

Oldham

Local Plan

**Draft Local Plan: Transport
Topic Paper**

December 2023



Oldham
Council

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1. Introduction and Purpose

- 1.1. This is the Creating a Safe, Accessible and Active Network (Transport) Topic Paper and is one of ten topic papers produced to inform the consultation on the Oldham Local Plan: Draft Plan.
- 1.2. All of the papers can be found on the [Oldham Council website](#)¹.
- 1.3. The topic papers set out how the preferred option for each policy under the relevant Draft Local Plan 'Chapter' has been developed. As such, the topic papers support and complement the Draft Plan consultation document as they provide a detailed explanation of the basis for each preferred policy approach. The policies are presented in a consistent format in each paper with sufficient information to provide a comprehensive appreciation of the background to, and development of, the preferred option.
- 1.4. The topic papers set out the national, regional and local planning context and then for each policy, or group of policies where relevant, the topic paper details how comments received to the Issues and Options consultation and relevant evidence have helped to shape the proposed policy approach. Including how this has also been informed by the findings of the Integrated Assessment. There are also details of further work that may be required to inform the next stage of the plan-making process – the Regulation 19 Publication Plan.
- 1.5. The preparation of a Local Plan must be informed by consultation and engagement as well as statutory processes, such as Integrated assessment and Habitats Regulations Assessment, and address the requirements of national planning policy. These important elements of plan-making have, therefore, informed development of the Draft Local Plan and helped to shape the proposed policy approach. These supporting documents are available to view on the [Oldham Council website](#).

2. Context

- 2.1. This section sets out the key national planning policies that relate to Creating a Better and Beautiful Oldham and which have informed the policy approach taken. It also looks at the regional context – in the main this is the Places for Everyone Joint Development Plan, however there may be other policies and programme of relevance, and local policies and programmes in particular how the policy or policies will help to Create a Better Place.

National

- 2.2. [National Planning Policy Framework](#)²(2023) (NPPF) The National Planning Policy Framework (2021) (NPPF) has a presumption in favour of sustainable development for both plan-making and decision-taking. The NPPF has a requirement for

¹ Available at: https://www.oldham.gov.uk/info/201233/local_plan_review/3095/draft_local_plan

² This document can be found at: <https://www.gov.uk/guidance/national-planning-policy-framework/12-achieving-well-designed-places>

developments which generate significant amounts of movement to be supported by a Transport Assessment or Transport Statement and Travel Plan.

- 2.3. Paragraph 108 states that transport issues should be considered from the earliest stages of plan-making and development proposals, and that opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, should be realised. Also that;
- potential impacts on transport networks can be addressed and patterns of movement, streets, parking and other transport considerations are integral to the design and contribute to making high quality places
 - opportunities to promote walking, cycling and public transport use are identified and pursued
 - the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains.
- 2.4. Paragraph 109 establishes that it is for the planning system to actively manage patterns of growth in support of sustainable development. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.
- 2.5. Paragraph 110 states that planning policies should support a mix of uses to minimise the number and length of journeys, be aligned with strategies and investment for supporting sustainable transport to widen transport choice and provide for high quality walking and cycling networks and supporting infrastructure.
- 2.6. Paragraph 114 states - In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:
- appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
 - any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.
- 2.7. Paragraph 115 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 2.8. Paragraph 116 goes on to say that within this context, applications for development should:
- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating

access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;

- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive which minimises scope for conflict between pedestrians, cyclists and vehicles, avoid unnecessary street clutter and respond to local character and design standards;
- d) allow for efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

2.9. Paragraph 117 states that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

National Planning Practice Guidance

2.10. The [Planning Practice Guidance](#)³ includes a section on Transport evidence bases in plan making and decision taking. A robust evidence base will enable an assessment of the transport impacts of both existing development as well as that proposed and can inform sustainable approaches to transport at a plan-making level. This will include consideration of viability and deliverability.

2.11. The key issues, which should be considered in developing a transport evidence base, include the need to:

- assess the existing situation and likely generation of trips over time by all modes and the impact on the locality in economic, social and environmental terms
- assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport
- highlight and promote opportunities to reduce the need for travel where appropriate
- identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate
- consider the cumulative impacts of existing and proposed development on transport networks
- assess the quality and capacity of transport infrastructure and its ability to meet forecast demands
- identify the short, medium and long-term transport proposals across all modes.

2.12. The outcome could include assessing where alternative allocations or mitigation measures would improve the sustainability, viability and deliverability of proposed land

³ This can be accessed here: <https://www.gov.uk/guidance/transport-evidence-bases-in-plan-making-and-decision-taking>

allocations (including individual sites) provided these are compliant with national policy as a whole.

2.13. Planning Practice Guidance also includes a section on Travel Plans, Transport Assessments and Statements.

2.14. Travel Plans, Transport Assessments and Statements are all ways of assessing and mitigating the negative transport impacts of development in order to promote sustainable development. They are required for all developments which generate significant amounts of movements. Their development should be an iterative process, as each may influence the other.

2.15. Travel Plans, Transport Assessments and Statements can positively contribute to:

- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;
- reducing carbon emissions and climate impacts;
- creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads.

2.16. They support national planning policy which sets out that planning should actively manage patterns of growth in order to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

2.17. Travel Plans, Transport Assessments and Statements should be:

- proportionate to the size and scope of the proposed development to which they relate and build on existing information wherever possible;
- established at the earliest practicable possible stage of a development proposal;
- tailored to particular local circumstances;
- brought forward through collaborative ongoing working between the local planning authority/transport authority, transport operators and other bodies. Engaging communities and local businesses can be beneficial in positively supporting higher levels of walking and cycling (which in turn can encourage greater social inclusion, community cohesion and healthier communities).

2.18. In determining whether a Travel Plan will be needed for a proposed development the Local Planning Authority (LPA) should take into account the following considerations:

- the Travel Plan policies (if any) of the Local Plan;
- the scale of the proposed development and its potential for additional trip generation;
- existing intensity of transport use and the availability of public transport;
- proximity to nearby environmental designations or sensitive areas;
- impact on other priorities/ strategies (such as promoting walking and cycling);

- the cumulative impacts of multiple developments within a particular area;
- whether there are particular types of impacts around which to focus the Travel Plan (e.g. minimising traffic generated at peak times); and
- relevant national policies, including the decision to abolish maximum parking standards for both residential and non-residential development.

