

**Oldham**

**Local**

**Development**

**Framework**

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

**Adopted 9 November 2011**



**Oldham**  
Council

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## Appendix 1 Monitoring Framework

### Monitoring Indicators

- A1.1** A series of indicators have been developed that will monitor performance of the LDF. Table 12 shows the source of the indicator (national or local or LAA), and where appropriate any relevant targets. Links to the relevant LDF objective is shown. Commentary is also provided that sets out the arrangements for monitoring the effectiveness of the indicators.

**Table 12 LDF Monitoring Indicators**

Indicator (and its source)		Objective	Target	Commentary and arrangements for reviewing if appropriate
1. Number of people who are engaged in the LDF consultation process. (Local)		SO5.	To engage as many people and organisations in the LDF consultation process in line with the council's adopted Statement of Community Involvement (SCI)	The SCI is monitored through the Annual Monitoring Report.
2. Previously developed land that has been vacant or derelict for more than 5 years. (National Indicator 170 (LAA Tier 2))		SO1.	See Oldham's LAA.	See Oldham's LAA.
3. Total amount of additional employment floorspace by type. (AMR Core)		SO3.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report.
4. Total amount of employment floorspace on previously developed land – by type. (AMR Core)		SO1, SO3.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report.
5. Employment land available by type. (AMR Core)		SO3.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report. The total amount of employment land available for industrial and commercial use (Use Classes Order B1, B2 and B8) on sites of 0.4 hectares and above was 109.25 hectares (as at 31 March 2009).



Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
6. Employment land lost to other uses. (AMR Local)	SO3.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report. Planning applications for losses of employment land would be reviewed and determined on a case by case basis.
7. Land developed for business and industry. (AMR Local)	SO3.	Approximately 4.5 hectares per year.	This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD. If the amount of land developed dips below 4.5 hectares per year the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
8. New business registration rate. (National Indicator 171 (LAA Tier 1))	SO3.	See LAA.	See LAA.
9. Overall employment rate. (National Indicator 151 (LAA Tier 1))	SO3.	See LAA.	See LAA.
10. Total amount of floorspace for 'centre' uses. (AMR Core)	SO3, SO5.	100% of all major 'centre' uses should be located within the borough's centres in line with PPS4.	This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD. Oldham's Retail and Leisure study concluded there is no need for additional comparison goods stores in the borough until post 2013 and that there is no need for additional convenience goods stores in the borough until post 2018.
11. Housing trajectory: i) Plan period and housing targets. ii) Net additional dwellings in previous years.	SO2.	See Appendix 8 for housing trajectory.	This indicator will be monitored through the Annual Monitoring Report, which includes the Strategic Housing Land Availability Assessment, and the Site Allocations DPD.

Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
iii) Net additional dwellings for the reporting year. iv) Net additional dwellings in future years. v) Managed delivery target. (AMR Core)			
12. Supply of ready to develop housing sites. (National Indicator 159 (LAA Tier 2))	SO2.	100%.	This indicator will be monitored through the Annual Monitoring Report, which includes the Strategic Housing Land Availability Assessment, and the Site Allocations DPD. If the supply dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed. This may result in housing sites being bought forward from the 6-10 year supply and/or the 11-15 year supply.
13. New and converted dwellings on previously developed land. (AMR Core)	SO1, SO2.	At least 80%.	This indicator will be monitored through the Annual Monitoring Report, which includes the Strategic Housing Land Availability Assessment, and the Site Allocations DPD. If it dips below 80% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.

Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
14. Development density in schemes of 5 dwellings or more. (AMR Core)	SO2.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report, which includes the Strategic Housing Land Availability Assessment, and the Site Allocations DPD.
15. i) Number of affordable homes delivered (gross). (National Indicator 155 (LAA Tier 1) ii) Gross affordable housing completions. (AMR Core)	SO2.	See LAA.	See LAA.
16. Net additional Pitches (Gypsies and Travellers). (AMR Core)	SO2.	Not applicable.	Greater Manchester GTAA sets borough's pitch requirements at 26 by 2015.
17. Dwellings cleared. (AMR Local)	SO2.	1,846 by 2026. The annual figure will fluctuate in line with the findings of the Strategic Housing Land Availability Assessment from 388 to 50 dwellings cleared per annum.	This indicator will be monitored through the Annual Monitoring Report, which includes the Strategic Housing Land Availability Assessment.
18. Reduction in vacancy rate. (AMR Local)	SO2.	3% vacancy rate.	This indicator will be monitored through the Annual Monitoring Report, which includes the Strategic Housing Land Availability Assessment, and the Site Allocations DPD.

Indicator (and its source)		Objective	Target	Commentary and arrangements for reviewing if appropriate
19. Number of properties added to stock which have 3+ bedrooms in HMR area. (National Indicator 111 (LAA Tier 2))		SO2.	See LAA.	See LAA.
20. Housing Quality: Building for Life Assessments. (AMR Core)		SO1, SO5.	100% of developments meeting good and very good standards.	This indicator will be monitored through the Annual Monitoring Report. If it dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
21. Major planning applications refused on poor design grounds. (AMR Local)		SO1, SO5.	100% of applications with poor design quality should be refused.	This indicator will be monitored through the Annual Monitoring Report. If it dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
22. i) Number and percentage of listed buildings and Scheduled Ancient Monuments on the English Heritage 'Heritage at Risk Register'. ii) and number/extent of Conservation Areas. iii) number of listed buildings and buildings in Conservation Areas lost through new development proposals. (AMR Local)		SO4.	i) Zero. ii) To maintain the number and extent of Oldham's Conservation Areas. iii) No loss.	This indicator will be monitored through the Annual Monitoring Report. If any listed buildings or Scheduled Ancient Monuments are put on the English Heritage 'Heritage at Risk Register' or there are any losses of Conservation Areas the indicators will be reviewed to assess the reasons why.

Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
23. Access to services: i) Number of minor residential developments with access to at least 2 key services. ii) Number of major residential developments with access to at least 3 key services. (Local)	SO1, SO2, SO3.	i) 100% of minor residential developments should have access to at least 2 key services. ii) 100% of major residential developments should have access to at least 3 key services.	This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
24. Extension of Greater Manchester's light rail network, 'Metrolink', to the borough. (AMR Local)	SO1.	Metrolink service expected to run to Oldham by autumn 2011 and on to Rochdale by 2012 with the town centre line estimated to be complete in spring 2014.	Not applicable.
25. Amount of completed large scale non-residential development within Use Classes A, B and D complying with car parking standards set out in the LDF. (AMR Local)	SO1.	100%.	This indicator will be monitored through the Annual Monitoring Report. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
26. Number and percentage of travel plans secured as a condition of planning permission for major planning applications. (AMR Local)	SO1.	100%.	This indicator will be monitored through the Annual Monitoring Report. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.

Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
27. Number of planning applications refused on landscape character grounds. (Local)	SO4.	100% of planning applications that do not protect and/or enhance landscape character, where appropriate, should be refused.	This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
28. i) Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.  ii) number of new developments, where agreed with the council, incorporating SUDs.  (i) AMR Core and (ii) AMR Local)	SO1.	i) None.  ii) 100% developments.	i) This indicator will be monitored through the Annual Monitoring Report. If a planning application was granted permission contrary to EA advice we would assess the reasons why  ii) This indicator will be monitored through the Annual Monitoring Report. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
29. Number of sites remediated as a result of planning applications.  (AMR Local)	SO1.	100%.	This indicator will be monitored through the Annual Monitoring Report. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.
30. Number of days of air pollution.  (AMR Local)	SO1,  SO5.	Annual mean NO <sub>2</sub> target = 40 mgm <sup>3</sup> ; 1 hour mean of 200 mgm <sup>3</sup> not to be exceeded more than 18 times a year.	This indicator will be monitored through the Air Quality Management Plan.

Indicator (and its source)		Objective	Target	Commentary and arrangements for reviewing if appropriate
31. Renewable Energy Generation installed (megawatts). (AMR Core)	SO1.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report.	
32. Production of primary land won aggregates by mineral planning authority. (AMR Core)	SO1.	Targets to be confirmed as part of the Greater Manchester Joint Minerals DPD.	Targets to be confirmed as part of the Greater Manchester Joint Minerals DPD.	
33. Production of secondary and recycled aggregates by mineral planning authority. (AMR Core)	SO1.	Targets to be confirmed as part of the Greater Manchester Joint Minerals DPD.	Targets to be confirmed as part of the Greater Manchester Joint Minerals DPD.	
34. Amount of municipal waste arising, and managed by management type by waste planning authority. (AMR Core)	SO1.	See the Municipal Waste Management Strategy.	See the Municipal Waste Management Strategy.	
35. Capacity of new waste management facilities by waste planning authority. (AMR Core)	SO1.	See the Municipal Waste Management Strategy and the Greater Manchester Joint Waste DPD.	See the Municipal Waste Management Strategy and the Greater Manchester Joint Waste DPD.	
36. Number and type of developments in the Green Belt. (AMR Local)	SO4.	Not applicable.	This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD. All development in the Green Belt must be appropriate.	



Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
37. Open space: i) Extent of protected; and ii) Percentage of quality and accessible open spaces meeting local standards. (AMR Local)	SO4, SO5.	i) Aim to meet the targets of the Oldham local needs assessment (PPG17). See LDF Policy 23. ii) See LDF Policy 23.	This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD.
38. i) Change in areas of biodiversity importance. (AMR Core) ii) Improved Local Biodiversity. (National Indicator 197)	SO4.	i) See North West Biodiversity Forum targets, maintain or increase 1 Special Protection Area, 2 Special Areas of Conservation, 5 Sites of Special Scientific Interest and 36 Sites of Biological Importance. ii) See LAA.	i) This indicator will be monitored through the annual Update of Sites of Biological Importance report. ii) See LAA.
39. Number and type of developments in: i) Other Protected Open Land. ii) Land Reserved for Future Development. (Local)	SO4.	Not applicable.	100% of development on Other Protected Open Land and Land Reserved for Future Development must be appropriate. This indicator will be monitored through the Annual Monitoring Report and the Site Allocations DPD. If the number dips below 100% the indicator will be assessed to look at the reasons why. If it is consistently below the target for a five year period the indicator will be reviewed.



Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
40. Number of health and well-being centres started and/or completed. (Local)	SO5.	Number determined by Primary Care Trust Programme.	Not applicable.
41. i) Adult participation in sport. ii) Children and young people's participation in high-quality PE and sport. (National Indicator 8 and 57 (LAA Tier 2))	SO5.	i) See LAA. ii) See LAA.	i) See LAA. ii) See LAA.
42. Healthy life expectancy at 65. (National Indicator 137 (LAA Tier 3))	SO5.	See LAA.	See LAA.
43. Number of education related developments started and/or completed. (Examples: UCO, Sixth Form college, and Science, Technology, Engineering and Maths centre.) (Local)	SO3.	Number determined by Primary Capital Trust Programme and the Local Education Authority.	Not applicable.
44. Per capita carbon dioxide emissions in the local authority area.	SO1.	See LAA.	See LAA. Baseline: 5.2 tonnes per

Indicator (and its source)	Objective	Target	Commentary and arrangements for reviewing if appropriate
(National Indicator 186 (LAA Tier 1))			capita carbon dioxide (2007) 2010/11 Reduce baseline by 12.1%
45. Improved street and environmental cleanliness: <ul style="list-style-type: none"> <li>• litter</li> <li>• detritus</li> <li>• graffiti</li> <li>• fly-posting</li> </ul> (National Indicator 195 (LAA Tier 1))	SO5.	See LAA.	See LAA. Its 2009/10 targets: <ul style="list-style-type: none"> <li>• 10%</li> <li>• 12%</li> <li>• 3%</li> <li>• 0%</li> </ul>
46. Foxdenton developed as premium employment site. (Local)	SO3.	Developed by 2026.	This indicator will be monitored through the Annual Monitoring Report. There are long-term 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.

To access Oldham's Local Area Agreement visit the Oldham Partnership website [www.oldhampartnership.org.uk](http://www.oldhampartnership.org.uk)

We will use the indicators to measure the performance of the Transport Protocol Key Issues, where appropriate.

## Appendix 2 The Preferred Way Forward for the LDF

### How we arrived at the way forward for the LDF

**A2.1** We have consulted the community at three key stages so far: `Issues Survey` (in spring 2007); at the `Issues and Options` stage (autumn/winter 2007/08); and at `Preferred Options` stage (spring 2009). This appendix sets out details of how the council arrived at the preferred way forward for the LDF. It sets out details relating to the three above stages as follows:

- a. Issues survey - key findings.
- b. `Issues and Options` - background and outline.
- c. `Issues and Options` - findings of the sustainability appraisal.
- d. `Issues and Options` - feedback.
- e. `Issues and Options` - alternative suggestions by the public.
- f. `Preferred Options` - background and outline.
- g. `Preferred Options` - findings of the sustainability appraisal.
- h. `Preferred Options` - feedback
- i. General commentary of the preferred way forward for the LDF.

### `Issues Survey` - key findings

**A2.2** An `Issues Survey` was the first public step in engaging the community on the LDF. The following key findings were highlighted:

- a. There was a slight overall majority in agreement that planning can be effectively used as a means of fostering community cohesion through securing mixed use developments.
- b. The vast majority (74.3%) believe that a different approach to addressing the borough's affordable housing needs is required. That is, account needs to be taken of the differing needs of different communities rather than having a uniform borough-wide approach as at present.
- c. Three quarters of respondents do not want to see existing protected open land – Green Belt, safeguarded land or public open space – released for future housing development needs.
- d. There was a majority (57.7%) of overall respondents in agreement that a greater mix of housing tenures and types within new residential developments should be encouraged as a means of achieving more balanced communities.
- e. Three quarters of respondents do not want to see existing protected open land released for future employment development needs.
- f. There are more mixed views on whether existing employment sites should continue to be protected for future employment-generating uses only.
- g. The vast majority (78.8%) believe that Oldham Town Centre and the borough's other `centres` should be the focus for large-scale shops, offices, banks and restaurants.
- h. The overwhelming majority (92.3%) value the importance of existing greenspace and play space in helping to improve the health of the borough's children and young people.
- i. There is a majority (52.6% agree/strongly agree) supporting the view that the Building Schools for the Future programme should take priority where there are competing demands for land.

- j. A majority (51.9%) of all respondents agree/strongly agree that there are sufficient good quality open spaces in the local neighbourhood.
- k. Half of all respondents agree that there are enough accessible health centres serving the local neighbourhood.
- l. The overwhelming majority (91.6%) believe that the borough's historic and archaeological heritage and assets should be an important element of the LDF.
- m. The vast majority (79.5%) believe that new developments should be located and designed in ways that encourage people to walk, cycle and use public transport rather than travel by car.

## **`Issues and Options` - background and outline**

**A2.3** This was the first consultation on the Joint Core Strategy and Development Management Policies DPD, referred to hereafter simply as `the joint DPD`. At this stage we presented three alternative spatial options, and an outline of the possible policy areas that could be included in the LDF. In consulting on the three options we asked for views about their relevance, suitability, deliverability and so on, or indeed whether people had another alternative option. Each of the council's three alternatives were considered to be realistic and deliverable, although they clearly involved different spatial planning priorities and choices, if they were to be taken forward as the preferred way forward to deliver the joint DPD. The three alternatives are briefly re-presented here along with the findings from the sustainability appraisal in order to demonstrate how the council arrived at the preferred way forward.

**A2.4** The three options that we asked for people's views on were:

- a. Option A - focused development on regeneration areas including Oldham Town Centre and HMR area;
- b. Option B - spread the growth and development around the borough;
- c. Option C - built on option B, but also considered the potential release of safeguarded land and protected open land.

**Table 13 Key elements of the `Issues and Options` stage**

<b>Option A - Focused Regeneration</b>	<b>Option B - Urban Concentration</b>	<b>Option C - Urban Concentration including planned expansion</b>
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`.

Option A - Focused Regeneration	Option B - Urban Concentration	Option C - Urban Concentration including planned expansion
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.

**A2.5** In arriving at these three options we have had regard to a number of national, regional and local guidance, policies and evidence. Some of the key elements are summarised below. Some planning matters, such as promoting public transport accessibility and developments that are of high quality design, are taken as read and are not summarised below.

- a. Green Belt - All three options maintained the Green Belt boundaries in the 2006 UDP, a position which has remained unchanged throughout all our LDF consultations. This position is supported by the RSS policy and the vast majority of the public responses we have received throughout our consultations.
- b. OPOL and LRFD releases - The UDP says that non-Green Belt protected land will be the first locations to be considered if and when we need to identify new development opportunities. Through the LDF consultations we wanted to test opinion on whether or not the time had arrived for releasing some or all of these sites in this plan period. Our thinking on these sites reflected the emerging findings from our Employment Land Review which showed that we needed to consider some potential releases if we were to improve our local economy by providing a portfolio of employment sites that were fit for the 21st century. At the 'Issues and Options' stage we took the opportunity to ask the generic question rather than being site specific (following that consultation we took the opportunity at 'Preferred Options' stage to refine details over the specific sites that could be released).
- c. Focusing growth on our 'centres' versus spreading development around the borough - The issue with these approaches was whether we should adopt a 'centres' first approach to all new developments or whether a stance that sought to locate developments across the built up areas - including 'centres' but also other areas that are accessible to them - should be adopted.

## **'Issues and Options' - findings of the sustainability appraisal**

**A2.6** In terms of the sustainability appraisal findings, option A was judged to be the most positive option in relation to environmental objectives with B higher than C. All three options were generally positive in relation to social objectives: option A scores more highly than B and C, particularly in the short term, although C scores slightly higher than B. Option A is generally positive in relation to economic objectives in the short, medium and long term, whilst option B is generally positive in relation to economic objectives particularly in the medium to long

term. Option C scores more highly than A and B, particularly in relation to promoting economic growth which reflects the potential economic benefits of releasing greenfield land. Tables 14-16 provide summary details of the sustainability appraisal findings.

