

Oldham

Local

Development

Framework

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Core Strategy and Development Management Policies
Development Plan Document

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Oldham
Council

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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 Movement and Accessibility. It looks at national and local guidance and the evidence base for transport and accessibility. It describes the formation of the following policies:

- Policy 5 Promoting Accessibility and Sustainable Transport Choices
- Policy 17 Gateways and Corridors

1.3 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 our approach towards the movement and accessibility will be delivered and monitored.

1.4 The background paper includes a section on Policy 1 'Climate Change and Sustainable Development' and Policy 25 'Developer Contributions' including how they are effective and justified in line with Planning Policy Statement 12 'Local Spatial Planning' (PPS12).

Main issues and key challenges

1.5 The main key issues and challenges facing the borough that relate to movement and accessibility are:

- a. Promoting accessibility and sustainable transport choices such as public transport, cycling and walking.
- b. Securing Metrolink and maximising its benefits.
- c. Improving the quality of people's lives.
- d. Making sure that Oldham plays to its strengths and pulls its weight in Greater Manchester and develops its links with Leeds.
- e. Adapting and mitigating to climate change and promoting sustainable development.
- f. Promoting community cohesion.
- g. Make Oldham an address of choice.
- h. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
- i. Encouraging healthy lifestyles, more play and physical exercise.

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- 1.6** This background paper explains how we have addressed these issues through our joint DPD.
- 1.7** Also as a result of work carried out with the Highways Agency during the preparation of the joint DPD the following key transport and highway issues facing the borough have been identified:
- a. Addressing the forecasted drop in walk and cycle movements alongside decreasing Public Transport patronage and capacity constraints on the public transport network;
 - b. Clustering of employment sites and Journey Times along the M60 clockwise (between Junctions 20 and Junction 22);
 - c. Journey times along the key radial routes and principally those in proximity to the Strategic Road Network (SRN);
 - d. Air Quality and the adoption of Low Emission Strategies particularly with regard to the 19.4% forecasted increase in CO2 levels; and
 - e. The delivery of accessible development to sustainable modes of transport and key services.
- 1.8** With particular reference to the five key issues above, the impact on the transport network of the development sites being promoted through the LDF will be assessed, both individually and cumulatively, during the development of the Site Allocations DPD, in partnership with the Highways Agency.

2 National

Delivering a Sustainable Transport System: Main Report (DfT, 2008)

2.1 "We want our transport system:

- to support national economic competitiveness and growth, by delivering reliable and efficient transport networks;
- to reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change;
- to contribute to better safety, security and health and longer life expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health;
- to promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society; and
- to improve quality of life for transport users and non-transport users, and to promote a healthy natural environment".⁽¹⁾

Delivering Sustainable Low Carbon Travel: An Essential Guide for Local Authorities (DfT, 2009)

"Influencing demand through planning

2.2 The easiest way to manage transport problems is to minimise them at the outset. Decisions on the locations of key destinations and major developments are an important determinant of their long-term sustainability. What is it? What are the benefits?

2.3 Embedding sustainable travel in planning involves understanding the services people using the development need access to, and how they can access them without relying on a car. This will ensure that climate change and transport impacts of new developments can be minimised. Sustainable transport should be embedded in the planning process for all developments, including:

- Housing
- Employment sites
- Education facilities
- Retail developments
- Transport Interchanges

2.4 Planners and developers should work closely with transport officers to ensure the impact of existing and future developments is minimised on transport networks and reduces the need to travel. Planning Guidance requires planning applications with significant transport impacts to implement mitigation measures. It is important that sustainable travel and travel plans are familiar to those handling planning as well as transport within a local authority.

2.5 The planning system can also be harnessed to facilitate the use of more sustainable low carbon initiatives. For example:

1 Delivering a Sustainable Transport System: Main Report, page 7, paragraph 4, DfT, 2008.

- Requiring new buildings and developments, where they provide car parking, to include charging facilities for electric vehicles or set aside a certain allocation of car parking spaces for electric vehicles as a condition of granting planning consent.
- Considering the development of a car club close or within a new development to reduce traffic and free up more space for development;
- Converting on-street residents and pay and display parking bays into car club use only".⁽²⁾

Guidance on Transport Assessment (DfT and DCLG, 2007)

- 2.6** *"Planning Policy Guidance Note 13: Transport (PPG13)* states that, where a new development is likely to have significant transport implications, a Transport Assessment (TA) should be prepared and submitted with a planning application for the development. It will then be used to determine whether the impact of the development on transport is acceptable. TAs are normally produced by developers and are used by decision makers in the planning process.
- 2.7** A TA is a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport.
- 2.8** In some cases, the transport issues arising out of development proposals may not require a full TA to inform the process adequately and identify suitable mitigation. In these instances, it has become common practice to produce a simplified report in the form of a Transport Statement (TS). There will also be situations where the transport issues relating to a development proposal are limited, and no formal assessment is necessary".⁽³⁾
- 2.9** Appendix B⁽⁴⁾ in the document outlines indicative thresholds for transport assessments, however it does say that local authorities may interpret them in light of their own circumstances.

Planning and the Strategic Road Network (Circular 02/2007, DfT, March 2007)

- 2.10** The circular explains how the Highways Agency will participate in all stages of the planning process with Government Offices and local planning authorities, local highway/transport authorities, public transport providers and developers to ensure national aims and objectives can be aligned and met. The circular sets out how the Highways Agency will take part in the development of Local Development Frameworks (LDFs) and also;
- "encourages the Agency and Local Planning Authorities (LPAs) to work together to ensure effective participation in the preparation of local sustainable development policy;
 - sets out how the Agency will deal with planning applications".⁽⁵⁾

2 Delivering Sustainable Low Carbon Travel: An Essential Guide for Local Authorities, page 36, DfT, 2009.

3 Guidance on Transport Assessment, page 5, paragraphs 1.1 - 1.3, DfT and DCLG, 2007.

4 Guidance on Transport Assessment, page 47, DfT and DCLG, 2007.

5 Planning and the Strategic Road Network, Circular 02/2007, page 1, paragraph 1, DfT, March 2007.

Planning Policy Statements

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

- 2.11** "The objectives of this guidance are to integrate planning and transport at the national, regional, strategic and local level 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.
- 2.12** This guidance sets out the circumstances where it is appropriate to change the emphasis and priorities in provision between different transport modes, in pursuit of wider Government objectives. The car will continue to have an important part to play and for some journeys, particularly in rural areas, it will remain the only real option for travel.
- 2.13** In order to deliver the objectives of this guidance, when preparing development plans and considering planning applications, local authorities should:
- a. actively manage the pattern of urban growth to make the fullest use of public transport, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges;
 - b. locate day to day facilities which need to be near their clients in local centres so that they are accessible by walking and cycling;
 - c. accommodate housing principally within existing urban areas, planning for increased intensity of development for both housing and other uses at locations which are highly accessible by public transport, walking and cycling;
 - d. ensure that development comprising jobs, shopping, leisure and services offers a realistic choice of access by public transport, walking, and cycling, recognising that this may be less achievable in some rural areas;
 - e. in rural areas, locate most development for housing, jobs, shopping, leisure and services in local service centres which are designated in the development plan to act as focal points for housing, transport and other services, and encourage better transport provision in the countryside;
 - f. ensure that strategies in the development and local transport plan complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked;
 - g. use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car for work and other journeys;
 - h. give priority to people over ease of traffic movement and plan to provide more road space to pedestrians, cyclists and public transport in town centres, local neighbourhoods and other areas with a mixture of land uses;
 - i. ensure that the needs of disabled people as pedestrians, public transport users and motorists - are taken into account in the implementation of planning policies and traffic management schemes, and in the design of individual developments; consider how best to reduce crime and the fear of crime, and seek by the design

and layout of developments and areas, to secure community safety and road safety; and