National Design Guide, Planning practice guidance for beautiful, enduring and successful places, 2019

2.19. The [National Design Guide](#)⁴ is a planning practice guide from the Ministry for Housing Communities and Local Government (MHCLG). It builds on the NPPF that references it at Paragraph 133, and makes it clear that creating high quality buildings and places is fundamental to what the planning and development process should achieve. The focus of the guide is on good design in the planning system and is aimed at local authority planning officers, to inform development proposals and their assessment by local planning authorities, it supports Paragraph 139 of the NPPF which states that permission should be refused for development of poor design. The guide applies to all scales of development and new infrastructure.

2.20. It sets out 10 Characteristics of good design, listed below, and seen in the figure below.

- Context – enhances the surroundings.
- Identity – attractive and distinctive.
- Built form – a coherent pattern of development.
- Movement – accessible and easy to move around.
- Nature – enhanced and optimised.
- Public spaces – safe, social and inclusive.
- Uses – mixed and integrated.
- Homes and buildings – functional, healthy and sustainable.
- Resources – efficient and resilient.
- Lifespan – made to last



Figure 1: MHCLG 10 Characteristics of Good Design

⁴ This document can be found at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962113/National_design_guide.pdf

National Model Design Code

2.21. [The National Model Design Code](#)⁵ sets a baseline standard of quality and practice which LPAs are expected to take into account when developing local design codes and guides and when determining planning applications, including:

- The layout of new development, including street pattern
- How landscaping should be approached including the importance of streets being tree-lined
- The factors to be considered when determining whether façades of buildings are of sufficiently high quality
- The environmental performance of place and buildings, ensuring they contribute to net zero targets
- That developments should clearly take account of local vernacular and heritage, architecture and materials.

Sport England Active Design – Planning for health and wellbeing through sport and physical activity, (Sport England, NHS, Public Health England & Department of Health, 2023)

2.22. [Active Design](#)⁶ aims to encourage and promote sport and physical activity through the design and layout of our built environment to support a step change towards healthier and more active lifestyles. It is supported by Public Health England and is part of collaborative action to promote the principles set out in Public Health England's 'Everybody Active, Every Day' strategy, to create active environments that make physical activity the easiest and most practical option in everyday life.

2.23. The creation of healthy places requires the collaborative input of many different partners, including planning, design, transport and health. This document intends to unify these partners by promoting the right conditions and environments for individuals and communities to lead active and healthy lifestyles. Three Key Active Design objectives from previous strategies, of Accessibility, Amenity and Awareness, underpin Active Design Principles:

- Improving Accessibility – providing easy, safe and convenient access to a choice of opportunities for participating in sport and physical activity and active travel for the whole community;
- Enhancing Amenity – promoting environmental quality in the design and layout of new sports and recreational facilities, their links and relationship to other buildings and the wider public realm;
- Increasing Awareness – raising the prominence and legibility of sports; and
- Recreational facilities and opportunities for physical activity through the design and layout of development.

2.24. Drawing from the three key Active Design objectives Ten Active Design Principles have been identified:

1. Activity for all – Neighbourhoods, facilities and open spaces should be accessible to all users and should support sport and physical activity across all ages.
2. Walkable communities – Homes, schools, shops, community facilities, workplaces, open spaces and sports facilities should be within easy reach of each other.
3. Connected walking & cycling routes – All destinations should be connected by a

⁵ This document can be accessed at: <https://www.gov.uk/government/publications/national-model-design-code>

⁶ This document can be accessed at: <https://www.sportengland.org/guidance-and-support/facilities-and-planning/design-and-cost-guidance/active-design>

- direct, legible and integrated network of walking and cycling routes. Routes must be safe, well lit, overlooked, welcoming, well-maintained, durable and clearly sign-posted. Active travel should be prioritised over other modes of transport.
4. Co-location of community facilities – The co-location and concentration of retail, community and associated uses to support linked trips should be promoted. A mix of land-uses and activities should be promoted that avoid the uniform zoning of large areas to single uses.
 5. Network of multifunctional open space – A network of multifunctional open space should be created across all communities to support a range of activities including sport, recreation and play, plus other landscape features including, SUDS, woodland, wildlife habitats and productive landscapes e.g. allotments, orchards. Facilities for sport, recreation and play should be of an appropriate scale and positioned in prominent locations.
 6. High quality streets and spaces – Flexible and durable high quality streets and public spaces should be promoted, employing a high quality durable materials, street furniture and signage.
 7. Appropriate infrastructure – Supporting infrastructure to enable sport and physical activity to take place should be provided across all contexts including workplaces, sports facilities and public space, to facilitate all forms of activity.
 8. Active buildings – The internal and external layout, design and use of buildings should promote opportunities for physical activity.
 9. Management, maintenance, monitoring and evaluation – The management, long-term maintenance and viability of sports facilities and public spaces should be considered in their design interventions.
 10. Activity promotion & local champions – Promoting the importance of participation in sport and physical activity as a means of improving health and wellbeing should be supported. Health promotion measures and local champions should be supported to inspire participation in sport and physical activity across neighbourhoods, workplaces and facilities.

Gear Change (Department for Transport, 2020)

- 2.25. [Gear Change](#)⁷ is the government's first national cycling strategy, it introduces the case for increasing the amount of trips that are undertaken by walking and cycling, rather than the private car.
- 2.26. Increasing cycling and walking can help tackle some of the most challenging issues we face as a society – improving air quality, combatting climate change, improving health and wellbeing, addressing inequalities and tackling congestion on our roads. Bold action will help to create places we want to live and work – with better connected, healthier and more sustainable communities. It will help deliver clean growth, by supporting local businesses, as well as helping ensure prosperity can spread across the country and level up our nation.
- 2.27. Physical activity, like cycling and walking, can help to prevent and manage over 20 chronic conditions and diseases, including some cancers, heart disease, type 2 diabetes and depression. Physical inactivity is responsible for one in six UK deaths (equal to smoking) and is estimated to cost the UK £7.4 billion annually (including £0.9 billion to the NHS alone).
- 2.28. The recent COVID-19 restrictions have profoundly impacted the way people live,

⁷ This document can be accessed at:

<https://assets.publishing.service.gov.uk/media/5f1f59458fa8f53d39c0def9/gear-change-a-bold-vision-for-cycling-and-walking.pdf>

work and travel as evidenced by the public's desire to be more active, and the rise in popularity of cycling and walking (Sport England, 2020). Now, we can embed those changes in people's travel behaviour, increase active travel, and transform permanently how many people move around, particularly in towns and cities.

- 2.29. The strategy acknowledges the challenge of achieving lasting behaviour changes and outlines four themes which will focus on enabling walking and cycling to be the preferred way of making short journeys. The four themes are:

Theme 1: Better streets for cycling and people.

- 2.30. This theme set out the ambition to create thousands of segregated cycle lanes throughout England all to a nationally set, high standard. The government are also committed to creating hundreds of "mini Hollands" or Low Traffic Neighbourhoods and at least one "zero emission city".