**Table 14 Option A - Focused Regeneration**

<b>Sustainability Appraisal findings of Option A</b>
<p><b>Economic Overview:</b> This option is generally positive in relation to economic objectives in the short, medium and long term. In the short term, in particular, it scores more highly than the other options in terms of promoting sustainable regeneration and promoting efficient patterns of movement. It also scores more highly than the other options in relation to protecting and enhancing the vitality and viability of Oldham Town Centre and the borough other centres. Overall it scores slightly higher than Option B, reflecting the benefits arising from the ‘critical mass’ of focusing development compared to spreading it more widely. Overall it scores slightly lower than Option C, however, reflecting the potential economic benefits of releasing greenfield land.</p>
<p><b>Environmental Overview:</b> This option is the most positive option in relation to environmental objectives, particularly in relation to promoting sustainable transport choices, contributing to reducing the effects of climate change, minimising energy use, ensuring prudent use and management of man-made and natural resources and protecting and improving land and soil. This reflects that development would be focused on the most accessible locations, and that regeneration funding could promote more sustainable forms of development. Overall it scores more highly than Option B where development is less focused and may be in less accessible locations. It scores significantly higher than Option C which involves the development of greenfield sites.</p>
<p><b>Social Overview:</b> This option is generally positive in relation to social objectives, particularly in relation to protecting and improving the local environment and reducing crime. Overall it scores more highly than Options B and C, particularly in the short term.</p>

**Table 15 Option B - Urban Concentration**

<b>Sustainability Appraisal findings of Option B</b>
<p><b>Economic Overview:</b> This option is generally positive in relation to economic objectives particularly in the medium to long term. It is, however, weaker than the other options in relation to promoting the borough’s image and, overall, it scores slightly lower than Options A and C. This reflects that development would be more ‘thinly spread’ across the borough without any additional greenfield land available for economic development.</p>
<p><b>Environmental Overview:</b> This option is generally positive in relation to environmental objectives. It scores higher than Option C which reflects that greenfield development is not involved. It does not, however, score as highly as Option A due to development being more spread across the borough and not necessarily being as accessible.</p>
<p><b>Social Overview:</b> This option is generally positive in relation to social objectives although it scores lower than Options A and C, particularly in relation to promoting a healthy housing market and meeting affordable housing needs. This reflects that development would be more ‘thinly spread’ across the borough without any additional greenfield land available for housing development.</p>

**Table 16 Option C – Urban Concentration including Planned Expansion**

<b>Sustainability Appraisal findings of Option C</b>
<p><b>Economic Overview:</b> This option is generally positive in relation to economic objectives. It scores more highly than Options A and B, particularly in relation to promoting economic growth. This reflects the potential economic benefits of releasing greenfield land.</p>
<p><b>Environmental Overview:</b> This option scores the lowest of the options in relation to environmental objectives. It scores particularly low in relation to ensuring effective and efficient use of land and buildings, ensuring prudent use and management of man-made and natural resources, protecting and improving land and soil and protecting and improving water resources. This reflects that the option involves the development of greenfield land.</p>
<p><b>Social Overview:</b> This option is generally positive in relation to social objectives. It scores slightly higher than Option B, particularly in the short term in relation to promoting a healthy housing market and meeting affordable housing needs due to greenfield land being potentially available for housing development. It does not, however, score as highly as Option A where development is more focussed.</p>

## **`Issues and Options` - feedback**

**A2.7** Over 150 individuals and organisations took the opportunity to comment. A public schedule of the comments received has been published. The comments have been summarised as follows under the main chapters used in the `Issues and Options` report:

### **Spatial Portrait**

**A2.8** Just under half of respondents commented on the Spatial Portrait. Of these, roughly half agreed fully, or in part, that the Spatial Portrait was a fair summary of the borough. Some key areas mentioned included:

- a. the need for affordable housing;
- b. the importance of the countryside and greenspace;
- c. the need for an improved economy, and
- d. Oldham's role within the Greater Manchester sub-region.

### **Issues and Challenges**

**A2.9** Over half of the respondents commented on the issues and challenges section of the report, which included details about the housing market, the economy, education and skills, people and communities, the environment and transport. Comments were received on a range of issues with differing views being expressed in many cases. The key issues commented upon included: the local housing market; the economy; location of development; and the approach to development in rural areas.

**A2.10** Housing issues generated the most comments by far. These included the need for a range of high quality houses, and particularly, affordable housing. Respondents expressed different views on where new housing should be located within the borough. Some felt that new houses



should be concentrated in urban parts of the borough whilst others felt that new housing was needed in Saddleworth villages. Some respondents raised the need for infrastructure to meet new housing needs, and others mentioned the importance of energy efficient homes.

**A2.11** Many respondents also raised issues relating to the economy, particularly whether Primary Employment Zones should be retained, and whether more land should be provided for employment and where this should be. Several respondents raised the importance of the link between housing and employment. Others mentioned the need for mixed use developments. The need for jobs to be accessible by public transport was also raised, as was the need for a skilled workforce.

**A2.12** In terms of location of development, there were varying views as to whether development should be concentrated on existing vacant land and buildings, or on greenfield sites. Many respondents did, however, feel that development should take place in sustainable locations such as 'centres' and be accessible by public transport.

**A2.13** Varied views were presented in relation to development in rural areas, particularly in Saddleworth. Some respondents felt that there was a need for development in the villages, particularly of affordable housing. Others felt that there should be a more restrained approach to development in rural areas.

## **Vision**

**A2.14** Around a third of respondents commented on the Vision. Some supported the Vision, while others suggested minor alterations or changes of emphasis. Suggestions of issues to include in the Vision, or to emphasise more, were wide-ranging. These included: leisure and recreation; transport and Metrolink; education and skills; and rural areas.

**A2.15** Some respondents, whilst agreeing in principle with the Vision, questioned whether it was achievable. Six respondents suggested alternative Visions. These were from individuals, Saddleworth and Lees Community Council, Saddleworth White Rose Society and Saddleworth Parish Council.

## **Strategic Objectives**

**A2.16** Around a third of respondents commented on the Strategic Objectives, which were related to overarching themes, housing, economic development and enterprise, environment, safer and stronger communities, healthier communities and older people, and children and young people. Some respondents agreed with them, whilst others suggested changes of emphasis or other issues to include. Some respondents queried how achievable they were.

## **Alternative Spatial Options**

**A2.17** Around three quarters of respondents expressed a preference for one of the options presented. Of these:

- a. around half preferred option A (focused regeneration)
- b. around a sixth preferred option B (urban concentration)
- c. around a quarter preferred option C (urban concentration including planned expansion).



**A2.18** A handful of respondents preferred a combination of A and B, and one preferred a combination of A and C. A small number disagreed with the options forwarded but did not suggest alternatives. Three alternative options were suggested by a handful of respondents. Natural England and English Heritage were unable to express a preference.

## **Policies**

**A2.19** Just over a third of respondents commented on the policy areas. Around a third of these agreed, or generally agreed, with the topic areas covered in the policies. Others suggested amendments to topic areas, or additional areas to be covered. The need to provide policies on providing sites for Gypsies and Travellers and a possible prison were also flagged up. Some respondents suggested that some of the proposed core policy topic areas would be more appropriate in the development management policies and vice versa. Government Office for the North West suggested that development control policies, as stated in the report, should now be referred to as development management policies.

## **Assessments**

**A2.20** Comments were also invited on key supporting documents that underpinned and influenced the development of the Issues and Options report. These were: Sustainability Appraisal; Habitats Regulations Assessment; and Equalities Impact Assessment.

**A2.21** These documents attracted far fewer comments than the Issues and Options report itself. Less than a tenth of all respondents commented on any of the supporting documents. The most that were received were on the Sustainability Appraisal. Comments on this varied but included reference to the objectives and indicators, and presentation of the findings. A few comments were received on the Habitats Regulations Assessment and the Equalities Impact Assessment. Regard will be had to the issues raised when assessments of future documents are carried out.

## **`Issues and Options` - alternative suggestions by the public**

**A2.22** As part of the `Issues and Options` stage, the public also submitted three alternative options. These were:

- a. `Targeted Regeneration` – submitted on behalf of, amongst others, Saddleworth Parish Council and the Saddleworth and Lees Community Council.
- b. `Transformation and Cohesion` – submitted on behalf of the Oldham and Rochdale Housing Market Renewal Pathfinder.
- c. `Regeneration & Sustainable Communities` – submitted on behalf of Purico, the development agent for Whiteoak and Hollowoak Limited, owners of the Robert Fletcher estate at Greenfield, Saddleworth.

**A2.23** None of the submitted alternative options included a sustainability appraisal assessing their environmental, economic or social effects. In the absence of this, the council has, therefore, undertaken its own appraisal of these submitted alternatives using its sustainability appraisal framework in order to inform the choice of preferred options. The `Issues and Options` report explained that the council would assess any submitted alternative. Table 17 details the findings of the assessments of the submitted alternative options. Although elements of the council's

own options could be found in parts of the submitted alternatives, it is the council's view that none of the submitted alternatives, in and of themselves, should be adopted as the preferred way forward for the LDF.

**Table 17 Summary findings of the sustainability appraisal of the public's alternative options**

<b>Strategy 1 – Targeted Regeneration</b>
<p>This strategy provided a reasonably clear indication of where development should be located. In carrying out the appraisal an assumption was made that the phrase <i>“Developments would be targeted on places most easily reached by public transport”</i> would include local town centres as these are most easily reached by public transport. In Saddleworth this was taken to include Uppermill, the centre of which is ‘good’ in terms of public transport accessibility, as defined in the adopted Unitary Development Plan. Greenfield is also ‘good’ in terms of public transport accessibility, in the vicinity of the railway station, and was therefore also assumed to be a location where development should potentially be targeted under this strategy.</p> <p>On this basis this alternative was positive in relation to economic objectives, particularly in relation to promoting sustainable regeneration of the borough, promoting the borough’s image, promoting efficient patterns of movement in support of sustainable economic regeneration and protecting and enhancing the vitality and viability of town and district centres.</p> <p>It also scored positively in relation to some environmental objectives, namely the effective and efficient use of land and buildings, the promotion of sustainable transport choices and contributing to reducing the effects of climate change. However for the vast majority of environment objectives it was not possible to appraise the strategy on the basis of the information submitted.</p> <p>Similarly it was not possible to appraise this strategy in relation to most of the social objectives, on the basis of the information submitted. It was, however, positive in relation to promoting a healthy and balanced housing market.</p>
<b>Strategy 2 - Transformation and Cohesion</b>
<p>The emphasis of this strategy is on housing and economy, however the strategy only referred to <i>“economically aspirational households”</i> and <i>“quality rather than quantity”</i> in relation economic development. This emphasis, together with a lack of detail, made it difficult to appraise this strategy in relation to the full range of objectives.</p> <p>Also, the strategy contained the phrase <i>“excellent public transport accessibility”</i> which is not a recognised category of accessibility as defined in the adopted Unitary Development Plan. It was not, therefore, possible to properly appraise this strategy in relation to accessibility.</p> <p>The strategy was positive in relation to some of the economic objectives, particularly the promotion of the borough’s image, however the lack of detail meant that it could not be appraised against some of the economic objectives.</p> <p>In relation to environmental objectives the strategy was particularly positive in relation to the effective and efficient use of land and buildings, but the strategy could not be appraised in relation to the other environmental objectives.</p>

Similarly it was not possible to appraise this strategy in relation to most of the social objectives, on the basis of the information submitted. It was, however, positive in relation to protecting and improving local environmental quality.

### **Strategy 3 - Regeneration & Sustainable Communities**

This strategy was less focused in terms of where development should be located. For example, it mentioned both rejuvenation of HMR areas and edge of settlement development. This resulted in some scores being potentially both positive and negative for certain objectives. For many objectives, it was not possible to appraise this strategy on the basis of the information provided. It also had a reduced emphasis on accessibility considerations which has sustainability implications.

It was not considered possible to appraise this strategy against most of the economic objectives due to its lack of focus. It did, however, score positively in relation to promoting the borough's image.

In relation to the environmental objectives, the strategy was considered to have potentially positive and negative impacts in relation to the effective and efficient use of land and buildings, promoting sustainable transport choices and contributing to reducing the effects of climate change. The strategy could not be appraised in relation to the other environmental objectives.

Due to lack of detail it was also not possible to appraise this strategy against social objectives.

## **`Preferred Options` - background and outline**

**A2.24** At `Preferred Options` stage (Spring 2009), we firmed up on the way forward for the LDF by focusing growth on sustainable and accessible locations in the built-up areas, including regeneration areas, combined with a limited release of safeguarded and protected land at Foxdenton, Haven Lane, Warren Lane and Lancaster Sports Club. Again, Green Belt boundaries were maintained.

**A2.25** 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, and the alternative options that we consulted upon, 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.

**A2.26** 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;
- 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 which demonstrated that it was more sustainable than the other options considered; and
- i. feedback from talking with people.

**A2.27** Taking all of the above into consideration, the council's view is that the planning and development strategy that is best suited to delivering Oldham's aspirations for transformation and regeneration is not directly any one of the alternatives considered at the 'Issues and Options' stage. Instead, the preferred way forward is a combination, or hybrid, of the best parts of each of those alternatives.

**A2.28** 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 Kingsway, 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 spatial elements of the transforming education agenda and the programme for new health and well-being centres and facilities.

**A2.29** This is best summarised in Table 18, which also provides details of the relevant evidence base and the links to the vision and the main issues.

**Table 18 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 above
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.  (This links to environmental protection, promoting regeneration and economic prosperity.)	Employment Land Review.  Strategic Housing Land Availability Assessment.  Consultation responses.	Links mostly to option C, but Bullcote Lane also links to A and B.
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:		

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 above
<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 &amp; Hollinwood (10%), Shaw, Royton &amp; Crompton (10%) and Saddleworth &amp; Lees (10%).</p> <p>Additional evidence includes:</p> <p>Strategic Housing Market Assessment.</p> <p>Consultation responses.</p>	<p>Links mostly to options A and B, but also C in respect of Foxdenton (which will have a small amount of ancillary residential development to facilitate bringing forward the infrastructure requirements of the employment site).</p>
<p>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 the role of Manchester City Centre and our neighbouring district's key sites.</p> <p>(This links to economic prosperity.)</p>	<p>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.</p> <p>Additional evidence includes:</p> <p>Oldham and Rochdale Economic and Skills Alliance (ORESAs) Prospectus.</p> <p>'Oldham Beyond'.</p>	<p>Links mostly to options A and B, but also C in respect of Foxdenton</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 above
<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>(This links to climate change and sustainable use of resources.)</p>	<p>Strategic Housing Land Availability Assessment.</p> <p>Employment Land Review.</p> <p>AGMA Energy Study.</p> <p>Oldham’s Design Principles.</p>	<p>Links to options A and B.</p>
<p>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.</p>	<p>Local Transport Plan.</p> <p>Metrolink proposals.</p> <p>Oldham public transport accessibility profiles.</p>	<p>Links to options A and B, although Foxdenton is also accessible by public transport.</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 above
(This links to climate change and accessibility.)		
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.  HMR Heritage Assessments.	Links to all three options.
9) Facilitate the land use dimensions of the borough's education plans (such as the regional science centre and the plans of University Campus Oldham, Oldham Sixth Form College, Oldham College) and its health and well-being plans	Primary Capital programme.  University Campus Oldham.  Oldham Sixth Form College.  The Oldham College.  Primary Care Trust.	Links to options 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 above
<p>(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>		

**A2.30** 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.

### **`Preferred Options` - findings of the sustainability appraisal**

**A2.31** Tables 19-21 provide summary details of the sustainability appraisal findings of the preferred way forward.

**Table 19 Summary of sustainability appraisal findings - economic overview**

<p>The preferred way forward scores positively in relation to economic objectives in the short, medium and long term. It scores particularly positively in relation to:</p>
<p><b>Promoting the sustainable regeneration of the borough</b></p> <p>Focusing development in regeneration areas will stimulate sustainable regeneration activities in the shorter term. Spreading development wider in the borough will promote sustainable regeneration in the medium to longer term. Releasing land at Foxdenton for employment development (possibly facilitated by a small amount of housing), and Haven Lane and Warren Lane for housing development, and Lancaster Sports Club for sports facilities, will promote sustainable regeneration over the medium to longer term.</p>

<p><b>Promoting the borough's image</b></p> <p>The preferred way forward will promote the borough's image, particularly through transformational regeneration activities. This will be more immediate in areas of focused regeneration such as HMR and NDC areas, but will also benefit other areas of the borough.</p>
<p><b>Promoting the sustainable economic performance of the borough</b></p> <p>Focusing and spreading growth will promote the sustainable economic performance of the borough in the short, medium and longer term. Releasing land at Foxdenton, for employment development, will promote sustainable economic performance, particularly in the medium to longer term.</p>
<p><b>Promoting sustainable economic growth and development</b></p> <p>Focusing and spreading employment development will ensure that developable land will be available to promote sustainable economic growth and development in the short, medium and longer term. It will also help to create local jobs. Releasing land at Foxdenton, for employment development, will make more land available for existing businesses, and encourage new inward investment.</p>
<p><b>Protecting and enhancing the vitality and viability of 'centres'</b></p> <p>Permitting retail, housing and employment development in Oldham Town Centre and the borough's other 'centres' will significantly contribute towards protecting and enhancing the vitality and viability of the centres.</p>
<p><b>Improving the economic well-being of the borough's population</b></p> <p>Focusing and spreading employment development will improve the economic wellbeing of the borough's population, by providing a spread of job opportunities. Releasing land at Foxdenton, for employment development, will provide more job opportunities, particularly in the medium to longer term.</p>
<p><b>Promoting the development of innovative and knowledge based industries</b></p> <p>The preferred way forward focuses development on regeneration areas and strategic sites, such as Hollinwood Business District and Chadderton Technology Park, which particularly encourages innovative and knowledge-based industries. Releasing land at Foxdenton, for employment development, will provide more opportunities for the development of these industries, particularly in the medium to longer term.</p>

**Table 20 Summary of sustainability appraisal findings - environmental overview**

<p>The preferred way forward scores positively in relation to environmental objectives in the short, medium and long term. It scores particularly positively in relation to:</p>
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**Ensuring the effective and efficient use of all types of land and buildings in the most sustainable locations**

The preferred way forward will prioritise the use of brownfield land and buildings, and help achieve at least 80% of housing being on brownfield land. This will contribute to the effective and efficient use of land and buildings in the most sustainable locations, including the re-use of mills.

**Promoting sustainable transport choices**

Focusing development at key transport points, and encouraging walking, cycling and the use of public transport will promote sustainable transport choices.

**Contributing to reducing the effects of climate change**

The preferred way forward will contribute to reducing the effects of climate change by focusing development in sustainable and accessible locations, reducing the need to travel and promoting a shift to a low carbon economy. It will also address the zero carbon buildings agenda by encouraging high quality design and sustainable construction techniques. The protection and enhancement of green infrastructure will also help to mitigate the effects of climate change.

**Minimising the impact of, and mitigating against flooding**

The preferred way forward will be guided by PPS25 and the findings of the SFRA. Mitigation measures against flooding will be put in place, as necessary, for new developments. The encouragement of sustainable drainage systems and the protection and enhancement of green infrastructure will also contribute towards meeting this objective.

**Table 21 Summary of sustainability appraisal findings - social overview**

The preferred way forward scores positively in relation to social objectives in the short, medium and long term. It scores particularly positively in relation to:

**Promoting a healthy and balanced housing market for the borough**

The preferred way forward will contribute towards meeting this objective by providing sufficient land for at least 289 dwellings per annum on average over the LDF plan period. Although developable land is in limited supply, focusing housing development on Oldham Town Centre, regeneration areas, strategic sites and key transport points will promote a healthy and balanced housing market. The development of land at Haven Lane and Warren Lane, and Foxdenton, will promote a healthy and balanced housing market by making more land available for housing.

**Meeting the borough's affordable housing needs**

The delivery of a healthy and balanced housing market in line with the preferred way forward will help to meet the borough's affordable housing needs. This will be supported by a policy on securing affordable housing as part of new residential development.

#### **Improving the health of the borough's population**

The preferred way forward will help to improve health, for example by protecting and enhancing green infrastructure and open spaces, improving air quality, encouraging economic growth and prosperity, promoting walking and cycling and the programme for new health and well-being centres.

#### **Improving education and skills levels of the borough's population**

The preferred way forward will improve education and skills levels of the borough's population by promoting the transforming education agenda, the programme to improve primary schools and the expansion of higher and further education. This includes a new regional science centre in Oldham Town Centre which will comprise laboratories, exhibition areas and lecture theatres. The development of high quality employment opportunities, for example at Hollinwood Business District and Chadderton Technology Park will foster new skills.

