value as biodiversity resources. The council will support appropriate canal and river side regeneration, whilst ensuring development does not act as an obstacle to canal maintenance and its operations, navigation for leisure or freight purposes and public access to towpaths.

The council will provide further advice and guidance on this policy.

Linkages

Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues relating to our local natural environments. It links to the vision and the preferred way forward by addressing the need to protect, conserve and enhance the natural environment, green infrastructure, biodiversity and landscapes to ensure a high quality of life is sustained.
Objectives	SO1, SO4, SO5.
Sustainability Appraisal Objectives	EC2, ENV7, ENV8, ENV11, SOC10.

71 Oldham Council, 2009.

Linkages	
Sustainable Community Strategy / Local Area Agreement	Health and Well-being.
Oldham Council Corporate Objectives	A confident place. An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	20, 21, 27, 28, 37, 38, 39.
Implementation	Oldham Council. Private Sector. Public Sector agencies.

Supporting Text

- 6.124** Policy 21 links to and helps deliver Policy 6 'Green Infrastructure'. The policy links to the preferred way forward and the objectives generally by maintaining the positive features and characteristics that add to the borough's local identity and protecting and enhancing the borough's natural assets.
- 6.125** The council will have regard to PPS9, including its key principles, when allocating sites and determining planning applications. The council will seek to ensure that proposals avoid loss or harm to biodiversity resource before considering the need for mitigation and satisfactory compensatory measures.
- 6.126** Developments will be expected to protect and enhance Green Infrastructure at or near to the site, where opportunities are identified for Green Infrastructure investment or where there are deficiencies identified under Policy 23. The council will have regard to the Greater Manchester Green Infrastructure Framework,⁽⁷²⁾ including its key diagrams which highlight where investment is needed and the Greater Manchester Ecological Framework⁽⁷³⁾ highlighting where biodiversity creation and repair is needed. The council will apply this requirement through the design of the proposal or through a planning condition or planning obligation seeking a contribution where appropriate and viable.
- 6.127** The council will protect nature conservation sites, which are defined in Policy 6, as well as habitats and species listed within the Greater Manchester Biodiversity Action Plan⁽⁷⁴⁾ and Oldham Biodiversity Action Plan.⁽⁷⁵⁾ Any subsequent changes to species or habitats protected by law or those within a Biodiversity Action Plan will be protected. Applicants should contact Greater Manchester Ecology Unit for the latest Sites of Biological Interest boundaries. The council will also protect any future Local Nature Reserves designated within the borough.

72 Towards a Green Infrastructure Framework for Greater Manchester, AGMA, 2008.

73 An Ecological Framework for Greater Manchester, AGMA, 2008.

74 AGMA, 2009.

75 Oldham Council, 2007.

- 6.128** The council will take a precautionary approach to development that has the potential to harm important species and habitats and the geological diversity of the borough. By harm, the council considers this to mean any impact which diminishes the scientific value for which the site was first designated or harm to the species or their habitats likely to be found on or adjacent to the site.
- 6.129** Proposals along key green infrastructure assets, wildlife corridors, designated sites or sites containing features of substantial nature conservation value should be accompanied by an appropriate ecological and/or geological assessment. The council will consult with Natural England on proposals affecting designated sites.
- 6.130** Where the development cannot be accommodated elsewhere it is the applicant's responsibility to demonstrate the exceptional circumstances to justify the development. The applicant must set out how the proposals will protect and enhance the nature conservation, including how any harm will be minimised through design and mitigation measures. The council will consider the use of planning conditions and/or planning obligations to ensure the protection of species and habitats.
- 6.131** Development proposals that are in close proximity to the Rochdale Canal should have regard to the findings of the HRA.⁽⁷⁶⁾ Recent (last ten years) developments along the Rochdale Canal corridor have shown that it is possible to allow for relatively large-scale developments close to the Canal (and affecting the Canal directly) without causing significant harm to the special interests of the SAC, providing that appropriate precautions are taken. The Greater Manchester Ecology Unit (GMEU) would therefore consider it unreasonable (over-cautious) for the HRA to conclude that all development in areas of Oldham close to the Canal should be avoided. In reaching this conclusion the GMEU have considered the likely type of development that will be brought forward in these areas, (that is, development will not be related to potentially polluting heavy industries). The HRA has therefore concluded that, although development is proposed in areas relatively close to the Canal, providing that mitigating plans, policies and strategies are adopted and implemented appropriately through the development management process, in principle development areas planned for in the joint DPD can be allowed to go forward without harm being caused to the special interest of the Rochdale Canal SAC. This opinion is based on this Screening Opinion supplemented by the experience and knowledge of the GMEU in assessing the impacts of developments considered to have the potential to affect the special interest of the Canal.
- 6.132** The HRA further recommended that any developments coming forward within the areas identified in the joint DPD as Foxdenton, Hollinwood, Chadderton Technology Park and Failsworth Centre be referred for Appropriate Assessment as part of the development management process so that appropriate mitigation for any damaging impacts can be properly planned and implemented. In addition, it further recommended that any further developments of the HRA of the Greater Manchester joint waste plan (JWDPD) and the joint minerals plan (JMDPD) be considered as part of this Assessment when available.

