Oldham Local Development Framework

Background Paper - Communities

Oldham
Council

1 INTRODUCTION

WHAT IS THE JOINT CORE STRATEGY AND DEVELOPMENT MANAGEMENT POLICIES DEVELOPMENT PLAN DOCUMENT?

1.1   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`.

ABOUT THE BACKGROUND PAPER

1.2   This background paper forms part of the evidence base of the joint DPD in relation to communities.

1.3   The Communities background paper looks at national and local guidance and the evidence base for community cohesion, community facilities, health and well-being, education and skills, design, local environmental quality and amenity and local services and facilities. It describes the formation of the following policies.

   a.   Policy 1 Climate Change and Sustainable Development
   b.   Policy 2 Communities
   c.   Policy 9 Local Environment
   d.   Policy 16 Local Services and Facilities
   e.   Policy 20 Design

1.4   The background paper provides a summary of the impact of these policies from each supporting assessment - Sustainability Appraisal (SA), Habitats Regulations Assessment (HRA) and Equalities Impact Assessment (EqIA). We have also set out how each policy will be delivered and monitored.

1.5   The background paper includes a section on Policy 25 'Developer Contributions' including how it is effective and justified in line with Planning Policy Statement 12 'Local Spatial Planning' (PPS12).

MAIN ISSUES AND CHALLENGES

1.6   The main issues and challenges in relation to communities are:

   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.   Adapting and mitigating to climate change and promoting sustainable development.
   d.   Securing energy conservation and efficiency and use of renewabel energy, and low carbon developments.
   e.   Ensuring high quality design and sustainable construction of developments.
   f.   Promoting community cohesion.
   g.   Reducing crime and the fear of crime, and promoting community safety.

h. Protecting people's amenity and local environmental quality.

i. Make Oldham an address of choice.

j. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.

k. Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.

l. Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.

m. Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

1.7 This background paper explains how we have addressed these issues through the joint DPD.

2 CONTEXT

NATIONAL

Planning Policy Statements

Planning Policy Statement 1 'Delivering Sustainable Development' (PPS1), DCLG, 2005

2.1 PPS1 highlights 'sustainable development' as the core principle underpinning planning and states that "at the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations".[1]

2.2 PPS1 identifies the Government's commitment to developing sustainable, cohesive communities that meet the diverse needs of all people in the community now and in the future. The PPS states that development plan policies should:

    a. "Ensure that the impact of development on that social fabric of communities is considered and taken into account;

    b. Seek to reduce social inequalities;

    c. Address accessibility (both in terms of location and physical access) for all members of the community to jobs, health, housing, education, shops, leisure and community facilities;

    d. Take into account the needs of all the community, including particular requirements relating to age, sex, ethnic background, religion, disability or income;

    e. Deliver safe, healthy and attractive places to live; and

    f. Support the promotion of health and well being by making provision for physical activity".[2]

2.3 PPS1 emphasises the importance of 'high quality and inclusive design', stating that good design should:

    a. "address the conditions between people and places by considering the needs of people to access jobs and key services;

    b. Be integrated into the existing urban form and natural and built environments;

    c. Be an integral part of the processes for ensuring successful, safe and inclusive villages, towns and cities;

    d. Create an environment where everyone can access and benefit from the full range of opportunities available to members of society; and

    e. Consider the direct and indirect impacts on the natural environment".[3]

Planning Policy Statement 3 'Housing' (PPS3), DCLG, 2010

2.4 PPS3 details the importance of good design in creating high quality housing and sustainable communities. The PPS states that when assessing design quality, it should be considered whether a proposed development:

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1   Planning Policy Statement 1 'Delivering Sustainable Development' (PPS1), page 2, paragraph 3, DCLG, 2005

2   Planning Policy Statement 1 'Delivering Sustainable Development' (PPS1), page 17, paragraph 16, DCLG, 2005

3   Planning Policy Statement 1 'Delivering Sustainable Development' (PPS1), page 14, paragraph 35, DCLG, 2005

a. "Is easily accessible and well-connected to public transport and community facilities and services, and is well laid out so that all the space is used efficiently, is safe, accessible and user-friendly.

b. Provides, or enables good access to, community and green and open amenity and recreational space (including play space) as well as private outdoor space such as residential gardens, patios and balconies.

c. Is well integrated with, and complements, the neighbouring buildings and the local area more generally in terms of scale, density, layout and access.

d. Facilitates the efficient use of resources, during construction and in use, and seeks to adapt to and reduce the impact of, and on, climate change.

e. Takes a design-led approach to the provision of car-parking space, that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly.

f. Creates, or enhances, a distinctive character that relates well to the surroundings and supports a sense of local pride and civic identity.

g. Provides for the retention or re-establishment of the biodiversity within residential environments".[4]

Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4), DCLG, December 2009

2.5 PPS4 applies to different levels of centres including local centres. Local centres can include a range of small shops of a local nature, serving a small catchment. PPS4 suggests that local centres may include, amongst other shops, "a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette. In rural areas, large villages may perform the role of a local centre".[5]

2.6 PPS4 identifies the need for local planning authorities to reduce the need to travel through sustainable patterns of development and promote the vitality and viability of centres as important places for communities with services to meet the needs of all.[6]

2.7 With regards to applications that could affect shops and services in local centres and villages, PSS4 states that planning authorities should: take account of the importance of the facilities to the community; protect existing facilities; respond positively to applications for the conversion or extension of shops which should improve the viability of the facility; and respond positively to applications to farm shops where appropriate.[7]

Planning Policy Guidance 13 'Transport' (PPG13), ODPM, 2001

2.8 PPG13 states that "our quality of life depends on transport and easy access to jobs, shopping, leisure facilities and services; we need a safe, efficient and integrated transport system to support a strong and prosperous economy".[8] PPG13 emphasises the importance of developing new housing and community facilities and services in

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4 Planning Policy Statement 3 'Housing' (PPS3), page 8, paragraph 16, DCLG, 2010
5 Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4), page 25, DCLG, 2009
6 Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4), page 3, paragraph 10, DCLG, 2009
7 Planning Policy Statement 4 'Planning for Sustainable Economic Growth' (PPS4), page 19, DCLG, 2009
8 Planning Policy Guidance 13 'Transport' (PPG13), paragraph 1, ODPM, 2001

locations that reduce the need to travel and encourage cycling. PPG13 identifies the need to develop locate health and education facilities "so as to maximise their accessibility by public transport, walking and cycling".[9]

2.9 The objectives of PPG13 are to:

a. "Promote more sustainable transport choices for both people and for moving freight;
b. Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
c. Reduce the need to travel, especially by car".[10]

Securing the Future - UK Development Strategy, Defra, 2005

2.10 The Strategy developed a 'purpose' statement which was agreed should create an image of what things should look like if we achieved sustainable development. The 'purpose' stated that sustainable development in the UK would "be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment; and a just society that promotes social inclusion, sustainable communities and personal wellbeing".[11]

2.11 The guiding principles of the Strategy identify the need to ensure a strong, healthy and just society that meets the diverse needs of all the whole community, promotes wellbeing, social cohesion and inclusion and which creates equal opportunities for all.[12]

Building for Life, Delivering great places to live: 20 questions you need to answer, CABE on behalf of Building for Life Partnership, 2008

2.12 The 20 Building for Life questions were established to ensure that new housing met the requirements of PPS3. The questions assess a number of factors including:

a. Whether the development provides or is close to community facilities and local services such as schools, play areas and local shops.
b. The public transport accessibility of the development.
c. The character of the development.
d. The quality and safety of the streetscape.
e. The design of buildings and public spaces and there relationship with each other.[13]

Delivering Quality Places, Urban Design Compendium 2, English Partnerships and The Housing Corporation, 2007

9   Planning Policy Guidance 13 'Transport' (PPG13), paragraph 38, ODPM, 2001
10   Planning Policy Guidance 13 'Transport' (PPG13), paragraph 38, DCLG, 2001
11   Securing the Future - UK Development Strategy, page 16, Defra, 2005
12   Securing the Future - UK Development Strategy, page 16, Defra, 2005
13   Building for Life, Delivering great places to live: 20 questions you need to answer, CABE on behalf of Building for Life Partnership, 2008

2.13 The Compendium provides guidance on the steps that can be taken through the development process to ensure that we create quality places.[14] The Compendium links good design to the creation of socially, environmentally and economically sustainable places and provides guidance on how to achieve such good design.[15]

GREATER MANCHESTER

Multi Area Agreement (MAA), AGMA, 2008

2.14 The MAA identifies economic disparity across Greater Manchester with large areas experiencing significant problems of worklessness whilst the area as a whole has a strong economic performance.[16]

2.15 The MAA aims to bring significant gains to the economic performance of Greater Manchester which in turn would improve quality of life and contribute to building "safer, stronger and more prosperous communities".[17]

2.16 The MAA sets out a number of shared priorities called building blocks. These are to develop a Greater Manchester Strategic Plan; reduce worklessness; strengthen the skills offer; achieving more for 14 to 19 year olds; accelerating business expansion to general growth; enhancing investment and innovation; ensuring Greater Manchester's critical infrastructure will sustain economic growth and meeting the housing needs of a competitive sub-region.[18]

Prosperity for all: Greater Manchester Strategy, AGMA, 2009

2.17 The Strategy aims to ensure that by 2020 Greater Manchester will have achieved a "new model for sustainable economic growth based around a more connected, talented and greener city region[19] where the prosperity secured is enjoyed by the many and not the few".[20]

2.18 The Strategy includes a number of strategic priorities one of which is the improvement of the early years experience, ensuring the delivery of a 'universal entitlement' for all preschool age children. Such an entitlement would involve health and development checks for both children and parents, particularly in deprived areas.[21]

2.19 The Strategy includes strategic priorities to create better life chances for all across Greater Manchester and to encourage a highly skilled population. Adult skills levels and children's educational attainment should be improved, particularly in deprived areas. The number of people with limiting illness who are unable to work due to ill health should be reduced and the quality of life in deprived areas should be improved through a reduction in levels of anti-social behaviour.[22]

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14   Delivering Quality Places, Urban Design Compendium 2, page 8, English Partnerships and The Housing Corporation, 2007
15   Delivering Quality Places, Urban Design Compendium 2, page 8, English Partnerships and The Housing Corporation, 2007
16   Multi Area Agreement (MAA), page 16, AGMA, 2008
17   Multil Area Agreement, (MAA), page 25, AGMA, 2008
18   Multi Area Agreement (MAA), page 37, AGMA, 2008
19   Now referred to as Greater Manchester
20   Prosperity for all: Greater Manchester Strategy, page 5, AGMA, 2009
21   Prosperity for all: Greater Manchester Strategy, AGMA, 2009
22   Prosperity for all: Greater Manchester Strategy, AGMA, 2009

2.20 The Strategy also includes a strategic priority to ensure a sense of place in the city region with a better quality of life, increased civic identity, social capital and wellbeing, greater levels of community cohesion and improved design quality and public realm.[23]