### **`Preferred Options` - feedback**

**A2.32** The following summarises some of the key messages that came out of the consultation. This is not a comprehensive summary. The submitted responses should be read for full details.

#### **Spatial Portrait**

**A2.33** Fifty one comments were submitted. Thirty five of the comments noted that the portrait provides factual, useful information about the borough. A number of the statutory agencies picked up on points that were relevant to their particular area of interest. For instance, Natural England noted that the portrait is clear and fairly comprehensive but would welcome more reference to agriculture, whilst English Heritage would welcome greater reference to the heritage character assessments that have been prepared for the borough.

#### **Vision**

**A2.34** Fifty nine comments were submitted. Thirty five comments emphasised the need to ensure the plan is "development led". The NWDA welcomes and generally supports the vision. So does English Heritage. The Environment Agency requested reference to waste in the vision. Government Office for the North West (GONW) indicated that the vision should be more spatial with greater reference to how the places within the borough will develop by 2026. They indicated that parts of the spatial strategy could be incorporated into the vision and it needs to show more clearly the links to cross-boundary issues.

#### **Strategic Objectives**

**A2.35** Fifty eight comments were submitted. Thirty five comments were supportive of the reference in the strategic objectives to providing high-value housing as well as low cost housing. The Oldham College stated that the strategic objectives have much strength although requested greater clarity for community cohesion. NWDA generally welcomes and supports the strategic objectives. Sport England supports strategic objective 6. The Environment Agency requested reference to flood risk in strategic objective 1. GONW indicated that further development of the vision may mean the objectives need to be reviewed.

### **Preferred way forward**

**A2.36** Fifty seven comments were submitted about the preferred way forward. 4NW (the 'regional leaders forum') stated that the preferred way forward is generally in line with the Regional Spatial Strategy. It supports the focus of development within Oldham Town Centre, inner areas, regeneration areas and appropriate levels of development in sustainable locations within built up areas. NWDA welcomes and supports the approach set out in the preferred way forward. So does Saddleworth Parish Council and Sainsburys. Natural England considers that their environmental interests are potentially best served by the preferred strategy. The National Trust does not object to the preferred way forward but it does highlight the critical importance of the having a strong suite of environmental policies. Thirty five standard comments submitted by the same agent questioned the focus of residential developments being on the town centre and urban areas, although they accepted the preferred locations for new employment land within the strategy. The Oldham Rochdale HMR Pathfinder supports the general thrust but feels that further elaboration is required to be fully supported. GONW indicate that further work is needed to demonstrate how the preferred way forward has been selected from the alternatives.

### **Policy Directions**

**A3.37** Wide-ranging comments were submitted on all the proposed policy directions (see the full schedule for full details). The policy direction on climate change and sustainable development received most comments (79). This included 31 supports for the council's decision to retain the land at Cowlshaw as 'other protected open land'. The economic and housing policies received a large number of comments, the environmental policies fewer.

### **Strategic Sites**

**A2.38** For Hollinwood Business District, thirteen individual comments were received of which 77% supported the strategic site. There was additional support from 48% (that is, 10) of the Oldham College student focus group. Overall there was only one person who objected to the strategic site, the remainder tended to be of no firm view.

**A2.39** For Chadderton Technology Park, again thirteen individual comments were received of which 62% supported the strategic site and 15% did not. There was additional support from two-thirds (that is, 14) of the Oldham College student focus group.

**A2.40** For Oldham Town Centre, nine individual comments were received. 78% supported the New West End strategic site and 67% supported the Mumps strategic site. Additionally, 76% of the Oldham College student focus group supported the proposed strategic sites. No one objected to either of the proposed strategic sites in the town centre.

**A2.41** For Foxdenton, fifteen comments were received with 47% supporting the strategic site. 26% did not express a view. Four government agencies made specific comments about the need to address particular issues, such as flood risk, if the strategic site is to be taken forward in the core strategy.

## **Monitoring and Implementation**

**A2.42** Forty-four comments were received. Sport England supported indicators 39, 40 and 42. The Environment Agency suggested an amended indicator for waste recycled. 35 comments supported annual monitoring of the plan.

## **Supporting Documents**

**A2.43** The supporting documents attracted far fewer comments than the main report itself. Less than a tenth of all respondents commented on any of the supporting documents.

## **Commentary on the preferred way forward**

**A2.44** Our approach to employment land has been to keep the best and recycle the rest. We have de-designated a number of our older established employment areas that are considered to be more appropriately suited to other uses in the 21<sup>st</sup> century, and we have brought forward Foxdenton as a key new business location and will remodel the area around the M60 junction 22 at Hollinwood. This approach towards our future economic prosperity reflects a number of strands such as 'Oldham Beyond', ORESA, Greater Manchester Strategy and local aspirations.

**A2.45** We have sought to deliver an improved housing offer by making the best of our existing stock, be it through refurbishment, clearance or rebuild, and to deliver new homes that meet the needs of local people, including larger, more affordable houses. This reflects a number of initiatives including Housing Market Renewal.

**A2.46** Our Green Infrastructure networks, which are varied and multi-faceted, have a wide range of functions. These include playing a part in promoting active, healthy lifestyles, conserving biodiversity, helping the global and local environments deal with climate change, boosting the image of Oldham.

**A2.47** The preferred way forward scored positively in relation to economic, environmental and social objectives in the short, medium and long term. It promotes the sustainable regeneration, economic growth and development, and enhances the vitality and viability of Oldham Town Centre and the borough's other 'centres', and improves economic well-being. It also scores particularly positively in relation to effective and efficient use of land, sustainable transport choices and addressing effects of climate change. The preferred way forward scores positively particularly in relation to a healthy and balanced housing market and meeting affordable housing needs, and improving health, education and skills levels.

**A2.48** At 'Preferred Options' stage 4NW stated the preferred strategy is generally in line with RSS (please note, RSS was revoked in July 2010). It supported the focus of development within Oldham Town Centre, inner areas, regeneration areas and appropriate levels of development in sustainable locations within built up areas. NWDA welcomed and supported the approach set out in the preferred way forward. Natural England considered their environmental interests



are potentially best served by the preferred way forward. The National Trust did not object to the strategy but it did highlight the importance of having a strong suite of environmental policies. Saddleworth Parish Council and the Oldham and Rochdale HMR Pathfinder both generally supported the council's preferred way forward, despite proposing alternatives at the earlier consultation stage. No views were submitted by the owners of the Robert Fletcher's estate. A number of standard comments were submitted by an agent which queried the focus of residential developments being on the town centres and urban areas, although accepting the preferred locations for new employment land within the strategy. In addition, there were 31 comments supportive of the council's proposal to retain the Cowlshaw area as protected open land.

**A2.49** The approach towards maintaining Green Belt has regard to the RSS policy which states there is no need for a strategic review of Green Belt (RSS was revoked in July 2010, and the LDF will now maintain Green Belt permanently). It also has regard to views expressed during the LDF consultations. Three-quarters of respondents to the 'Issues Survey' (March 2007) wanted no change to Green Belt. The vast majority of respondents to the 'Issues and Options' consultation expressed support for one of the three options (A, B and C) which all proposed maintaining the Green Belt boundaries. Likewise at 'Preferred Options', the majority of respondents supported the spatial strategy which proposed to maintain existing Green Belt boundaries.

**A2.50** There are two open land designations in the UDP: 'Other Protected Open Land' (OPOL) which is an open countryside local designation, and 'Land Reserved for Future Development' (LRFD) which is safeguarded land. When asked generally if protected open land should be released for employment or housing, at both the 'Issues Survey' and 'Issues and Options' stages most respondents indicated a preference for open land to remain protected. This was particularly the case for the OPOL at Cowlshaw. However, at 'Preferred Options' stage when the council was more specific about the land that would be released – Foxdenton, Lancaster Sports Club, Haven Lane, Warren Lane - the overwhelming majority of respondents did not object.

**A2.50** During May and June 2010 the council consulted on 'Refining Options'. The preferred way forward did not change from that presented at 'Preferred Options', although it was explained in much more detail about how we had arrived at it, how it linked to the three options and the evidence that had been used to support it.

## Appendix 3 Energy Target Framework

**A3.1** Table 22 sets out the carbon reduction targets in more detail and is taken from the AGMA Decentralised Energy study.

**Table 22 Domestic and non-domestic energy infrastructure target framework**

% Minimum requirement	Example opportunities for greater reductions	% Indicative maximum requirement <sup>1</sup>
<b>Target 1: Network development area</b> Network expansion area: Locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling.		
Combined heat and power/ district heating connection (£366/ tonne carbon dioxide). <sup>3</sup>	1. District centres and strategic housing site network contribution (£150-£250/ tonne carbon dioxide).  2. Oldham Town Centre and regeneration area network contribution (£100-£150/tonne carbon dioxide).  3. The Manchester City Centre area and power station heat off-take network contribution (£50-£100/ tonne carbon dioxide).	Up to 73% (£75/ tonne carbon dioxide). <sup>4</sup>
<b>Target 2: Electricity intense buildings</b> Apartments with electric heating or commercial uses with a high proportion of emissions from electricity use (>45kg carbon dioxide/ square metre) that are not connected to decentralised energy networks will be expected to mitigate a proportion of their emission using low or zero carbon technologies. For domestic this will include major retrofit projects.		
Domestic: +17% increase on Part L (£392/ tonne carbon dioxide). <sup>5,6</sup> Non-domestic: + 10% increase on Part L (£333/ tonne carbon dioxide). <sup>5,6</sup>	1. Offset carbon dioxide emissions from electric heating using cheapest solution (see Target 3 options). 2. Redesign servicing to use low carbon heating (revert to Target 1 or 3).	Domestic: Up to 56% (£120/ tonne carbon dioxide). Non-domestic: up to 28% (£120/ tonne carbon dioxide).
<b>Target 3: Micro generation area</b> Micro generation area: Locations where lower densities and a fragmented mix of uses tend to favour building scale solutions.		



% Minimum requirement	Example opportunities for greater reductions	% Indicative maximum requirement <sup>1</sup>
+15% increase on Part L (domestic £392/ tonne carbon dioxide and non-domestic £333/ tonne carbon dioxide). <sup>6,7</sup>	<p>1. Utility or ESCo investment in on-site domestic solar roofs (£120/ tonne carbon dioxide).<sup>8</sup></p> <p>2. Off-site community micro-generation contribution (£100- £320/ tonne carbon dioxide).<sup>9</sup></p> <p>3. Off-site medium to large wind power generation contribution (£65/ tonne carbon dioxide).</p>	Up to 49% (domestic) or 42% (non-domestic) (£120/ tonne carbon dioxide).

#### Explanatory notes:

1. The maximum requirement is dependent on the cheapest option being available, which, as an off site contribution would need to be off set against 'unregulated' emissions. This requirement could however, and at the developers discretion albeit at greater cost, be used to increase a Code for Sustainable Homes Score, for example 3 to 5;

2. Domestic: research for DECC suggests that this should be defined as a baseload heat density of at least 3 MWth/km<sup>2</sup>;

3. Base costs £366 per tonne carbon dioxide based on a connection to a district centre gas Combined Heat and Power. Residential Combined Heat and Power/ District Heating is more expensive than for commercial uses so Scenario 2 has been used to calculate the maximum requirement. For non-domestic Scenario 3 has been used to calculate the maximum requirement;

4. Assumes a specialist Energy Service Company (ESCo) investor finances 60% of the capital costs for domestic and 60-70% of the costs for non domestic reducing upfront costs;

5. Domestic: The minimum requirement is 17% on-site to be applied to Part L performance at that point in time e.g. Part L 2010 Code 3; non-domestic: the minimum requirement is 10% on-site to be applied to Part L performance for a supermarket at that point in time e.g over and above Part L 2010;

6. Domestic: Base costs are £392/ tonne carbon dioxide based on a minimum install of a 1.1 kW solar photovoltaic array; non-domestic: base costs are £333/ tonne carbon dioxide based on a minimum installation of a solar photovoltaic array;

7. The minimum requirement is 15% on-site to be applied to Part L performance at that point in time e.g. Part L 2010 Code 3 for domestic or to be applied to Part L performance for an office at that point in time eg. Part L 2010 for non-domestic;

8. A utility or an ESCo could invest in solar photovoltaics, reducing the capital cost for the developer by 70%. This option would be constrained by the available roof area;

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9. Examples might include a wind turbine for a school, a biomass boiler for a library or a large solar PV array on a leisure centre.

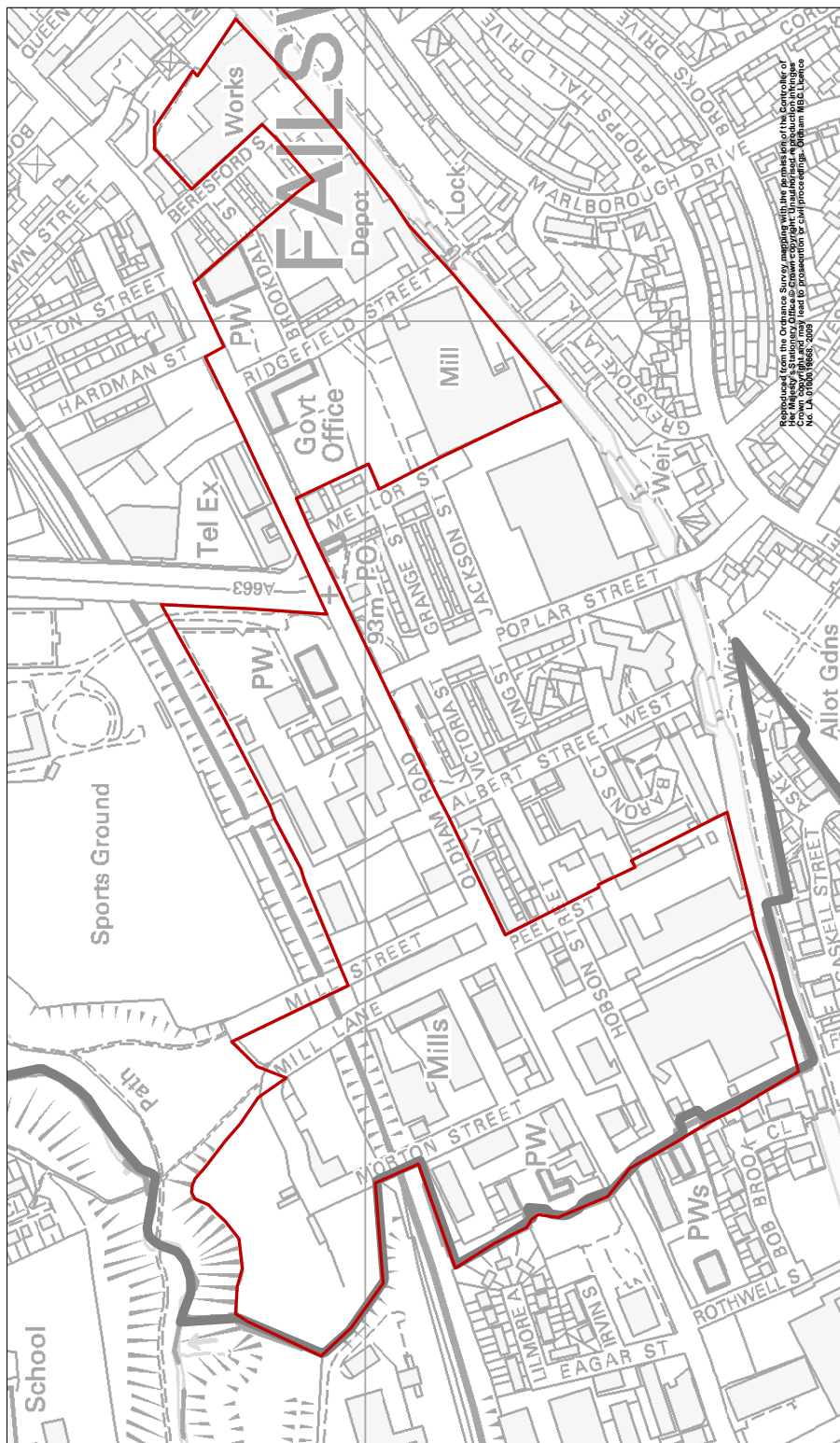
## Appendix 4 Proposals Map changes

- A4.1** A new proposals map will be published once this joint DPD is adopted. It will update the 2006 UDP proposals map. Table 23 details the changes.
- A4.2** The 2006 UDP proposals map showed all open space, sport and recreation facilities over 0.4 hectares. However for reasons of clarity, the LDF proposals map shows only the 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). Policy 23 however applies to all open spaces, whether or not shown on the proposals map.
- A4.3** The proposals map will continue to show Scheduled Ancient Monuments, Registered Parks and Gardens, and Conservation Areas. Maps showing heritage assets including listed buildings can be viewed at the Civic Centre Planning Reception.