76 Oldham LDF: Joint DPD - Proposed Submission - Habitats Regulations Assessment, Greater Manchester Ecology Unit, 2010.

- 6.133** Applicants are required, in addition to obtaining planning permission, to obtain a licence, from Natural England, for proposals affecting European Protected Species which involve the capture, disturbance and transportation of species as part of any mitigation measures.
- 6.134** Development proposals on sites affecting green corridors and links, including recreational routes, will be permitted where they do not dissect the open land corridor into sections or harm the potential for wildlife or people's access and enjoyment of the corridor. The council will seek to improve the green infrastructure network by requiring that development proposals adjacent to green corridors and links provide an extension or link between green corridors.
- 6.135** The council has prepared a Landscape Character Assessment (LCA).⁽⁷⁷⁾ Development must be sensitively located and designed, with minimal visual impact on the landscape. Each landscape character area in the LCA is split into landscape types with a principal landscape objective as shown in Table 10. The LCA also provides details on the sensitivity pressures facing the landscape. Development proposals will be required to demonstrate how the relevant landscape objective has been taken into account and how the development conserves and enhances, where possible, through the use of design, materials and layout, the distinctive features of the landscape. The south eastern corner of the borough lies within the Peak District National Park. Developments will, where appropriate, be assessed against their potential impact on the Peak District National Park, taking into consideration views into and out of the Park. It is important to ensure that development in the borough has regard to the Peak District Landscape Character Assessment, where appropriate.⁽⁷⁸⁾

Table 10 Landscape Character Areas Objectives

Landscape Area	Principal Landscape Objective
Area 1: South Pennine Moors	
Type 1a Unenclosed Moorland Plateau	To conserve the open moorland character and its special sense of remoteness, isolation and wildness.
Type 1b Valley Headlands	To conserve the upland moorland character, with its remote, wild character and ensure current, or future, recreation use of the reservoirs does not have a negative impact on the landscape.
Area 2: Moorland Fringe	
Type 2a Remote Moorland Fringe	To retain and strengthen the transitional upland character of the Moorland fringe, which acts as an important backdrop to the settlements of Oldham borough.
Type 2b Settled Moorland Fringe	To maintain the distinction between the Settled Moorland Fringes and the more sheltered valleys that cut into the moors.
Area 3: Chadderton Rolling Hills	

77 Oldham Council, 2009

78 Peak District National Park Authority, 2008.

Landscape Area	Principal Landscape Objective
Type 3a Rolling Pasture Land	To retain and strengthen the distinctive rolling landscape surrounding the northern edge of the borough. The area acts as an important separation zone between the urban boundaries of Oldham and Rochdale.
Type 3b Rural Settlement	To conserve the distinct character associated with Chadderton Fold, Healds Green and Chadderton Heights through sensitive planning control and environmental improvements that conserve and enhance the visual amenity.
Type 3c Recreational Land	To promote the amenity value of Tandle Hill Country Park, to conserve and manage its SBI status and to provide environmental improvements that benefit the quality and facilities of the park for visitors. To promote effective screening and new planting for Crompton and Royton Golf Club whilst retaining its rolling landscape character.
Area 4 Tame Settled Valley	
Type 4a Rural Valley Sides	Conserve the characteristic landscape of woodlands and in-bye pastures on the steep hillsides in order to preserve the enclosed character of the valley.
Type 4b Urban Settlement	To preserve the characteristic linear settlement pattern with the narrow valley bottom
Type 4c Industrial Valley Bottom	To preserve the characteristic linear settlement pattern with its industrial heritage, along the narrow valley bottom.
Type 4d Open Valley Bottom	To provide areas for informal recreation whilst maintaining open space between the Tame Valley settlements
Type 4e Farmed Valley	Conserve the characteristic landscape of in-bye pastures on the hillsides leading to the upland pastures and moorland fringe.
Area 5 Beal Defined Valleys	
Type 5a Farmed Valley Sides	To retain the open landscape character of the valley sides and reduce the visual presence of industrial and warehouse buildings within this reasonably attractive scene.
Type 5b Flat Valley Bottom	To retain the flat topography and wet ground conditions of this landscape character type so that its distinctive marshy conditions, ecological interest and visual difference are not lost.
Type 5c Landscape in Transition	To plan for and deliver an attractive remediated landscape that compliments the surrounding landscape and that acts as a