2.21 The Greater Manchester Spatial Framework is being prepared.

OLDHAM STUDIES/RESEARCH

Corporate Plan 2009-2013, Oldham Council, 2009

2.22 The Corporate Plan sets out the vision for the borough. The vision is translated through the following four corporate objectives:

a. "A confident place: with safe neighbourhoods and clean, green spaces for all to enjoy
b. A university town: with good education, learning and training to improve the skills and choices of our citizens
c. An address of choice: a healthy and active place, with suitable housing for all
d. Services of choice: quality services that provide value for citizens".[24]

Oldham Sustainable Community Strategy (SCS) for 2008 - 2020 and Local Area Agreement (LAA) for 2008-2011, Oldham Partnership, August 2008

2.23 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 cross cutting issues relating to 'A Cohesive Society', 'Community Engagement', 'Culture' and 'Sustainable Use of Resources' supplement the themes.[25]

Oldham and Rochdale Design Guide Supplementary Planning Document (SPD), Tibbaldsn Oldham Council, Rochdale Council and Oldham and Rochdale HMR Pathfinder, October 2007

2.24 The Design Guide SPD has been prepared in partnership with Oldham Council, Rochdale Metropolitan Borough Council, and the Oldham and Rochdale Housing Market Renewal Pathfinder, by Tibbalds Planning and Urban Design Ltd. The SPD expands local planning policy and sets design principles. The design principles identify what development should do to achieve design quality and include:

a. Character: *Enhancing identity and sense of place*
b. Safety and inclusion: *Ensuring places are safe, secure and welcoming for all*
c. Diversity: *Providing variety and choice*
d. Ease of movement: *Ensuring places that are easy to get to and move through*
e. Legibility: *Ensuring places can be easily understood*
f. Adaptability: *Anticipating the need for change*
g. Sustainability: *Minimise the impact on our environment*

23   Prosperity for all: Greater Manchester Strategy, AGMA, 2009
24   Corporate Plan 2009-2013, page 6, Oldham Council, 2009
25   Oldham Sustainable Community Strategy (SCS) for 2008 - 2020 and Local Area Agreement (LAA) for 2008-2011, page 7, Oldham Partnership, August 2008

h. Designing for future maintenance: *Designing buildings and spaces so that their quality can be maintained over time*

i. Good streets and spaces: *Creating places with attractive outdoor spaces*

j. Well designed buildings: *Constructing sustainable buildings appropriate to their function and context*[26]

Primary Capital Programme Strategy for Change: a programme of transformational change across the primary sector, Oldham Council, 2008

2.25 The Primary Capital Programme aims to achieve the following objectives in Oldham:

a. Ensure primary schools are central to the delivery of integrated and joined up services and wider community use

b. Improve educational outcomes

c. Support inclusion and further enhance provision for pupils with special educational needs

d. Support schools to achieve healthy school status and encourage initiatives which enable all communities to have access to indoor and outdoor facilities for play, sport and leisure

e. Increase participation in sports and physical exercise

f. Promote community cohesion

Oldham and Rochdale Economic and Skills Alliance Prospectus, ORESA, June 2009

2.26 The prospectus is the foundation of a conversation with the Homes and Communities Agency. It sets out the two boroughs' opportunities, achievements and challenges at the current time.

2.27 The vision of the prospectus is: "By 2020 Oldham and Rochdale will be thriving, playing a new and dynamic role in the world-class Manchester City Region.[27] Renewed economic prosperity will be supported by our transformed housing markets which will assist in creating sustainable, cohesive communities. The boroughs will be great places to live for existing and new residents. Residents will enjoy higher income levels, quality local facilities and an excellent quality of life with in our urban and rural areas".[28]

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26 Design Guide SPD, page 8, Oldham Council, October 2007
27 Now referred to as Greater Manchester
28 Oldham and Rochdale Economic and Skills Alliance Prospectus, page 7, ORESA, June 2009

3 THE LDF SO FAR

ISSUES SURVEY

3.1 As part of the preparation of the joint DPD, we undertook, during March/April 2007, an 'Issues Survey' as a first step in engaging with people in preparing the LDF. The survey asked 14 questions grouped around a range of broad themes (of safer and stronger communities; housing; economy and enterprise; children and young people; healthier communities; and environment) and two general questions.

ISSUES AND OPTIONS

Evidence Base

3.2 The relevant evidence base available at the time of 'Issues and Options' was:

    a.   National – Planing Policy Statement 1 'Delivering Sustainable Development' (PPS1)

    b.   Local – UDP and LDF Scoping Reports

3.3 During autumn/winter 2007 - 08, the council consulted on the 'Issues and Options' of the joint DPD. This document set out:

    a.   A spatial portrait – this set out key statistics and a description of key features that are distinctive to the borough

    b.   Key issues and challenges facing the borough

    c.   A vision for the future

    d.   A set of strategic objectives setting the future direction for the LDF

    e.   Three alternative options, or strategies, for directing future development

    f.   Topics that could be covered by core policies

    g.   Topics that could be covered by development management policies

PREFERRED OPTIONS

Evidence Base

3.4 The relevant evidence base available at the time of 'Preferred Options' was:

    a.   National – PPS1

    b.   Local – UDP and LDF Scoping Reports

3.5 During spring 2009 we consulted on the 'Preferred Options' of the joint DPD. This stage built upon work undertaken during 'Issues and Options' stage, the comments received during that consultation and emerging evidence base.

3.6 The 'Preferred Options' report set out:

    a.   A spatial portrait

    b.   A vision

    c.   A set of objectives setting the future direction for the LDF

    d.   The council's preferred way forward for directing future development

    e.   Policy directions for a range of topics

    f.   A monitoring and implementation framework

REFINING OPTIONS

Evidence Base

3.7 The relevant evidence base available at the time of 'Refining Options' was:

    a.   National – PPS1
    b.   Local – UDP and LDF Scoping Reports

3.8 During May / June 2010 we consulted on the 'Refining Options' stage of the joint DPD. The Refining Options stage summarised the main issues and key challenges facing the borough and revised the vision to make it more descriptive of the different places within the borough. The report sets out the final suite of policies including the supporting text.   The policies in the Refining Options have been separated into two parts: part one forms the Core Strategy which sets out the way forward for the LDF, and part two contains the development management policies on how the key elements of the LDF will be implemented. We also set out details of how the LDF will be delivered and monitored. The report was effectively the final plan to be published and submitted to the Planning Inspectorate for examination.

4 COMMUNITY COHESION

MAIN ISSUES AND CHALLENGES IN RELATION TO COMMUNITY COHESION

4.1 The main issues and challenges in relation to community cohesion are:

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. Adapting and mitigating to climate change and promoting sustainable development.
d. Ensuring high quality design and sustainable construction of developments.
e. Promoting community cohesion.
f. Reducing crime and the fear of crime, and promoting community safety.
g. Protecting people's amenity and local environmental quality.
h. Make Oldham an address of choice.
i. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
j. Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.
k. Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.
l. Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

OLDHAM'S APPROACH

ISSUES SURVEY

4.2 The 'Issues Survey' questioned whether people felt that planning policies could be effectively used as a means of fostering community cohesion through securing mixed use developments.[29] In response to this 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. Chadderton, St. Mary's and Werneth Community Councils were all 100% in agreement that planning can be effective in fostering community cohesion.[30]

4.3 A majority (57.7%) of overall respondents also agreed that a greater mix of housing tenures and types within new residential developments should be encouraged as a means of achieving more balanced communities. This rose to 100% for Alexandra, St. Mary's and Werneth Community Councils.[31]

ISSUES AND OPTIONS

4.4 The Issues and Challenges section looked at 'Community Cohesion'. The section identified the Community Strategy's vision for community cohesion in the borough and provided background information on the benefits of community cohesion. A series of

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29   Issues Survey, Oldham Council, 2007
30   Issues Survey, page 5, Oldham Council, 2007
31   Issues Survey, page 6, Oldham Council, 2007

12   Oldham LDF: Background Paper - Communities

questions asked how the joint DPD could contribute positively towards achieving community cohesion and whether community cohesion should underpin and be reflected throughout the joint DPD, or should there be a specific policy on community cohesion.[32]

4.5 A 'Safer and Stronger Communities' section identified the importance of creating public spaces that are safe, well-maintained and attractive in building community cohesion and successful communities.

4.6 Issues and Challenges sections on housing identified the need to provide "good quality housing, choice and diversity in attractive, safe and cohesive neighbourhoods".[33]

Draft spatial portrait

4.7 The draft Spatial Portrait highlighted the borough's population trends, stating that the borough has a younger population than the national average and has a greater proportion of people from BME groups compared with the North West. As a result of this the draft Spatial Portrait identified community cohesion as a borough priority.[34]

Draft vision

4.8 The draft vision identified the aim to achieve 'greater community cohesion' and 'safer and stronger urban and rural communities'.[35]

Draft strategic objectives

4.9 The proposed draft strategic objectives highlighted the importance of achieving community cohesion in the borough. Specific reference to community cohesion was made in S01 (the over-arching objective 'to promote sustainable development and inclusive communities in the borough') and SO5 (the safer and stronger communities objective 'to promote local environmental quality, community safety and crime prevention).

4.10 The following over-arching themes will be addressed by each of the three alternative planning and development strategies:

  a. Community cohesion;
  b. Sustainable development;
  c. High quality design;
  d. Social inclusion; and
  e. Accessibility.

Draft core policies

4.11 The 'Issues and Options' document identified broad types of core policies to be included within the Core Strategy. In relation to community cohesion one core policy was proposed - CP1 'Sustainability/Sustainable' Development and Locations.

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32   Issues and Options, paragraph 6.82, Oldham Council, November 2007
33   Issues and Options, paragraph 6.3, Oldham Council, November 2007
34   Issues and Options,Oldham Council, November 2007
35   Issues and Options, page 58, Oldham Council, November 2007

4.12 It was suggested that Policy CP1[36] would provide a spatial framework for community cohesion and build inclusive and sustainable communities.

Draft development management policies

4.13 There were no development management policies that related specifically to 'community cohesion'.

4.14 At this stage, the comments submitted generally referred to the importance of addressing community cohesion through the policy framework.[37] It was suggested that caution be taken as community cohesion could not be engineered and would follow as a result of the planning objectives such as attracting business to the borough. It was also suggested that providing quality infrastructure would enhance community cohesion.[38]

PREFERRED OPTIONS

Spatial Portrait

4.15 The spatial portrait identified the demographic composition of the borough, highlighted a younger than average population[39] and a growing proportion of people from BME groups.[40]

Vision

4.16 The draft vision highlighted an aim for community cohesion in the borough.[41]

Draft strategic objectives

4.17 Proposed draft strategic objectives also highlighted an aim for 'inclusive and sustainable communities'. Specific reference to community cohesion was made in SO1 (the over-arching objective).