- j. protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements".⁽⁶⁾

2.14 Annex D of PPG 13 includes a set of parking standards.⁽⁷⁾ Those standards are as follows:

Table 1 Car Parking Standards from PPG 13

Use	National Maximum Parking Standard 1 space per square metre (m2) of gross floorspace unless otherwise stated	Threshold from and above which standard applies (gross floorspace)
Food retail	1 space per 14 square metres	1000 square metres
Non food retail	1 space per 20 square metres	1000 square metres
Cinemas and conference facilities	1 space per 5 seats	1000 square metres
D2 (other than cinemas, conference facilities and stadia)	1 space per 22 square metres	1000 square metres
B1 including offices	1 space per 30 square metres	2500 square metres
Higher and further education	1 space per 2 staff + 1 space per 15 students (see note 1)	2500 square metres
Stadia	1 space per 15 seats (see note 2)	1500 seats

Notes:

- i. The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalent figures.

⁶ PPG13, DETR, 2001.

⁷ PPG13, Annex D, DETR, 2001.

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- ii. For stadia, sufficient coach parking should be provided to the satisfaction of the local authority and treated separately from car parking. Coach parking should be designed and managed so that it will not be used for car parking.
 - iii. Parking for disabled people should be additional to the maximum parking standards. Development proposals should provide adequate parking for disabled motorists, in terms of numbers and design.
 - iv. For mixed use development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure.

3 Greater Manchester

Greater Manchester Local Transport Plan 2006/7-2010/11 (GMPTA & partners, July 2005)

3.1 The aims of the plan are to:

- Enhance Metrolink (with extra capacity being provided by Phase 1/2 improvements) and discussions continuing with Government over the delivery of the Phase 3 expansion.
- Improve Rail (with additional capacity being generated through improvements being implemented by Train Operating Companies combined with LTP investment aimed at increasing the number of car parking spaces at key commuter stations and improvements to the station infrastructure at key stations).
- Make buses more attractive (with additional trips being attracted through development of Corridor Partnerships, continued investment in Quality Bus Corridors and a range of other measures detailed in the Bus Strategy including the potential introduction of bus based park and ride where this provides a cost effective solution for a particular corridor).
- Develop corridor partnerships which integrate the planning of services and capital investment with regeneration, housing and other local strategies. Though the early focus is on developing radial corridors, work will also be undertaken to identify and commence development of orbital corridor partnerships.
- Encourage more short trips to be undertaken by walking and cycling (by focusing on developing safe and convenient routes to town and local centres, schools and major employers, rather than piecemeal investments).
- Traffic management improvements to manage the demand on the network of the residual increase in car movements whilst at the same time optimising the network, particularly for the more sustainable modes (by investment in further improvements to the Urban Traffic Management and Control system and other more localised improvements).
- Continue development of workplace and school travel plans to encourage the use of more sustainable modes, with a particular focus on locations where capital investment is being made.
- Refine the land use planning strategy such that it is complementary to our transport plans and which directs development likely to generate large numbers of trips to locations where it can be accessed by a range of modes.
- To continue to review and refine our programmes so as to provide a balance of priorities with respect to economic and environmental aims."⁽⁸⁾

Greater Manchester Strategy

3.2 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"⁽⁹⁾ where the prosperity secured is enjoyed by the many and not the few".⁽¹⁰⁾

3.3 The Greater Manchester Spatial Framework is currently being prepared.

8 Greater Manchester LTP 2006/7-2010/11, page 9 GMPTA & partners, July 2005.

9 Now referred to as Greater Manchester.

10 Prosperity for all: Greater Manchester Strategy, AGMA, 2009, page 5.

Greater Manchester Studies/Research

An Integrated Transport Strategy for Greater Manchester (GMPTA & partners 2005)

3.4 The objective is to ensure that Greater Manchester plays its full part in driving the continued economic revival of the North West and enables the North West to make its full contribution to the national competitiveness agenda. Oldham is grouped under the 'North East' of Greater Manchester, along with Rochdale and parts of Bury, Tameside and Manchester. The strategy specifically proposes for the 'North East' of Greater Manchester:⁽¹¹⁾

- a. Additional park and ride facilities
- b. Additional quality bus corridors
- c. Development of the Oldham - Rochdale Metrolink extension
- d. Package of travel change initiatives to add value to improved public transport investment

The Greater Manchester Cycling Strategy (GMPTA & partners 2006)

3.5 Objectives are:⁽¹²⁾

- a. To increase the proportion of cycle trips throughout the conurbation
- b. To improve levels of cyclists' safety
- c. To improve integration with other modes of transport, where appropriate
- d. To minimise conflict with other transport modes, including vehicles and other vulnerable road users
- e. To ensure integration of cycling policies in other strategies, plans and funding bids
- f. To target resources strategically and in a cost-effective manner

Assessing the Transport Impacts of the Local Development Framework (AGMA, Highways Agency and MVA Consultancy December 2009)

3.6 "The objective of the study was to investigate the potential impacts on transport networks of the LDF core spatial strategies for each of the districts in Greater Manchester. The approach involved using the land use and transport forecasting models that have been developed for the Greater Manchester area. The models assume levels of economic growth that are consistent with AGMA's Accelerated Growth Scenario (AGS), along with development of the sites and allocations contained within the emerging Local Development Frameworks".⁽¹³⁾

3.7 The report produced outcomes for a number of different elements. In relation to 'Changes in Trip Making' between 2011 and 2026 the report forecasts between 2011 and 2026 that car usage in Oldham will increase, public transport usage decrease, and walking and cycling will decrease.⁽¹⁴⁾

11 An Integrated Transport Strategy for Greater Manchester, page 15, paragraph 43, GMPTA & partners, 2005.

12 The Greater Manchester Cycling Strategy, page 3, GMPTA & partners 2006

13 Oldham Transport Impacts of LDF, page 1, paragraph 1.2, MVA Consultancy, 2009.

14 Oldham Transport Impacts of LDF, pages 5 - 8, paragraphs 4.2 - 4.4, MVA Consultancy, 2009.

- 3.8** In relation to 'Impact on the Highway Network' the report says that the most significant increases in Oldham are noted as being on the M60, which is a result of new employment developments in this area, this will result in a number of junctions around the M60 becoming at or near to capacity over the period 2011 to 2026.⁽¹⁵⁾
- 3.9** For 'Impact on Journey Times' the report forecast that between 2011 and 2026 the biggest increase in motorway journey times is on M60 clockwise between junctions 20 & 22. Journey time increases represent more than a minute and at morning peak times more than two minutes. This increase is consistent with the increase in traffic expected as a result on the concentration of employment development near the M60. There will also be an increase of over 7 minutes in the morning peak from Oldham into the Manchester City Centre resulting from increasing levels of commuting to Manchester City Centre where employment development is concentrated. Other key routes that will have significant impacts in Oldham are: Morning peak A672 between Oldham and the M62, many links between Oldham and the M60 show increases. In the evening peak increases are not as big with the largest increases forecast for the A663 between the A62 and the A627(M).⁽¹⁶⁾
- 3.10** In relation to 'Impact on Public Transport' the report forecast that between 2011 and 2026 there will be a consistent decline in bus boardings with a corresponding increase in tram boardings. It states that this is due to a combination of the increases in values of time, congestion on the road network and the extension of Metrolink.⁽¹⁷⁾
- 3.11** And finally in relation to 'Impact on Environmental Indicators' the report forecast that between 2011 and 2026 Nitrogen Oxide (NOx) emissions are forecast to reduce by 17% between 2011 and 2026 (even though traffic levels are increasing, this is due to assumed fuel efficiency improving) and that Particulate (PM10) and Carbon Dioxide (CO2) emissions are forecast to increase.⁽¹⁸⁾