Theme 2: Cycling at the heart of decision-making

- 2.31. This theme sets out how the government will ensure that cycling is included in all decisions in relation to the built environment and transport infrastructure. The government is committed to spending £2bn in the next four years on cycling infrastructure, they will ensure that no scheme which is to be funded by the Department for Transport is allowed without ensuring segregated cycleways. Other measures include an increase in provision for cycles on buses and trains and improved cycle parking in key locations, such as transport hubs.

Theme 3: Empowering and encouraging Local Authorities

- 2.32. Part of the extra £2bn will be used to increase capacity in Local Authorities to implement new walking and cycling schemes. Local Authorities will also get new powers under the Traffic Management Act 2004 to enforce infringements, rather than the police. A new government agency, Active Travel England, will ensure that high standards in cycling infrastructure are maintained and will ensure that funding for new transport schemes is linked to how Local Authorities implement new walking and cycling infrastructure.

Theme 4: Enabling people to cycle and protecting them when they do

- 2.33. The government will ensure that anyone who wants training on how to ride a bike, will be able to do so. Additionally, the government will make changes to the Highway Code to ensure that cyclists and pedestrians are given higher priority in the hierarchy of users. The government is also committed to improving the design of lorries so that they are able to see cyclists better and are committed to reducing bike theft. Finally, the government will ensure that any local community that wishes to, can trial and then implement a Low Traffic Neighbourhood.

Local Transport Note (LTN) 1/20 Cycle Infrastructure Design

- 2.34. [LTN 1/20](#)⁸ provides guidance to local authorities on delivering high quality, cycle infrastructure including:
- planning for cycling
 - space for cycling within highways
 - transitions between carriageways, cycle lanes and cycle tracks
 - junctions and crossings
 - cycle parking and other equipment
 - planning and designing for commercial cycling
 - traffic signs and road markings
 - construction and maintenance

Regional

Places for Everyone

- 2.35. [Places for Everyone: A Joint Development Plan Document of Nine Greater Manchester Districts](#)⁹ is being jointly prepared, following Stockport's decision to withdraw in late 2020. The nine local Greater Manchester districts agreed that to address strategic matters such as housing need and economic growth as well as issues such as flood risk and strategic infrastructure, it would be best to work on a joint development plan.
- 2.36. Once Places for Everyone (PfE) is adopted, all nine Local Plans will be required to be in general conformity with it. As the proposed PfE evolves, strategic policies can be reflected in draft Local Plans.
- 2.37. The key relevant policies are set out below. Please see PfE for full policy wording.
- 2.38. **Policy GM-Strat 14 'A Sustainable and Integrated Transport Network'** states that the transport network will be improved so that half of all daily trips can be made by public transport, cycling and walking, especially those shorter journeys around neighbourhoods. An ambitious programme of investment in our transport network will

⁸ This document can be accessed here: <https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

⁹ This document can be accessed here: <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/modifications/modifications-documentation-2023/>

be crucial to ensure more people have access to high quality, high frequency, easy-to use, public transport services, and benefit from healthy and active streets.

- 2.39. The creation of a much larger, integrated, rapid transit network – incorporating bus, Metrolink, tram/train and rail services – will be supported by policies that focus new development in locations close to existing and proposed public transport connections. Initiatives such as integrated smart ticketing, reform of the bus market, rail re-franchising and a city centre rapid transit tunnel will ensure all new routes function effectively as part of the overall network.
- 2.40. Higher densities will typically be appropriate in locations with good access to rapid transit connections.
- 2.41. New development will also have a significant role in delivering Greater Manchester’s future sustainable and integrated transport network in order to reduce car dependency and increase levels of walking, cycling and public transport.
- 2.42. **Policy JP-C1: An Integrated Network** focuses on creating an accessible, low-carbon Greater Manchester with top-notch connectivity. The key measures outlined in this policy include:
 - 2.43. Development Pattern: Striving for a development pattern that minimizes the need for travel and reduces the distance travelled by unsustainable modes, particularly emphasising access to jobs, housing, healthcare, education, retail, recreation, and green spaces.
 - 2.44. Digital Infrastructure: Supporting the provision of high-quality digital infrastructure to enhance connectivity.
 - 2.45. Promoting Sustainable Modes: Locating and designing developments to significantly increase the proportion of trips made by walking, cycling, and public transport.
 - 2.46. Transport Infrastructure Transformation: Securing investments in new and improved transport infrastructure and services to:
 - Promote social inclusion, economic growth, and environmental protection.
 - Meet customer needs by being integrated, reliable, resilient, safe, secure, well-maintained, environmentally responsible, attractive, and healthy.
 - Provide access to jobs and key services, including healthcare, education, retail, recreation, green spaces, and green infrastructure.
- 2.47. Hierarchy of Road Space Use: Ensuring that development and transport investments prioritise the most efficient and sustainable use of limited road space by following a hierarchy:
 - Pedestrians (and people using mobility aids) have the highest priority.
 - Followed by cyclists, powered two-wheelers, and public transport users.
 - People providing services (e.g., taxis, deliveries, waste collection).
 - People in personal motorized vehicles have the lowest priority.

- 2.48. **Skill Development:** Developing local transport industry skills and education to ensure a workforce with the necessary skills for the future.
- 2.49. **Policy JP-C3 Public Transport**, aims to enhance public transport in Greater Manchester by addressing capacity issues, improving connectivity to major cities and key areas, upgrading infrastructure, and prioritising the quality and integration of public transport stations and interchanges. Additionally, the policy emphasises better access to rapid transit routes and the development of solutions for the first and last miles of public transport journeys.
- 2.50. **Policy JP-C4 Streets for All** envisions streets that prioritise the needs of pedestrians and cyclists, enhance public spaces, and contribute to sustainable transportation goals. It emphasises inclusive design, green spaces, and the integration of new technologies to create streets that are safe, accessible, and environmentally friendly..
- 2.51. **Policy JP-C5 Walking & Cycling** aims to encourage walking and cycling by creating safe, attractive, and well-integrated infrastructure, emphasising direct routes, promoting active neighbourhoods, providing dedicated spaces for pedestrians and cyclists, improving capacity and quality in growth areas, and utilising green infrastructure to enhance the overall experience of walking and cycling.
- 2.52. **Policy JP-C6 Freight & Logistics** aims to enhance the efficiency and sustainability of freight movement by protecting existing infrastructure, completing multimodal projects, accommodating air freight activities, promoting low-emission vehicles, providing facilities for drivers, and ensuring that new developments consider the impacts of deliveries on road safety and the environment.