Preferred way forward

4.18 The preferred way forward proposed to promote community cohesion and inclusive communities.[42]

Policy Directions

4.19 Policy Direction 26 `Communities`[43] included community cohesion matters that the LDF policy could address. The policy direction stated it may ensure that new developments do not undermine community cohesion.

4.20 No major objections were raised on the issue of community cohesion at this stage.[44]

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36   Issues and Options, page 71, Oldham Council, November 2007
37   Issues and Options - public schedule of comments and responses, pages 10-68, Oldham Council, 2008
38   Issues and Options - public schedule of comments and responses, pages 18 - 27, Oldham Council, 2008
39   Preferred Options, page 27, paragraph 5.10, Oldham Council, 2009
40   Preferred Options, page 29, paragraph 5.17, Oldham Council, 2008
41   Preferred Options, page 36, paragraph 6.1, Oldham Council, 2009
42   Preferred Options, page 40, paragraph 8.8, Oldham Council, 2009
43   Preferred Options, pages 104 - 106, Oldham Council, 2009
44   Preferred Options Public Schedule of Comments and Responses, page 252-253, Oldham Council, 2009

REFINING OPTIONS

4.21 The **spatial portrait** included details of the borough's population and highlighted that the LDF will contribute towards inclusive communities.[45]

4.22 The **vision** highlighted the need to ensure safer and stronger sustainable communities with community cohesion.[46]

4.23 The **strategic objectives** highlighted the need to create safer and stronger inclusive communities by promoting community cohesion, specifically through SO5 (a).[47]

4.24 **Policy 2 'Communities'** set out the approach to creating sustainable communities and promoting community cohesion across the borough.

POST-REFINING OPTIONS

4.25 No major changes were made to the communities section of Policy 2 'Communities' as a result of the 'Refining Options' consultation. Please see 'Refining Options Public Schedule of Comments and Responses' and the joint DPD for any comments and minor amendments.

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45   Refining Options, Appendix 2, para A2.4, Oldham Council, 2010
46   Refining Options, page 6, Oldham Council, 2010
47   Refining Options, page 13, Oldham Council, 2010

5 COMMUNITY FACILITIES

MAIN ISSUES AND CHALLENGES IN RELATION TO COMMUNITY FACILITIES

5.1   The main issues and challenges in relation to community facilities are:

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.   Adapting and mitigating to climate change and promoting sustainable development.

d.   Ensuring high quality design and sustainable construction of developments.

e.   Promoting community cohesion.

f.   Reducing crime and the fear of crime, and promoting community safety.

g.   Protecting people's amenity and local environmental quality.

h.   Make Oldham an address of choice.

i.   Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.

j.   Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.

k.   Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.

l.   Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

ISSUES SURVEY

5.2   The 'Issues Survey' questioned whether there were any other key issues in the borough that should be addressed by the LDF. It was suggested here that there could be a section on 'community, arts and cultural facilities' to deal with the protection of existing facilities and the provision of new facilities.[48]

ISSUES AND OPTIONS

5.3   The Issues and Challenges section identified the need for new housing development to be located in suitable locations "which offer a range of community facilities".[49]   A 'Thriving Voluntary, Community and Faith sector' section identified types of community facilities and their role, and assessed what the most appropriate locations are for such facilities. It was suggested that the borough's centre's are appropriate locations for facilities. However it was also suggested "smaller facilities may be appropriately located closer to, or with the communities that use them".[50]   A series of questions asked how the joint DPD could best address the needs of the Voluntary, Community and Faith sector.

Draft spatial portrait

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48   Issues Survey: Analysis of Responses, page 22, Oldham Council, August 2007
49   Issues and Options, paragraph 6.11, Oldham Council, November 2007
50   Issues and Options, paragraph 6.97, Oldham Council, November 2007

5.4 The draft spatial portrait highlighted that Oldham Town Centre and the borough's 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".[51]

Draft vision

5.5 The draft vision included the aim for residents to "lead healthy, active lives and have access to key services and facilities, including the new Primary Care Trust health centres".[52]

Draft strategic objectives

5.6 Proposed draft strategic objective S01 (to over-arching objective 'to promote sustainable development and inclusive communities in the borough), identified the need for development to be guided to accessible locations.[53]

5.7 The following over-arching themes will be addressed by each of the three alternative spatial strategies:

    a.   Community cohesion;
    b.   Sustainable development;
    c.   High quality design;
    d.   Social inclusion; and
    e.   Accessibility.

Draft core policies

5.8 The 'Issues and Options' document identified broad types of core policies to be included within the joint DPD. In relation to community facilities the one core policy was proposed - CP1 Sustainability/Sustainable Development and Locations. It was suggested that Policy CP1 [54] may provide the spatial framework for community cohesion and build inclusive and sustainable communities.

Draft development management policies

5.9 There were no development management policies that related specifically to 'community facilities'.

5.10 Comments received gave support was for the reference to the voluntary, community and faith sector in the issues and challenges section of the report.[55] Comments emphasised the need to housing to be located in sustainable, accessible locations and suggested that community facilities should be accessible through sustainable transport methods.[56]

PREFERRED OPTIONS

Spatial Portrait

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51   Issues and Options, paragraph 5.4, Oldham Council, November 2007
52   Issues and Options, paragraph 7.1, Oldham Council, November 2007
53   Issues and Options, page 59, Oldham Council, November 2007
54   Issues and Options, page 71, Oldham Council, November 2007
55   Issues and Options - public schedule of comments and responses, page 22, Oldham Council, 2008
56   Issues and Options - public schedule of comments and responses, pages 18 - 52, Oldham Council, 2008

5.11 The Spatial Portrait identified the function of Oldham Town Centre and the borough's centres as hubs for local communities and identifies the range of social, civic and community services they provide.[57]

Vision

5.12 The draft vision highlighted an aim for safer and stronger urban and rural communities in the borough.[58]

Draft strategic objectives

5.13 Proposed draft strategic objectives highlighted an aim for 'inclusive and sustainable communities'.

    a.   SO1 (the over-arching objective) identified the need to promote sustainable development and inclusive communities.

    b.   SO6 identified the aim to improve the health of the borough's population.

    c.   SO7 identified the aim to improve the education and skills levels and life opportunities of the borough's children and young people through transforming education[59]

Preferred way forward

5.14 The preferred way forward proposed to support the transformation of education and skills, secure safe and strong communities, tackle the health and well-being agenda and promote community cohesion and inclusive communities.[60]

Policy Directions

5.15 Policy Direction 26 `Communities`[61] included issues regarding community facilities that the LDF policy could address. It stated that it may:

    a.   Support proposals for new and improved community facilities and encourage the continued use of existing community facilities

    b.   Encourage the development of flexible premises that can accommodate a range of uses and / or service providers

    c.   Define the type of community facilities that will be supported

    d.   Support the need to improve the health and general well being of Oldham's population through the development of new and improved community facilities, including facilities that form part of the LIFT programme such as the health and well being centres

    e.   Support the transformation of education and skills within the borough through the development of new and improved community facilities.

57   Preferred Options, page 30, paragraph 5.22, Oldham Council, 2009
58   Preferred Options, page 36, paragraph 6.1, Oldham Council, 2009
59   Preferred Options, page 37, paragraph 7.2, Oldham Council, 2009
60   Preferred Options, page 40, paragraph 8.8, Oldham Council, 2009
61   Preferred Options, pages 104-106, Oldham Council, 2009

5.16 No major objections were raised on the issue of community facilities at this stage. Government Office North West suggested that the joint DPD needed to address the spatial implications of facilities such as the proposed health and wellbeing centres. The council responded to this, highlighting the role that the Infrastructure Study would play in examining the implications of community facilities.[62]

REFINING OPTIONS

5.17 The **spatial portrait** included appropriate reference to social, civic and community services and activities in the borough.[63].

5.18 The **vision** highlighted that we will promote the borough as an address of choice with services of choice[64].

5.19 The **strategic objectives** highlighted the need to create safer and stronger inclusive communities (SO5)[65].

5.20 The **preferred way forward** included reference to ensuring residential developments are accessible to a range of key services[66].

5.21 **Policy 2 (Communities)** set out the approach towards: proposals for new and improved community facilities; the development of flexible community facilities; the change of use existing community facilities; and defining community facilities.

POST-REFINING OPTIONS

5.22 No major changes were made to the communities section of Policy 2 'Communities' as a result of the 'Refining Options' consultation. Please see 'Refining Options Public Schedule of Comments and Responses' and the joint DPD for any comments and minor amendments.

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62   Preferred Options Public Schedule of Comments and Responses, page 252-253, Oldham Council, 2009
63   Refining Options, Appendix 2, paragraph A2.18, Oldham Council, 2010
64   Refining Options, page 6, Oldham Council, 2010
65   Refining Options, page 13, Oldham Council, 2010
66   Refining Options, Table 16, page 17, Oldham Council, 2010

6 HEALTH AND WELL BEING

MAIN ISSUES AND CHALLENGES IN RELATION TO HEALTH AND WELL-BEING

6.1   The main issues and challenges in relation to health and well-being are:

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.   Adapting and mitigating to climate change and promoting sustainable development.
d.   Ensuring high quality design and sustainable construction of developments.
e.   Promoting community cohesion.
f.   Reducing crime and the fear of crime, and promoting community safety.
g.   Protecting people's amenity and local environmental quality.
h.   Make Oldham an address of choice.
i.   Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
j.   Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.
k.   Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.
l.   Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

ISSUES SURVEY

6.2   With regard to health and wellbeing, the 'Issues Survey' questioned whether people felt that greenspace and play space should be protected and enhanced as a way of helping to improve the health of children and young people and whether people felt there to be sufficient quality open spaces in their neighbourhood to relax and exercise in.[67]

6.3   In response to this the overwhelming majority (92.3%) of respondents stated that they value the importance of existing greenspace and play space in helping to improve the health of the borough's children and young people. In Chadderton, Hollinwood, Medlock Vale, Royton, Waterhead and Werneth this level of support for greenspace and play space rises to 100%. A majority (51.9%) of all respondents also agreed/strongly agreed that there are sufficient good quality open spaces in the local neighbourhood. This rises to 100% in Alexandra, Medlock Vale and Werneth.[68]

6.4   The 'Issues Survey' asked people whether they felt there to be enough accessible health centres serving their local neighbourhood.[69] Only half of all respondents agreed that there are enough accessible health centres serving their local neighbourhood. However, this rises to 100% in Chadderton, Royton and Werneth.[70]

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67   Issues Survey, Oldham Council, 2007
68   Issues Survey, page 6, Oldham Council, 2007
69   Issues Survey, Oldham Council, 2007
70   Issues Survey, page 6, Oldham Council, 2007

ISSUES AND OPTIONS

6.5   The 'Issues and Options' report included sections on 'Healthier Communities and Older People' and 'Health and Social Care Facilities' as part of the 'key issues and challenges' section. 'Issues and Options' identified health inequalities in the borough and highlighted the need to provide new, modern health centres that can be easily accessed by public transport and walking.[71] 'Issues and Options' examined the role of the LIFT programme in improving access to quality health and social care facilities in the borough. The issue of obesity in the borough is highlighted and the need to protect and enhance the quality, range and accessibility of open spaces to increase physical activity levels is examined. A series of questions asked whether the joint DPD should identify strategic sites for new health centres and whether a policy should be included to ensure that new health centres are located in accessible and sustainable locations.[72]

Draft spatial portrait

6.6   The draft spatial portrait stated that life expectancy in the borough is below the average in England and that this varies significantly across different areas. It is also highlighted that 16% of primary school age children in the borough are obese.[73]

Draft vision

6.7   The draft vision included the aim for residents to "lead healthy, active lives and have access to key services and facilities, including the new Primary Care Trust health centres". [74]

Draft strategic objectives

6.8   Proposed draft strategic objectives highlighted the need to consider health and wellbeing in the borough. Specific reference to health and wellbeing was made SO6 (the healthier communities and older people objective 'to improve the heath of the borough's population').[75]

6.9   The following over-arching themes will be addressed by each of the three alternative spatial strategies:

a.   Community cohesion;
b.   Sustainable development;
c.   High quality design;
d.   Social inclusion; and
e.   Accessibility.