Protocol for joint working on planning issues between AGMA Authorities and the Highways Agency (AGMA and Highways Agency, 2010)

- 3.12** The protocol sets out an agreed arrangement for joint working between the AGMA authorities and the Highways Agency (HA) in the preparation of LDF's.
- 3.13** The key aims are as follows:
- To foster partnerships in the parties' approach to identifying the transport impacts of the development proposed within LDF's
 - To jointly determine how best to mitigate such impacts in the most sustainable way
 - To ensure that the HA is able to support the approach to the production of DPD's at Examinations in Public and that such DPD's are considered sound
 - To ensure that agreement is reached on satisfactory arrangements to deliver the development planned for the first five years of the emerging Core Strategies, and that an agreed approach is in place which will allow transport impacts and infrastructure delivery issues in the medium to longer terms to be properly identified and addressed

15 Oldham Transport Impacts of LDF, pages 8 - 12, paragraphs 4.5 - 4.6, MVA Consultancy, 2009.

16 Oldham Transport Impacts of LDF, pages 13 - 15, paragraphs 4.7 - 4.9, MVA Consultancy, 2009.

17 Oldham Transport Impacts of LDF, page 16, paragraph 4.10, MVA Consultancy, 2009.

18 Oldham Transport Impacts of LDF, page 17, paragraph 4.11, MVA Consultancy, 2009.

- To provide aligned, cohesive and deliverable infrastructure plans for transport within Greater Manchester
- To demonstrate that the following policy requirements are being adequately addressed in Greater Manchester:
 - PPS12 is based on the principle that there should be a sound evidence base to underpin proposals and policies in LDF's
 - Circular 02/2007 also sets out how the impact of LDF's on the Strategic Road Network (SRN) should be assessed

3.14 As part of the protocol key transport related issues have been defined for Oldham through an appraisal of the available evidence base, including the 'Assessing the Transport Impacts of the Local Development Framework' modelling work discussed above. It is envisaged that the key issues will be championed through the protocol and are fundamental factors which have been integrated into the joint DPD. The following key issues have been identified for Oldham and have been included within the joint DPD:

Table 2 Key transport and highway issues facing the borough

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

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

4 Oldham

Sustainable Community Strategy and Local Area Agreement

4.1 Oldham's vision for 2020 is, 'Oldham a place where everyone is proud to belong' because it will be 'increasing life opportunities for all'.⁽¹⁹⁾ One of the ways it says it will achieve the vision is to: "improve sustainable transport links between the borough and other key locations in the city region. Local people need high level skills in order to share in the benefits offered by the growth of the city region⁽²⁰⁾ economy, but they also need convenient and affordable means of transport, providing access to major employment locations without creating congestion or pollution. Foremost amongst the transport investments which are needed is the Metrolink extension from Manchester through Oldham town centre to Kingsway and Rochdale town centre. This will act as a thread linking together the major regeneration opportunities in the north east quadrant of the city region, within the borough and beyond, and making them much more easily accessible to the area's most deprived communities; and improve and maintain the transport infrastructure network with priorities including highway retaining walls, street lighting, main roads and footways".⁽²¹⁾

Corporate Objectives

4.2 Oldham Council has four corporate objectives:⁽²²⁾

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

4.3 The transport policies within the joint DPD link well to the 'a confident place' objective, the aim of which is for a confident place with safe neighbourhoods and clean, green spaces for all to enjoy. It mentions how the borough has the lowest levels of carbon dioxide (CO2) emissions in Greater Manchester and how the council has a number of plans in place to further reduce this. It further states, "Projects such as the extension to Metrolink, Quality Bus Corridors and Oldham Cycle Network will all have a vital role to play".⁽²³⁾

ORESA

Oldham and Rochdale Prospectus 'Investing in Jobs, Homes and Communities' (Oldham and Rochdale Economic and Skills Alliance (ORESA, June 2009)

19 Oldham's Community Strategy 2008-2020 and Local Area Agreement 2008-2011, page 11, Oldham Partnership, 2008.

20 Now referred to as Greater Manchester.

21 Oldham's Community Strategy 2008-2020 and Local Area Agreement 2008-2011, page 15, Oldham Partnership, 2008.

22 Corporate Plan 2009 - 2013, page 6, Oldham Council, 2009.

23 Corporate Plan 2009 - 2013, page 9, Oldham Council, 2009.

- 4.4** ORESA is the Oldham and Rochdale Economic and Skills Alliance. The prospectus is the foundation of a conversation with the Homes and Communities Agency and sets out the two boroughs' opportunities, achievements and challenges at the current time. 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.⁽²⁴⁾ 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 within our urban and rural areas".⁽²⁵⁾

- 4.5** In relation to transport the prospectus highlights the borough's aspirations in relation to transport connections,

"We:

- will, in the medium term, be served by a light rail system that will greatly modernise our connections into Manchester City Centre and beyond and also between the two boroughs.
- will maximise the economic and regeneration benefits of Metrolink travelling through our town centres.
- have fantastic motorway connections to the North West and Yorkshire regions via M62, M66 and M60.
- have strategic heavy rail connections to Manchester and Leeds".⁽²⁶⁾

Oldham Beyond

- 4.6** Oldham Beyond was commissioned by Oldham Local Strategic Partnership and published in 2004 to develop a vision and a strategy for the renaissance of Oldham.
- 4.7** As part of the study WSP carried out an accessibility audit of the borough,⁽²⁷⁾ looking at movement within the borough and its links from a regional and national perspective.
- 4.8** Oldham Beyond looked at the road access, rail, buses, walking and cycling and car parking across the borough.

Oldham Studies/Research

Oldham's Cycling Strategy (Oldham Council 2002)

- 4.9** The objectives of the strategy include.⁽²⁸⁾
- To maximise the role of cycling as a transport mode in order to reduce the use of private cars;
 - To develop a safe, convenient, efficient and attractive transport infrastructure, which encourages and facilitates the use of walking, cycling and public transport

24 Now referred to as Greater Manchester.

25 Oldham and Rochdale Prospectus 'Investing in Jobs, Homes and Communities', page 7, ORESA, 2009.

26 Oldham and Rochdale Prospectus Investing in Jobs, Homes and Communities, page 14, ORESA, 2009.

27 Oldham Beyond, page 37, appendix 5, URBED, 2004.

28 Oldham's Cycling Strategy, pages 7 and 8, paragraphs 2.1 - 2.4, Oldham Council, 2002.

and which minimises reliance on and discourages unnecessary use of private cars;

- To ensure that policies to increase cycling and meet the needs of cyclists are fully integrated into the councils development plan, local transport plan, road safety plan and other action plans and strategies.