Streets for All, (TfGM, 2023)

- 2.53. [Streets for All](#)¹⁰ presents a new approach to planning the streets of Greater Manchester. The initiative looks to create streets that better balance the movement of people and goods with the creation of more people-friendly places.
- 2.54. Streets for All takes clear inspiration from London's renewed focus on streets – approaching streets as places, not just traffic lanes. It takes account of both movement and place functions within streets.
- 2.55. As a holistic approach, Streets for All moves away from planning for transport modes, and towards putting people first to better shape and manage our streets. This will help us create more sustainable, healthy and resilient places across Greater Manchester; overall leading to an improved quality of life for those who live, work and visit our great city region.
- 2.56. Streets for All is being developed to establish a common approach to street design that can be used across Greater Manchester to help better plan our streets.

¹⁰ This document can be accessed here: <https://tfgm.com/strategy/streets-for-all>

Greater Manchester Transport Strategy 2040 (Greater Manchester Combined Authority and Transport for Greater Manchester, November 2020)

2.57. [The vision for 2040](#)¹¹ is to have, 'World class connections that support long-term, sustainable economic growth and access to opportunity for all'. The four key elements of the vision are:

- Supporting sustainable economic growth;
- Protecting our environment;
- Improving quality of life for all; and
- Developing an innovative city-region.

2.58. There are seven mutually reinforcing principles: Integrated;

- Inclusive;
- Healthy;
- Environmentally responsible;
- Reliable;
- Safe and secure; and
- Well maintained and resilient.

2.59. The Ambition for 2040 is to deliver a transport system which makes it much easier for residents, business and visitors in Greater Manchester to travel to a wide range of different destinations and opportunities, and where sustainable transport can be a viable and attractive alternative to the car. The priorities and principles, which apply across the whole of the transport strategy, are:

Multi-Modal Highways

- A unified Greater Manchester approach to managing and maintaining the motorways and key roads.
- Using new technologies on motorways and major roads to tackle congestion and support growth.
- Proposals to manage demand on our highways network and reduce vehicle emissions.
- Road safety improvements, with a focus on vulnerable users.
- Carefully targeted bus priority measures on key corridors to improve reliability.
- Balancing the needs of through traffic with the needs of centres and communities.

Public Transport Modes

- High quality, integrated bus system with unified branding.
- A three-phase approach to expanding our rapid transit network:
- Early expansion of Metrolink, up to the capacity of the city centre network;

¹¹ This document can be accessed at: <https://tfgm.com/2040-transport-strategy>

- Medium term development of tram-train and Bus Rapid Transit;
- Long term development of tunnelled metro services as demand grows post-HS2.
- Increased rail capacity for passengers and freight Improved transport interchange and passenger waiting facilities;
- Simple and affordable fares and integrated ticketing;
- A more integrated approach to supporting modes such as taxis, coaches and door-to-door transport; and
- Development of car clubs and cycle hire schemes.

Walking and Cycling

- A network of routes, linking schools, colleges, employment areas, shopping centres and public transport interchanges, that is segregated wherever possible Improved cycle parking and other cycle facilities at key destinations.
- Introduce 20mph zones, where these have local support, in local areas to make it safer to walk and cycle.
- Develop on-street way-finding infrastructure and signage, supported by digital mapping and journey planning tools to make it easier for people to find their way around on foot and by cycle.

Goods and Servicing

- Improved journey times and reliability for deliveries.
- Reduced environmental impact of logistics.

2.60. The specific transport proposals are set out in relation to five 'spatial themes', representing the different types of travel in and around Greater Manchester. They cover proposals for residents, businesses (including movement of goods), and visitors to Greater Manchester. They are:

- A globally connected city;
- City-to-city links;
- Getting into and around the regional centre;
- Travel across the wider city region; and
- Connected neighbourhoods.

2.61. In addition to the priorities for each of the spatial themes, there are a number of policies that will be applied consistently across the whole transport system to make sure that the Greater Manchester-wide principles and priorities are at the heart of everything TfGM do. The policies are grouped under the headings:

- Integrated;
- Inclusive;
- Healthy;
- Environmental Responsibility;
- Reliable;

- Well Maintained and Resilient;
- Safe and Secure;
- Highways;
- Walking and Cycling;
- Public Transport; and
- Goods and Servicing.

2.62. There is then a list of interventions, a section on Funding Mechanisms and a number of indicators for monitoring purposes.

Greater Manchester Moving Strategy (Greater Manchester Combined Authority, 2023)

2.63. [The document](#)¹² sets out the overarching strategy for Greater Manchester. It sets out GM's shared ambition to achieve a major increase in the number of people engaged in physical activity, in line with Sport England's strategy Towards an Active Nation. To achieve this GM will adopt system-wide changes to address health inequalities and build the resilience of local communities. The Greater Manchester Moving plan cements the ambitions of Sport England, Greater Manchester Combined Authority and the Greater Manchester Health and Social Care Partnership, and sets out the approach GM will take together, to bring about a population-level change in people's relationship with physical activity within Greater Manchester.

2.64. In relation to the impact on the built environment It notes that the design and layout of places across Greater Manchester play a vital role in how active people are. In the future, planners, urban designers, developers, transport planners, housing associations and health professionals will help to design and create environments which help people get more active, more often.

2.65. The Strategy sets out a number of Priority Actions which have an impact on the Built Environment, such as:

- Ensure that Places for Everyone supports and enables more active lives, healthier, more resilient places and communities through high quality spatial planning.
- Establish a 'Greater Manchester standard', informed by the ten principles of Active Design and other evidence/best practice, supporting Greater Manchester partners to work through the Greater Manchester Spatial Framework and Local Plans.
- Ensure that master planning for all developments consider Active Design from the start.
- Support a wide-ranging workforce from planners to developers to understand and embed active design principles in their work, showcasing excellent practice, and demonstrating how places designed for active lives are also more appealing and commercially viable.

¹² This document can be accessed here: <https://www.gmmoving.co.uk/media/4365/gmmia-strategy-with-links-compressed-1.pdf>

The Greater Manchester Rail Prospectus (Greater Manchester Combined Authority, July 2019)

2.66. The [GM Rail Prospectus](#)¹³ is a document that sets out the city region's desire to transform the role that the rail network in Greater Manchester can play in helping achieve its ambitions for sustainable economic growth, by increasing rail journeys by 100%, and ensuring that 50% of all journeys in Greater Manchester are made by sustainable modes (walking, cycling, bus and Metrolink) by 2040. It notes that National Rail and Metrolink have played a crucial role in supporting economic growth, but can go further. The Plan outlines six items leading up to 2025 for Greater Manchester to focus on, these being:

- Reshape current franchises, so that they offer a much simpler service for Greater Manchester and its travel-to-work area;
- Integrated fares, in order to create simple, convenient, multi-modal zonal ticketing allowing people to travel seamlessly;
- New and Better Stops and Stations, creating new stops and stations at key growth locations, with rail stations managed by TfGM;
- Deliver Infrastructure Commitments, by delivering existing infrastructure capacity enhancements;
- Longer Trains and more Trams, increasing the number of double trams on the Metrolink network; and
- Tram-Train Pathfinder, pilot the use of tram-train technology to better connect all rail modes and make best use of the current network.