Draft core policies

6.10 The 'Issues and Options' document identified broad types of core policies to be included within the joint DPD. In relation to health and wellbeing one policy was proposed - CP16 'Healthier Communities and Older People'.

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71   Issues and Options, Oldham Council, 2007
72   Issues and Options, paragraph 6.108, Oldham Council, 2007
73   Issues and Options, paragraph 5.11, Oldham Council, November 2007
74   Issues and Options, paragraph 7.1, Oldham Council, November 2007
75   Issues and Options, page 61, Oldham Council, November 2007

6.11 It was suggested that Policy CP16[76] may provide the framework for spatial implications of improving the health of the borough's population, including new open space standards, and the plans and proposals of the health centre.

Draft development management policies

6.12 One management policy DC16 'Healthy Lifestyles' was included to supplement policy CP16 by providing specific details relating to the health dimension of the joint DPD that was not covered by the core policy itself.[77]

6.13 At this stage, the comments submitted generally referred to the importance of recognising and addressing the need for access to high quality health centres and the promotion of physical activity in the spatial potrait, vision and strategic objective.[78]

PREFERRED OPTIONS

Spatial Portrait

6.14 The spatial portrait identified the quality of health across the the borough, examining life expectancy, limiting long term illness and health levels at an area committee level.[79]

Vision

6.15 The draft vision highlighted the aim for the borough's residents to lead "healthy, active and longer lives and have access to key health services and facilities".[80]

Strategic Objectives

6.16 SO6 identified the aim to improve the health of the borough's population.[81]

Preferred way forward

6.17 The preferred way forward proposed to secure safe and strong communities, tackle the health and well-being agenda and promote community cohesion and inclusive communities.[82]

Policy Directions

6.18 Policy Direction 26 `Communities`[83] set out the approach to improving the health and general wellbeing of the people of the borough. The policy direction stated that it may:

a. Support proposals for new and improved community facilities and encourage the continued use of existing community facilities

b. Encourage the development of flexible premises that can accommodate a range of uses and / or service providers

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76   Issues and Options, page 75, Oldham Council, November 2007
77   Issues and Options, page 78, Oldham Council, November 2007
78   Issues and Options - public schedule of comments and responses, pages 18 - 45 Oldham Council, 2008
79   Preferred Options, page 32-35, paragraph 5.33-5.56, Oldham Council, 2009
80   Preferred Options, page 36, paragraph 6.1, Oldham Council, 2009
81   Preferred Options, page 38, paragraph 7.2, Oldham Council, 2009
82   Preferred Options, page 40, paragraph 8.8, Oldham Council, 2009
83   Preferred Options, page 104-106, Oldham Council, 2008

     c.   Define the type of community facilities that will be supported

     d.   Support the need to improve the health and general well being of Oldham's population through the development of new and improved community facilities, including facilities that form part of the LIFT programme such as the health and well being centres

6.19 No major objections were raised on the issue of health and wellbeing at this stage. Government Office North West suggested that the joint DPD needed to address the spatial implications of facilities such as the proposed health and wellbeing centres. The council responded to this, highlighting the role that the Infrastructure Study plays in examining the spatial implications of health and well-being.[84]

REFINING OPTIONS

6.20 The **spatial portrait** included reference to the condition of health in the borough and identifies the development of the new health and wellbeing centres as part of the LIFT programme.[85]

6.21 The **vision** highlighted the need to provide better opportunities for residents to lead "healthy, active and longer lives and have access to key health and wellbeing services and facilities".[86]

6.22 The **strategic objectives** highlighted the need to create safer and stronger inclusive communities by improving health and well-being through the provision of quality and accessible open spaces and facilitating programmes such as the LIFT programme, specifically SO5(g and h).[87]

6.23 The **preferred way forward** highlighted issues connected to health and well-being. Reference was made to the role of quality and accessible open spaces in promoting health and well-being[88] and to facilitating the spatial dimensions of the borough's health and well-being plans.[89]

6.24 **Policy 2 'Communities'** set out the general approach to promoting improved health and well-being of people in the borough through supporting the development of new and improved health-related facilities.[90]

POST REFINING OPTIONS

6.25 No major changes were made to the health and well-being section of Policy 2 'Communities' as a result of the 'Refining Options' consultation. Please see Refining Options Schedule of Responses and the joint DPD for any comments and minor amendments.

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84   Preferred Options Public Schedule of Comments and Responses, page 252-253, Oldham Council, 2009

85   Refining Options, Appendix 2, paragraph A2.36-A2.39, Oldham Council, 2010

86   Refining Options, page 7, Oldham Council, 2010

87   Refining Options, page 13, Oldham Council, 2010

88   Refining Options, page 17, Table 16, Oldham Council, 2010

89   Refining Options, page 18, Table 16, Oldham Council, 2010

90   Refining Options, page 24, Oldham Council, 2010

7 EDUCATION AND SKILLS

MAIN ISSUES AND CHALLENGES IN RELATION TO EDUCATION AND SKILLS

7.1   The main issues and challenges in relation to education and skills are:

   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.   Adapting and mitigating to climate change and promoting sustainable development.
   d.   Ensuring high quality design and sustainable construction of developments.
   e.   Promoting community cohesion.
   f.   Reducing crime and the fear of crime, and promoting community safety.
   g.   Protecting people's amenity and local environmental quality.
   h.   Make Oldham an address of choice.
   i.   Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
   j.   Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.
   k.   Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.
   l.   Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

ISSUES SURVEY

7.2   The 'Issues Survey' queried people's views on the provision of land for new schools and related facilities taking priority where there are competing demands land as part of the development of the Building Schools for the Future (BSF) programme.

7.3   A majority (52.6% agree/strongly agree) of respondents where of the view that the programme should take priority where there are competing demands for land.

ISSUES AND OPTIONS

7.4   The Issues and Challenges section of 'Issues and Options' included sections on 'Children and Young People' and 'Education and Skills'. The importance of young people and adults gaining skills required by employers to help them achieve economic well being was highlighted[91] and it was identified that currently within Greater Manchester, "Oldham has one of the highest rates of working age population without qualifications".[92] It was noted that education opportunities in the borough have been expanded through the opening of the University Campus Oldham and that future education development through the Building Schools for the Future will also have "implications for the future direction of the borough".[93] A series of questions asked:

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91   Issues and Options, paragraph 6.112 - 6.113, Oldham Council, November 2007
92   Issues and Options, paragraph 6.114, Oldham Council, November 2007
93   Issues and Options, paragraph 6.116, Oldham Council, November 2007

how the joint DPD could improve education and skills levels; should the joint DPD ensure that the provision of land for new education facilities take priority over other uses and should the joint DPD include a specific policy for education and skills.[94]

Draft spatial portrait

7.5 The draft spatial portrait highlighted the borough's population trends and identified that the number of pupils achieving 5 or more A*-C grades at GCSE including Maths and English is below the national average. The draft spatial portrait identified the providers of post-16 and further education in the borough including The Oldham College and the Sixth Form College and the University Campus Oldham.[95]

Draft vision

7.6 The draft vision identified the aim to ensure "children and young people are well educated and highly skilled".[96] The role of the BSF programme and the expansion of the University Campus Oldham in achieving this aim are identified.

Draft strategic objectives

7.7 Proposed draft strategic objectives gave specific reference to education through objective SO7 (the children and young people objective "To improve the life opportunities of the borough's children and young people").[97]

7.8 The following over-arching themes will be addressed by each of the three alternative spatial strategies:

i.   Community cohesion;
ii.   Sustainable development;
iii. High quality design;
iv.   Social inclusion; and
v.   Accessibility.

Draft core policies

7.9 The 'Issues and Options' document identified broad types of core policies to be included within the joint DPD. In relation to education policy CP17 'Education and Skills' was proposed.

7.10 It was suggested that Policy CP17[98] may provide a spatial framework for the plans and proposals of the education and skills sectors, including schools, University Centre Oldham and the Sixth Form College.

Draft development management policies

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94   Issues and Options, paragraph 6.116, Oldham Council, November 2007
95   Issues and Options, parapgraph 5.10, Oldham Council, November 2007
96   Issues and Options, paragraph 7.1, Oldham Council, November 2007
97   Issues and Options, page 61, Oldham Council, November 2007
98   Issues and Options, page 75, Oldham Council, November, 2007

7.11 One possible development management policy DC18 'Education and Skills' was included to supplement policy CP17 by providing specific details relating to the education dimension of the Core Strategy that was not covered by the core policy itself.[99]

7.12 At this stage, the comments submitted generally referred to the importance of addressing education through the policy framework.[100] It was suggested that the University will provide a young skilled workforce who should be encouraged to stay in Oldham through new businesses and employment opportunities.[101] It was suggested that education and skills should be a priority for the borough as a skilled workforce would lead to an improved economy, higher wages and better housing.[102]

PREFERRED OPTIONS

Spatial Portrait

7.13 The spatial portrait included a section on employment which examined education in the borough.[103] Qualification levels are identified for the area comities of the borough.[104]

Vision

7.14 The draft vision highlighted the aim to ensure a borough where "its children and young people are well educated and highly skilled".[105]

Strategic Objectives

7.15 SO7 identified the aim to improve the education and skills levels and life opportunities of the borough's children and young people through transforming education.[106]

Preferred way forward

7.16 The preferred way forward proposed to support the transformation of education and skills[107]

Policy Directions

7.17 Policy Direction 26 `Communities`[108] set out the approach to improving the health and general wellbeing of the people of the borough. The policy direction stated that it may:

    a.   Support proposals for new and improved community facilities and encourage the continued use of existing community facilities

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99   Issues and Options, page 78, Oldham Council, November 2007

100   (Issues and Options - public schedule of comments and responses, page 10 - 68, Oldham Council, 2008

101   Issues and Options - public schedule of comments and responses, page 10 - 68, Oldham Council, 2008

102   Issues and Options - public schedule of comments and responses, page 10 - 68, Oldham Council, 2008

103   Preferred Options, page 30, paragraph 5.21, Oldham Council, 2009

104   Preferred Options, page 32-35, paragraph 5.33-5.56, Oldham Council, 2009

105   Preferred Options, page 36, paragraph 6.1, Oldham Council, 2009

106   Preferred Options, page 38, paragraph 7.2, Oldham Council, 2009

107   Preferred Options, page 40, paragraph 8.8, Oldham Council, 2008

108   Preferred Options, page 104-106, Oldham Council, 2008

b. Define the type of community facilities that will be supported

c. Support the transformation of education and skills within the borough through the development of new and improved community facilities.