4.10 The targets included within the strategy are:⁽²⁹⁾

- Increase cycle use
- Reduction of cyclist casualty rate
- Reduction in cycle theft
- Schoolchildren, on road cycle training
- Cycle parking

Oldham Council Rights of Way Improvement Plan (RoWIP) 2008 - 2017 (Oldham Council 2007)

4.11 Oldham's Vision for the plan is:

"To have an accessible Rights of Way network which helps improve the borough's image and supports the local economy. This in turn will help promote tourism, improve the quality of life for those who live, work and play in the region, and provide for a sustainable community. This will be carried out within the context of being a member authority of the Association of Greater Manchester Authorities and part of the Peak Park".⁽³⁰⁾

4.12 Oldham's RoWIP objectives are:⁽³¹⁾

- Ensure that the existing Public Rights of Way network is open and available for use
- Connected, safe and accessible routes for all users
- Provide an up to date and widely available paper and digital Definitive Map and Statement
- Improve the promotion, understanding and use of the network
- Encourage greater involvement in managing local Rights of Way

Oldham Council's Public Transport Accessibility Map (Oldham Council)

4.13 The council has a public transport accessibility map. The map shows the borough's frequent, satisfactory and basic bus routes, the borough's train stations and future Metrolink stations.

4.14 The purpose of the map is to help guide developments to the most sustainable locations in the borough, with the aim being that all major developments should achieve 'high' or 'very high accessibility' and minor developments achieve 'low accessibility' as a minimum'.

4.15 Public transport accessibility is currently defined below.

29 Oldham's Cycling Strategy, pages 6 and 7, paragraphs 3.1 - 3.6, Oldham Council, 2002.

30 Oldham Metropolitan Borough Council Rights of Way Improvement Plan 2008 - 2017, page 12, Oldham Council, 2007.

31 Oldham Metropolitan Borough Council Rights of Way Improvement Plan 2008 - 2017, page 13, Oldham Council, 2007.

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- i. Very High Accessibility: within approximately 400 metres of a frequent bus route (route with a service or combination of services running minimum of every 10 minutes daytime Monday to Saturday and running evenings and Sundays) and approximately 800 metres of a rail station or future Metrolink stop.
 - ii. High Accessibility: within approximately 400 metres of a frequent bus route or approximately 800 metres of a rail station or future Metrolink stop.
 - iii. Medium Accessibility: within approximately 400 metres of a bus route with a service, or a combination of services, running at a frequency of two per hour daytime Monday to Saturday.
 - iv. Low Accessibility: within approximately 400 metres of a bus route with a service, or a combination of services, running less frequently than the medium accessibility.

5 The LDF so far...

ISSUES SURVEY (Oldham Council, 2007)

- 5.1** 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 (Oldham Council, 2007)

- 5.2** 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 (Oldham Council, 2009)

- 5.3** 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.
- 5.4** 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 (Oldham Council, 2010)

- 5.5** During May and 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.

Main Issues and Key Challenges

- 5.6** The main key issues and challenges facing the borough that relate to transport are:
- a. Promoting accessibility and sustainable transport choices such as public transport, cycling and walking.
 - b. Securing Metrolink and maximising its benefits.
 - c. Improving the quality of people's lives.
 - d. Making sure that Oldham plays to its strengths and pulls its weight in Greater Manchester and develops its links with Leeds.
 - e. Adapting and mitigating to climate change and promoting sustainable development.
 - f. Promoting community cohesion.
 - g. Make Oldham an address of choice.
 - h. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
 - i. Encouraging healthy lifestyles, more play and physical exercise.
- 5.7** Also as a result of work carried out with the Highways Agency during the preparation of the joint DPD the following key transport and highway issues facing the borough have been identified:
- a. Addressing the forecasted drop in walk and cycle movements alongside decreasing Public Transport patronage and capacity constraints on the public transport network;
 - b. Clustering of employment sites and Journey Times along the M60 clockwise (between Junctions 20 and Junction 22);
 - c. Journey times along the key radial routes and principally those in proximity to the SRN;
 - d. Air Quality and the adoption of Low Emission Strategies particularly with regard to the 19.4% forecasted increase in CO2 levels; and
 - e. The delivery of accessible development to sustainable modes of transport and key services.
- 5.8** With particular reference to the five key issues above, the impact on the transport network of the development sites being promoted through the LDF will be assessed, both individually and cumulatively, during the development of the Site Allocations DPD, in partnership with the Highways Agency.

Issues Survey

- 5.9** In relation to 'transport' the question asked was:
- Do you agree or disagree that new developments should be located and designed in ways that encourage people to walk, cycle and use public transport rather than travel by car?
- 5.10** The vast majority of respondents were of the opinion that new developments should be located and designed in ways that encourage walking, cycling and use of public transport (79.5% agreed or strongly agreed) and only 9% disagreed or strongly disagreed.

Issues and Options

Evidence Base

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

- Planning Policy Guidance 13 'Transport' (PPG13)
- Greater Manchester Local Transport Plan 2006/7-2010/11

Spatial portrait

5.12 The spatial portrait highlighted that the percentage of households with no car or van is higher than the regional and national average.⁽³²⁾ The borough's transport connectivity, in relation to the road network and public transport links is also described.⁽³³⁾

Draft issues and challenges

5.13 In the issues and challenges section the importance of an efficient transport system was highlighted in relation to the impacts it can have of supporting regeneration and investment. It also highlighted how the joint DPD needs to be integrated with the Greater Manchester Transport Strategy and the Greater Manchester LTP and that access and movement need to be achieved with as little harm to the environment and human health as possible.⁽³⁴⁾

5.14 Questions asked in relation to transport were split into three topics:

- Accessibility and Sustainable Transport Choices;
- Metrolink; and
- Parking Standards

5.15 Under 'Accessibility and Sustainable Transport Choices' questions were asked on how the joint DPD can ensure new developments encourage sustainable modes of transport, create accessibility criteria and travel plans. In response to the consultation the need for jobs to be accessible by public transport was raised, as was the feeling that development should take place in sustainable locations such as town centres and be accessible by public transport.⁽³⁵⁾

5.16 In relation to the Metrolink, at 'Issues and Options' stage funding was in place for the conversion of the Manchester - Oldham - Rochdale rail line but a decision on the on-street extension to the Oldham Town Centre had yet to be reached. With this in mind the questions asked regarding Metrolink were around safeguarding areas around Metrolink stops as areas for future development. Comments were received stating that the arrival of Metrolink would help increase the borough's sustainability, that developments should be located around Metrolink stops and that land around existing stations should be safeguarded for Metrolink.⁽³⁶⁾

32 'Issues and Options', page 19, table 1, Oldham Council, 2007.

33 'Issues and Options', page 21, paragraph 5.5, Oldham Council, 2007.

34 'Issues and Options', page 34, paragraphs 6.39 - 6.41, Oldham Council, 2007.

35 'Issues and Options': Public Schedule of Representations and Responses, page 6, paragraphs 4.4 and 4.5, Oldham Council, 2008.

36 'Issues and Options': Public Schedule of Representations and Responses, pages 18 - 36, Oldham Council, 2008.

- 5.17** For parking standards' at 'Issues and Options' stage we said that the council should set parking standards that do not exceed the standards in RSS and define standards for additional land uses and areas where more restrictive standards should be applied.