2.67. From 2025 to 2035, the Prospectus outlines a further six projects for Greater Manchester to deliver, again, in order to support growth and increase sustainable modes of transport, these are:

- GM Rail - To create a Transport for London style controlled local rail service, accountable to local people;
- Rolling Stock Standardisation - Improve reliability and customer experience through the use of a more uniform fleet of trains;
- Expanding Metrolink - expansion of the network, either on new lines or the provision of new stations;
- Metro Services - Introduce high capacity, high frequency rail-based services on key commuter corridors;
- Regional Centre Metro Tunnel - Additional capacity to accommodate future rail demand to and through the Regional Centre; and
- HS2 and NPR Delivery.

Strategic Transport Plan (Transport for the North, January, 2018)

2.68. The [Strategic Transport Plan](#)¹⁴ has four objectives:

¹³ This document can be accessed here: <https://democracy.greatermanchester-ca.gov.uk/documents/s2517/09%20GM%20Prospectus%20for%20Rail.pdf>

¹⁴ This document can be accessed here: <https://transportforthenorth.com/our-north/strategic-transport-plan/>

- Increase efficiency, reliability and resilience in the transport system;
- Transform economic performance;
- Improve access to opportunities across the North; and
- Promote and support the built and natural environment.

2.69. Investment will be based around seven Strategic Development Corridors;

- West and Wales
- Central Pennines
- Southern Pennines
- North West to Sheffield City Region
- East Coast to Scotland
- Yorkshire to Scotland
- Connecting the Energy Coasts.

2.70. Greater Manchester features in the first four corridors listed and Oldham is named in a long list of important economic centres in each of these four corridors. Transport for the North (TfN) will be working on three of the corridors in 2018 (Connecting Energy Coasts, West and Wales and Central Pennines). Central Pennines is the most relevant corridor to Oldham.

2.71. The Investment Programme has four main strategic transport interventions:

Northern Powerhouse Rail (NPR)

2.72. This will link the six key cities and Manchester Airport in the north by making the best use of existing rail with some new infrastructure (upgraded track and new lines), bringing 1.3 million people within a 60 minute commute of four or more northern cities and 39% of businesses within a 90 minute train journey.

Long term rail strategy

2.73. This builds on the NPR to improve connectivity to other areas. It includes a new freight-only rail route across the central Pennines. Aiming to deliver a minimum of two trains per hour on each route where there is demand and minimum average journey speeds of 40mph for local services, 60mph for inter-urban services and 80mph for long distance services.

Major Road Network (MRN) for the North and Strategic Road Studies

2.74. TfN proposes a MRN for the North, responsibility for the MRN would remain with local authorities but MRN would link key cities and other attractors e.g. ports. TfN is exploring ways to improve road connections between Greater Manchester and South Yorkshire now that the DfT'S tunnel study has shown that, although technically feasible, the cost of the tunnel is prohibitive. Other road priorities include improvements to the M60 NW quadrant, with the next stage of the study about to be let to further develop the best options.

Integrated and Smart Travel

2.75. This involves making it easier to plan for journeys across rail and bus through contactless ticketing, enhanced real-time service information and integrated pricing.

A Greater Manchester Congestion Deal (Greater Manchester Combined Authority and Transport for Greater Manchester, March, 2018)

2.76. [The deal](#)¹⁵ is for transport bodies, local authorities, businesses and individuals to work together to tackle congestion across Greater Manchester. The three main themes have been identified to tackle congestion:

- Improve the management of the transport network by better integration across different types of transport; through greater coordination of road works and traffic signals; and by responding quickly to unexpected incidents.
- Give people more choice about how and when they travel by making it easier to cycle, walk or use public transport; through better provision of information; and by working with employers to encourage more flexible working.
- Increase the capacity of our transport network where appropriate to support the reliable and effective movement of people and goods through investment in public transport; tackling bottlenecks on our roads; and through a better use of the existing road space.

2.77. The deal sets out actions under seven themes, which Greater Manchester can endeavour to implement now and over the next few years to tackle congestion:

- A smoother journey - £400 million investment to upgrade junctions, tackle bottlenecks, provide new roads and deliver new smart traffic signals at around 90 junctions to help the flow of people and goods. A dedicated corridor management team. Exploration of the viability of a pilot scheme to introduce lanes that give priority to vehicles with multiple occupants. Smart motorways.
- More reliable journeys - An expanded transport control centre operating 24/7 for an effective and coordinated response to incidents. Tighter control of roadworks. Travel information in advance and real-time.
- Safer travel for all - Safer streets and junction designs that reduce the risk of incidents and collisions and give people more confidence to cycle and walk.
- Training to reinforce responsible behaviour. Claiming down on behaviour that causes congestion such as irresponsible parking. Tackling anti-social behaviour and crime on public transport so that people feel safe to use it.
- A healthier you - £160m Mayors Challenge Fund to invest in new cycle lanes and pedestrian friendly measures. Campaigns and initiatives to encourage more cycling and walking and reduce the use of the car for short trips. Working with schools to encourage cycling or walking for the school run. Schemes to tackle congestion at air pollution hotspots.

¹⁵ This document can be accessed here: <https://tfgm.com/congestion>

- A genuine alternative to the car - £83 for up to 27 new trams with convenient contactless payment, 40,000 more seats on commuter trains, investment in stations and interchanges, and measures to support reliable bus journeys.
- Organisations taking the lead - Support from employers for flexible or remote working so that people can avoid travelling during the busiest times of day or work from home. Incentives for employers to offer staff to encourage travel by public transport. Organisations ordering goods and services differently so that few trips are made at the busiest time.
- Planning for the future - spatial planning so that new development is located where it can be accessed by walking, cycling or public transport. Guidance for developers on how they can create attractive and sustainable places to live and work. Engaging with communities and workplaces to encourage and incentivise sustainable travel. Innovative projects to explore how we can benefit from new and emerging technologies. A Highways Academy to build the skills we need for the future.

Made to Move (Greater Manchester Combined Authority, December, 2018)

2.78. [Made to Move](#)¹⁶ is the GMCA's strategy to significantly boost active modes of travel in Greater Manchester. The goal is:

2.79. "To double and then double again cycling in Greater Manchester and make walking the natural choice for as many short trips as possible. We must do this by putting people first, creating world class streets for walking, building one of the world's best cycle networks, and create a genuine culture of cycling and walking".