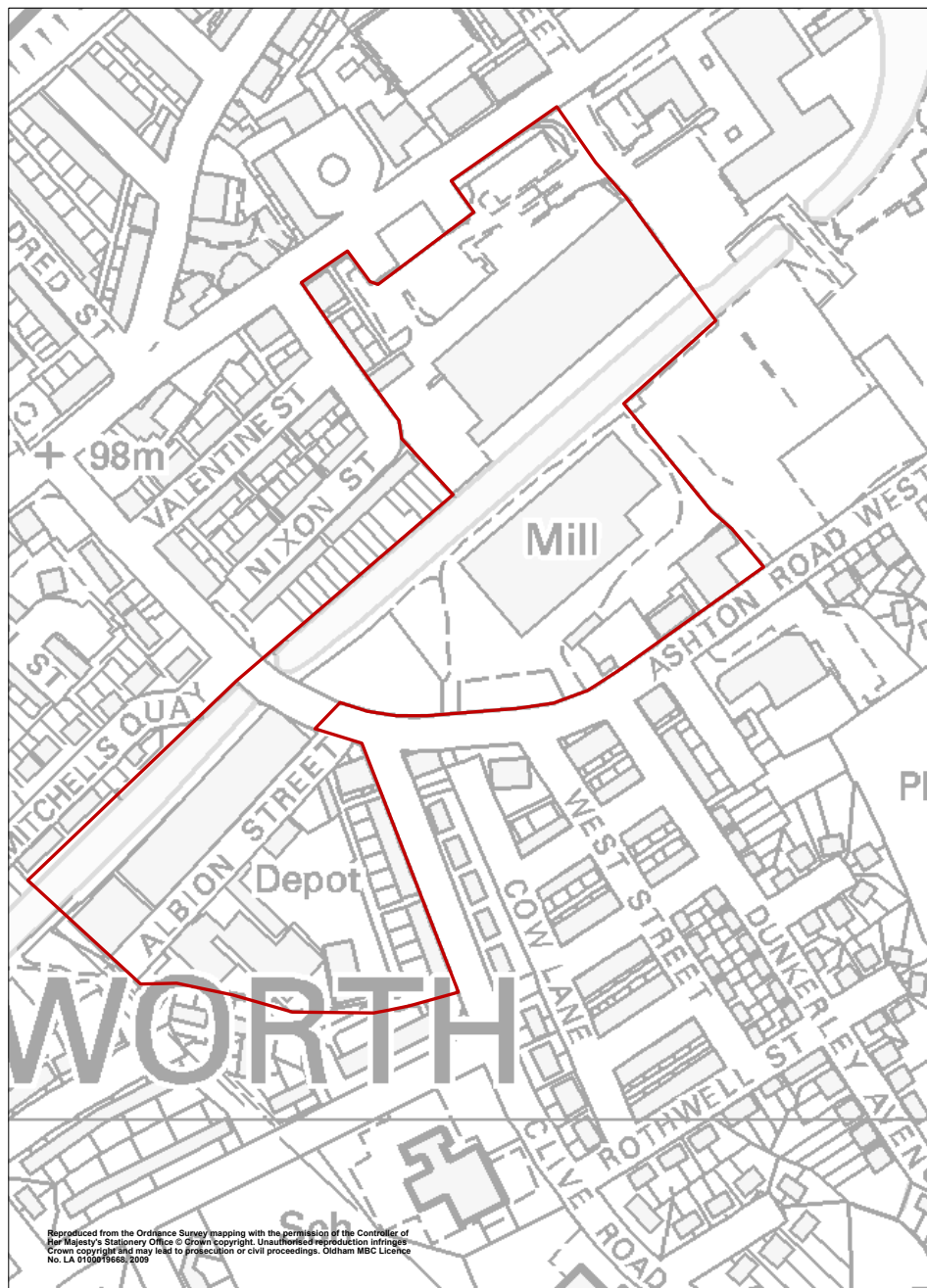
**Table 23 Map changes**

Joint DPD map changes from the 2006 UDP
De-designation of PEZ 1 - West Failsworth
De-designation of PEZ 2 - Ashton Road, Failsworth
De-designation of PEZ 7 - Hollins
De-designation of PEZ 9 - Fields New Road, Chadderton
De-designation of PEZ 12 - Ferhurst Mill, Chadderton
De-designation of PEZ 14 Copster Hill, Oldham
De-designation of PEZ 17 - Wellyhole Street, Lees
De-designation of PEZ 18 - New Street, Lees
De-designation of PEZ 19 - Greenacres Road, Waterhead
De-designation of PEZ 20 - New Coin Street, Royton
Boundary Change PEZ 3 - Wrigley Street, Failsworth
Boundary Change PEZ 6 - Hawksley Street, Hollinwood
Boundary Change PEZ 11 - Busk, Coldhurst
Boundary Change PEZ 16 - Higginshaw, East Oldham now split into BEA 7 Higginshaw & BEA 10 Greenacres
Boundary Changes - BEA 9 Shaw (formerly PEZ 22)

<b>Joint DPD map changes from the 2006 UDP</b>
Boundary Changes - Hollinwood Business and Employment Area - formerly PEZ 4 & 5
Boundary and designation changes - Re-designation of LRFD 3 & 4, OPOL 3 & Recreational Route 6 as Foxdenton BEA
Boundary Change - Oldham Town Centre
De-designation - Oldham Town Centre Car Parking - Restricted Zone
Boundary Changes - Chadderton Centre
Boundary Changes - Hill Stores Centre & Primary Shopping Frontage
Boundary Change - Lees Centre
Boundary Changes - Royton Primary Shopping Frontage
Boundary Changes - Shaw Primary Shopping Frontage
Boundary Change - Uppermill Centre
De-designation of LR5 - Lancaster Sports Club, Failsworth
De-designation of LR6 - Warren Lane, Alexandra
De-designation of LR7 - Haven Lane, St James'
De-designation of LR8 - Haven Lane, St James' and Waterhead
Recreational Open Space as shown on 2006 UDP Proposals Map
Strategic Open Spaces and Green Flag Parks to be shown on LDF Proposals Map
Maps showing sites for the 2006 UDP Policy CF1.1.1 Blackshaw Lane, Heyside and UDP Policy CF1.1.2 Platting Road, Lydgate
Maps showing flood risk changes from the 2006 UDP
Maps showing transport infrastructure changes from the 2006 UDP



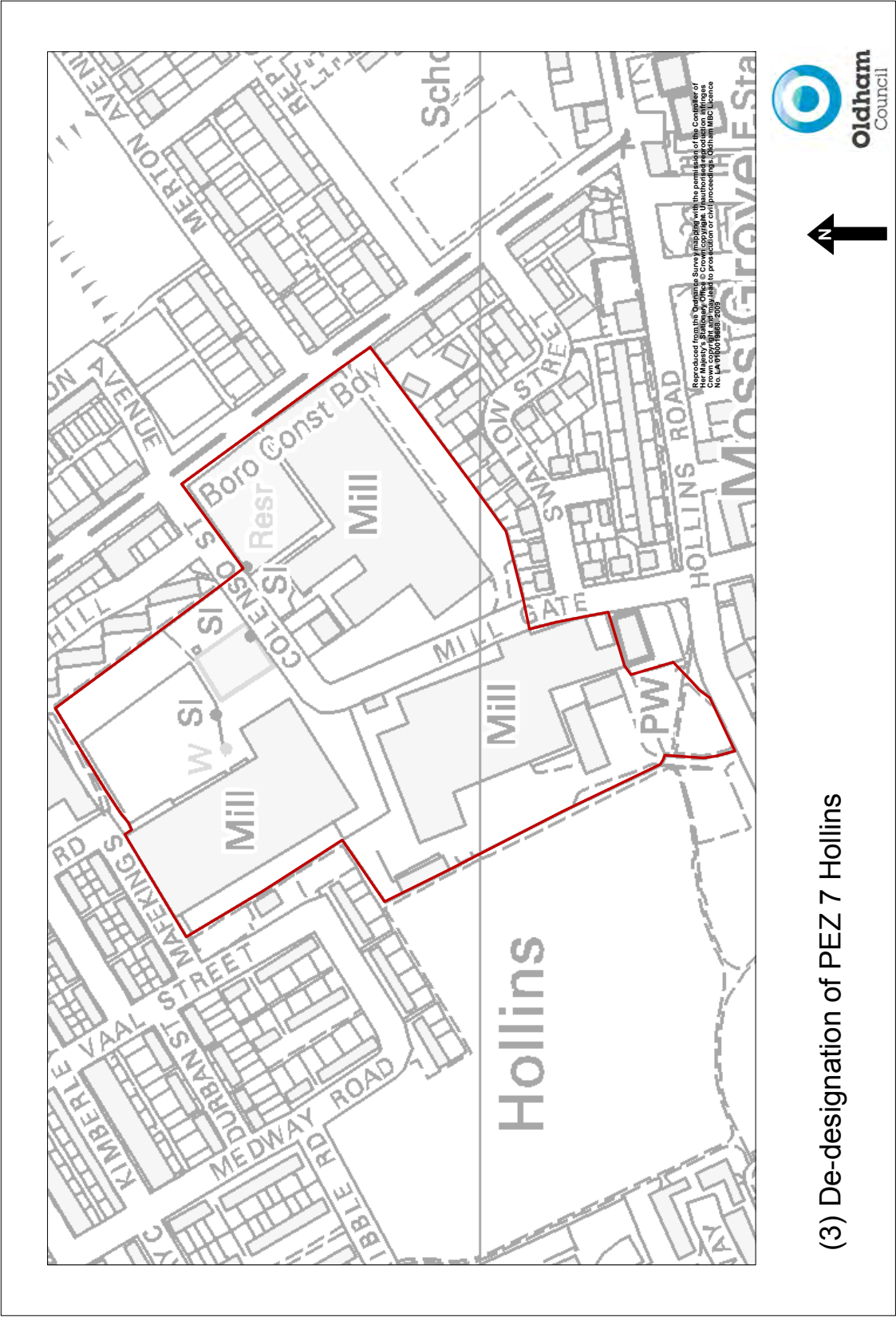
## (1) De-designation of PEZ 1 West Failsworth



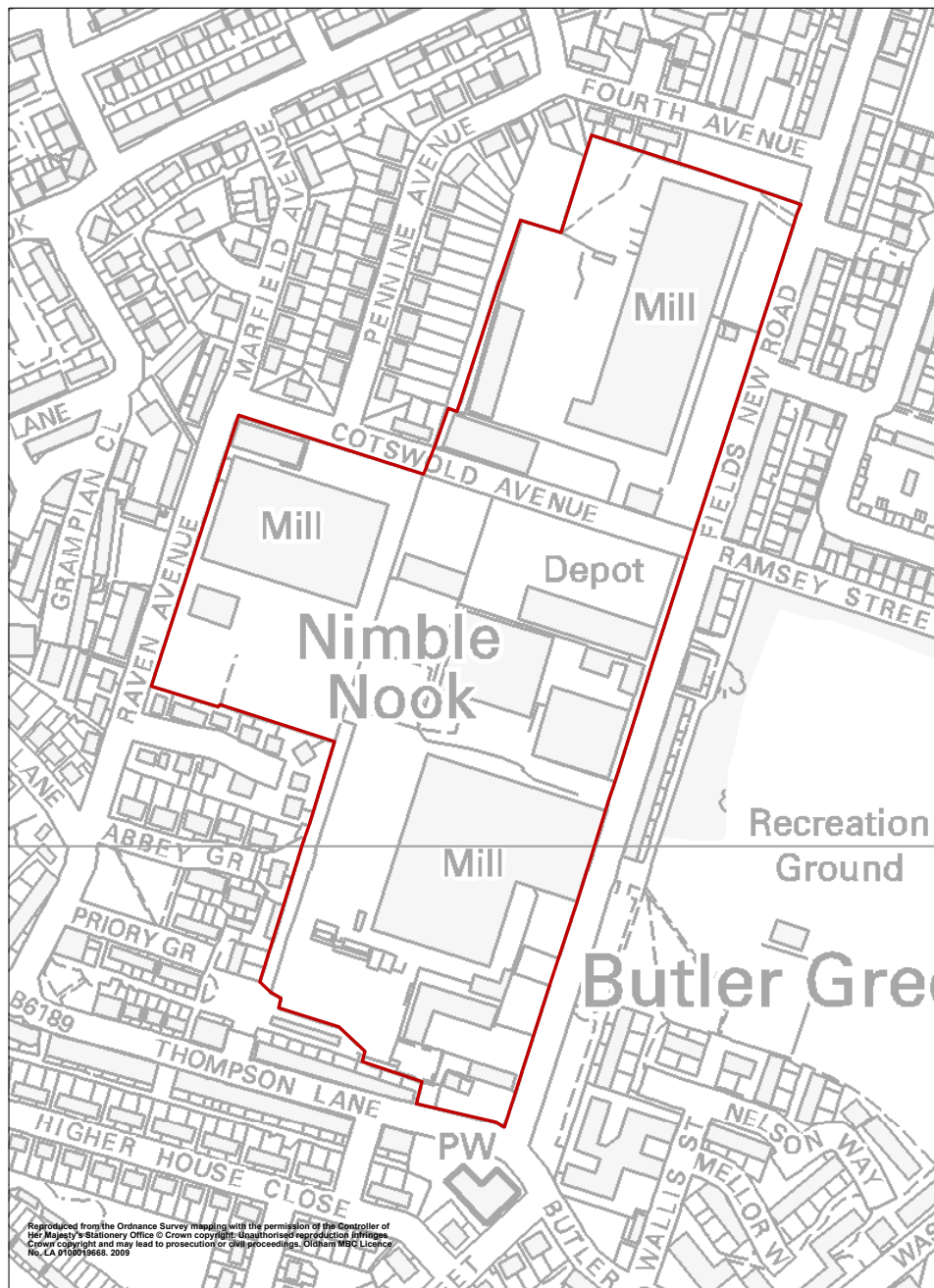
(2) De-designation of  
PEZ 2 Ashton Road, Failsworth