Draft vision

- 5.18** The draft vision was:

"A borough transformed to achieve greater community cohesion, economic growth and prosperity, and sustainable development, through regeneration activities and the rich diversity of its people and places".

- 5.19** In relation to transport reference was made to a borough, "with its modern, integrated public transport system, including the Metrolink extension from Hollinwood through Oldham Town Centre and on to Shaw".⁽³⁷⁾

Draft strategic objectives

- 5.20** The Strategic Objectives in relation to transport in the 'Issues and Options' document were listed under SO4.⁽³⁸⁾ The overarching objective was to, "improve and value the borough's environment by....". This was to be achieved by a range of actions, in relation to transport those were by minimising the impact of motorised traffic, reducing the need to travel and encouraging walking cycling and public transport.

Draft core policies

- 5.21** 'Issues and Options' identified broad types of Core Policies to be included within the joint DPD. In relation to transport, CP8 'Transport' was proposed.

- 5.22** The Transport policy intended:⁽³⁹⁾

- a. To address the borough's strategic and local transport networks and infrastructure requirements, including Metrolink proposals and the spatial implications of the Greater Manchester Integrated Transport Strategy, the Greater Manchester Local Transport Plan and other transport strategies including the Greater Manchester Accessibility Strategy
- b. To address the transport implications and requirements of new developments.
- c. To address the borough's parking standards and requirements
- d. To outline the approach towards accessibility and sustainable transport choices.

Draft development management policies

- 5.23** Development Control Policies (now known as Development Management policies) relating to transport were also identified:⁽⁴⁰⁾

- a. DC9 Highways and Transport
- b. DC10 Promoting Accessibility and Sustainable Transport Choices
- c. DC11 Transport Assessments and Travel Plans

37 'Issues and Options', pages 58, Oldham Council, 2007.

38 'Issues and Options', page 60, Oldham Council, 2007.

39 'Issues and Options', page 73, Oldham Council, 2007.

40 'Issues and Options', page 77, Oldham Council, 2007.

- 5.24** The 'Highways and Transport' policy was described as being concerned with taking forward any specific road and rail network proposals, including Metrolink.
- 5.25** The 'Promoting Accessibility and Sustainable Transport Choices' policy was described as being concerned with promoting accessibility and sustainable transport choices arising from new developments.
- 5.26** The 'Transport Assessments and Travel Plans' policy said it would include details about transport assessments and travel plans.

Preferred Options

Evidence Base

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

- Planning Policy Guidance 13 'Transport' (PPG13)
- Greater Manchester Local Transport Plan 2006/7-2010/11

Spatial Portrait

5.28 The spatial portrait in 'Preferred Options' updates the statistics from 'Issues and Options', where available. The same issues were present from 'Issues and Options' in that car and van ownership is lower in Oldham than regionally and nationally. The borough's transport connectivity was again outlined.

Draft vision

5.29 The transport element of the vision was largely unchanged from 'Issues and Options' stage, saying that the borough will be safer and stronger communities where: "its modern, integrated public transport system, including the Metrolink extension from Hollinwood through Oldham and on to Shaw, has good regional and national connectivity".⁽⁴¹⁾

5.30 In relation to the transport elements of the vision the Highways Agency commented that they welcomed that the: "vision and considers the opportunity to bring forward development in locations which benefit from strong public transport connections to be fundamental to the core strategy".⁽⁴²⁾

Draft strategic objectives

5.31 In 'Preferred Options' the transport objectives were included within SO1. The overarching objective was, "to mitigate and adapt to climate change, and to promote sustainable development and inclusive communities in the borough". It went on to say that it would do this by:

- a. "guiding development to the most accessible and sustainable locations.

41 'Preferred Options', page 36, paragraph 6.1, Oldham Council, 2009.

42 'Preferred Options': Public schedule of comments and responses, page 30, Oldham Council 2009.

- b. reducing the need to travel and encouraging walking, cycling and the use of public transport.
- c. securing improvements to the public transport network and implementing the Metrolink extension proposals from Hollinwood to Oldham and on to Shaw and beyond".⁽⁴³⁾

5.32 GMPTTE supported SO1's aim to deliver sustainable development and to promote more sustainable transport choices.⁽⁴⁴⁾

5.33 United Utilities Water also supported the strategic objective SO1 relating to guiding development to the most accessible and sustainable locations.⁽⁴⁵⁾

Preferred way forward

5.34 The preferred way forward proposed to secure an efficient transport system including the Metrolink proposals through Oldham and promote alternative means of travel to the private car such as encouraging walking, cycling and use of public transport.⁽⁴⁶⁾

Policy Directions

5.35 Policy directions were identified at this stage rather than precise formal wording of the policies. The transport policy directions included were:

- a. Policy Direction 7 Gateways and Corridors
- b. Policy Direction 8 Promoting Accessibility and Sustainable Transport Choices

Policy Direction 7 Gateways and Corridors

5.36 This policy direction⁽⁴⁷⁾ set out the approach towards new developments at gateways and along corridors. The policy direction outlined:

- a. where land may be safeguarded for future transport infrastructure,
- b. support for the Metrolink,
- c. the approach protect disused railway lines,
- d. council strategies to do with walking and cycling it may support,
- e. the approach towards developments generating significant freight movements
- f. the approach towards developments at key gateways

5.37 As a result of the consultation there were ten comments specifically related to Policy Direction 7 with many elements of the policy direction supported. A few amendments to the wording of the policy directions were also suggested.

5.38 For a full summary of comments received in relation to Policy Direction 7 see 'Preferred Options': Public schedule of comments and responses, pages 121 - 124, Oldham Council, 2009.

Policy 8 Promoting Accessibility and Sustainable Transport Choices

43 'Preferred Options', page 37, Oldham Council, 2009.

44 'Preferred Options': Public schedule of comments and responses, page 12, Oldham Council 2009.

45 'Preferred Options': Public schedule of comments and responses, page 41, Oldham Council 2009.

46 'Preferred Options', page 40, paragraph 8.7, Oldham Council, 2009.

47 'Preferred Options', page 61, Oldham Council, 2009.

5.39 This policy direction⁽⁴⁸⁾ was to encourage the use of public transport, walking and cycling. It outlined how it may:

- a. promote walking, cycling and the use of public transport,
- b. promote the expansion and use of Metrolink
- c. promote the need for travel plans
- d. set out the need for Transport Assessments and the thresholds it may impose
- e. intend for all new developments be located in accessible locations

5.40 As a result of the consultation there were eight comments specifically related to Policy Direction 8,⁽⁴⁹⁾ with many elements of the policy direction supported. GMPTE suggested some amendments to the accessibility criteria and the wording.

Refining Options

Evidence Base

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

- Planning Policy Guidance 13 'Transport' (PPG13)
- Greater Manchester Local Transport Plan 2006/7-2010/11
- Final drafts of AGMA and Highway Agency 'Assessing the Transport Impacts of LDF's' had been circulated

Vision

5.42 The vision included a bullet point saying that Oldham will: "have an integrated public transport system, including the Metrolink extension, with good regional and national connectivity. We will reduce the need to travel and promote accessibility and sustainable transport choices such as walking, cycling and use of public transport rather than people relying on the car. We will have a well established network of cycle routes".⁽⁵⁰⁾

Strategic Objectives

5.43 The transport objectives were contained in SO1. They were concerned with guiding development to the most accessible locations, reducing the need to travel, securing improvements to the public transport network and implementing Metrolink and minimising the impact of motorised traffic on the global climate and local air quality.