7.18 No major objections were raised on the issue of education at this stage. Government Office North West suggested that the joint DPD needed to address the spatial implications of facilities such as the transforming education agenda. The council responded to this, highlighting the role that the Infrastructure Study plays in examining the spatial implications of education and skills.[109]

REFINING OPTIONS

7.19 The **spatial portrait** included appropriate references to current educational provision and qualifications in the borough and the the Building Schools for the Future programme.[110]

7.20 The **vision** highlighted the need to provide sites for new schools and develop the borough's status as a university town.[111] Details of the transforming education agenda were highlighted including new and remodelled schools and academies as part of the Building Schools for the Future programme.[112]

7.21 The **strategic objectives** highlighted the need to create support the borough's transforming education agenda to improve education and skills (SO3 i and ii).[113]

7.22 The **preferred way forward** highlighted that the LDF will facilitate the spatial dimension of the borough's educations plans.[114]

7.23 **Policy 2 'Communities'** set out the approach to supporting the transformation of education and skills in the borough. The policy set out how the council will facilitate the development of new and improved education facilities. The policy identified the need to facilitate programmes such as the Building Schools for the Future programme, the Primary Capital Programme and the proposed regional science centre.[115]

POST-REFINING OPTIONS

7.24 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.

7.25 Please see 'Refining Options Public Schedule of Comments and Responses' and the joint DPD for any comments and minor amendments.

109 Preferred Options Public Schedule of Comments and Responses, page 252-253, Oldham Council, 2009
110 Refining Options, Appendix 2, paras A2.12-A2.76, Oldham Council, 2010
111 Refining Options, page 7, Oldham Council, 2010
112 Refining Options, page 8-10, Oldham Council, 2010
113 Refining Options, page 12, Oldham Council, 2010
114 Refining Options, page 18, Table 16, Oldham Council, 2010
115 Refining Options, page 24, Oldham, Council, 2010

8 DESIGN

MAIN ISSUES AND CHALLENGES IN RELATION TO DESIGN

8.1   The main issues and challenges in relation to design are:

    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.   Adapting and mitigating to climate change and promoting sustainable development.

    d.   Securing energy conservation and efficiency and use of renewable energy, and low carbon developments.

    e.   Ensuring high quality design and sustainable construction of developments.

    f.   Promoting community cohesion.

    g.   Reducing crime and the fear of crime, and promoting community safety.

    h.   Protecting people's amenity and local environmental quality.

    i.   Make Oldham an address of choice.

    j.   Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.

    k.   Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.

    l.   Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.

    m.   Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

ISSUES SURVEY

8.2   The 'Issues Survey' questioned whether people felt that encouraging activity at different times of the day through mixed-use developments (e.g. a mix of commercial, retail and residential uses) would help to reduce crime and the fear of crime.

8.3   Overall, the majority of respondents were of the opinion that mixed-use developments that encourage activity at different times of the day would help to reduce crime and fear of crime.

ISSUES AND OPTIONS

8.4   The Issues and Challenges section included a section on 'Design and the Built Environment'. The section identified good design as a "key element in achieving sustainable development".[116] The role of high quality design in providing a safer and more attractive public realm, improving quality of life and community cohesion, encouraging walking and cycling, raising the borough's image and ensuring greater energy efficiency of buildings is highlighted. A series of questions then asked how the joint DPD could ensure that new developments are of a high quality and contribute to sustainable development, whether there should be different design policies for different areas of the borough and if such a method would respond to local characteristics more effectively.

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116   Issues and Options, page 46, paragraph 6.84, Oldham Council, November 2007

Draft spatial portrait

8.5   The draft spatial portrait identified the physical contrasts of the borough highlighting the Pennine moorland to the eastern side of the borough and the urban character of much of the west of the borough.[117]

Draft vision

8.6   The draft vision identified the aim to achieve "greater community cohesion, economic growth and prosperity, and sustainable development".[118]

Draft strategic objectives

8.7   Draft strategic objectives identified the role of high quality design. Specific reference was made to high quality design and sustainable construction in SO1 (the over-arching objective).[119] SO5 (the Safer and Stronger Communities objective)[120] referenced high quality developments and well-designed neighbourhoods.

8.8   The following over-arching themes will be addressed by each of the three alternative planning and development strategies:

   a.   Community cohesion;
   b.   Sustainable development;
   c.   High quality design;
   d.   Social inclusion; and
   e.   Accessibility.

Draft core policies

8.9   The 'Issues and Options' document identified broad types of core policies to be included within the Core Strategy. In relation to design and the built environment policy CP2 'Urban Design and Sustainable Construction' was proposed.

8.10   It was suggested that Policy CP2[121] may provide a framework for the design and sustainable construction of new development in the borough.

Draft development management policies

8.11   One possible development management policy, DC1 'Design and Sustainable Construction of New Developments', was included to supplement policy CP2 by providing specific details relating to the design dimension of the Core Strategy that was not covered by the core policy itself.[122]

8.12   The comments submitted at the 'Issues and Options' stage generally referred to the need to address high quality design. The design quality and location of housing in particular is highlighted.[123] It was suggested that there is need for a strong design

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117   Issues and Options, paragraph 5.6, page 21, Oldham Council, November 2007
118   Issues and Options, page 58, paragraph 7.21, Oldham Council, November 2007
119   Issues and Options, page 59, Oldham Council, November 2007
120   Issues and Options, page 60, Oldham Council, November 2007
121   Issues and Options, page 71, Oldham Council, November 2007
122   Issues and Options, page 76, Oldham Council, November 2007
123   Issues and Options - public schedule of comments and responses, page 26, Oldham Council, 2008

policy which echoes the principles of the 'Design Guide SPD'.[124] It is also suggested that the core policy CP2 should relate to 'high quality design' rather than 'urban design'.[125]

PREFERRED OPTIONS

Spatial Portrait

8.13 The spatial portrait identifies the physical contrasts and characteristics of the borough.[126]

Vision

8.14 The draft vision highlighted an aim for sustainable development, community cohesion and safer and stronger urban and rural communities in the borough.[127]

Strategic Objectives

8.15 SO1 identified the aim to mitigate and adapt to climate change, and the need to promote sustainable development and inclusive communities in the borough[128] by:

a. Ensuring the sustainable and high quality design and construction of all new developments
b. Maintaining the positive features and characteristics that add to the borough's local identity
c. Reducing the need to travel and encouraging walking,cycling and the use of public transport
d. Promoting community cohesion
e. Promoting the borough's image to its residents and those living outside the borough

Preferred way forward

8.16 The preferred way forward proposed to encourage sustainable and high quality design and construction, secure safe and strong communities and promote community cohesion and inclusive communities.[129]

Policy Direction

8.17 Policy Direction 5 'Design' stated that developments will be encouraged to reflect the design principles of the Urban Design Guide SPD.

8.18 The policy direction also set out the council's approach to the intensification of existing residential areas regarding matters such as scale, massing and local character.

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124 Issues and Options - public schedule of comments and responses, page 29, Oldham Council, 2008
125 Issues and Options - public schedule of comments and responses, page 67, Oldham Council, 2008
126 Preferred Options, page 25-35, paragraph 5.1-5.5, Oldham Council, 2009
127 Preferred Options, page 36, paragraph 6.1, Oldham Council, 2009
128 Preferred Options, page 37, paragraph 7.2, Oldham Council, 2009
129 Preferred Options, page 40, paragraph 8.8, Oldham Council, 2009

REFINING OPTIONS

8.19 The **spatial portrait** included reference to the character and local distinctiveness of the borough.[130]

8.20 The **vision** highlighted the need to ensure high quality design and sustainable construction of new developments in the borough.[131]

8.21 The **strategic objectives** highlighted the need to ensure the sustainable and high quality design and construction of all new developments, specifically SO1(b)[132].

8.22 The **preferred way forward** highlighted sustainable construction and high quality design of new development as a key element.[133]

8.23 **Policy 20 'Design'** set out the general approach towards promoting high quality design and sustainable construction of developments. The policy set out the council's design principles that must be met by development proposals, where appropriate, and identifies the need for development to reflect local character and distinctiveness.[134]

POST-REFINING OPTIONS

8.24 No major changes were made to Policy 20 'Design' as a result of the Refining Options consultation. Please see 'Refining Options Public Schedule of Comments and Responses' and the joint DPD for any comments and minor amendments.

130 Refining Options, Appendix 2, paras A2.19-A2.20, Oldham Council, 2010
131 Refining Options, page 6, Oldham Council, 2010
132 Refining Options, page 11, Oldham Council, 2010
133 Refining Options, page 17, Table 16, Oldham Council, 2010
134 Refining Options page 81, Oldham Council, 2010

9 LOCAL ENVIRONMENTAL QUALITY AND AMENITY

MAIN ISSUES AND CHALLENGES IN RELATION TO LOCAL ENVIRONMENTAL QUALITY AND AMENITY

9.1   The main issues and challenges in relation to local environmental quality and amenity are:

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.   Adapting and mitigating to climate change and promoting sustainable development.
d.   Ensuring high quality design and sustainable construction of developments.
e.   Promoting community cohesion.
f.   Reducing crime and the fear of crime, and promoting community safety.
g.   Protecting people's amenity and local environmental quality.
h.   Make Oldham an address of choice.
i.   Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
j.   Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.
k.   Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.
l.   Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

ISSUES SURVEY

9.2   Questions regarding the release of existing protected open land for residential or employment development needs were answered by the vast majority of respondents in favour of protecting open land.[135] The majority of respondents were also of the opinion that existing greenspace and play space should be protected.[136]

9.3   The 'Issues Survey' questioned whether there were any other key issues in the borough that should be addressed by the LDF. It was suggested here that that air quality should be considered as a key issue.[137]

ISSUES AND OPTIONS

9.4   The Issues and Challenges section of the report included a section 'local environmental quality'. This section highlighted the expectation that residents of the borough should live in a 'safe, clean and healthy environment'.[138] The need for air pollution, contaminated land, noise, odour and light pollution to be addressed when considering

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135   Issues Survey: Analysis of Responses, page 14, Oldham Council, August 2007
136   Issues Survey: Analysis of Responses, page 16, Oldham Council, August 2007
137   Issues Survey: Analysis of Responses, page 22, Oldham Council, August 2007
138   Issues and Options, page 53, paragraph 6.109, Oldham Council, November 2007

new development was identified.[139]. Questions then asked how the joint DPD could "address the balance between allowing new development and minimising its impacts on the environment and human health".[140]

Draft spatial portrait

9.5 The draft spatial portrait identified open spaces in the borough and highlighted the Air Quality Management Area in part of the western side of the borough.[141]

Draft vision

9.6 The draft vision identified the aim to ensure safer and stronger communities and sustainable development in the borough.[142]

Draft strategic objectives

9.7 Proposed draft strategic objective S05 (the safer and stronger communities objective 'to promote local environmental quality, community safety and crime prevention in the borough') identified the need for high quality, well designed neighbourhoods and local areas, with public spaces that are appropriate, attractive, clean, safe and accessible to everyone.[143]

9.8 The following over-arching themes will be addressed by each of the three alternative spatial strategies:

a. Community cohesion;
b. Sustainable development;
c. High quality design;
d. Social inclusion; and
e. Accessibility.