2.80. The report outlines 15 steps to help achieve this:

- Publish a detailed, Greater Manchester-wide walking and cycling infrastructure plan in collaboration with districts in 2018.
- Establish a ring-fenced, 10 year, £1.5 billion infrastructure fund, starting with a short term GM Mayor's Active Streets Fund to kick-start delivery for walking and cycling. With over 700 miles of main corridors connecting across Greater Manchester, this is the scale of network we need to aim for.
- Develop a new, total highway design guide and sign up to the Global Street Design Guide.
- Deliver temporary street improvements to trial new schemes for local communities.
- Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.
- Develop a mechanism to capture and share the value of future health benefits derived from changing how we travel.
- Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.

¹⁶ This document can be accessed here: <https://www.greatermanchester-ca.gov.uk/media/1176/made-to-move.pdf>

- Partner with schools and local authorities to make cycling and walking the first choice for the school run, and take action on traffic and parking around schools.
- Deliver year on year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions.
- Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing antisocial driving, through public spaces protection orders.
- Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index.
- Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes.
- Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.
- Work with local businesses to help shape our new network and achieve a culture-shift on commuting.
- Launch our own version of a 'Summer Streets' festival, creating low car town and city centres to trial street closures on the network.

2.81. In conclusion there is so much to be gained by changing how we move around the city region. Health, pollution, congestion, public safety and climate change. These are the biggest problems facing our region – and our planet – today. Evidence shows that by changing the way we travel, we can have the single biggest impact on all of these areas and in the process create happier more vibrant place to live.

Local

- 2.20. The Oldham Plan '[Our Future Oldham - A shared vision for 2030](#)'¹⁷ (Oldham Partnership, 2023) prepared by the Oldham Partnership, sets the direction for the borough. With a focus on 'residents first', the Plan seeks to ensure that residents are at the heart of decision-making.
- 2.21. Consultation carried out to inform preparation of The Oldham Plan found that residents want services close to home and tailored to meet the specific needs of their community. The contributions emphasise a desire for Oldham to be a clean, green and safe place where public transport allows access to opportunities, activities for young people and communities and where people felt part of the city region.
- 2.22. The main aim of the Oldham Partnership, through the Plan, is to 'uplift every resident', so that we all have:
- A well-rounded, enriching, life-long education
 - The opportunity to get a decent job that pays well and offers security and flexibility
 - Quick, cheap and easy transport to every part of the city region
 - A home that is affordable, well-maintained and appropriate
 - Timely access to vital services to keep people healthy and safe

¹⁷ https://www.oldham.gov.uk/downloads/file/7589/the_oldham_plan_-_our_future_oldham

- A clean, green and healthy environment
- Diverse opportunities to get together, with regular activities to boost physical and mental health and community spirit
- A local area that meets people's needs and makes them proud

Oldham Council Corporate Plan

2.23. The Oldham Council [Corporate Plan 2022-27](#)¹⁸ sets out the council's priorities, with specific actions for 2022-25. It works in parallel with The Oldham Plan and sets out what its priorities mean for Oldham:

- Healthy, safe and well supported residents
- A great start and skills for life
- Better jobs and dynamic businesses
- Quality homes for everyone
- A clean and green future

2.24. Delivering against these priorities means that the council can help residents and make Oldham the best place it can be.

Creating a Better Place

2.25. The Local Plan represents the spatial expression of The Oldham Plan and the council's Corporate Plan. Their aspirations and priorities are the golden thread that runs through the Plan, along with supporting and facilitating the delivery of the council's ambitious Creating a Better Place agenda which is embedded into the planning framework provided through the policies as illustrated in Figure 1 below.

2.26. Figure 1: Flow diagram illustrating how the council's Creating a Better Place agenda has been embedded into the planning framework

¹⁸ https://www.oldham.gov.uk/downloads/file/7405/oldham_corporate_plan_2022-27



- 2.27. Through delivering Oldham Council's bold vision for Oldham Town Centre and the wider borough and the ambitions of Creating a Better Place by 2030 Oldham we be a place where business and enterprise can thrive and where people will want to live, visit, relax and work.
- 2.28. Building on its industrial heritage, civic pride and location as a gateway into the countryside, Oldham will have a sustainable future in a unique urban setting. Oldham will be a stronger economic contributor to Greater Manchester, providing a place where every resident is enabled to contribute to and benefit from the continued growth of the city region.
- 2.29. Underneath the overarching theme of Creating a Better Place there sits several key issues that policies within the Local Plan seek to address such as the creation of healthy communities and tackling the climate emergency.

Oldham Transport Strategy and Town Centre Car Parking Strategy

- 2.30. [Oldham's Transport Strategy and Delivery Plan](#)¹⁹ sets the strategic direction for travel and mobility within Oldham, identifying transport requirements that align with our future growth needs and in response to changing travel technologies.

¹⁹ This document can be found at:

https://www.oldham.gov.uk/downloads/file/7693/oldham_transport_strategy_and_delivery_plan

2.31. It reflects the [Greater Manchester Transport Strategy 2040](#)²⁰ which sets out the long-term vision for how the transport system needs to change across Greater Manchester and the key priorities for achieving this, including reference to:

- the “Right-Mix” ambition for at least 50% of all journeys to be made by active travel and public transport by 2040;
- details of the Greater Manchester Mayor’s ‘Our Network’ plan to create an integrated, modern and accessible transport network;
- an increased emphasis on the importance of cycling and walking; and
- the climate emergency declared by GMCA and all ten councils; and the development of the Greater Manchester Clean Air Plan.

2.32. As set out in Oldham’s Transport Strategy, planning for transport that is suitable for the future requires a balance of healthier travel behaviours and reducing harmful transport emissions. The Strategy is structured around six principal transport ambitions which have a focus on:

- Healthy Oldham: providing for healthier active travel choices through, for example, improving walking and cycling routes and facilities to enhance connections across our neighbourhood, the borough and beyond;
- Safe Oldham: improving road and travel safety;
- Thriving Oldham: supporting Greater Manchester’s ambitions to grow economically and connecting our communities to services and opportunities across the borough and beyond;
- Clean Oldham: improving air quality and supporting Greater Manchester’s ambitions for becoming carbon neutral by 2038;
- Connected Oldham: prioritising the maintenance of highways, footways and Public Rights of Way; and
- Accessible Oldham: improving access to public transport and active travel reflecting its importance for reducing deprivation whilst supporting our communities.

3. Consultation Feedback

Regulation 18 Notification Consultation

3.35. To begin preparation of the Local Plan the council carried out a ‘Regulation 18’ notification between July and August 2017.