Landscape Area	Principal Landscape Objective
	recreational resource for nearby communities that overlook the landfill site.
Area 6 Medlock Mixed Valley	
Type 6a Recreational Land	To promote the amenity value of the existing recreational resource whilst seeking to provide environmental improvements to the visual quality for visitors and the local community.
Type 6b Broad Valley Bottom	Conserve the characteristic open landscape of flat topography, pasture land with small, irregular field patterns, and narrow winding lanes.
Type 6c Clough Valley	To conserve the wooded, steep sided character of the cloughs and promote the informal recreational opportunities they offer. To protect and enhance the heritage features of the landscape.
Type 6d Suburban Settlement	To ensure the settlement at Woodhouses is restricted in development terms to prevent further urban sprawl within the open space of the Medlock Valley. Control the development of any new buildings so they benefit the appearance of Woodhouses.
Type 6e M60 Corridor	To ensure that the visual and noise impact of the M560 corridor is reduced through the use of effective screen planting.
Area 7 Wharmton Undulating Uplands	
Type 7a Urban Fringe Farmland	Conserve the characteristic open landscape of out-bye pastures, dispersed settlement and narrow winding lanes.
Type 7b Recreational Land	To promote effective screening and new planting for existing recreational land in order to retain the characteristic open out-bye pasture landscape of the Wharmton Undulating Uplands.
Type 7c Landscape in Transition	The screening of the quarries during their working life and the eventual restoration within the surrounding open upland landscape.

6.136 The Huddersfield Narrow Canal and the Rochdale Canal are used primarily for tourism and leisure purposes. Their potential for canal side regeneration is supported. However, their use for local water-borne transport of goods must also be safeguarded. The policy relates to the waterways and towpaths. Where there are sites along a canal that have been identified by British Waterways for mooring, refuelling or other boating activities they will be considered when assessing development proposals affecting any identified sites. The nature conservation of the canals will also be protected and, where possible, enhanced in relation to any boating related transport proposals.

Policy 22 Protecting Open Land

The majority of the borough's open land is designated Green Belt. The main purpose of the Green Belt is to keep land permanently open. Pressure for development in the Green Belt is generally small-scale developments such as the re-use of agricultural buildings. The borough also has locally protected open countryside called 'Other Protected Open Land' (OPOL) which aims to preserve the distinctiveness of an area. Oldham also has a small amount of safeguarded land called 'Land Reserved for Future Development' (LRFD) which protects land for future development needs.

The Green Belt boundary will be maintained. Development in the Green Belt will be permitted provided it does not conflict with national policies on Green Belt, currently Planning Policy Guidance Note 2 'Green Belts' (PPG2). The 2006 UDP Policy OE1.8 'Major Developed Site in the Green Belt' will be saved and will be assessed in the Site Allocations DPD.

Development on OPOL will be permitted where it is appropriate, small-scale or ancillary development located close to existing buildings within the OPOL, which does not affect the openness, local distinctiveness or visual amenity of the OPOL, taking into account its cumulative impact. Where appropriate, development will be screened or landscaped to minimise its visual impact.

Development on LRFD will only be granted where it would be acceptable in the Green Belt and which would not prejudice the later development of LRFD beyond the life of the LDF.

The council will assess OPOL and LRFD in the Site Allocations DPD. The council will provide further advice and guidance on this policy.

Linkages

Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues relating to open countryside. It links to the vision and the preferred way forward by addressing Green Belt and locally protected countryside land ('Other Protected Open Land') and safeguarded land ('Land Reserved for Future Development') and allowing only appropriate development in these areas.
Objectives	SO4.
Sustainability Appraisal Objectives	ENV6, ENV7.
Sustainable Community Strategy / Local Area Agreement	Health and Well-being.
Oldham Council Corporate Objectives	A confident place. An address of choice.

Linkages	
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and Targets	20, 21, 27, 28, 36, 39.
Implementation	Oldham Council.