Draft core policies

9.9 The 'Issues and Options' document identified broad types of core policies to be included within the joint DPD. In relation to local environmental quality and amenity the following policy CP15 'Safer and Stronger Communities' was proposed.

9.10 It was suggested that Policy CP15[144] may provide a framework for the spatial implications of the borough's quality of life, including local environmental quality, amenity issues, community safety and crime prevention.

Draft development management policies

9.11 One possible development management policy, DC15 'Protecting Local Environmental Quality', was included to supplement policy CP15 by providing specific details relating to local environmental quality and amenity that were not covered by the core policy itself.[145]

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139 Issues and Options, page 53, paragraph 6.109, Oldham Council, November 2007
140 Issues and Options, page 53, paragraph 6.109, Oldham Council, November 2007
141 Issues and Options, page 20, Oldham Council, November 2007
142 Issues and Options, page 57, paragraph 7.1, Oldham Council, November 2007
143 Issues and Options, page 60, Oldham Council, November 2007
144 Issues and Options, page 75, Oldham Council, November 2007
145 Issues and Options, page 78, Oldham Council, November 2007

9.12 At this stage comments received generally supported the need to protect open spaces, particularly in urban areas.[146] This was represented across comments on spatial strategies A, B and C.[147] The need for attractive landscaped green areas and settings was also identified.[148]

PREFERRED OPTIONS

Spatial Portrait

9.13 The spatial portrait identified the key characteristic of the borough with the much of the eastern part of the borough being within open countryside. Strategic open spaces in each of the Area Committee areas were identified. The spatial portrait highlighted that part of the western part of the borough has been designated an Air Quality Management Area as a result of air pollution levels.

Vision

9.14 The draft vision highlighted an aim for safer and stronger urban and rural communities in the borough.[149]

Strategic Objectives

9.15 SO5 identified the aim to promote local environmental quality, community safety and crime prevention in the borough.[150]

Preferred way forward

9.16 The preferred way forward proposed to secure safe and strong communities.[151]

Policy Direction

9.17 Policy Direction 27 'Local Environmental Quality and Amenity'[152] set out the approach towards local environmental quality and amenity, and community safety. The policy direction stated that it may:

a. seek to protect residential and workplace amenity of occupants / future occupants of developments and neighbouring occupants. This could include criteria to assess proposals for working from home.

b. minimise local environmental impacts of development with respect to factors such as air quality, noise, vibration and light. This would include guidance on the types of development that will require air quality assessments to support the aims and objectives of the Air Quality Action Plan.

c. include criteria to assess development likely to introduce a potential hazard, and to assess developments within the vicinity of an existing hazardous installation.

146   Issues and Options: Public Schedule of Representations and Responses, page 10-72, Oldham Council, October 2008
147   Issues and Options: Public Schedule of Representations and Responses, page 53-64, Oldham Council, October 2008
148   Issues and Options: Public Schedule of Representations and Responses, page 65, Oldham Council, October 2008
149   Preferred Options, page 36, paragraph 6.1, Oldham Council, 2009
150   Preferred Options, page 38, paragraph 7.2, Oldham Council, 2009
151   Preferred Options, page 40, paragraph 8.8, Oldham Council, 2009,
152   Preferred Options, page 107, Oldham Council, 2009

d.   provide criteria to assess proposals for telecommunication developments.

e.   set out design criteria for new development that would minimise crime opportunities and reduce the fear of crime.

f.   require the design of new development to minimise levels of traffic and maximise highway safety.

g.   set a presumption against development that would have a significant, adverse impact on the visual amenity of the surrounding area.

9.18   No major objections were raised on the issue of local environmental quality and amenity at this stage.[153]

REFINING OPTIONS

9.19   The **spatial portrait** included appropriate references to open space provision in the borough[154] and also identified the details regarding air quality in the borough.[155]

9.20   The **vision** highlighted the need to ensure safe neighbourhoods with clean, green spaces.[156]

9.21   The **strategic objectives** highlighted the need to promote local environmental quality, community safety and crrime prevention, specifically SO5 (e).[157]

9.22   The **preferred way forward** referenced quality, accessible open spaces and high quality design as key elements.[158]

9.23   **Development Management Policy 9 'Local Environment'** set out how the the council will protect local environmental quality and amenity and how the council will promote community safety took account of the PINS front loading consultation meeting in January 2010.

POST-REFINING OPTIONS

9.24   No major changes were made to Policy 9 'Local Environment' as a result of the 'Refining Options' consultation. Please see 'Refining Options Public Schedule of Comments and Responses' and the joint DPD for any comments and minor amendments.

153   Preferred Options Public Schedule of Comments and Responses, pages 9-266, Oldham Council 2009
154   Refining Options, page 116-117, paragraph A2.21, Oldham Council, 2010
155   Refining Options, Appendix 2, paragraph A2.33, page 120, Oldham Council, 2010
156   Refining Options, page 6, Oldham Council, 2010
157   Refining Options, page 13, Oldham Council, 2010
158   Refining Options, page 17, Table 16, Oldham Council 2010

10 LOCAL SERVICES AND FACILITIES

MAIN ISSUES AND CHALLENGES IN RELATION TO LOCAL SERVICES AND FACILITIES

10.1 The main issues and challenges in relation to local services and facilities are:

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.   Adapting and mitigating to climate change and promoting sustainable development.

d.   Ensuring high quality design and sustainable construction of developments.

e.   Promoting community cohesion.

f.   Reducing crime and the fear of crime, and promoting community safety.

g.   Protecting people's amenity and local environmental quality.

h.   Make Oldham an address of choice.

i.   Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.

j.   Improving education and skills levels. Facilitating the Oldham College, the Oldham Sixth Form College and University Campus Oldham developments.

k.   Promoting the vitality and viability of Oldham Town Centre, the centres of Chadderton, Failsworth, Hills Stores, Lees, Royton, Shaw and Uppermill, and local shopping parades.

l.   Encouraging healthy lifestyles, more play and physical exercise. Improving general health and well-being. Facilitating new health and social care facilities.

ISSUES SURVEY

10.2 The 'Issues Survey' looked at whether people felt that large-scale shops, offices, banks and restaurants should be focused in Oldham Town Centre and the borough's centres. In response to this a vast majority of respondents (78.8%) believed that Oldham Town Centre and the borough's other centres should be the focus. This support rises to 100% in Chadderton, Medlock Vale and Werneth.

ISSUES AND OPTIONS

10.3 The Issues and Challenges section identified the need for new housing to located in areas which offer access to community facilities, jobs, key services and infrastructure.[159]   The need to maintain the vitality and viability of district centres and smaller local neighbourhood centres and shopping parades was identified to protect the local services they provide to residents.[160]   It was queried whether the joint DPD should identify local and neighbourhood centres.

Draft Spatial Portrait

10.4 The draft spatial portrait identified the role of small clusters of shops and neighbourhood shops as well as the role of district centres in providing the focus for community services and activities. It was highlighted that the majority of the borough's population live in proximity to existing key services.[161]

159   Issues and Options, page 25, paragraph 6.11, Oldham Council, November 2007
160   Issues and Options, page 31, paragraph 6.32, Oldham Council, November 2007
161   Issues and Options, page 21, parapgraph 5.4, Oldham Council, November 2007

Draft Vision

10.5 The draft vision identified the aim to ensure safer and stronger communities where residents "have access to key services and facilities".[162]

Draft Strategic Objectives

10.6 Proposed draft strategic objective S01 (the over-arching objective) identified the need to "guide development to the most accessible locations".[163]

10.7 The following over-arching themes will be addressed by each of the three alternative spatial strategies:

   a. Community cohesion;
   b. Sustainable development;
   c. High quality design;
   d. Social inclusion; and
   e. Accessibility.

Draft Core Policies

10.8 The 'Issues and Options' document identified broad types of core policies to be included within the Core Strategy. In relation to local services and facilities the following policies were proposed:

   i.   CP1   'Sustainability/Sustainable Development and Locations'
   ii. CP7   'Oldham Town Centre, the District Centres and local and neighbourhood centres'

10.9 It was suggested that policy CP1[164] may cover the following:

   a. To provide framework for ensuring that developments contribute to sustainability objectives, the effective and efficient use of land and buildings, the prudents use and sustainable management of man-made and natural resources, ensuring the accessible location of new developments, to reduce the need to travel and to promote sustainable transport choices including walking, cycling and use of public transport.
   b. To provide framework for Green Belt, nature conservation and other protected land.
   c. To provide framework for community cohesion and building inclusive and sustainable communities.

10.10 It was suggested that policy CP7[165] may cover the following:

   a. To identify the borough's retail hierarchy and any local thresholds for new retail developments.

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162   Issues and Options, page 58, paragraph 7.1, Oldham Council, November 2007
163   Issues and Options, page 59, Oldham Council, November 2007
164   Issues and Options, page 71, Oldham Council, November 2007
165   Issues and Options, page 71, Oldham Council, November 2007

b. To provide framework for taking forward the proposals of the various masterplans for Oldham Town Centre and the borough's other centres, including identifying strategic locations and sites.

c. To provide framework for other suitable uses in Oldham Town Centre and the borough's other centres, including retail, leisure, tourism, cultural, residential, commercial and so on, that contribute towards building sustainable communities.