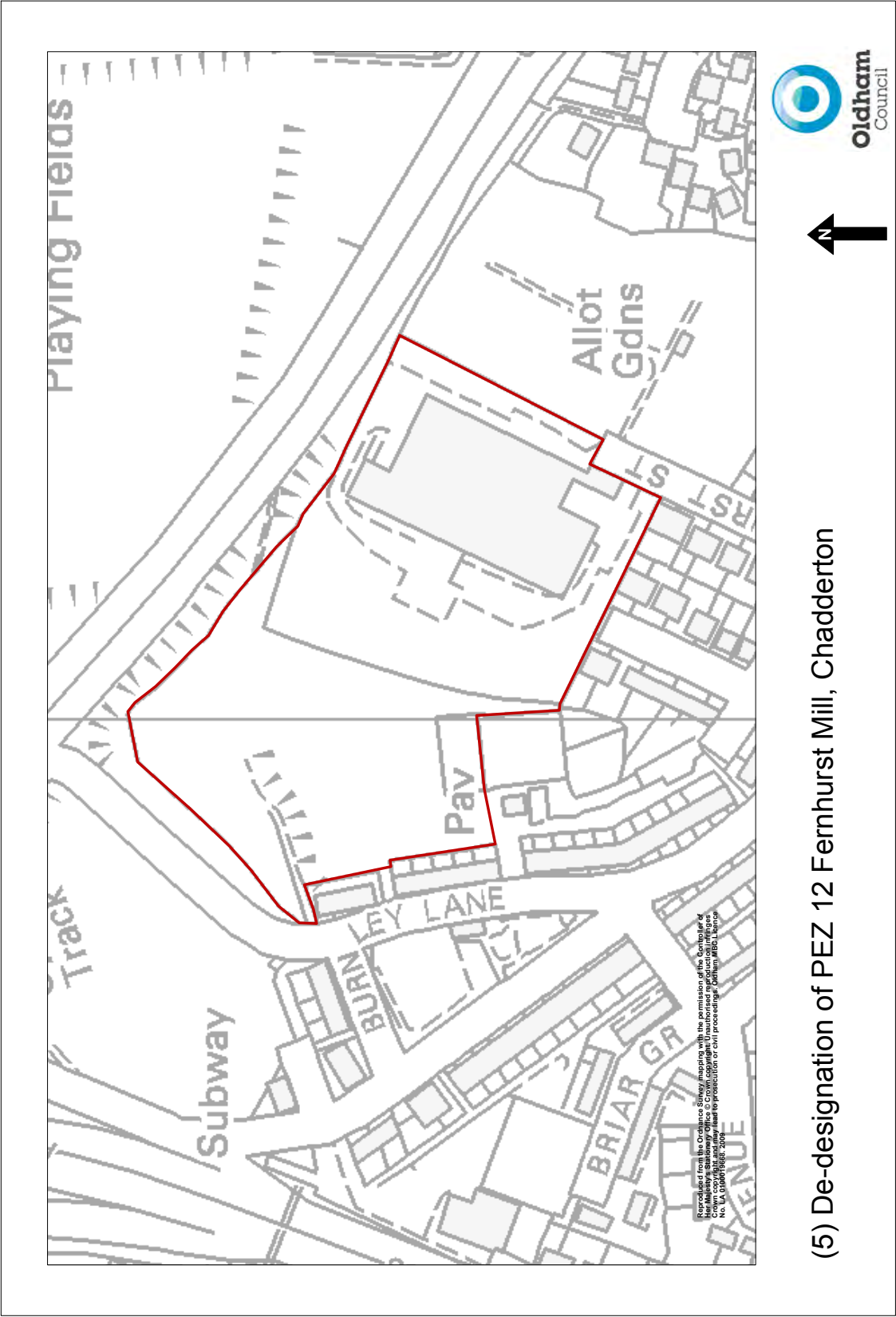






(4) De-designation of  
PEZ 9 Fields New Road, Chadderton

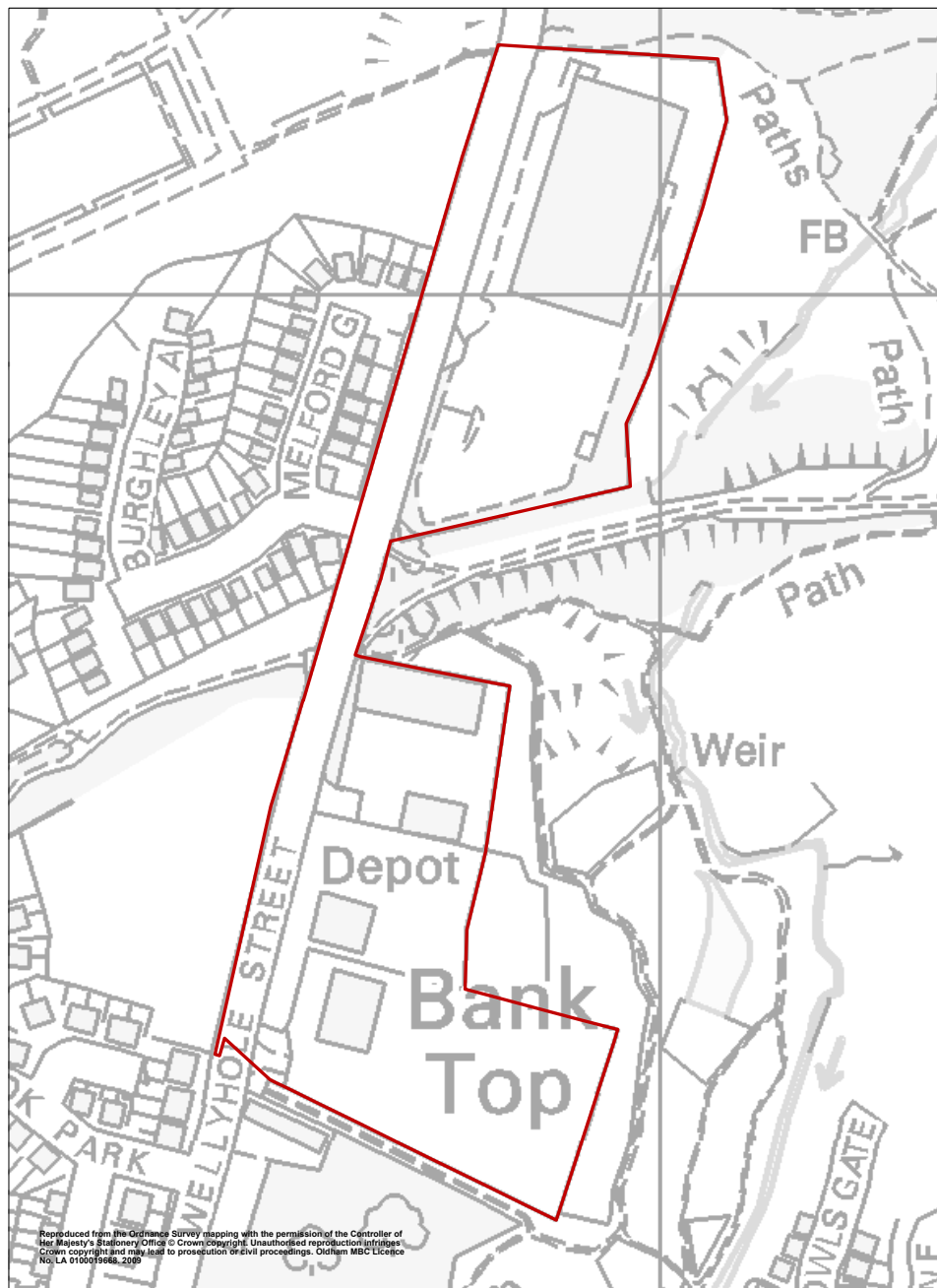






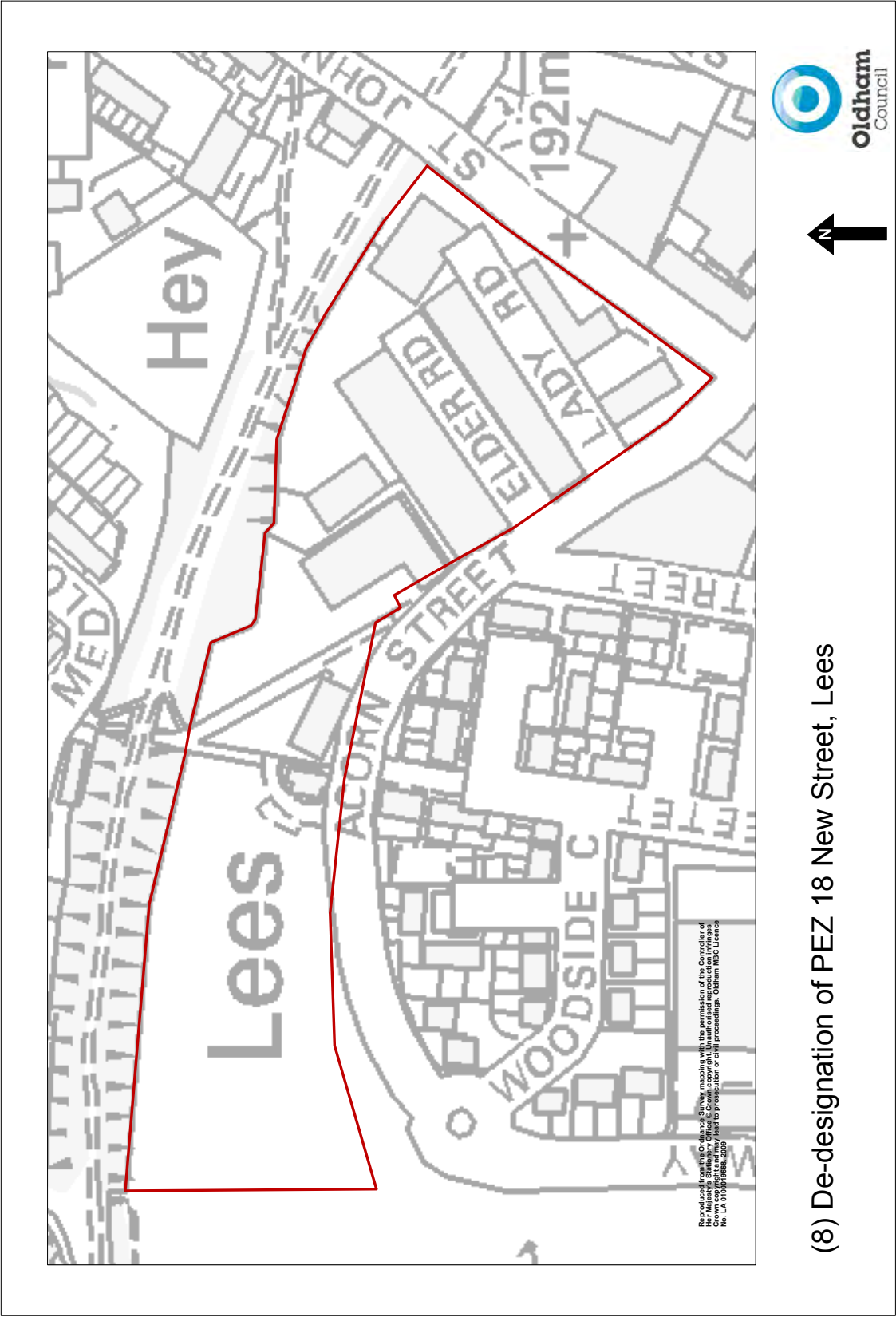
(6) De-designation of  
PEZ 14 Copster Hill, Oldham

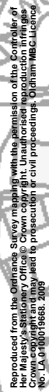




(7) De-designation of  
PEZ 17 Wellyhole Street, Lees







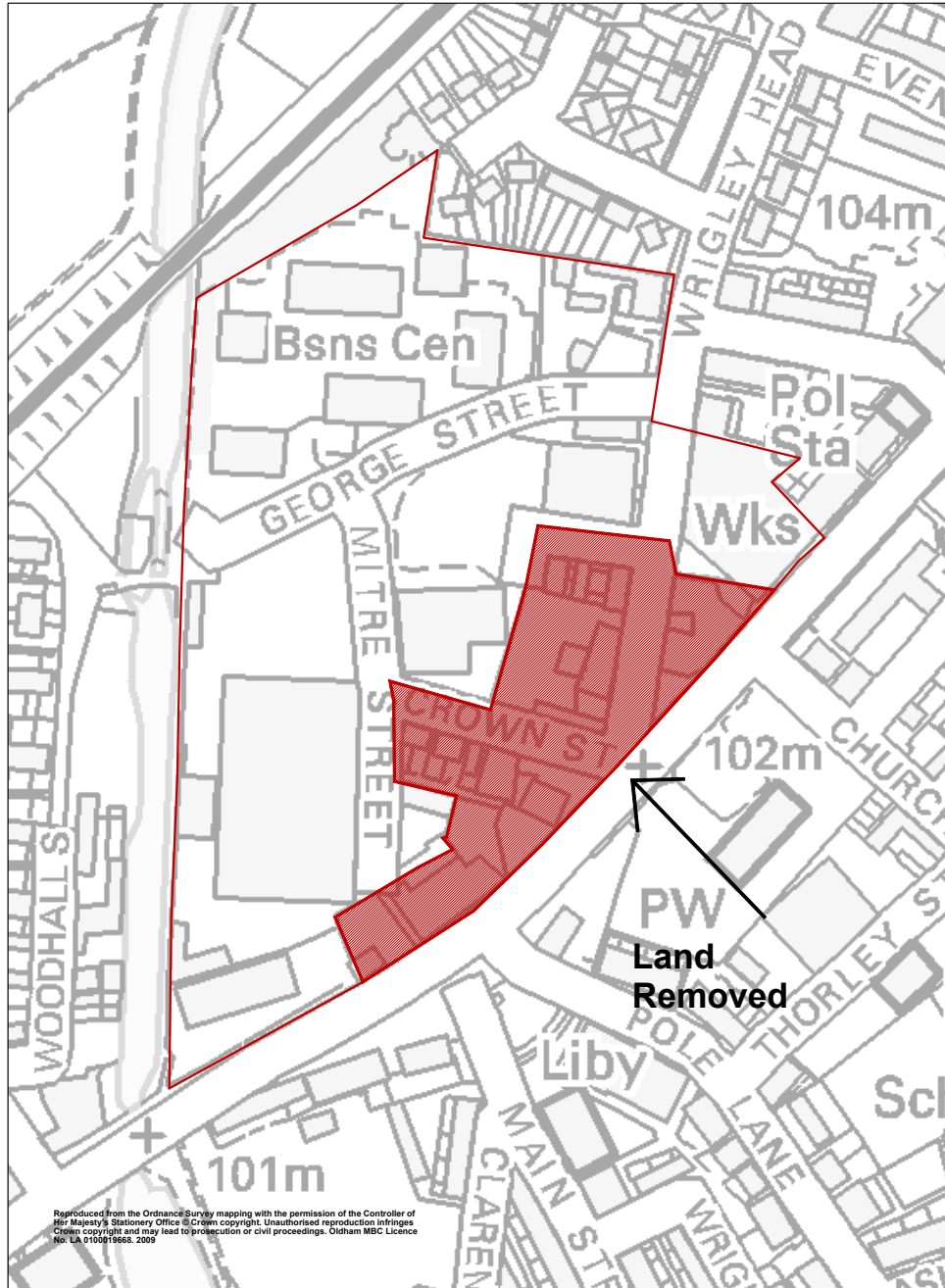
(9) De-designation of PEZ 19 Greenacres Road, Waterhead





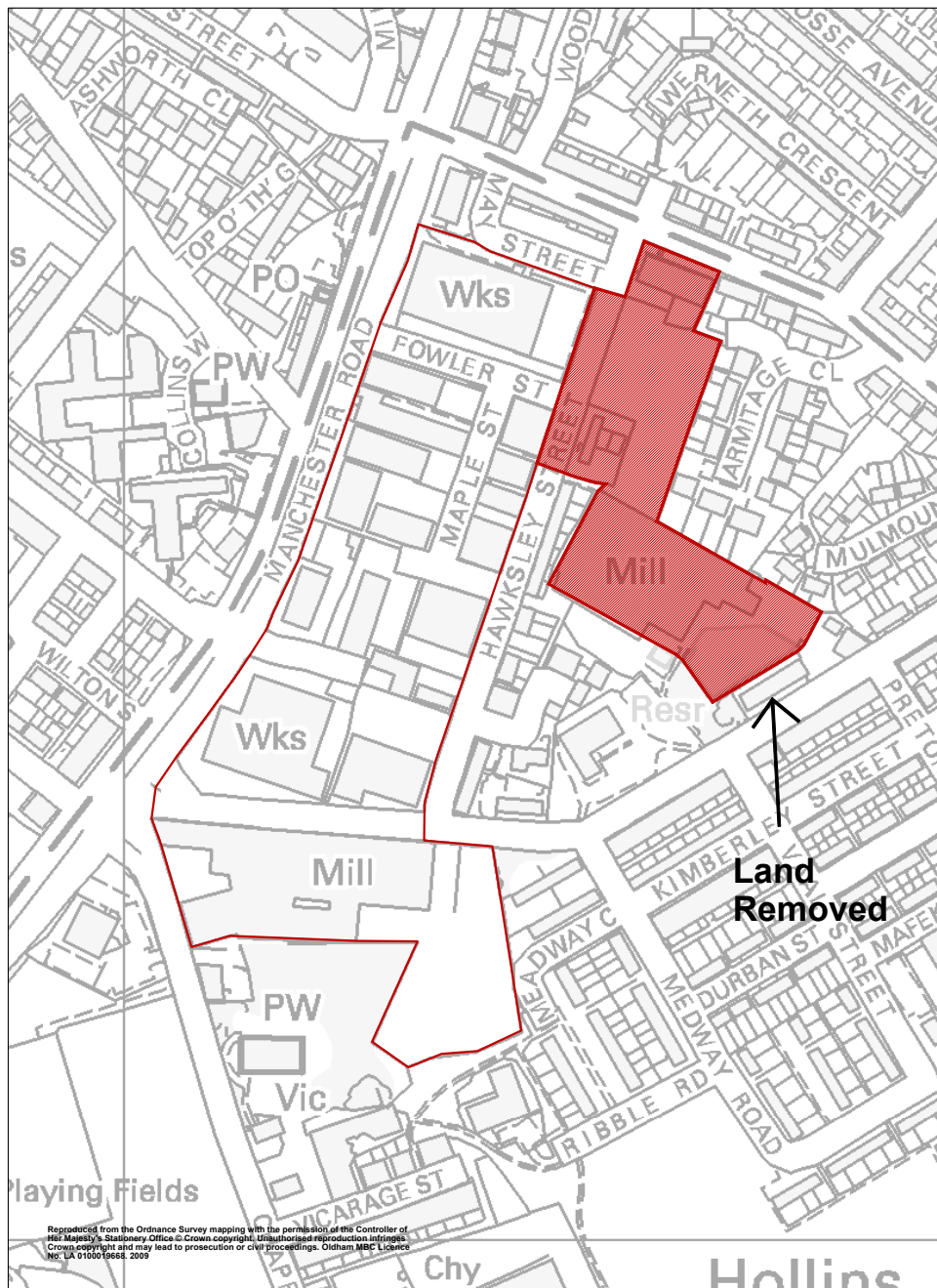
## (10) De-designation of PEZ 20 New Coin Street, Royton





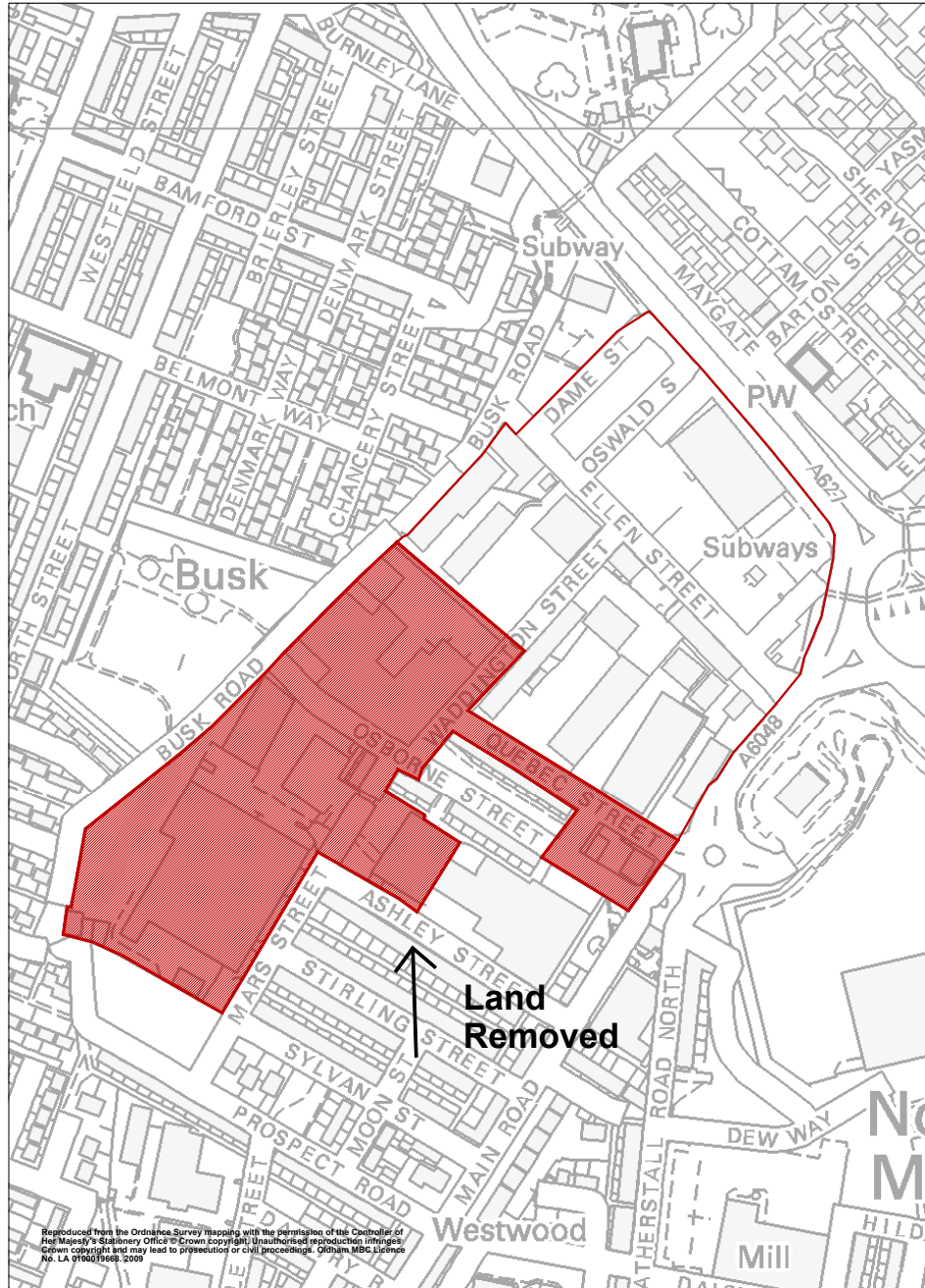
(11) Boundary Changes  
- BEA 1 Wrigley Street  
(formerly PEZ 3)





(12) Boundary Changes  
 - BEA 2 Hawksley Street, Hollinwood  
 (formerly PEZ 6)

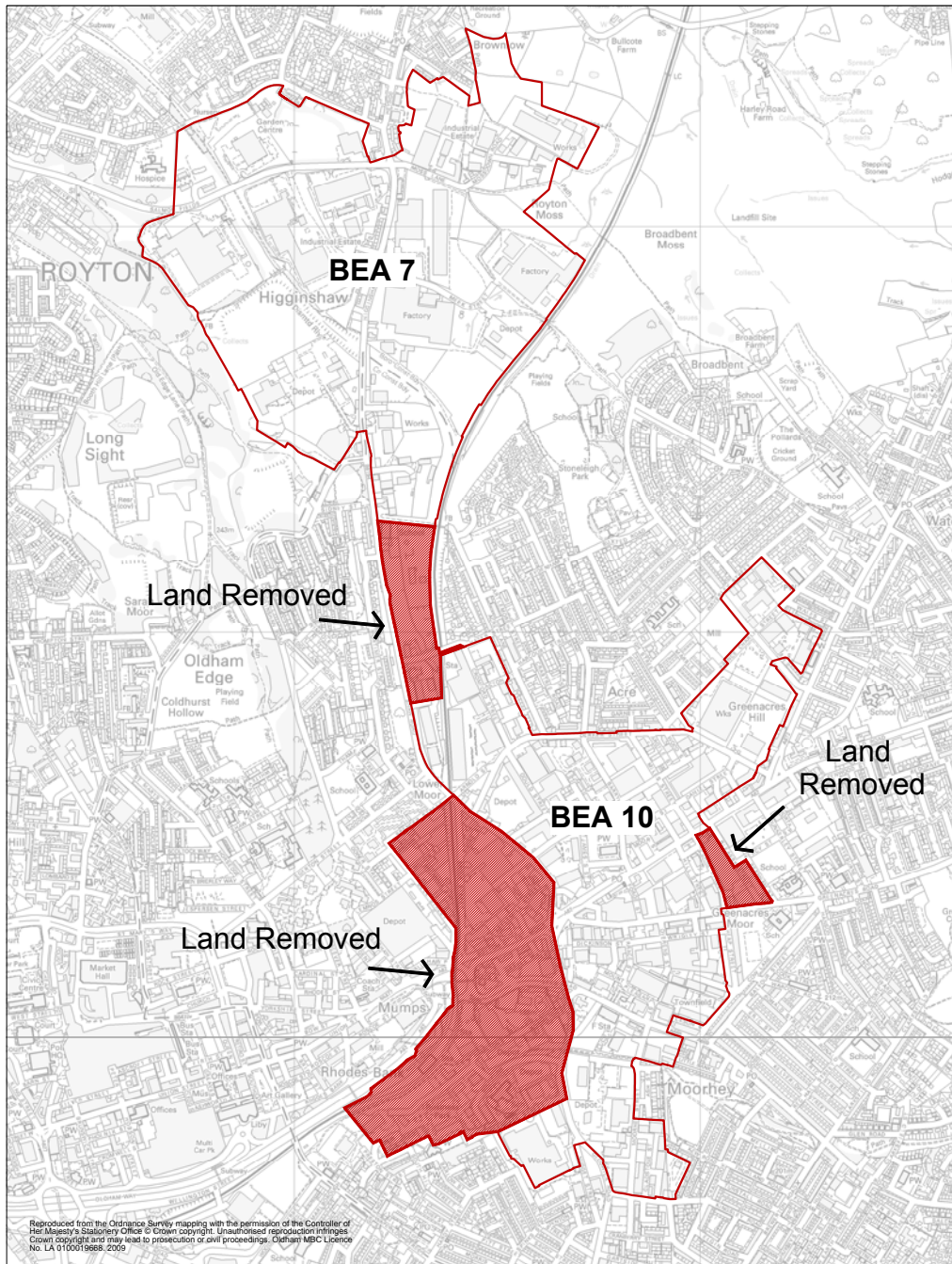




(13) Boundary Changes  
 - BEA 4 Busk, Coldhurst  
 (formerly PEZ 11)