Supporting Text

- 6.137** The policy links to the preferred way forward and the objectives generally by maintaining and protecting the borough's open countryside.
- 6.138** The Green Belt boundaries will remain unchanged throughout the LDF period to 2026.
- 6.139** National policy on Green Belt (PPG2) states there is a presumption against inappropriate development in the Green Belt. It sets out the type of development in the Green Belt that is considered to be appropriate. Where inappropriate development is proposed, it is the responsibility of the applicant to demonstrate the 'very special circumstances' to justify the proposed development.
- 6.140** The Peak Park is a 'green lung' for Greater Manchester. The area was identified in 'Oldham Beyond' ⁽⁷⁹⁾ as one of the borough's tourism assets with potential for leisure. The former Robert Fletcher's mill complex in the area was designated as a 'Major Developed Site in the Green Belt' in the UDP⁽⁸⁰⁾ for employment-generating uses and appropriate tourism and leisure. This UDP Policy (OE1.8) will be saved and assessed in the Site Allocations DPD. In looking forward to 2026, Oldham Council aims to ensure that this area is maximised to everyone's benefit. The council will work with interested parties, including the Peak Park, to bring forward the ideas and aspirations for this whole area.
- 6.141** The following OPOL, which are unchanged from the 2006 UDP, will be protected:
- Ryefields Drive, Uppermill; Dacres, Greenfield; Stoneswood, Delph; Stonebreaks, Springhead; Wall Hill, Dobcross; Ainley Wood, Delph; Oldham Edge, Oldham; Cowlshaw, Shaw; Bullcote Lane, Royton; Land at Greenacres, Lees; Shawside, Shaw (Moss Hey); Simkin Way, Bardsley; Royley Clough, Royton; Cowhill, Chadderton; Moston Brook and Hole Bottom Clough, Failsworth; Thornley Brook East, Lees; Land South of Oaklands Road, Grasscroft; Land at Summershades Lane, Grasscroft; Ferney Field Road, Chadderton; Foxdenton Hall Park, Chadderton; Rumbles Lane, Delph; and Cotswold Drive, Royton. These have been carried forward from the Unitary Development Plan.
- 6.142** OPOL is open land which, while not serving the purposes of the Green Belt, is locally important because it helps preserve the distinctiveness of an area. As well as providing attractive settings, they provide other benefits, such as informal recreation and habitats for biodiversity, therefore helping to provide sustainable communities and help mitigate climate change. The

79 Oldham Partnership, 2004.

80 Oldham Metropolitan Borough Council Unitary Development Plan, Oldham Council, 2006

main aim is to protect OPOL from development, however there may be instances where limited small scale or ancillary development will be permitted, such as visitor facilities or development that is ancillary to existing uses. This allows limited small scale development over and above that permitted in the Green Belt. The council will consider the visual impact that development has on the openness and distinctiveness of the OPOL, taking into account the cumulative impact.

6.143 The council has one site identified as Land Reserved for Future Development (LRFD) at Bullcote Lane, Royton. In future reviews of the LDF, this land will be considered if other allocated land and brownfield land is insufficient to meet future development needs. Permission for development will only be granted if the development would be acceptable in the Green Belt and would not prejudice the later development of the whole site. LRFD at Lancaster Sports Club (LR5), Warren Lane (LR6) and Haven Lane (LR7 and LR8) that were identified in the 2006 UDP will not be taken forward as LRFD in the LDF. These sites have potential for development and will be assessed in the Site Allocations DPD.

6.144 The 2006 UDP policies may be viewed on the council's website at www.oldham.gov.uk.

Policy 23 Open Spaces and Sports

Open space can contribute to people's quality of life. It has a key role to play in the protection of the environment, enhancing the biodiversity of the borough and creating habitats for flora and fauna. Access to quality open space is essential to health and well-being, encouraging increased physical activity and exercise and contributing to improved mental health. Quality open space provision can contribute to social inclusion and community cohesion in Oldham and can support and enhance the image and appeal of the borough for residents and visitors. Open spaces are defined in Policy 6 on Green Infrastructure.

Protection of Open Spaces

The council will protect, promote and enhance existing open space in the borough, and will seek to secure new and improved well-designed open spaces where appropriate.

New Open Spaces

All residential developments should contribute towards the provision of new or enhanced open space, unless it can be demonstrated by the developer that it is not financially viable for the development proposal or that this is neither practicable nor desirable. The council will have regard to the proposed development and the open space surpluses and deficiencies in the area to determine whether on-site or off-site new provision, enhanced existing provision or a financial contribution will be required. Open space surpluses and deficiencies will be defined through the Annual Monitoring Report.

The required type and amount of provision in any instance shall be calculated in accordance with the council's current local standards of provision and the surplus and deficiencies of open space provision identified in the Open Space Study.⁽⁸¹⁾ These will be monitored and reviewed over the lifetime of the LDF.