Draft development management policies

10.11 Development management policy DC8 was included to supplement policy CP7 by providing specific details relating to the protection of centres dimension of the joint DPD that were not covered by the core policy itself.[166]

a. DC8, 'Protecting the Vitality and Viability of Oldham Town Centre, the District Centres and local and neighbourhood centres'

10.12 At this stage comments received emphasised the role that district centres and villages play for communities.[167] One comment highlighted a lack of services in rural areas.[168] The statement that new residential development should be located in the most accessible locations was supported in many comments.[169]

PREFERRED OPTIONS

Spatial Portrait

10.13 The spatial portrait identified the role of Oldham Town Centre and the borough's other centres in providing a focus of a range of social, civic and community services close to people's homes. It was highlighted that the majority of the borough's population live in proximity to existing key services.[170]

Vision

10.14 The draft vision highlighted an aim for safer and stronger urban and rural communities in the borough.[171]

Strategic Objectives

10.15 SO1 (the over-arching objective) identified the aim to mitigate and adapt to climate change, and to promote sustainable development and inclusive communities in the borough.[172]

10.16 SO3 (to promote economic diversification, growth and prosperity and the sustainable economic regeneration of the borough).[173]

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166 Issues and Options, page 77, Oldham Council, November 2007
167 Issues and Options: Public Schedule of Representations and Responses, page 10 - 72, Oldham Council, October 2008
168 Issues and Options: Public Schedule of Representations and Responses, page 14, Oldham Council, October 2008
169 Issues and Options: Public Schedule of Representations and Responses, page 10 - 72, Oldham Council, October 2008
170 Preferred Options, page 30, paragraph 5.22, Oldham Council, 2009
171 Preferred Options, paragraph 6.1, page 36, Oldham Council, 2009
172 Preferred Options, page 37, paragraph 7.2, Oldham Council, 2009
173 Preferred Options, page 37, paragraph 7.2, Oldham Council, 2009

Preferred way forward

10.17 The preferred way forward proposed to address the climate change and sustainable development agenda, secure safe and strong communities and promote community cohesion and inclusive communities.**(174)**

Policy Directions

10.18 Policy Direction 18 'Local Services and Facilities' outlined the approach towards facilities and premises that provide for local needs.**(175)** The policy direction may:

a. Implement the findings of the Retail and Leisure Study
b. Provide guidance on the protection of local shopping parades and groups of shops
c. Indicate the types of development that will be acceptable within local shopping parafes and groups of shops
d. Provide guidance on the development of small-scale local shops
e. Provide guidance on small-scale local leisure developments.
f. Provide guidance on small-scale office developments outside of employment areas nd strategic sites.

10.19 The policy defined that: developments with a gross floorspace of 500sqm or less will represent a small-scale local shop; developments with a gross floorspace of 1,000 sqm or less will represent a small-scale, local leisure development and developments with a gross floorspace of 1,000 sqm or less will represent a small-scale office development.

10.20 No major objections were raised on the issue of local services and facilities at this stage.

REFINING OPTIONS

10.21 The **spatial portrait** included appropriate reference to social, civic and community services and activities in the borough.**(176)**

10.22 The **vision** highlighted that we will promote the borough as an address of choice with services of choice.**(177)**

10.23 The **strategic objectives** highlighted the need to facilitate appropriate developments in Oldham Town Centre and the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill (SO3e)**(178)** and to create safer and stronger inclusive communities by promoting the vitality and viability of Oldham Town Centre and the borough other centres (SO5 b).**(179)**

10.24 The **preferred way forward** included reference to ensuring residential developments are accessible to a range of key services.**(180)**

174   Preferred Options, page 40, paragraph 8.8, Oldham Council, 2009
175   Preferred Options, page 88, paragraph 9.155-9.156, Oldham Council, 2009
176   Refining Options, Appendix 2, para A2.18, Oldham Council, 2010
177   Refining Options, page 6, Oldham Council, 2010
178   Refining Options, page 12, Oldham Council, 2010
179   Refining Options, page 13, Oldham Council, 2010
180   Refining Options, page 17, Table 16, Oldham Council, 2010

10.25 **Policy 16 'Local Services and Facilities'** set out the general approach to ensuring small-scale local shops, leisure facilities and small-scale offices are provided near to people's homes, so reducing the need to travel. The policy set out how the council would protect local shopping parades where appropriate and identified the size of local shops, leisure facilities and office, business and industrial developments that would be permitted outside Oldham Town Centre and the centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill.[181]

POST-REFINING OPTIONS

10.26 No major changes were made to Policy 16 'Local Services and Facilities' as a result of the 'Refining Options' consultation. Please see 'Refining Options Public Schedule of Comments and Responses' and the joint DPD for any comments and minor amendments.

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181   Refining Options, page 66-67, Oldham Council, 2010

11 POLICIES

POLICY 1 'CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT'

11.1 Policy 1 on Climate Change and Sustainable Development sets the overall context for the joint DPD. The policy states that the council will: promote and support improvements in education and health; focus appropriate major retail and leisure developments in Oldham Town Centre and appropriate levels of development in the borough's other centres and local shopping parades and promote sustainable and high quality design.

11.2 Policy 1 is "sound" in terms of the PPS12 guidance. The box below demonstrates how the policy is justified and effective, in line with PPS12.

Consistent with National Policy	Policy 1 is consistent with PPS1 and PPS4.
Justified - founded on robust evidence	The policy has been informed by credible and robust evidence including the Oldham SCS and LAA, Evaluating the Impact on Projects of Community Cohesion, Infrastructure Study, Education Plans and the LIFT programme, the Air Quality Management Area Action Plan, the Oldham Retail and Leisure Study and the Design Guide SPD. The 'Issues Survey', 'Issues and Options', 'Preferred Options' and 'Refining Options' stages of the LDF process have also informed the policy.
Justified - the most appropriate strategy	The policy has been informed by national planning policy, the above pieces of evidence and through representations made at the Issues Survey, Issues and Options, Preferred Options and Refining Options stages of the Joint DPD preparation. The policy is the most appropriate way forward.
Effective - deliverable	Policy 1 will support sustainable communities and community cohesion, promote improved health and well-being and education and skills and protect local environmental quality and amenity and community safety. The policy will ensure that communities have access to local services and facilities and will promote high quality design and sustainable communities.
Effective - flexible	Policy 1 provides a sound planning framework to support sustainable communities and community cohesion, promote improved health and well-being and education and skills and protect local environmental quality and amenity and community safety. The policy will also ensure that communities have access to local services and facilities and will promote high quality design and sustainable communities.
Effective - able to be monitored	Policy 1 will be monitored by indicators 10, 20, 21, 23, 29, 30, 37, 40, 41, 42, 43 and 45.

POLICY 2 'COMMUNITIES'

11.3 The policy sets out the approach to creating sustainable communities and promoting community cohesion across the borough. It sets out the general approach to promoting improved health and well-being of people in the borough through supporting the development of new and improved health-related facilities. Policy 2 (Communities) sets out the approach towards: proposals for new and improved community facilities; the development of flexible community facilities; the change of use existing community facilities; and defining community facilities.

11.4 Policy 2 is "sound" in terms of the PPS12 guidance. The box below demonstrates how the policy is justified and effective, in line with PPS12.

Consistent with National Policy	Policy 2 is consistent with the requirements of PPS1.
Justified - founded on robust evidence	The policy has been informed by credible and robust evidence including the requirements of PPS1, Oldham SCS and LAA, Evaluating the Impact on Projects of Community Cohesion, Infrastructure Study, Education Plans and the LIFT programme have informed the policy. The 'Issues Survey', 'Issues and Options', 'Preferred Options' and 'Refining Options' stages of the LDF process have also informed the policy.
Justified - the most appropriate strategy	Policy 2 sets out how we ensure development contributes towards sustainable communities and community cohesion and how we will support improvements to education and skills and health and well-being. It supports the Sustainable Community Strategy. The policy is the most appropriate way forward.
Effective - deliverable	Policy 2 is in line with national policy. It sets out that the council will support proposals for new and improved community facilities by working with partners and through the use of developer contributions.
Effective - flexible	Policy 2 offers flexibility in terms of protection of existing community facilities where certain criteria are met and where appropriate. The policy also offers flexibility through only supporting appropriate new and improved community facilities.
Effective - able to be monitored	Policy 2 will be monitored by LDF indicators 23, 40, 41, 42 and 43.

Supporting Documents

Sustainability Appraisal

11.5 The 'Communities' policy scored positively in relation to the sustainability objectives. Key points in relation to the economic, environmental and social sustainability objectives are:

a. **Economic:** The policy will positively promote the sustainable regeneration of the borough by creating cohesive communities where people have access to new

and improved community facilities, including health and well being centres and education facilities. This will make the borough more attractive to investors, including the borough's centres. It will improve the borough's economy, including tourism, and through the development of innovative and knowledge based industries. The policy can improve people's well-being and their ability to work.

b. **Environmental:** The policy will ensure that new community facilities are in accessible locations, reducing the need to travel and promoting sustainable transport choices and are built to a high quality design. This will contribute towards reducing the effects of climate change.

c. **Social:** The policy will promote community cohesion by providing new and improved community facilities, in accessible, sustainable locations. This will therefore help improve the health and education and skills levels of the borough's population and can help reduce anti social behaviour.

Habitats Regulations Assessment

11.6   A Habitats Regulation Assessment (HRA) of the joint DPD was undertaken by Greater Manchester Ecology Unit on the impact on European Protected Sites.

11.7   This Screening Opinion included an assessment of the possible effects of the plan on the South Pennine Moors (SPA/SAC) and the Rochdale Canal (SAC).

11.8   The HRA assessed each policy. In relation to the communities policy the HRA concluded:

a. No significant negative impacts on the South Pennine Moors (SPA/SAC) anticipated from the operation of this policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

b. No significant negative impacts on the Rochdale Canal (SAC) anticipated from the operation of this Policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

Equalities Impact Assessment

11.9   An Equalities Impact Assessment (EqIA) of the joint DPD has been undertaken. The purpose of the EqIA was to assess the potential impact of the joint DPD on the different groups of people in the borough.

11.10 The initial EqIA concluded that the joint DPD is not considered to have any adverse impacts on the different groups of people and that a full EqIA is not needed.

Monitoring

11.11 The joint DPD sets out a monitoring framework to monitor the effectiveness of the DPD. This sets out indicators, the relevant strategic objectives, targets and commentary and arrangements for reviewing. The indicators that will monitor the effectiveness of the communities policy are 23, 40, 41, 42, and 43.

POLICY 9 'LOCAL ENVIRONMENT'

11.12 The policy sets out how the the council will protect local environmental quality and amenity and how the council will promote community safety through development.

11.13 Policy 9 is "sound" in terms of the PPS12 guidance. The box below demonstrates how the policy is justified and effective, in line with PPS12.

Table 1

Consistent with National Policy	Policy 9 is consistent with the requirements of PPS1.
Justified - founded on robust evidence	The policy has been informed by credible and robust evidence including the requirements of PPS1, the Air Quality Management Area Action Plan and the Oldham SCS and LAA have informed the policy. The 'Issues Survey', 'Issues and Options', 'Preferred Options' and 'Refining Options' stages of the LDF process have also informed the policy.
Justified - the most appropriate strategy	Policy 9 sets out how we will protect local environmental quality and amenity and promote community safety. It supports the aspirations of the Sustainable Community Strategy. The policy is the most appropriate way forward.
Effective - deliverable	Policy 9 is in line with national policy. It sets out how we will protect local environmental quality and amenity and promote community safety.
Effective - flexible	Policy 9 provides flexibility for dealing with a range of issues.
Effective - able to be monitored	Policy 9 will be monitored by LDF indicators 29 and 30.