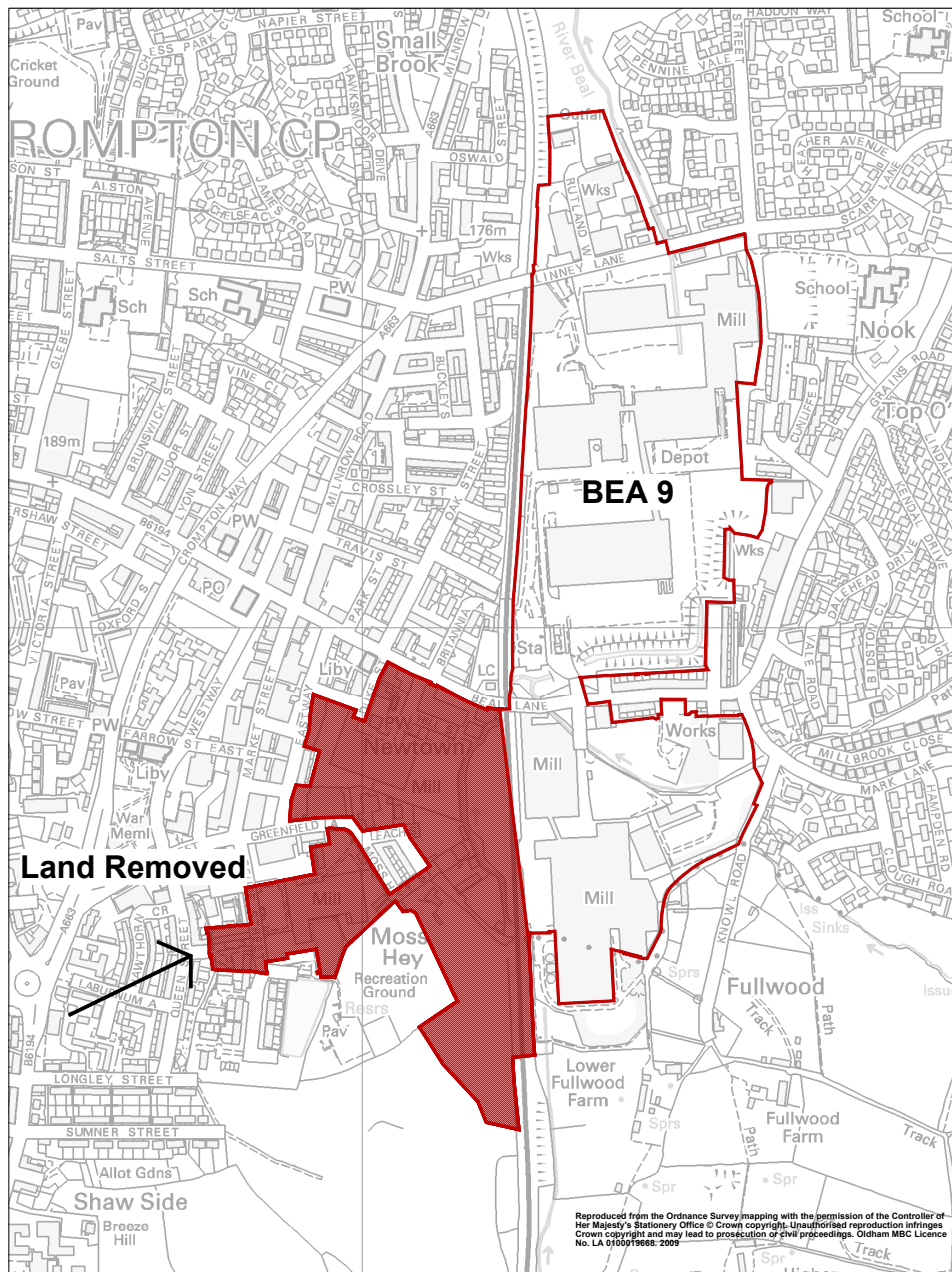






(14) Boundary Changes -  
BEA 7 Higginshaw & BEA 10  
Greenacres  
(formerly PEZ 16)





(15) Boundary Changes -  
BEA 9 Shaw (formerly PEZ 22)





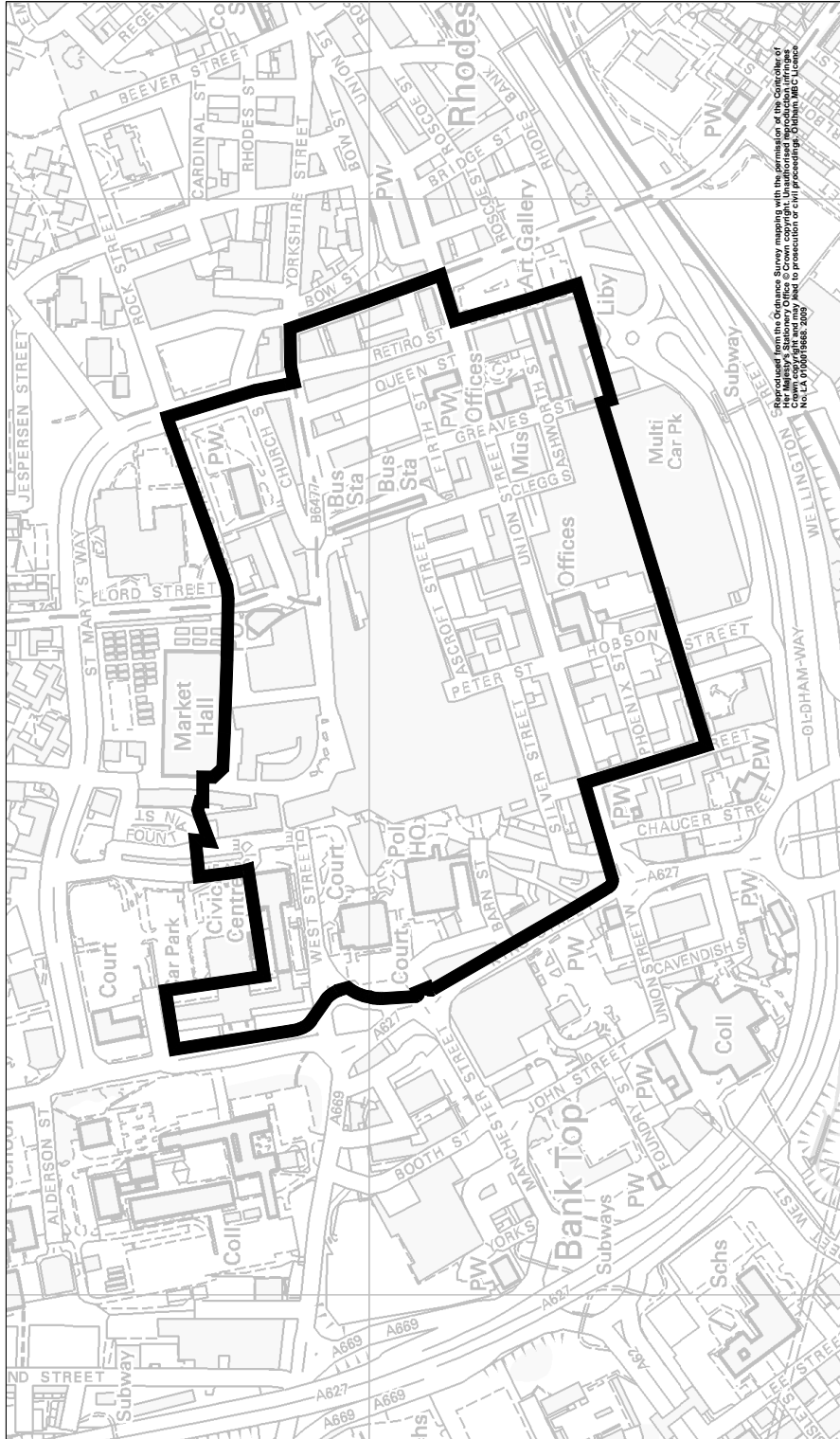




**Oldham**  
Council

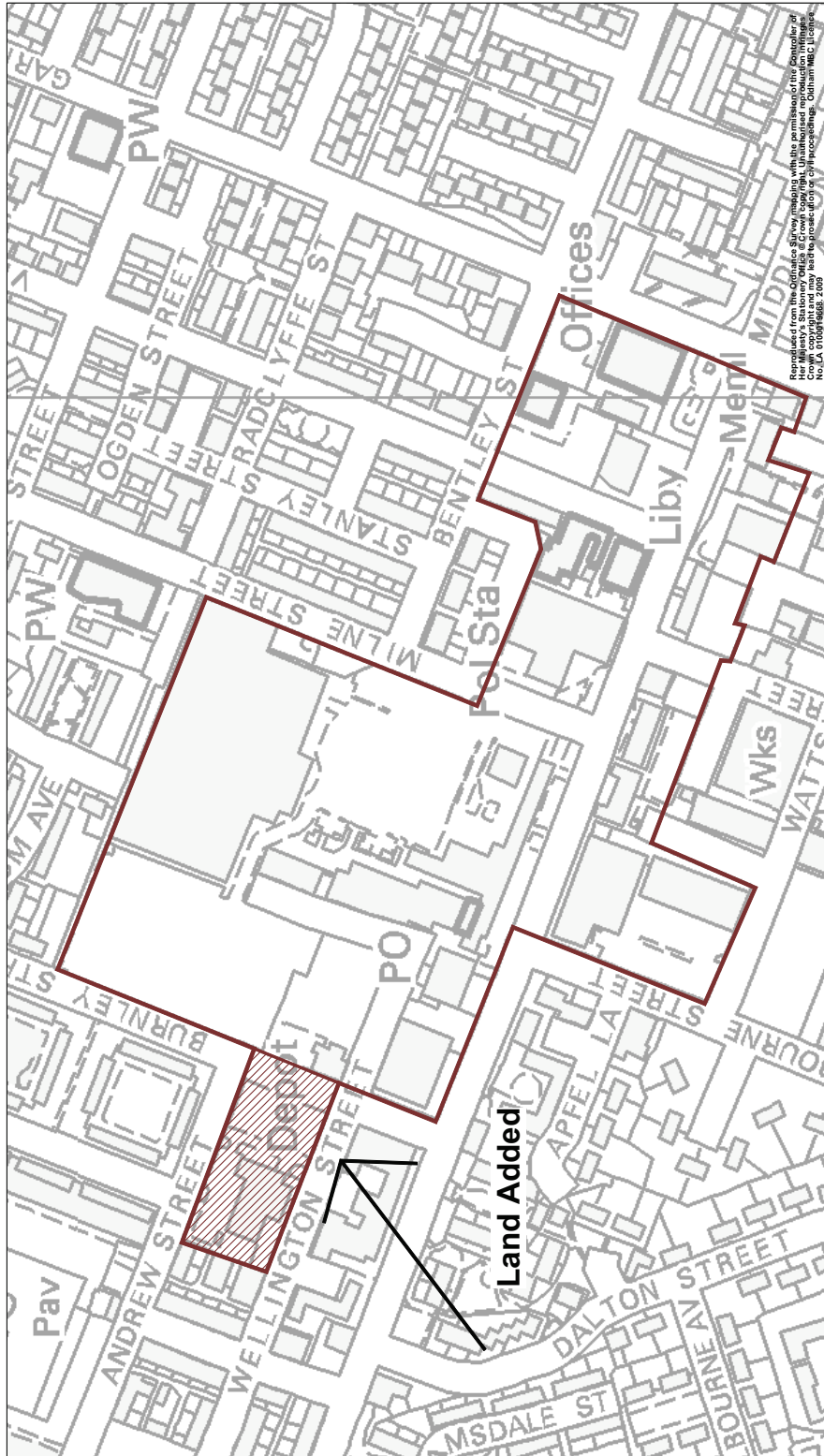






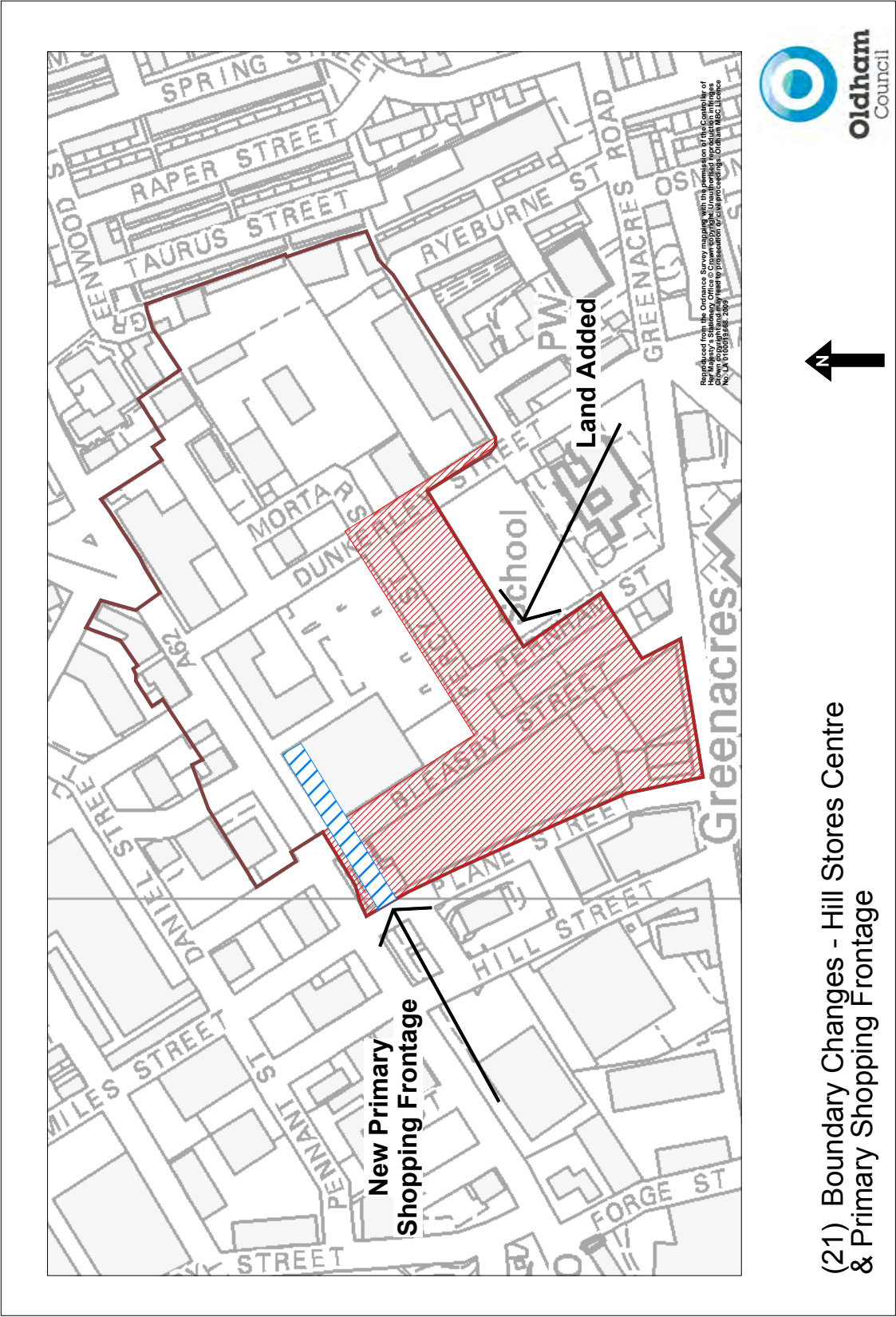
(19) De-designation - Oldham Town Centre Car Parking - Restricted Zone