5.44 All the strategic objectives can be viewed on pages 11 - 13 of the 'Refining Options'.

Spatial portrait

5.45 The spatial portrait was included as an Appendix within 'Refining Options'. It included statistics such as the road and motorway network links, public transport links and the statement that car ownership in the borough is below the regional and national averages.

Policies

48 'Preferred Options', page 64, Oldham Council, 2009.

49 For a full summary of comments received in relation to Policy Direction 8 see 'Preferred Options': Public schedule of comments and responses, pages 124 - 126, Oldham Council, 2009.

50 'Refining Options', page 7, Oldham Council, 2009.

Policy 5 'Promoting Accessibility and Sustainable Transport Choices'

5.46 Policy 5, 'Promoting Accessibility and Sustainable Transport Choices'⁽⁵¹⁾ built on Policy Direction 8 (of the same name) from 'Preferred Options'. It outlined how the council would guide developments to the most accessible locations, it stated the council would promote Metrolink, walking and cycling, ensure the safety of vulnerable road users, require developments be accompanied by Transport Assessments and Travel Plans, where appropriate, and apply RSS parking standards.

Policy 17 'Gateways and Corridors'

5.47 Policy 17 'Gateways and Corridors'⁽⁵²⁾ built on Policy Direction 7 (of the same name) from 'Preferred Options'. It outlined that developments at key gateways and transport corridors should be high quality uses and contribute towards making the routes greener and more attractive, how the council would support the delivery of Metrolink, including safeguarding land for on-street extension through Oldham Town Centre. It also stated the the council would support the Pedestrian Strategy, the Public Rights of Way Improvement Plan and the Cycling Strategy.

5.48 The policy also outlined land it would safeguard or identify for future transport infrastructure proposals. It said the council would protect from development former railway lines unless an overriding need for development was demonstrated. It also provided guidance as to the location of developments that generate significant freight movements.

Post 'Refining Options' - Parking

5.49 After the 'Refining Options' consultation had closed Government revoked RSS on the 6th July. The implication of this for the transport policies was that Policy 5 could no longer make reference to the council applying RSS parking standards. The decision was made to apply the national parking standards from PPG13 until locally-specific standards can be prepared once the joint DPD is adopted. The amended text for criterion 'f' now reads:

“The council will apply parking standards to developments as a means to manage demand and encourage greater use of public transport, walking and cycling. In line with Planning Policy Statement 'Planning for Sustainable Economic Growth' (PPS4), the council will apply the maximum car parking standards set out in Annex D of Planning Policy Guidance Note 13 'Transport' (PPG 13) until locally-specific standards can be prepared after the joint DPD has been adopted. (See Appendix 11). Where an application is for a land use not covered in the national guidance, the council will determine the level of parking provision on an individual basis taking account of local circumstances. The council will have regard to, amongst other things, the nature and scale of the development, the character and setting of its location, the current and future levels of public transport accessibility and opportunities for walking and cycling in the area, the safety of road users and pedestrians, the need to reduce congestion and carbon emissions, and improve air quality.”

5.50 The supporting text regarding RSS parking standards (which was paragraph 5.52 of Refining Options) was replaced with new text to read:

51 'Refining Options', page 34, Oldham Council, 2010.

52 'Refining Options', page 68, Oldham Council, 2010.

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

Post 'Refining Options' - Consultation responses from the Highways Agency and GMPTE

5.51 The main issues raised as part of the consultation in relation to Policy 5 and Policy 17 were from the Highways Agency (HA) and GMPTE. A summary of the comments received from both consultees are below. The table referred to by the HA is a summary of the transport issues for Oldham that have arisen from transport modelling work. The table has now been inserted within the 'main issues and key challenges' section of the joint DPD and where a policy has links to any of the transport issues it has been mentioned within the 'linkages' table at the end of the policy at the request of the HA.

Table 3 Comments received from Highways Agency and GMPTE on transport policies

Refining Options section / policy	Comment
Promoting Accessibility and Sustainable transport choices	<p>The standalone Policy for accessibility and sustainable travel is welcomed. There are opportunities to further enhance the wording of what the Council will facilitate within the green box text. It is felt that the following points should be included to enhance the delivery of the Policy on a more overarching level and with regard to the Protocol:</p> <p>“g. reduce the need and distance travelled consistent with National Policy;</p> <p>j. deliver service enhancement of the public transport infrastructure which will be reviewed to assess the available capacity.</p> <p>The Council will also take account of the Protocol arrangements with the Highways Agency and continuously monitor the cumulative transport impacts alongside the assessment of individual site characteristics.”</p>
Promoting Accessibility and Sustainable transport choices	<p>Point c could also be extended to include the following text,</p> <p><i>“...Where feasible all pedestrian and cycle movements will be prioritised consistent with the road user hierarchy”</i></p>
Promoting Accessibility and Sustainable transport choices	<p>The main concern relates to the relationship between Foxdenton and Policy 5. The site does not appear consistent with some of the general themes, particularly accessibility, of the Policy and will need careful consideration going forward. The site does not benefit from the defined 800m access to a heavy rail or Metrolink station.</p>

Refining Options section / policy	Comment
Promoting Accessibility and Sustainable transport choices	There is an opportunity for the Agency to be specifically named on the Implementation text on page 36.
Promoting Accessibility and Sustainable transport choices	<p>The Agency would also like to see reference to the mapping exercise which was undertaken to represent a composite of service types. Further commentary is contained later in this response but the following key text should be added to paragraph 5.49 (page 36)</p> <p><i>“The Highways Agency has also undertaken a comprehensive accessibility mapping exercise which provides a supporting analysis of the relative accessibility of the authority to a composite of service types.”</i></p>
Promoting Accessibility and Sustainable transport choices	<p>The supporting text within paragraph 5.50 where the Highways Agency is referenced we understand will include revised commentary with regard to the joint AGMA work and the Protocol arrangements. Below is a suggestion for such a revision: <i>“The final report is still a work in progress, but an emerging conclusion is the need for neighbouring authorities and the Highways Agency to work more closely in the future to understand the cumulative effects of development proposals.</i> The analysis of the modelling has enabled key transport related issues to be defined and a Protocol arrangement to be agreed with stakeholders. The Protocol and Key Issues are discussed in Table 13A (page 130) and represent where further work will need to be undertaken to facilitate the Core Strategy and associated Site Allocations.”</p>
Promoting Accessibility and Sustainable transport choices	<p>Given the proposed development sites, and most notably the collective ‘Arc of Opportunity’, it is considered prudent to include supporting text after paragraph 5.51 to discuss further commitments. (An alternative location for the inclusion of this text is within Policy 13): <i>“A collective modelling exercise, defined in unison with the Protocol Key Issues, will be facilitated to appraise the impacts of the Foxdenton site and the wider ‘Arc of Opportunity’. The Council will provide further detail in partnership with key stakeholders, through the Allocations DPD. It is envisaged that the modelling work will review the impact on the Strategic Road Network and wider Public Transport requirements to enable sustainable growth”.</i></p>
Gateways and Corridors	Should this Policy be named ‘Gateways and <u>Transport</u> Corridors’ given the focus on Metrolink, Walking, Cycle and Bridleway Network and Transport Infrastructure?
Gateways and Corridors	It is also recommended that the green box text is expanded to include a dedicated section on Public Transport Infrastructure and the Strategic Road Network:

Refining Options section / policy	Comment
	<p>“Public Transport - The Council will deliver development whilst promoting and securing Public Transport Investment by:</p> <ul style="list-style-type: none"> a. Understanding the dynamic interaction between all Public Transport services and walk/cycle movements; b. Liaison with GMPTA and interested parties to deliver services/capacity consistent with the requirement of the Site Allocations; and c. Secure funding from developers where investment in Public Transport is required to release sites identified within the Site Allocation DPDs. <p>Strategic Road Network - Given the findings of the Greater Manchester level transport modelling, further investigation of issues on the Strategic Road Network associated with the proposed developments will be undertaken during the preparation of the Allocations DPD, consistent with the Protocol arrangements. The additional demand will impact most evidently between Junctions 20 and Junction 22 of the M60. The M60 is a key part of the transport network, not only for Oldham, but for the Manchester City Region and as part of the network of national importance. It is therefore crucial that the performance of the Strategic Road Network is safeguarded in order that it can continue to provide this role and support the wider economic aspiration of the City Region.</p> <p>A key element of the review of the interaction of the spatial plan and the transport impact will be to understanding and address any impact on journey times, consistent with the Transport Protocol (Table 13A, page 130) and specifically Key Issues 2 and 3.”</p>
Gateways and Corridors	<p>The supporting text outlines in paragraph 6.66 what the Metrolink expansion will deliver. It is important to acknowledge that it is unclear how much of these benefits will facilitate development at Foxdenton. Consequently a comprehensive exercise will need to be undertaken which addresses the connectivity and accessibility of the site.</p>
Promoting Accessibility and Sustainable Transport Choices	<p>Part (a) of the policy includes definitions of public transport accessibility. In reality access to bus services is only available at bus stops or bus stations (unless the service is hail and ride) at it is important to clarify that the 400 metres threshold is a walking distance rather than a straight line on a map. Suggests amending the threshold categories accordingly. To “within approximately 400 metres walking distance from a bus stop with a service or combination of services with a frequency (daytime Monday – Saturday) of every 10 minutes”, for examples. The other categories could be “more frequent than a half hourly service”, “a half hourly service” and “a less frequent service”.</p>

Refining Options section / policy	Comment
Promoting Accessibility and Sustainable Transport Choices	Part (b) of the policy promote Metrolink and encourages developments that are accessible to it, but is should also make reference to promoting and encouraging interchange between Metrolink and other modes such as bus, walking and cycling.
Promoting Accessibility and Sustainable Transport Choices	<p>The policy should include a number of further sections that state:</p> <ul style="list-style-type: none"> • The council will promote and encourage facilities to improve interchange between modes including park and ride where appropriate. • The council will promote and encourage opportunities to improve the quality and reliability of the public transport network. • The council will promote and encourage infrastructure for electric vehicles where appropriate.
Promoting Accessibility and Sustainable Transport Choices	Paragraph 5.50 should be updated to reflect the fact that the AGMA / Highways Agency Transport Protocol has been completed since the Refining Options document was published.
Promoting Accessibility and Sustainable Transport Choices	Policy promotes accessibility and sustainable transport choices. It is noted that the Foxdenton site does not achieve high accessibility or very high accessibility, and therefore the joint DPD should include some appropriate mitigation measures to ensure the site will perform against these criteria.
Gateways and Corridors	Further explanation is required in the joint DPD about the existing transport routes and networks and safeguarding land for future infrastructure improvements that are listed.

5.52 The majority of the comments were taken on board where appropriate and amendments made to the joint DPD.

Post 'Refining Options' - Future Transport Infrastructure

5.53 GMPTTE requested further information on future transport infrastructure schemes be added to the joint DPD to justify the schemes inclusion in the plan. The following text has been included in the supporting text of Policy 17:

"The re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden have been identified as part of the preferred solution for resolving the `Manchester Hub` problem. The problem is identified in a Network Rail Study as the "most significant rail bottleneck in the North and so the most significant rail impediment to maximising economic growth. This is because it constrains the growth

of rail commuter services, rail links between the North's major cities and between the North and the South, rail links to Manchester Airport and rail freight".⁽⁵³⁾ The Study identifies two strategic options for addressing the challenges of the problem, both of which include the re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden. The Study also identifies a number of 'opportunities for service improvements' that would arise from adopting its preferred option 'Option 2'. These include the potential for a new station and turnback facility at Diggle, which would facilitate additional services".

"The inclusion of the two schemes within the study report highlights their importance to the borough as well as to Greater Manchester and the North".

"The Lees New Road extension is necessary to unlock an area of developable land at Knowles Lane. The provision of the highway link would be part of the development costs and would not bear upon public finances".

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

5.54 Please see Refining Options Schedule of Responses and joint DPD for any other comments and minor amendments.

Policy 25 'Developer Contributions'

5.55 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.

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

6 Policy 1 Climate Change and Sustainable Development

- 6.1** Policy 1 on Climate Change and Sustainable Development sets the overall context for the joint DPD and states that the council will (e) reduce the need to travel by ensuring developments are located in areas that are accessible by a range of sustainable transport modes.
- 6.2** Policy 1 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy as shown in the box below.

Consistent with National Policy	Policy 1 is consistent with PPG 13.
Justified - founded on robust evidence	Policy 1 is supported by a credible and robust evidence. This includes PPG13, the AGMA transport study, government guidance on transport assessments, the Greater Manchester Local Transport Plan, Metrolink proposals, the council's Pedestrian Strategy, the council's Public Rights of Way Improvement Plan, the council's Cycling Strategy, and through 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 1 outlines that developments should be located in accessible areas. The policy is the most appropriate way forward.
Effective - deliverable	Policy 1 will reduce the need to travel by ensuring developments are in accessible locations.
Effective - flexible	Policy 1 provides a sound planning framework to meet the needs of the borough's urban and rural communities over the plan period.
Effective - able to be monitored	Policy 1 will be monitored by all LDF indicators.

7 Policy 5 Promoting Accessibility and Sustainable Transport Choices

- 7.1** This policy is the core transport policy which outlines how the council will guide developments to the most accessible locations. It states it will promote Metrolink, walking and cycling, ensure the safety of vulnerable road users, require developments be accompanied by Transport Assessments and Travel Plans, where appropriate, and apply parking standards.
- 7.2** Policy 5 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy as shown in the box below.

Consistent with National Policy	Policy 5 is consistent with PPS4 and PPG13.
Justified - founded on robust evidence	Policy 5 is founded on credible and robust evidence and has been informed by PPG13, the AGMA transport study, government guidance on transport assessments, the Greater Manchester Local Transport Plan, Metrolink proposals and through 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 5 is the most appropriate way forward as it focuses new development to the most accessible and sustainable locations, helps to reduce the need to travel and promotes public transport, walking and cycling. The policy is the most appropriate way forward.
Effective - deliverable	Policy 5 is deliverable. By ensuring developments achieve certain standards of accessibility and are accompanied by a Travel Plan or Transport Assessment, where appropriate, will ensure that people are not solely reliant on the private car and will promote public transport, walking and cycling.
Effective - flexible	Policy 5 allows for flexibility. For example, under requiring developments to achieve certain standards there is the sentence 'unless it can be demonstrated that this is neither practicable nor desirable or it provides exception benefits to the surrounding environment and community'. Also many of the other requirements listed for new developments states they will be required 'where appropriate'. This gives flexibility to the policies.
Effective - able to be monitored	Policy 5 will be monitored by LDF indicators 24, 25 and 26.