Table 11 Current Local Standards of Provision

Type of Open Space	Quality - The required quality of open spaces measured as a percentage. Good quality is measured as 70%	Quantity - The number of hectares required per 1,000 population.	Accessibility - The required walk time in minutes or metres from residential development to open spaces
Parks and Gardens	at least 70%	0.26	15 minutes / 720 metres
Natural and Semi-Natural	at least 70%	1.95	15 minutes / 720 metres
Amenity Greenspace	at least 70%	0.46	15 minutes / 720 metres
Allotments	at least 70%	No standard provided	No standard provided
Provision for Children	at least 70%	0.37	10 minutes / 480 metres
Provision for Young People	at least 70%	0.10	10 minutes / 480 metres
Outdoor Sports Facilities	at least 70%	1.35 (excluding golf courses)	15 minutes / 720 metres (all outdoor sport facilities excluding golf courses) 20 minutes / 12.63 kilometres (for golf courses)
Cemeteries and Churchyards / Green Corridors / Civic Spaces	at least 70%	No standard provided	No standard provided

Where new, replacement or enhanced provision or a financial contribution is provided, the developer will be required to enter into a planning obligation with the council for the provision and maintenance of the open space. This will be in accordance with the national circular on planning obligations and the council's Good Practice Guide.⁽⁸²⁾

81 Open Space Study, PMP consultants and Oldham Council, 2006 - 2010.

82 Oldham Council, 2008.

Loss of Open Spaces

The loss of an open space will be permitted where:

- a. land is allocated for built development; or
- b. proposals relate to cleared sites on previously developed land, including those that have been landscaped, where there is a clear intention by the council for future development; or
- c. proposals relate to a masterplan, policy, programme, strategy or action plan approved by the council or Oldham Partnership; or
- d. proposals comprise of a small scale development which is ancillary or complementary to the open space function of the site, and the quality and character of the site is maintained; or
- e. proposals are for a new outdoor or indoor sport or recreation facility which is of sufficient benefit to the development of sport and recreation, or to the open space function, to outweigh the harm resulting from its loss, and it could not be reasonably located elsewhere, and does not create or worsen an existing deficiency of open space in the area; or
- f. in the case of playing fields only, the development only affects land which is incapable of forming a playing pitch or part of one.

Development of a site that is currently or was most recently used as open space or for sport or recreation will be permitted provided it can be demonstrated the development brings substantial benefits to the community that would outweigh the harm resulting from the loss of open space; and

- g. a replacement facility which is at least equivalent in terms of usefulness, attractiveness, quality and accessibility, and where appropriate quantity, to existing and future users is provided by the developer on another site prior to the development commencing; or
- h. if replacement on another site is neither practicable nor desirable, an agreed contribution is made by the developer to the council for new provision or the improvement of existing open space or outdoor sport and recreation facilities and its maintenance within an appropriate distance from the site, or within the site; or
- i. a mixture of both g. and h; and
- j. in the case of playing fields, the development is approved by Sport England.

The LDF proposals map shows strategic open spaces and Green Flag parks in Oldham. Strategic open spaces include strategic parks and gardens (sites of 15 hectares and above) and strategic natural and semi-natural open spaces (sites of 20 hectares and above). This policy applies to all open spaces, whether or not shown on the proposals map.

The council will provide further advice and guidance on this policy. The Open Space, Sport and Recreation Provision SPD⁽⁸³⁾ sets out guidance and costs and will be reviewed to provide an update once this joint DPD has been adopted.

83 Oldham Council, 2008.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy links to the main issues, the vision and the preferred way forward addressing Green Infrastructure needs and the health and well-being agenda.
Objectives	SO4, SO5.
Sustainability Appraisal Objectives	EC1, EC2, ENV1, ENV2, ENV5, ENV6, ENV7, ENV8, SOC1, SOC6, SOC10.
Sustainable Community Strategy / Local Area Agreement	Health and Well-being. Safe and Strong Communities. Cohesive Society.
Oldham Council Corporate Objectives	A confident place. An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators	37, 41.
Implementation	Oldham Council. Private Sector.