3.36. To inform this work we asked what the local community and stakeholders thought:

- a) the Local Plan should contain and what the key planning issues are for Oldham; and
- b) what, in broad terms, should be the main aims of the Local Plan.

3.37. In addition, we published our Integrated Assessment Scoping Report and invited the Environment Agency, Historic England and Natural England to comment on the scope of the Local Plan. This was also available for the local community and stakeholders to view and comment on if they wished.

²⁰ This document can be found at: <https://tfgm.com/2040-transport-strategy>

3.38. The main messages that came out of the Regulation 18 Notification consultation regarding transport were:

- Discourage the building of more and faster roads, except where necessary; Support the growth of shared or public transport through enabling car parking adjacent to public transport connections or development or car sharing clubs, especially as part of high density developments;
- Foster the maintenance of existing roads;
- Encourage greater local production and consumption;
- Make cycling safer through providing cycle paths along significant commuting routes, separated from vehicle traffic by at least a significant kerb and provide cycle routes to schools;
- Focus development in accessible locations with facilities within walking distance; Support investment in Metrolink;
- Aim to keep Oldham accessible throughout the year and ensure it is a place to live by choice;
- Provide for better health and education services and facilitate the improvement of transport, flood mitigation, sewerage and digital infrastructure;
- Only build new roads as a last resort and must consider wider impact on transport systems;
- Invest in segregated walking and cycling routes with adequate cycle security provision linking to public transport hubs;
- Improve evening and weekend provision of transport;
- Existing transport infrastructure should be improved, particularly links to Manchester;
- Increased provision of transport infrastructure;
- Develop better integrated transport systems, supporting greater use of public transport;
- Develop quality cycle routes and encourage the uptake of cycling; Reduce air pollution from traffic and improve air quality;
- Balance the need for housing and transport infrastructure with the need to build healthy communities with accessible and peaceful open spaces;
- Improve public transport to reduce the number of cars on the road and as a way to combat climate change;
- In relation to housing and development Oldham should build on the strengths it has including good transport links with the tram and to the M60 and M62; Support the investigation and development of initiatives to contain and reduce the number and speed of car journeys within Saddleworth and also to reduce air and noise pollution. This should include supporting initiatives such as:
 - encouraging cycle use;
 - considering shared space areas and resident only access to certain vulnerable areas;
 - reducing speed limits and monitoring against this; and
 - encouraging the use of electric cars by introducing communal charging points.
- Recognise the canal network as a specific, multi-functional form of infrastructure, and acknowledge the Canal and River Trust as a key partner in this respect;
- Clearly state that appropriate developer contributions towards improving the condition of the towpath or other waterway infrastructure will be sought where developments result in significant increases in the use of the tow path;

- Recognise that the canal and towpath network in Oldham provides a sustainable transport link for pedestrians and cyclists and a locally accessible leisure and recreational resource. The network has the potential to make a positive contribution towards achieving sustainable economic growth and creating sustainable communities, in addition to encouraging pedestrian and cycle use for commuting and for leisure and recreation;
- Improve the parks in the borough and consider ways to join them up by "green pathways/ routes";
- Support small businesses, providing parking and improving local transport so that residents can shop locally providing development opportunities for the high tech industries of the future and link these to other centres/ transport nodes by walking routes etc.;
- Ensure that local transport is accessible, available and affordable;
- Support electromagnetic inductive roads – In 2040 the ban on petrol cars will come into force, Oldham could be innovative in this regard and explore fitting electrical field generators beneath the roads as they are naturally resurfaced. This would offer a huge economic advantage; and
- Ensure that new housing and businesses premises provide electric vehicle charging points.

Regulation 18 Issues and Options Consultation

3.40. The Oldham Local Plan: Issues & Options consultation in 2021 identified the creation of a sustainable and active transport network as one of the key themes for the new Local Plan to address. The consultation identified key issues relating to:

- Car parking in new developments
- The creation and expansion of the Bee Network
- Safeguarding land in relation to new transport infrastructure projects
- Creating more opportunities to travel by "active" modes
- Electric Vehicle Charging Infrastructure
- Creation of 20 Minute Neighbourhoods

We asked you:

- Should the range of services listed as 'key services' in Policy 3 of the current Local Plan be revised and if so, what other key services do you recommend be listed in any replacement policy?
- Should a revised policy on public transport accessibility be expanded in scope to take into account of datasets like GMAL?
- If the council adopts parking standards as part of a replacement Local Plan policy - should it be:
 - a maximum standard;
 - a minimum standard; or
 - a tailored standard based on the application and the area.
- Should Oldham introduce car free and / or car club developments in areas of high public transport accessibility? If yes, what would the threshold be for such developments (i.e. developments within centres or within 800m of a Metrolink stop)?

Streets for All Questions

- How should the council utilise the Streets for All guidance, should it: have a standalone policy; or be incorporated in to a general highway policy?
- How should the council encourage the creation of Active Neighbourhoods? Should they be: identified formally through the Local Plan process and identified on the proposals map; should there be a policy which supports their creation in general; or both?

Bee Network Questions

- Should Bee Network proposals be identified on the proposals map of the replacement Local Plan?
- Should there be a policy which specifies the Bee Network and the importance that new and existing developments connect with it?

Active Design Questions

- Should new housing developments have a requirement to provide a public transport pass, to encourage sustainable modes of transport?
- In order to help promote cycling in the area, if all new housing developments were to be mandated to provide purpose-built cycle storage, should this be:
 - one space per bedroom;
 - two spaces per homes;
 - or one per home.
- Should there be a standalone policy for active travel and sustainable transport modes, or should they form part of a more general transport policy?

We have reviewed the responses you gave us, and you will find the issues raised summarised in this topic paper.

4. Transport and the Draft Local Plan

- 4.41. Key policy areas have been identified that are addressed in this topic paper. For each of these, further detail is provided on how comments received to the Issues and Options consultation and relevant evidence have helped to shape the proposed policy approach and how this has also been informed by the findings of the Integrated Assessment. There are also details of further work that may be required to inform the next stage of the plan-making process – the Regulation 19 Publication Plan.

5. Policy T1 – Delivering Oldham’s Transport Priorities

Feedback from Issues and Options consultation

- 5.1. The Oldham Local Plan: Issues and Options consultation in 2021 identified the transport as one of the key themes for the new local plan to address.
- 5.2. Feedback was largely positive although the questions in the Issues & Options consultation was largely around the Bee Network, when it only applied to the cycling and walking infrastructure. Since then, it has been re-organised to incorporate the entire public transport infrastructure in Greater Manchester. Nevertheless, there was specific support for the identification of specific/committed infrastructure to be identified in the plan.
- 5.3. There were some negative comments in relation to the provision of a public transport pass for new developments. However, it is noted that as it currently stands, the Bee Network does not currently support long-term public transport passes, longer than 28 days.