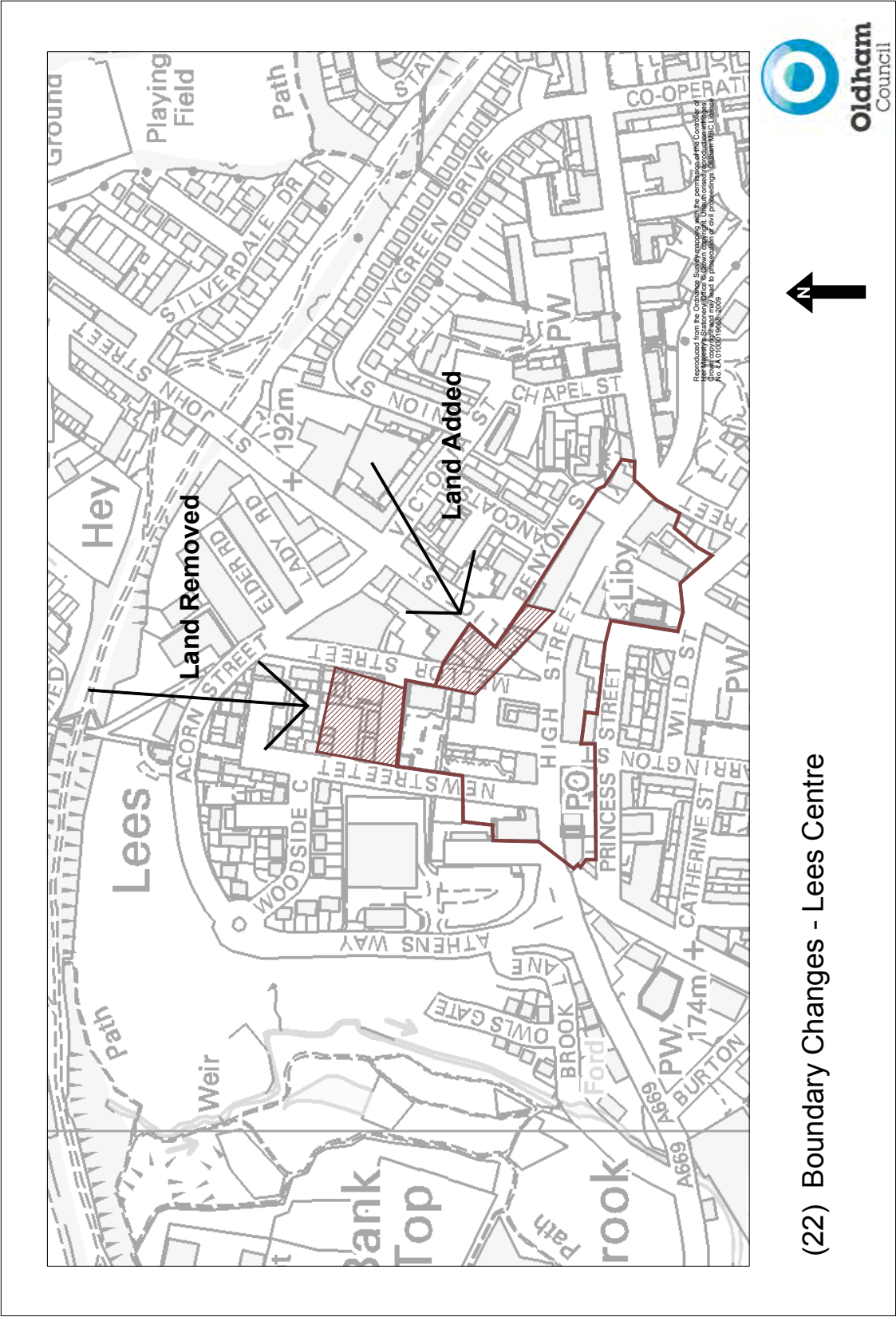




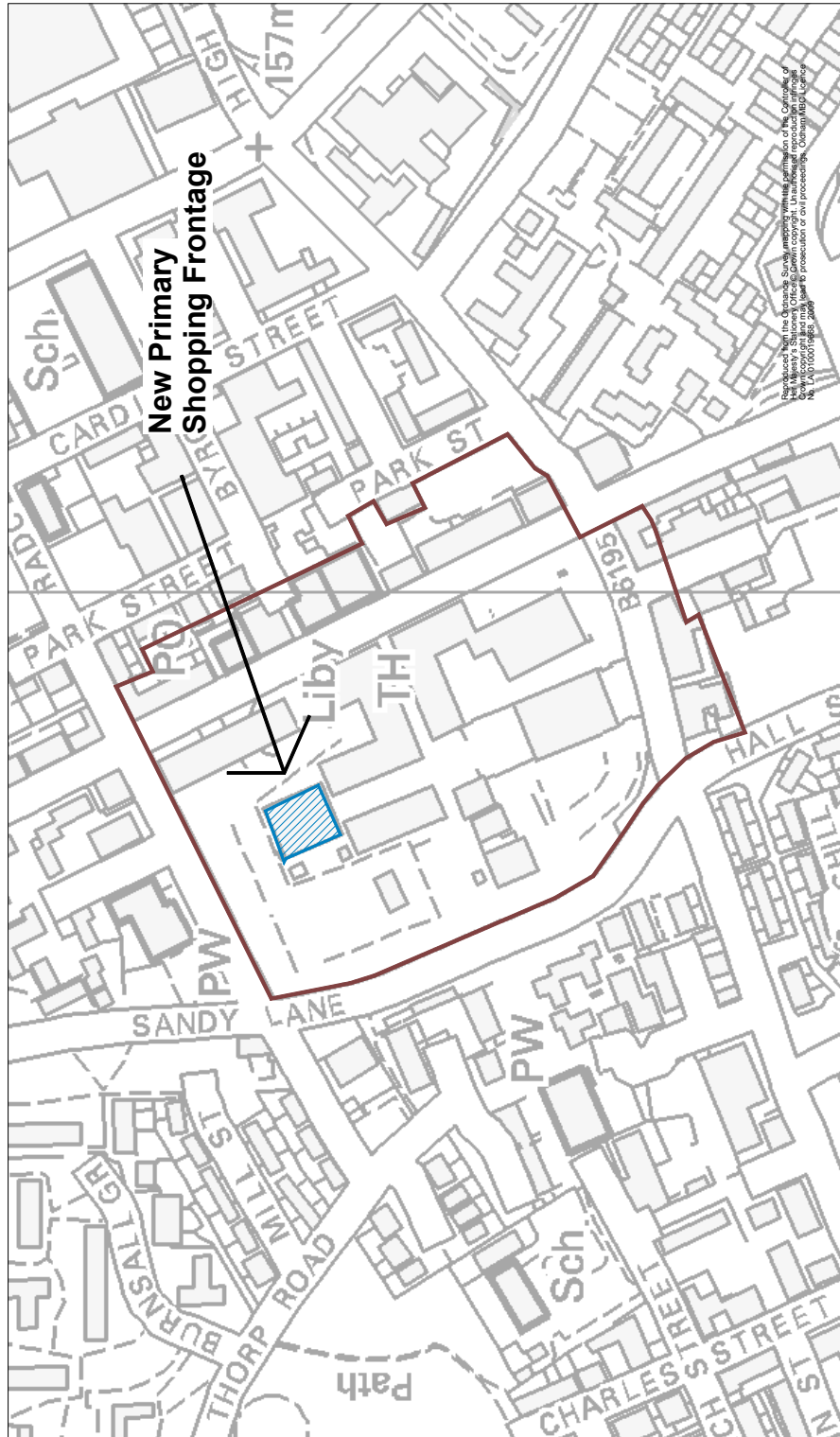
(20) Boundary Change - Chadderton Centre