Supporting Text

- 6.145** This policy links to the preferred way forward and objectives by creating safer and stronger communities, improving and valuing the borough's environment, and encouraging healthier lifestyles.
- 6.146** In accordance with Planning Policy Guidance Note 17 'Planning for Open Space, Sport and Recreation' (PPG17), all spaces, in either public or private ownership, which might have community or public value should be protected, irrespective of whether the public has access to them. This can include spaces on previously developed land. Open space types protected by the policy are based on definitions in national guidance.
- 6.147** In accordance with the requirements of PPG17, the council has undertaken an Open Space Study. It includes an audit of the quality, quantity and accessibility of existing open space provision in the borough and sets local standards of provision for quality, quantity and accessibility that the open space policy should aim to achieve. Standards are highlighted in the open space policy. The quality of open spaces is measured by giving sites a quality score out of ten based on the scoring criteria for the Green Flag standard. The score is then worked out as a percentage to form the Quality Percentage. Quality percentages are assessed against the following scale:
- 90% to 100% is 'Very Good';
 - 70% to 89.9% is 'Good';
 - 50% to 69.9% is 'Average';

- d. 30% to 49.9% is 'Poor'; and
- e. Below 30% is 'Very Poor'.

- 6.148** As it is the aim of the council to have good quality open spaces, the quality standard for all typologies of open space in the borough is 70% and above (i.e. 'Good' and above).
- 6.149** The quantity of open space is measured in hectares per 1,000 population at a lower super output area level (LSOA). (LSOA is a national designation which is designed to improve the reporting of small area statistics.) Accessibility is measured using a buffer set at a distance around open space facilities based on accessibility standards using appropriate walking distances for each typology. Surpluses and deficiencies of quantity, quality and accessibility are worked out per typology by assessing the current level of open space provision against the local standards of provision.
- 6.150** The standards will be monitored and reviewed over the lifetime of the LDF. The council will have regard to relevant new and updated documents, such as the Playing Pitch Strategy, where appropriate. The council will provide further advice and guidance on this policy after the joint DPD has been adopted.

Loss of open space

- 6.151** As highlighted in the policy, the loss of open space will be permitted on land allocated for built development in the borough's development plan.
- 6.152** The loss of open space is also permitted where proposals relate to cleared/landscaped sites on previously developed land where there is a clear intention by the council for future development. Although there are instances where open spaces are located on sites defined as previously developed land, the policy does not apply to previously developed sites where there is a clear intention by the council, as expressed through a council minute, committee resolution or policy, that it is intended for some future development. Often this includes sites that have been landscaped following clearance or reclamation. However it was not intended that these temporarily landscaped sites should necessarily be protected as open space or for recreational purposes in perpetuity. The degree of investment and quality of the site, and the fact that the council may maintain the site, has no bearing regarding any indication of intention, or presumption that the site shall be retained as open space.
- 6.153** The policy states that small-scale development on open space which is ancillary or complementary to the open space function of the site will be permitted. Small-scale ancillary structures would include toilets, refreshment facilities, changing blocks and small buildings for storing equipment or housing interpretation centres.
- 6.154** The loss of open space would be permitted where proposals are for a new outdoor or indoor sport or recreation facility which is of sufficient benefit to the development of sport and recreation, or to the open space function, to outweigh the harm resulting from its loss, and it could not be reasonably located elsewhere and does not create or worsen an existing deficiency of open space in the area. In such an instance the developer would have to demonstrate this, and also demonstrate that they could not be reasonably located on a suitable accessible site elsewhere.

- 6.155** In the case of playing fields only, the loss of open space will be permitted where the development only affects land which is incapable of forming a playing pitch or part of one and does not result in: the loss of or inability to make use of any playing pitch; a reduction in the size of the playing areas of any playing pitch; or the loss of any other sporting/ancillary facilities on site. Sport England are a statutory consultee and must be consulted on any planning application that affects all or any part of land last used as a playing field.
- 6.156** Whilst PPG17 supports the protection of open spaces, it also highlights that not all spaces are of equal merit and that some could be made available for alternative uses, providing an opportunity to remedy deficiencies in the quality, quantity and accessibility of open space provision. It also states that any new land and facility should be at least as accessible to current and potential new users, and at least equivalent in terms of size, usefulness, attractiveness and quality.

Policy 24 Historic Environment

Oldham has a rich historic environment with many significant and valuable features, structures and characteristics. The council will protect, conserve and enhance these heritage assets and their settings which adds to the borough's sense of place and identity.

Development proposals must have regard to:

- National and local guidance and policies on the historic environment.
- Oldham Rochdale Housing Market Renewal Pathfinder Heritage Assessments.
- Greater Manchester and Oldham Urban Historic Landscape Characterisation Study.
- Conservation Area Appraisals and Management Plans, where appropriate.

When allocating sites and determining applications for planning and advertisement consents, the council will seek to protect, conserve and enhance the architectural features, structures, settings, historic character and significance of the borough's heritage assets and designations including:

- a. Listed buildings.
- b. Conservation areas.
- c. Registered parks and gardens (their historic character and setting).
- d. Scheduled ancient monuments (their archaeological value and interest).
- e. Significant archaeological remains.
- f. Locally significant buildings, structures, areas or landscapes of architectural or historic interest (including non-designated locally significant assets identified in the local lists compiled by the council).