8 Policy 17 Gateways and Corridors

- 8.1** This policy is the development management transport policy which outlines that developments at key gateways and along transport corridors should be high quality uses and contribute towards making the routes greener and more attractive. It supports the delivery of Metrolink (including safeguarding land for the on street extension of Metrolink), supports the emerging Pedestrian Strategy and it supports the Public Rights of Way Improvement Plan, the cycle network and the bridleways. It also states that land will be safeguarded for future transport infrastructure, protect from development former railway lines and provides guidance on developments that generate significant freight movement.
- 8.2** Policy 17 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy as shown in the box below

Consistent with National Policy	Policy 17 is consistent with PPG13.
Justified - founded on robust evidence	Policy 17 is founded on credible and robust evidence and has been informed by PPG13, the AGMA transport study, government guidance on transport assessments, the council's Pedestrian Strategy, the Public Rights of Way Improvement Plan, the council's Cycling Strategy, the Greater Manchester Local Transport Plan, the Manchester Hub Rail Study, Metrolink proposals, Transport Infrastructure studies and through 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 17 is the most appropriate way forward as it supports the delivery of Metrolink which will make a vital contribution to the borough's regeneration, it also reduces the need to travel by the private car by improving walking and cycling provisions. The policy is the most appropriate way forward.
Effective - deliverable	Policy 17 is deliverable. Funding is secured and work already underway on the Manchester-Oldham-Rochdale railway line.
Effective - flexible	Policy 17 allows for flexibility. For example, the policy says it will continue to protect former railway lines unless an overriding need for development can be demonstrated. This gives an element of flexibility to the policy.
Effective - able to be monitored	Policy 17 will be monitored by LDF indicators 24, 25 and 26

9 Policy 25 Developer Contributions

- 9.1** The developer contributions policy sets out the council's approach to developer contributions for the provision of additional, improved or extended green, social or physical infrastructure.
- 9.2** Policy 25 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy as shown in the box below.

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	Policy 25 is founded on credible and robust evidence. This includes, 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. The policy is the most appropriate way forward.
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.

10 Sustainability Assessment

10.1 A Sustainability Appraisal was carried out for the joint DPD.

10.2 Policy 5 'Promoting Accessibility and Sustainable Transport Choices' scored positively in relation to the sustainability objectives. Key points in relation to the economic, environmental and social sustainability objectives are:

- **Economic:** The policy promotes the sustainable regeneration of the borough by guiding development to the most accessible locations and encouraging the use of sustainable modes of transport, helping to achieve growth in a sustainable manner. The policy will also significantly promote efficient patterns of movement in support of sustainable economic regeneration, again by guiding development to the most accessible locations and ensuring major developments have high or very high accessibility and promoting the use of public transport, walking and cycling.
- **Environmental:** The policy will reduce the need to travel by guiding development to the most accessible locations and promoting the use of public transport, walking and cycling. The policy will also ensure highway safety measures are in place to promote the safety of pedestrians and cyclist, request travel plans where appropriate and impose maximum parking standards, all these measures will promote sustainable transport choices, help improve air quality and contribute to reducing the effects of climate change.
- **Social:** The policy will positively promote the accessibility to key services by guiding developments, such as key services, to accessible locations. The policy will also promote a healthy and balanced housing market by developing new housing in accessible locations, making them more attractive to residents and attracting new residents. Greater use of public transport will also help to reduce atmospheric pollution, therefore improving the health of the borough's population.

10.3 Policy 17 'Gateways and Corridors' scored positively in relation to the sustainability objectives. Key points in relation to the economic, environmental and social sustainability objectives are:

- **Economic:** The policy will promote efficient patterns of movement in support of sustainable economic regeneration by supporting the extension of Metrolink, the council's public rights of way improvement plan and cycling strategy. It will also promote the sustainable economic performance of the borough and the sustainable economic growth and development of the borough as the Metrolink extension will provide benefits including Oldham Town Centre being consolidated as the borough's main retail and commercial hub and Hollinwood becoming a more attractive and sustainable location for growth.
- **Environmental:** The policy will promote sustainable transport choices by improving the public transport offer in the borough with the arrival of Metrolink and encouraging walking and cycling by supporting improvements to those links, this will also help improve air quality in the borough and in turn help contribute towards reducing the effects of climate change. It will also protect and improve the borough's green infrastructure, biodiversity and geodiversity by supporting the

implementation of the walking, cycling and bridleway network all of which form part of the borough's green infrastructure.

- **Social:** The policy will promote accessibility to key services by improving the public transport offer within the borough, making it easier to access key services such as major employment sites.

11 Habitats Regulations Assessment

- 11.1** A Habitats Regulation Assessment of the joint DPD was undertaken by Greater Manchester Ecology Unit on the impact on European Protected Sites. 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).
- 11.2** The HRA assessed each policy. In relation to Policy 5 'Promoting Accessibility and Sustainable Transport Choices' and Policy 17 'Gateways and Corridors' the HRA concluded no significant negative impacts on the Rochdale Canal or South Pennine Moors anticipated from the operation of the policies. In addition, in relation to the South Pennine Moors, Policy 5 may have possible positive impacts from reduced road traffic.
- 11.3** The above policies has been 'screened out' from further assessment within the joint DPD HRA.

12 Equalities Impact Assessment

- 12.1 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.
- 12.2 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.

13 Infrastructure

- 13.1** In the joint DPD land is safeguarded for four transport infrastructure schemes in Policy 17 'Gateways and Corridors':
- a. Reopening of Standedge tunnel
 - b. Diggle station
 - c. Extension of Lees New Road
 - d. Shaw and Crompton Park and Ride

- 13.2** The text below is the supporting text for the justification of transport infrastructure schemes:

"The re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden have been identified as part of the preferred solution for resolving the `Manchester Hub` problem. The problem is identified in a Network Rail Study as the *"most significant rail bottleneck in the North and so the most significant rail impediment to maximising economic growth. This is because it constrains the growth of rail commuter services, rail links between the North's major cities and between the North and the South, rail links to Manchester Airport and rail freight"*.⁽⁵⁴⁾ The Study identifies two strategic options for addressing the challenges of the problem, both of which include the re-opening of the remaining Standedge Tunnels and development of track between Diggle and Marsden. The Study also identifies a number of `opportunities for service improvements` that would arise from adopting its preferred option `Option 2`. These include the potential for a new station and turnback facility at Diggle, which would facilitate additional services".

"The inclusion of the two schemes within the study report highlights their importance to the borough as well as to Greater Manchester and the North".

"The Lees New Road extension is necessary to unlock an area of developable land at Knowles Lane. The provision of the highway link would be part of the development costs and would not bear upon public finances".

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

54 Manchester Hub Rail Study, Network Rail, 2010. Now referred to as the `Northern Hub`.

14 Monitoring

14.1 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 transport policies are:

- Extension of Greater Manchester's light rail network, 'Metrolink', to the borough (Local Core AMR indicator);
- Amount of completed large scale non-residential development within use classes A, B and D complying with car parking standards set out in the LDF (Local Core AMR indicator); and
- Number and percentage of travel plans secured as a condition of planning permission for major planning applications (Local Core AMR indicator)