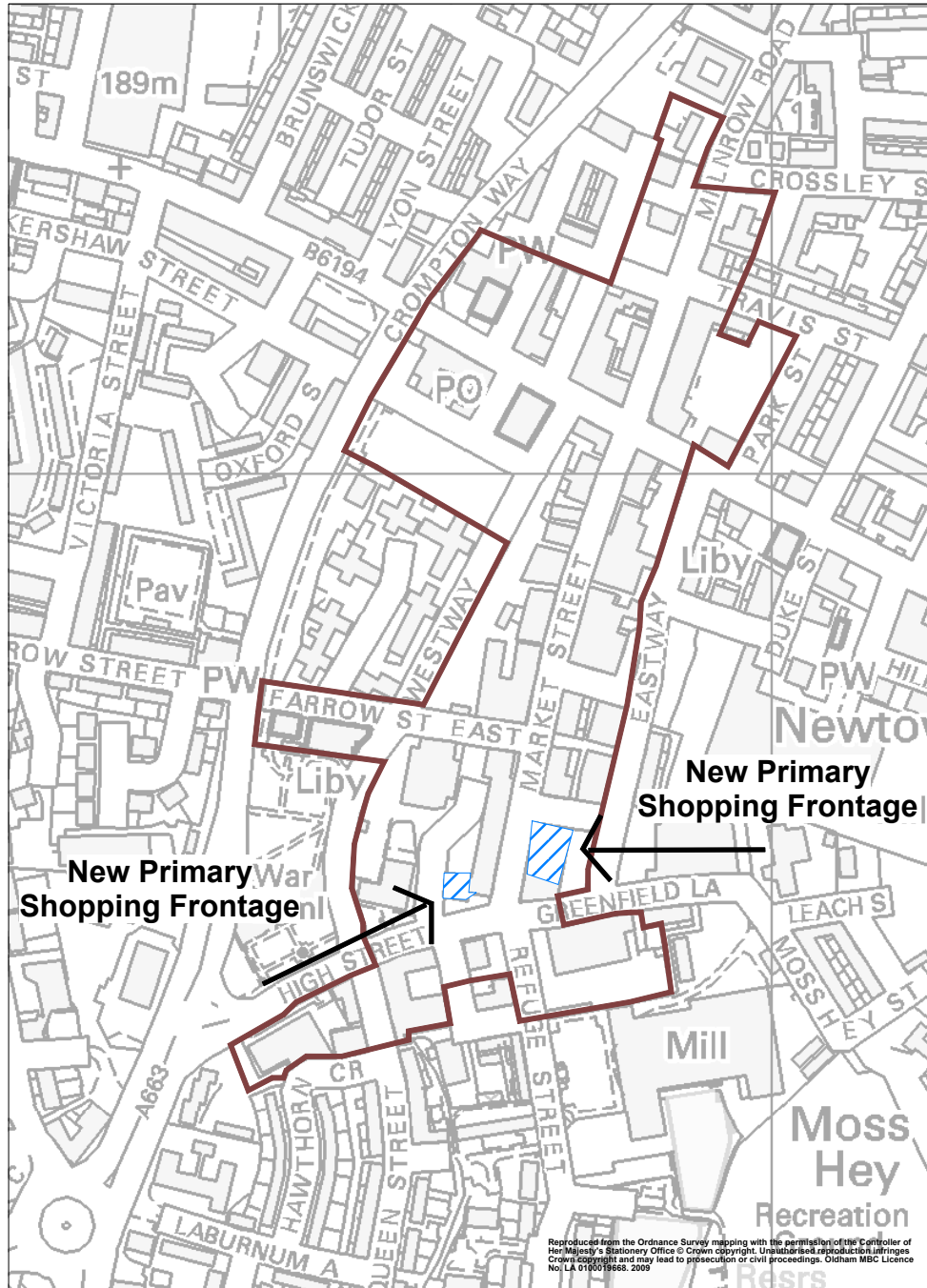


(22) Boundary Changes - Lees Centre



(23) Boundary Change - Royton Primary Shopping Frontage

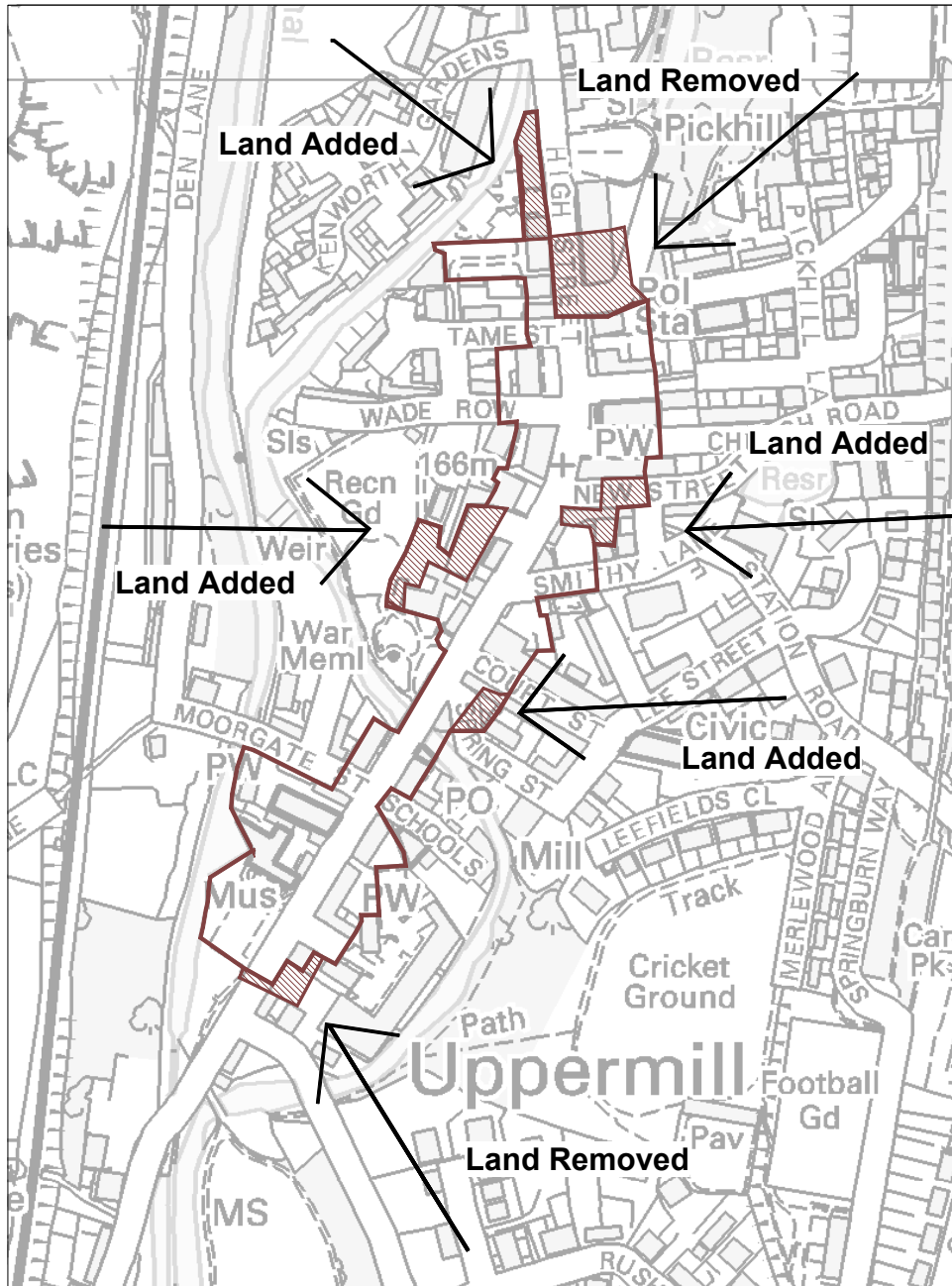




(24) Boundary Changes -  
Shaw Primary Shopping Frontage

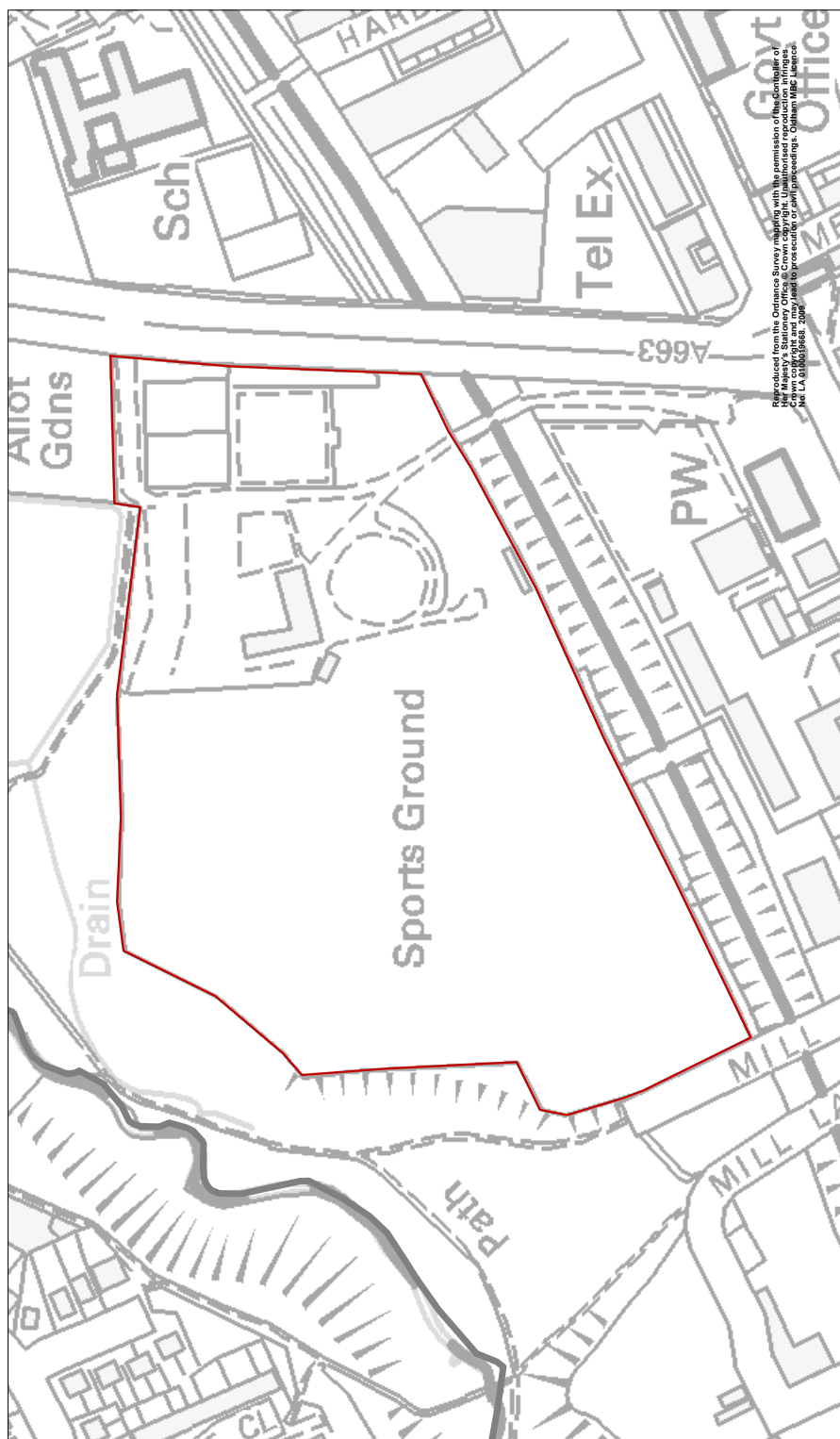






(25) Boundary Changes -  
Uppermill Centre



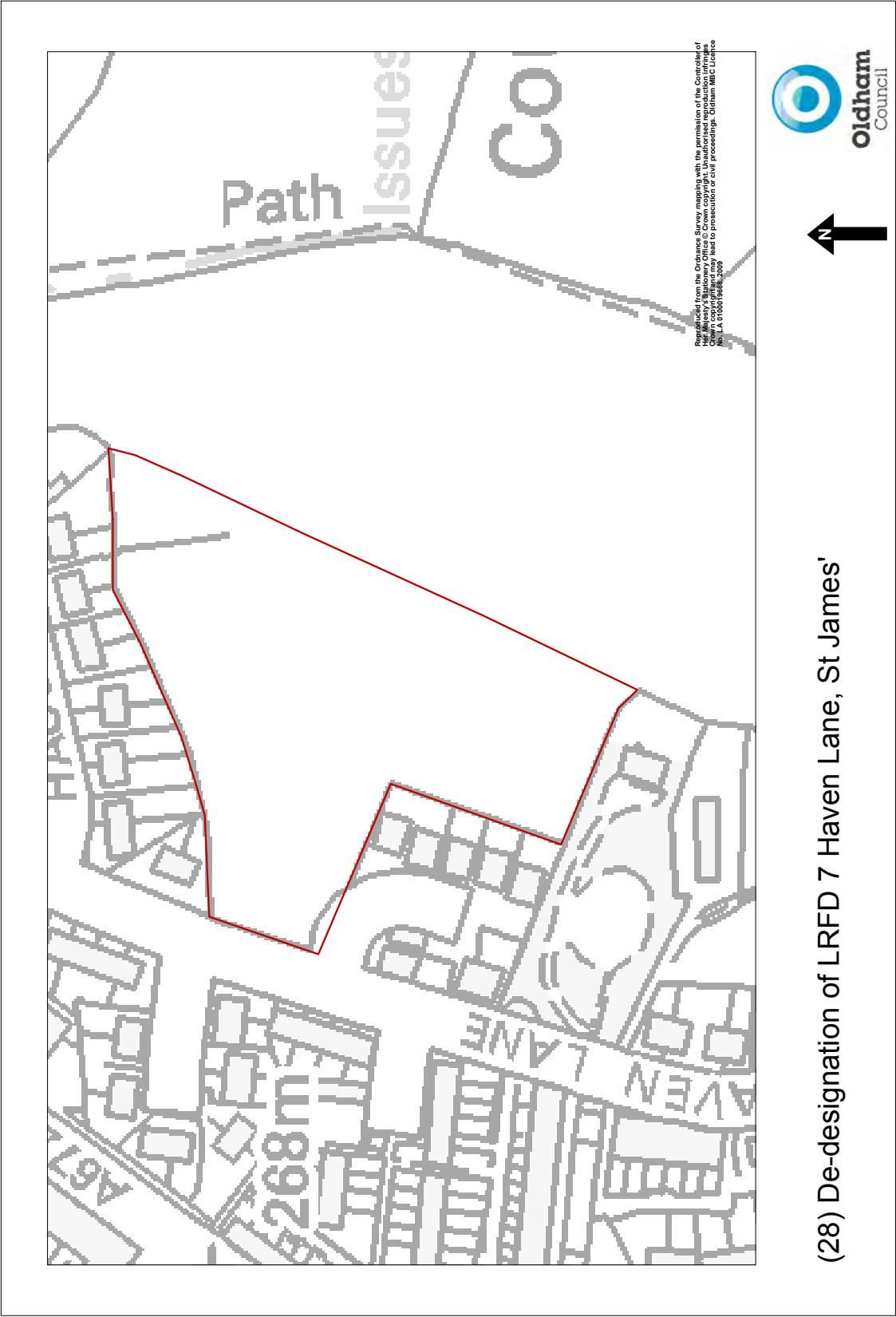


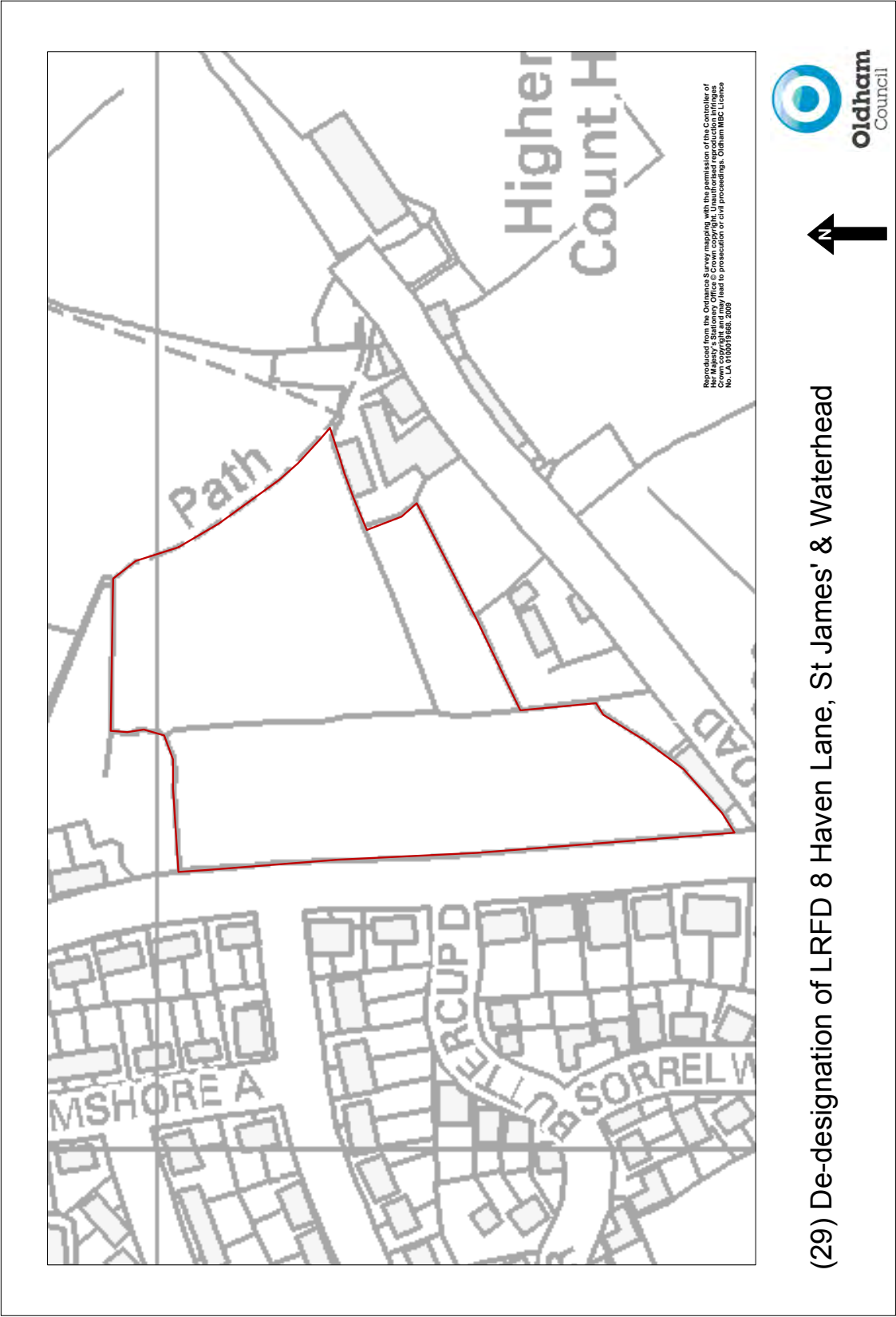
(26) De-designation of LRFD 5 Lancaster Sports Club, Failsworth

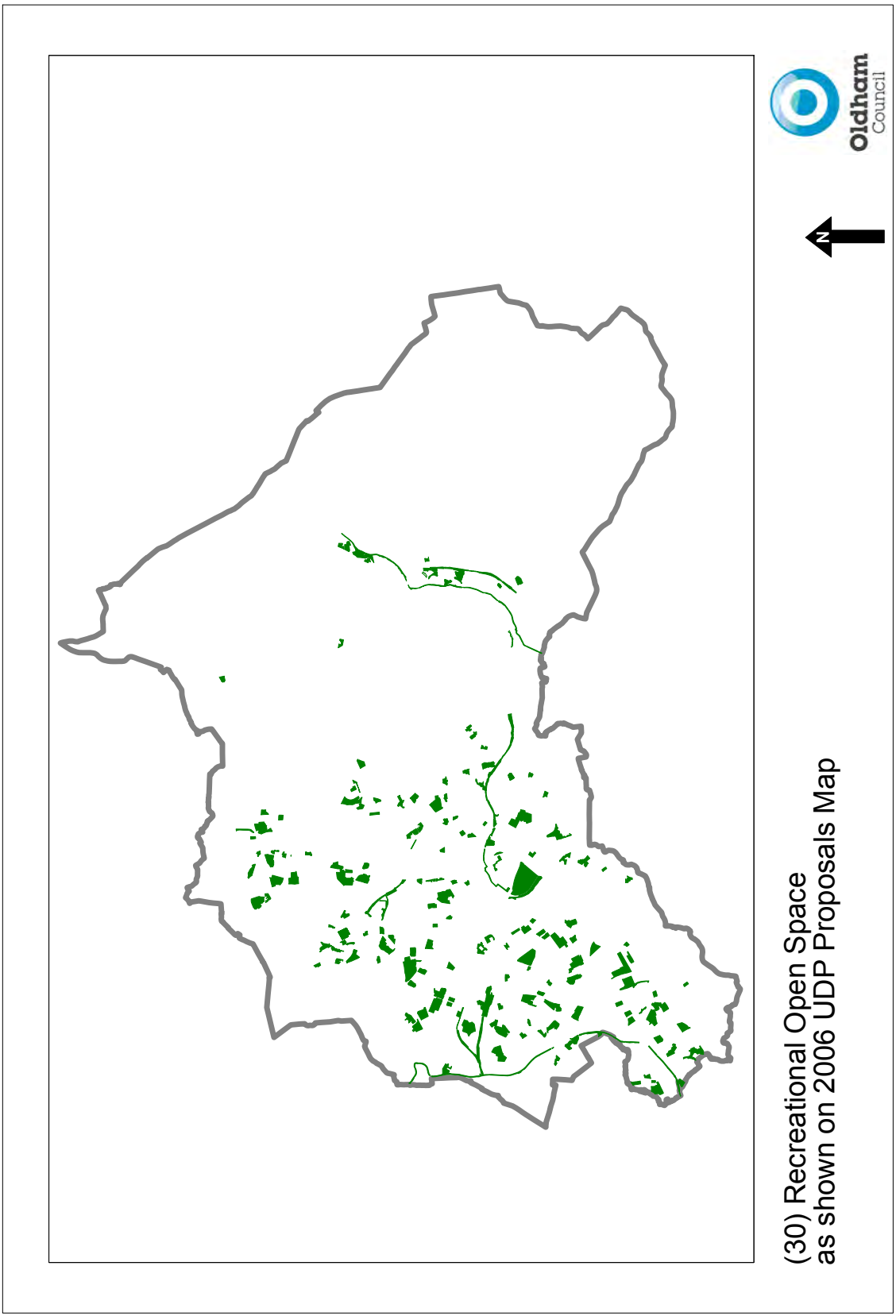


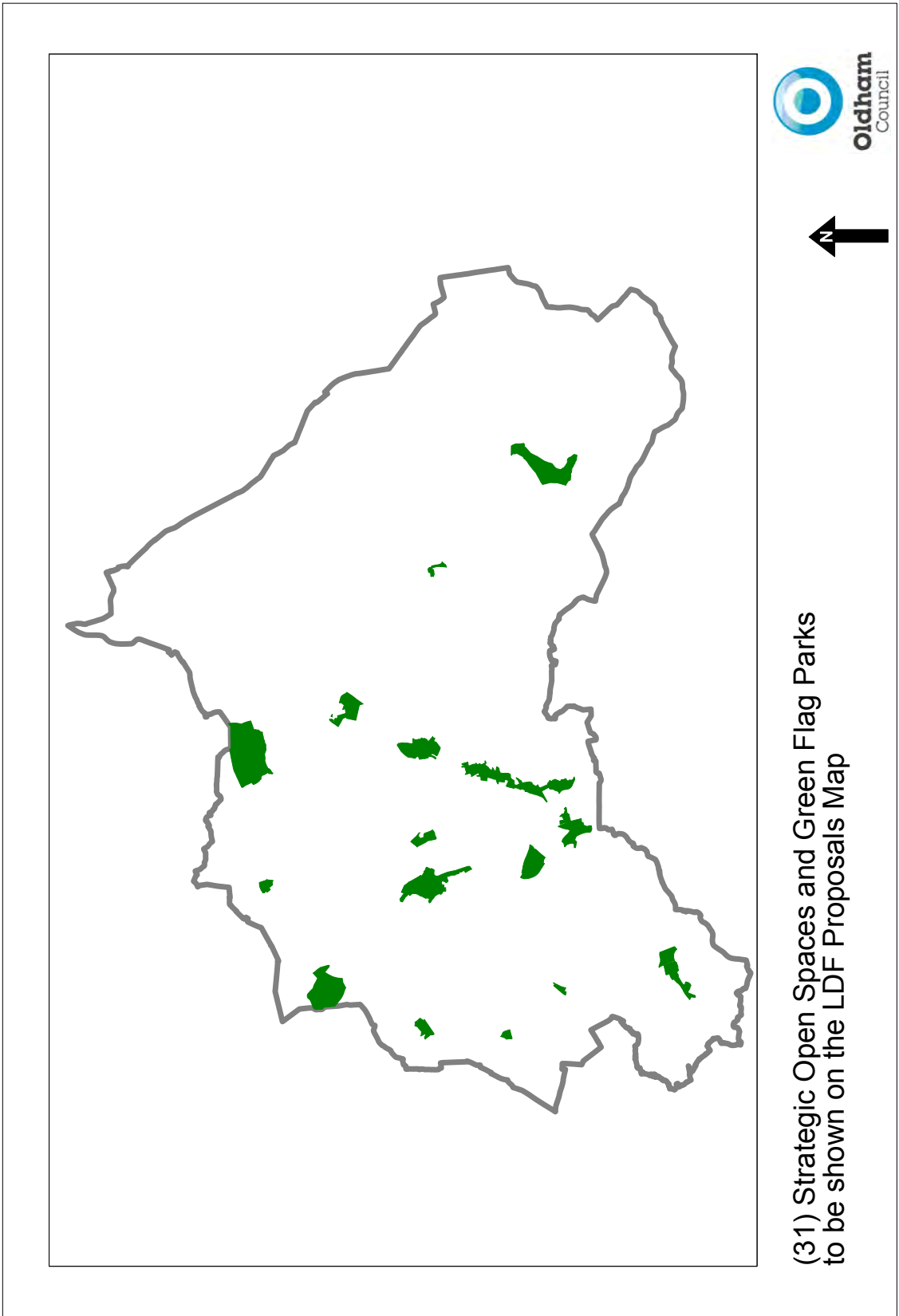


(27) De-designation of LRFD 6 Warren Lane, Alexandra

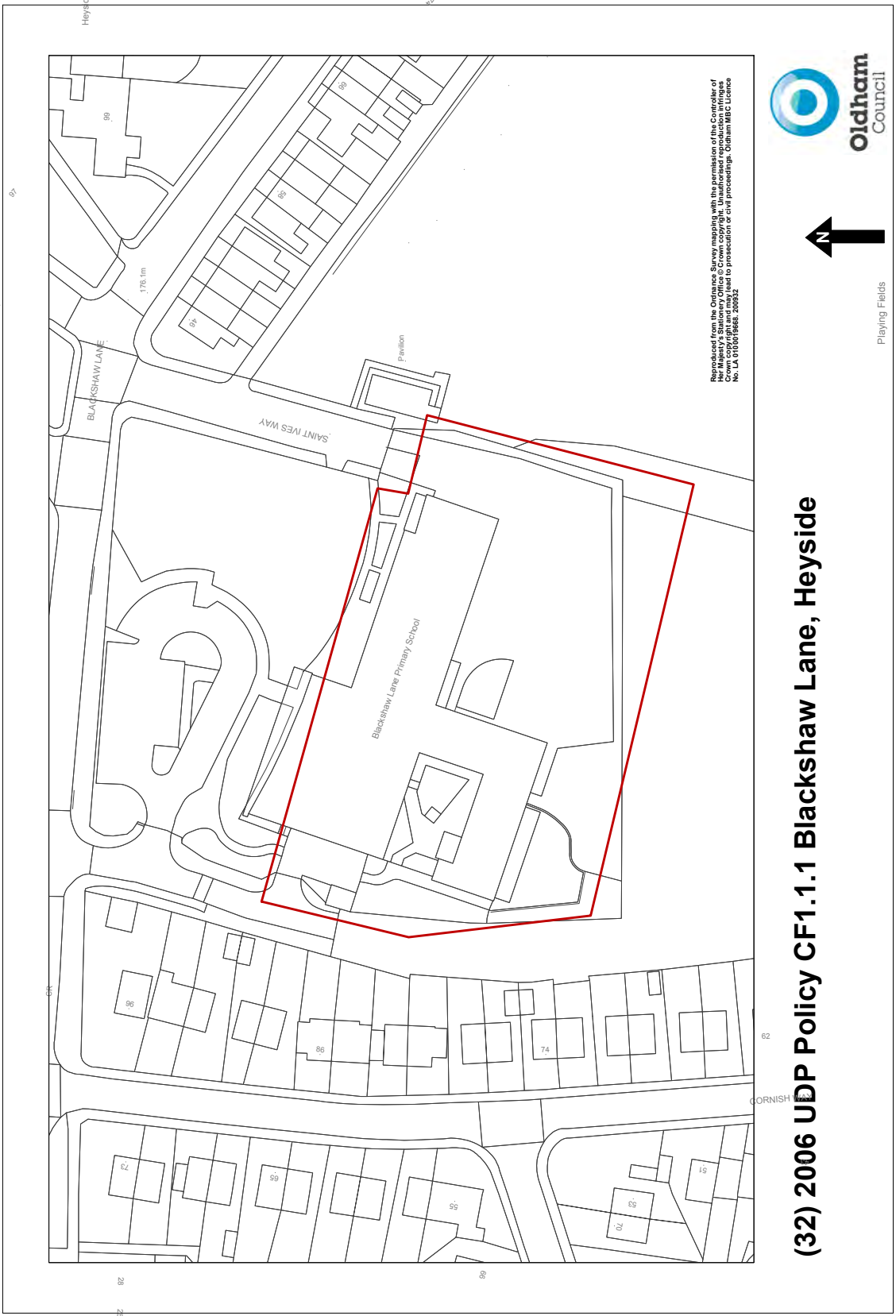




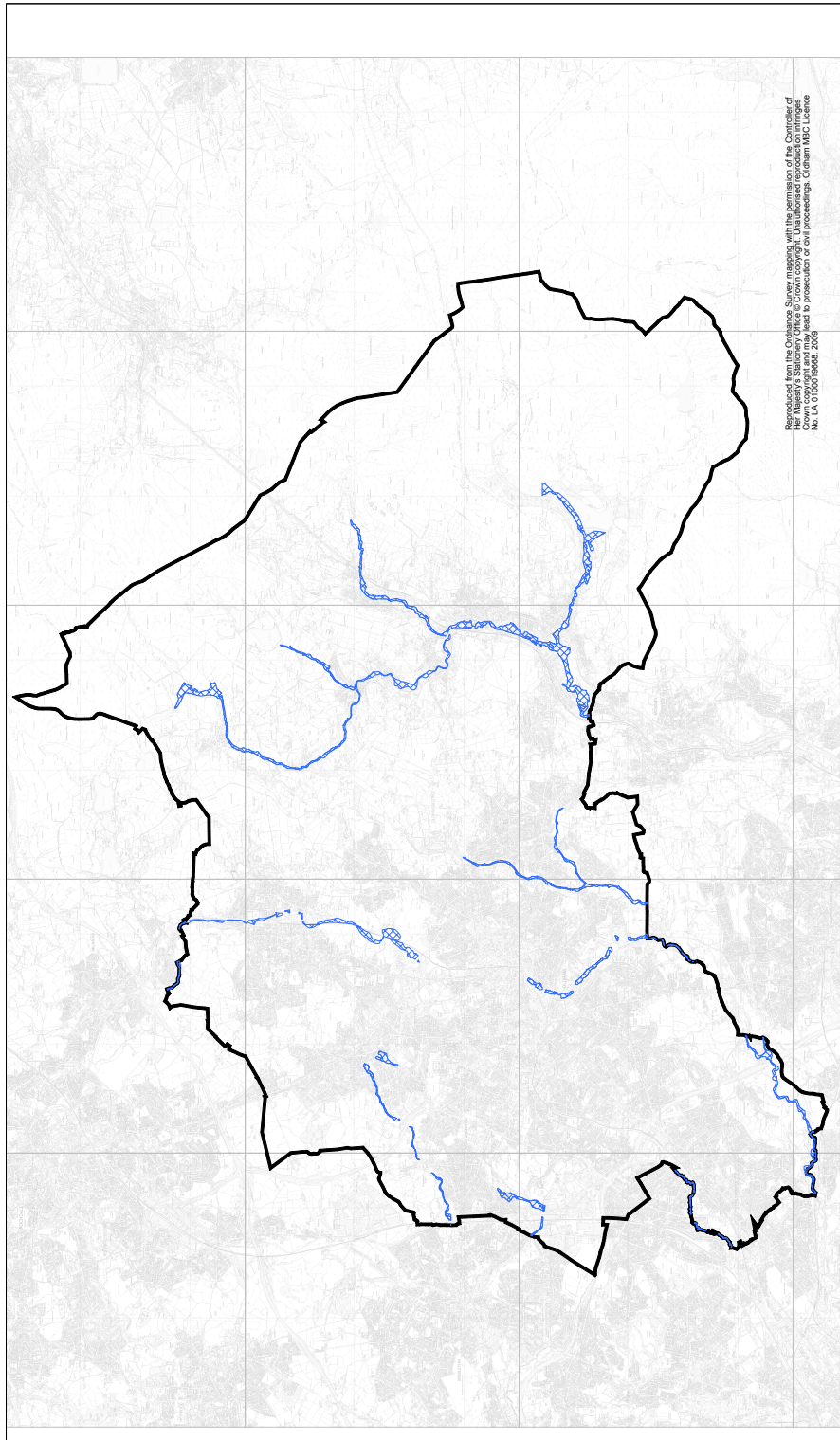












**(34) Flood Zone as shown on 2006 UDP Proposals Map**