The council will support heritage-led regeneration, including the reuse of historic buildings such as mills, to achieve economic, community and regeneration objectives, where appropriate.

Listed Buildings

Development to, or within the curtilage or vicinity of, a listed building or structure must serve to preserve or enhance its special interest and its setting. There will be a strong presumption against proposals involving the demolition of listed buildings or structures. Proposals which would lead to the loss or cause harm to grade I and II* listed buildings should be wholly exceptional.

Development proposals for a building incorporating a historic shop front should make provision for its retention, restoration and repair.

Conservation Areas

Development within or affecting the setting of a conservation area, including views in or out, must serve to preserve or enhance the character or appearance of the area. Proposals for all new development, including alterations and extensions to buildings and their re-use, must have a sensitive and appropriate response to context and good attention to detail.

Proposals must not adversely affect important architectural or historic features or distinctive local features or structures unless it can be demonstrated that the development brings substantial benefits to the community.

Proposals for the demolition of a building in a conservation area must demonstrate that it is unrealistic for the building to continue in its existing use and a suitable alternative use cannot be found, or the building is in poor structural condition and the cost of repairing and maintaining it would be disproportionate to its importance and value and the demolition would preserve or enhance the character or appearance of the conservation area. In exceptional circumstances, the fact that a demolition would bring substantial benefits to the local community may outweigh the balance in favour of the preservation of the building.

Registered Parks and Gardens

Development which would lead to the loss of, or cause harm to, the historic character or setting of any part of registered park and garden will not be permitted.

Scheduled Ancient Monuments

Development which would lead to the loss of, or cause harm to, scheduled ancient monuments should be wholly exceptional.

Local Designations

Development which would affect the following designations will only be permitted in cases where it can be demonstrated that the benefits of the development brings substantial benefits to the community which outweigh the preservation of the heritage asset:

- Significant archaeological remains
- Locally significant buildings, structures, areas or landscapes of architectural or historic interest

The council will provide further advice and guidance on this policy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by relating to our historic environment and by adding to our sense of place and identity.
Objectives	SO1, SO4, SO5.
Sustainability Appraisal Objectives	ENV6.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.
Oldham Council Corporate Objectives	An address of choice.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators and targets	21, 22.
Implementation	Oldham Council. Public Sector agencies. Private Sector.

Supporting Text

- 6.157** The policy links to the preferred way forward and objectives by improving and valuing the borough's environment.
- 6.158** Currently, national guidance and policy includes Planning Policy Statement 5 'Planning for the Historic Environment' (PPS5)⁽⁸⁴⁾. Local evidence includes the findings of the Oldham Rochdale Housing Market Renewal (HMR) Heritage Assessments⁽⁸⁵⁾ and the Greater Manchester and Oldham Urban Historic Landscape Characterisation study (HLC).⁽⁸⁶⁾
- 6.159** The HMR Heritage Assessment provides an extensive assessment of the heritage value of HMR areas and identifies the way in which the fabric of the borough reflects its social and economic development. The boroughwide study provides separate reports for HMR areas, including Derker, Werneth/Freehold, Primrose Bank, Alt, Sholver, Hathershaw and Fitton Hill.
- 6.160** The HLC study provides an understanding of the historical and cultural origins and development of the current landscape and identifies material remains at landscape scale which demonstrate the human activities that have formed the current landscape.
- 6.161** In accordance with the objectives of national guidance, the council will protect, conserve and enhance the architectural features, structures, settings and historic character of the borough's heritage assets and designations including:

84 DCLG, 2010.

85 Oldham Rochdale HMR Pathfinder and Lathams, 2006.

86 AGMA and Greater Manchester Archaeological Unit, 2010.

- i. Listed buildings – historic buildings identified by the Department of Culture, Media and Sport as being of special architectural or historic interest. There are over 500 listed buildings across the borough;
- ii. Conservation areas – statutory areas 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. There are currently 36 conservation areas in the borough designated at Alexandra Park, Alexandra Terrace Moorside, Oldham Town Centre (in East and West Oldham); Crompton Fold, Park Cottages Shaw, Saint James Shaw, Saint Pauls Royton (in Royton, Shaw and Crompton); Bottom of Woodhouses, Failsworth Pole, Garden Suburb, Woodhouses (in Failsworth and Hollinwood); The Old Town Hall Chadderton, Victoria Street Chadderton (in Chadderton); and Bleak Hey Nook, Boarshurst, Delph, Denshaw, Diglea, Dobcross, Grange, Grasscroft, Harrop Green, Hey, Hey Top Greenfield, Holly Grove, Landhill Lane, Lees, Lydgate, New Delph, New Tame, Royal George Mills, Scouthead, Saint Chad's Church Saddleworth, Stone Breaks, Tame Water, Uppermill (in Saddleworth and Lees);
- iii. Registered parks and gardens – sites on the historic parks and gardens register in Oldham include Alexandra Park, Chadderton Cemetery and Greenacres Cemetery. Inclusion on the 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 policy applies to grade I, grade II* and grade II registered parks and gardens;
- iv. Scheduled ancient monuments – 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 ancient monument. Scheduled Ancient Monuments in Oldham include Castleshaw Roman Fort, Bowl Barrow near Knarr Barn, Delph and Dee Mill engine and engine house, Shaw;
- v. Significant archaeological remains – remains that form part of a record of the past that begins with traces of early humans; and
- vi. Locally significant, non-designated buildings, structures, areas or landscapes of architectural or historic interest – the council will compile a local list of buildings, structures and landscapes that, although non-designated, are of local significance and provide a positive contribution to the borough's historic environment.

Policy 25 Developer Contributions

Details about the borough's current infrastructure have been prepared. The council has worked with partners on preparing an infrastructure study. The Community Infrastructure Levy regulations came into force in April 2010 and the council will work on taking that forward, if and as appropriate, over the life of the LDF.

The council will work with partners and developers to secure, where appropriate, the provision of additional, extended or improved physical, social and green infrastructure that will be needed to support the delivery of the LDF. Developers will be required to provide or contribute through a commuted sum to the costs of appropriate infrastructure that results from the development and/or to mitigate the effects of the proposal. Infrastructure contributions will be sought unless

it can be demonstrated by the developer that it is not financially viable and would prejudice the proposed development, or there are wider community and regeneration benefits for not seeking a contribution. The council will provide further advice and guidance on this policy.

There are separate policies that cover developer contributions for affordable housing, open spaces and supporting the local economy.

Linkages	
Main Issues and Key Challenges / Vision / Preferred Way Forward	This policy addresses the main issues, the vision and the preferred way forward by relating to how we will improve the quality of people's lives, and how the council will work with partners and developers to improve Oldham.
Objectives	SO1, SO2, SO3, SO4, SO5.
Sustainability Appraisal Objectives	EC8, ENV2, ENV4, ENV6, ENV7, ENV8, ENV9, ENV12, SOC4, SOC5, SOC7, SOC10, SOC11.
Sustainable Community Strategy / Local Area Agreement	Economic Prosperity. Health and Well-being. Safe and Strong Communities.
Oldham Council Corporate objectives	A confident place. An address of choice. Services of choice. A university town.
District Partnerships	East and West Oldham; Royton, Shaw and Crompton; Failsworth and Hollinwood; Chadderton; Saddleworth and Lees; and Oldham Town Centre Partnership.
Monitoring Indicators	All indicators, where appropriate.
Implementation	Oldham Council. Private Sector.
Transport Protocol Key Issue	1, 2, 3.

Supporting Text

6.162 The policy links to the preferred way forward and objectives by ensuring the infrastructure requirements arising from developments across the borough over the lifetime of the LDF are met.

6.163 Development proposals should be capable of being accommodated within the capacity limits of the borough's existing physical, social and green infrastructure. The local infrastructure study, which has been prepared, provides details of the many different types of infrastructure currently in the borough. Where the existing infrastructure is unable to accommodate the extra demands placed on it arising from the development, then developer contributions will be sought to improve the existing infrastructure or provide new infrastructure, where appropriate. This

may include, amongst other things, transport improvements, teaching facilities in schools, public realm improvements, health provision, green infrastructure, biodiversity enhancements and surface water management. This is not an exhaustive list.

- 6.164** Access and transport contributions will take account of the DaSTS⁽⁸⁷⁾ methodology which places an emphasis on capitalising on the existing network capacity before major capacity enhancements are considered. The hierarchical approach will explore and exhaust all alternatives before presenting major works on the Strategic Road Network.
- 6.165** When negotiating developer contributions, the council will have regard to the nature and scale of the proposed development and its financial viability. Development proposals will be considered on an individual basis. The council will have regard to Circular 05/05 'Planning Obligations'.⁽⁸⁸⁾ The tests for planning obligations are that they must be: necessary to make the proposed development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development.

87 Delivering a Sustainable Transport System, DfT, 2008.

88 ODPM, 2005.