Supporting Documents

Sustainability Appraisal

11.14 The 'Local Environment' policy scored positively in relation to the sustainability objectives. Key points in relation to the economic, environmental and social sustainability objectives are:

a. **Economic**: The policy will promote the sustainable regeneration of the borough by ensuring development protects local environmental quality and amenity. This will promote the borough's image and therefore promote the borough as a place to invest in and create jobs.

b. **Environmental**: The policy will ensure that development does not have a adverse impact on the visual amenity of the surrounding area; does not result in harm to residential and workplace amenity; minimises traffic levels and does not harm the safety of road users; does not have an unacceptable impact on the environment or human health caused by air quality.

c. **Social**: The policy will promote community cohesion by promoting safety and security and promoting safe neighbourhoods and clean, green spaces.

Habitats Regulations Assessment

11.15 A Habitats Regulation Assessment (HRA) of the joint DPD was undertaken by Greater Manchester Ecology Unit on the impact on European Protected Sites.

11.16 This Screening Opinion included an assessment of the possible effects of the plan on the South Pennine Moors (SPA/SAC) and the Rochdale Canal (SAC).

11.17 The HRA assessed each policy. In relation to local environment policy the HRA concluded:

    a.   No significant negative impacts on the South Pennine Moors (SPA/SAC) anticipated from the operation of this policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

    b.   No significant negative impacts on the Rochdale Canal (SAC) anticipated from the operation of this policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

Equalities Impact Assessment

11.18 An Equalities Impact Assessment (EqIA) of the joint DPD has been undertaken. The purpose of the EqIA was to assess the potential impact of the joint DPD on the different groups of people in the borough.

11.19 The initial EqIA concluded that the joint DPD is not considered to have any adverse impacts on the different groups of people and that a full EqIA is not needed.

Monitoring

11.20 The joint DPD sets out a monitoring framework to monitor the effectiveness of the DPD. This sets out indicators, the relevant strategic objectives, targets and commentary and arrangements for reviewing. The indicators that will monitor the effectiveness of the local environment policy are 29 and 30.

POLICY 16 'LOCAL SERVICES AND FACILITIES'

11.21 Policy 16 'Local Services and Facilities' sets out the general approach to ensuring local shops, leisure facilities and offices are provided near to people's homes, reducing the need to travel.

11.22 Policy 16 is "sound" in terms of the PPS12 guidance. The box below demonstrates how the policy is justified and effective, in line with PPS12.

Table 2

Consistent with National Policy	Policy 16 is consistent with the requirements of PPS1 and PPS4.
Justified - founded on robust evidence	The policy has been informed by credible and robust evidence including the requirements of PPS1, PPS4, the Oldham Leisure and Retail Study and the Oldham SCS and LAA have informed the policy. The 'Issues Survey', 'Issues and Options', 'Preferred Options' and 'Refining Options' stages of the LDF process have also informed the policy.
Justified - the most appropriate strategy	Policy 16 sets out how we ensure appropriate local shops, leisure facilities and offices are provided near to people's

	homes. It supports the Sustainable Community Strategy. The policy is the most appropriate way forward.
Effective - deliverable	Policy 16 is in line with national policy. It sets out how we ensure appropriate local shops, leisure facilities and offices are provided near to people's homes to help create safe and strong urban and rural comunities.
Effective - flexible	Policy 16 offers flexibility in terms of how we will ensure appropriate local shops, leisure facilities and offices are provided near to people's homes.
Effective - able to be monitored	Policy 16 will be monitored by LDF indicators 10 and 23.

Supporting Assessments

Sustainability Appraisal

11.23 The `Local Services and Facilities` policy scored positively in relation to the sustainability objectives. Below is a summary of the key points in relation to the economic, environmental and social sustainability objectives:

a. **Economic:** The policy will promote the sustainable regeneration of the borough by supporting local services that provide convenient facilities close to people's homes, reducing the need to travel and creating vibrant communities that may attract new businesses and create jobs. By allowing only small scale retail, leisure and office this will protect and enhance the borough's centres.

b. **Environmental:** The policy will allow small scale retail, leisure and office outside the borough's main centres which will focus appropriate development within the accessible and sustainable centres. Supporting local services and facilities will reduce the need to travel and encourage walking and cycling, improving air quality and reducing the effects of climate change.

c. **Social:** The policy will promote community cohesion as local shops represent convenient facilities, especially for less mobile residents and residents in rural areas and provide a focus for community interaction. The policy allows small scale leisure facilities which will improve the health of the borough's population.

Habitats Regulations Assessment

11.24 A Habitats Regulation Assessment (HRA) of the joint DPD was undertaken by Greater Manchester Ecology Unit on the impact on European Protected Sites.

11.25 This Screening Opinion included an assessment of the possible effects of the plan on the South Pennine Moors (SPA/SAC) and the Rochdale Canal (SAC).

11.26 The HRA assessed each policy. In relation to centres policy the HRA concluded:

a.   No significant negative impacts on the South Pennine Moors (SPA/SAC) anticipated from the operation of this policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

b.   No significant negative impacts on the Rochdale Canal (SAC) anticipated from the operation of this policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

Equalities Impact Assessment

11.27 An Equalities Impact Assessment (EqIA) of the joint DPD has been undertaken. The purpose of the EqIA was to assess the potential impact of the joint DPD on the different groups of people in the borough.

11.28 The initial EqIA concluded that the joint DPD is not considered to have any adverse impacts on the different groups of people and that a full EqIA is not needed.

Monitoring

11.29 The joint DPD sets out a monitoring framework to monitor the effectiveness of the DPD. This sets out indicators, the relevant strategic objectives, targets and commentary and arrangements for reviewing. The indicators that will monitor the effectiveness of the Local Services and Facilities policy are 10 and 23.

POLICY 20 'DESIGN'

11.30 Policy 20 'Design' sets out the general approach towards promoting high quality design and sustainable construction of developments

11.31 Policy 20 is "sound" in terms of the PPS12 guidance. The box below demonstrates how the policy is justified and effective, in line with PPS12.

Table 3

Consistent with National Policy	Policy 20 is consistent with the requirements of PPS1.
Justified - founded on robust evidence	The policy has been informed by credible and robust evidence including the requirements of PPS1 and the Design Guide SPD have informed the policy. The 'Issues Survey', 'Issues and Options', 'Preferred Options' and 'Refining Options' stages of the LDF process have also informed the policy.
Justified - the most appropriate strategy	Policy 20 sets out how we promote high quality design and sustainable construction of developments. It follows the design principles of the Urban Design Guide SPD. It supports the Sustainable Community Strategy. The policy is the most appropriate way forward.
Effective - deliverable	Policy 20 is in line with national policy. It sets out how we promote high quality design and sustainable construction of developments.

Effective - flexible	Policy 20 offers flexibility in terms of how we will promote high quality design and sustainable construction of developments. Design principles should be met where appropriate to the development.
Effective - able to be monitored	Policy 20 will be monitored by LDF indicators 20, 21, 37 and 45.

Supporting Documents

Sustainability Appraisal

11.32 The 'Design' policy scored positively in relation to the sustainability objectives. Below is a summary of the key points in relation to the economic, environmental and social sustainability objectives:

    a. **Economic:** The policy will promote the sustainable regeneration of the borough by promoting high quality design and sustainable construction that reflects the character and local distinctiveness of areas, communities and sites. This will make the borough more attractive to residents, visitors and investors, promoting economic growth, tourism and the viability and vitality of centres.

    b. **Environmental:** The policy will ensure that developments are located to support movement by means other than the private car and encourage, walking, cycling and use of public transport, improving air quality. The policy will promote high quality design and sustainable construction, reflecting local character and distinctiveness, and enhancing green infrastructure.

    c. **Social:** The policy will promote community cohesion by promoting high quality design that can reinforce civic pride and local identity and reduce crime and the fear of crime. The policy requires a mix of uses that adds richness and variety to the local areas and provides for the needs of all sections of society.

Habitats Regulations Assessment

11.33 A Habitats Regulation Assessment (HRA) of the joint DPD was undertaken by Greater Manchester Ecology Unit on the impact on European Protected Sites.

11.34 This Screening Opinion included an assessment of the possible effects of the plan on the South Pennine Moors (SPA/SAC) and the Rochdale Canal (SAC).

11.35 The HRA assessed each policy. In relation to centres policy the HRA concluded:

    a. No significant negative impacts on the South Pennine Moors (SAC/SPA) anticipated from the operation of this policy. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

    b. No significant negative impacts on the Rochdale Canal (SAC) anticipated from the operation of this policy. Possible positive impacts from reduced road traffic. The above policy has been 'screened out' from further assessment within the joint DPD HRA in this respect.

Equalities Impact Assessment

11.36 An Equalities Impact Assessment (EqIA) of the joint DPD has been undertaken. The purpose of the EqIA was to assess the potential impact of the joint DPD on the different groups of people in the borough.

11.37 The initial EqIA concluded that the joint DPD is not considered to have any adverse impacts on the different groups of people and that a full EqIA is not needed.

Monitoring

11.38 The joint DPD sets out a monitoring framework to monitor the effectiveness of the DPD. This sets out indicators, the relevant strategic objectives, targets and commentary and arrangements for reviewing. The indicators that will monitor the effectiveness of the design policy are 20, 21, 37 and 45.

POLICY 25 DEVELOPER CONTRIBUTIONS

11.39 The developer contributions policy sets out the councils approach to developer contributions for the provision of additional, improved or extended green, social or physical infrastructure.

11.40 Policy 25 is "sound" in terms of the PPS12 guidance. The box below demonstrates how the policy is justified and effective, in line with PPS12.

Table 4

Consistent with National Policy	Policy 25 puts in place the framework for new developments, where appropriate, to contribute to securing the borough's additional, improved or extended green, social or physical infrastructure consistent with national policy on developer contributions.
Justified - founded on robust evidence	The policy has been informed by credible and robust evidence including amongst other things, Circular 05/05 and representations made at the Issues Survey, Issues and Options, Preferred Options and Refining Options stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 25 puts in place the framework for new developments, where appropriate, to contribute to securing additional, improved or extended green, social or physical infrastructure consistent with national policy on developer contributions. It supports the Sustainable Community Strategy aspirations and plans.
Effective - deliverable	Policy 25 will contribute towards meeting the borough's additional, improved or extended green, social or physical infrastructure needs, where appropriate.
Effective - flexible	Policy 25 provides a sound planning framework to meet the borough's additional, improved or extended green, social and physical infrastructure needs, where viable and appropriate.
Effective - able to be monitored	Policy 25 will be monitored by all LDF indicators, where appropriate.