Issues to be addressed

- 5.41. There is a need for the Local Plan to provide a positive framework to ensure the borough has a safe, accessible and active travel network. Furthermore the Local Plan needs to support the development of the Oldham Transport Strategy and the Greater Manchester 2040 Transport Strategy.

Evidence Base

Oldham Transport Strategy and Town Centre Car Parking Strategy

- 5.4. [Oldham’s Transport Strategy and Delivery Plan](#)²¹ sets the strategic direction for travel and mobility within Oldham, identifying transport requirements that align with our future growth needs and in response to changing travel technologies.

²¹ This document can be found at:

https://www.oldham.gov.uk/downloads/file/7693/oldham_transport_strategy_and_delivery_plan

- 5.5. It reflects the [Greater Manchester Transport Strategy 2040](#)²² which sets out the long-term vision for how the transport system needs to change across Greater Manchester and the key priorities for achieving this, including reference to:
- the “Right-Mix” ambition for at least 50% of all journeys to be made by active travel and public transport by 2040;
 - details of the Greater Manchester Mayor’s ‘Our Network’ plan to create an integrated, modern and accessible transport network;
 - an increased emphasis on the importance of cycling and walking; and
 - the climate emergency declared by GMCA and all ten councils; and the development of the Greater Manchester Clean Air Plan.
- 5.6. As set out in Oldham’s Transport Strategy, planning for transport that is suitable for the future requires a balance of healthier travel behaviours and reducing harmful transport emissions. The Strategy is structured around six principal transport ambitions which have a focus on:
- Healthy Oldham: providing for healthier active travel choices through, for example, improving walking and cycling routes and facilities to enhance connections across our neighbourhood, the borough and beyond;
 - Safe Oldham: improving road and travel safety;
 - Thriving Oldham: supporting Greater Manchester’s ambitions to grow economically and connecting our communities to services and opportunities across the borough and beyond;
 - Clean Oldham: improving air quality and supporting Greater Manchester’s ambitions for becoming carbon neutral by 2038;
 - Connected Oldham: prioritising the maintenance of highways, footways and Public Rights of Way; and
 - Accessible Oldham: improving access to public transport and active travel reflecting its importance for reducing deprivation whilst supporting our communities.
- 5.7. Both documents outline specific commitments in terms of projects that will be delivered in Oldham in the five districts; North, South, East, West and Central. With the Town Centre Car Parking Strategy outlining specific commitments in rationalising and improving the existing parking offer in and around the town centre so that the Town Centre Framework vision of delivering 2,000 homes can be delivered.
- 5.8. Information on the projects can be found in the Transport Strategy in the following tables and maps:
- Central: Table 6-2 / Figure 6.5 (pages 54-56)
 - East: Table 6-3 / Figure 6-8 and mapped in Figure 6-9 (pages 58-59).
 - North: Table 6-4 / Figure 6-11 (pages 61-63)
 - South: Table 6-5 / Figure 6-14 (page 65)
 - West: Table 6-6 / Figure 6-16 (page 67)

²² This document can be found at: <https://tfgm.com/2040-transport-strategy>

Proposed Policy Approach and Reasons

- 5.42. The proposed approach aims to respond to national policy and the Oldham context to establish a policy that enables the creation of a safe, accessible and active network in Oldham.
- 5.43. Encouraging walking and cycling helps reduce carbon emissions, improve public health, and create more vibrant and liveable communities. Protecting the amenity and safety of the public realm is crucial for ensuring that these alternative modes of transport are attractive and accessible to a wide range of people, including those with disabilities.
- 5.44. The goal is to enhance road safety and reduce traffic congestion. By adopting a coordinated approach in new development design and modifications, the policy aims to minimize road casualties and improve overall highway safety. This includes advocating for 20mph limits and zones where appropriate, which can contribute to safer and more pedestrian-friendly environments.
- 5.45. Requiring transport infrastructure to be in place before the first occupation of a development phase or ensuring an agreed mechanism for timely delivery is crucial. This ensures that new communities have the necessary transportation infrastructure from the start, preventing issues related to inadequate transport networks and promoting sustainable travel patterns.
- 5.46. Seeking developer contributions and safeguarding land for future transport needs aligns with the principle of ensuring that development takes into account its impact on the local transportation network. By securing contributions and land, the policy aims to fund and facilitate the provision or improvement of highway and public transport schemes. This helps manage the potential strain on the transportation infrastructure caused by new development, contributing to a more sustainable and well-planned urban environment.
- 5.47. Referring to the Local Cycling, Walking & Infrastructure Plan (LCWIP) ensures that the development aligns with the broader local infrastructure priorities. The LCWIP likely contains specific details and priorities for cycling and walking infrastructure, and integrating these into new developments contributes to a comprehensive and well-connected transportation network.

6. Policy T2 – Creating Sustainable Streets

Feedback from Issues and Options consultation

- 6.1. In relation to the design of streets in Oldham, there was broad support for the introduction of the Streets for All approach and the creation of Active Neighbourhoods.

Issues to be addressed

- 6.2. There is a need for the Local Plan to provide a positive framework to ensure the integration of the Streets for All approach to street design and retrofit of existing streets. There is also the need to incorporate new approaches such as LTN 1/20.

Evidence Base

- 6.5. The main body of evidence in relation to this policy is Streets for All and LTN 1/20. The Streets for All Design Guide was recently published and outlined a series of approaches to street design, depending on their classification of:
- Destination Places
 - Active Neighbourhoods
 - High Streets
 - Connector Roads
 - Motorways and Strategic Routes
- 6.6. The initiative looks to create streets that better balance the movement of people and goods with the creation of more people-friendly places.
- 6.7. Streets for All takes clear inspiration from London's renewed focus on streets – approaching streets as places, not just traffic lanes. It takes account of both movement and place functions within streets.
- 6.8. As a holistic approach, Streets for All moves away from planning for transport modes, and towards putting people first to better shape and manage our streets. This will help us create more sustainable, healthy and resilient places across Greater Manchester; overall leading to an improved quality of life for those who live, work and visit our great city region.
- 6.9. Streets for All is being developed to establish a common approach to street design that can be used across Greater Manchester to help better plan our streets.
- 6.10. Streets for All also compliments the growth of the Bee Network. TfGM has confirmed it's commitment to rollout the [Bee Network](#)²³ so that it supports active modes of transport.

Proposed Policy Approach and Reasons

- 6.11. The policy prioritises pedestrians, cyclists, and public transport users in the street design hierarchy. This reflects a commitment to reducing reliance on private motor vehicles and promoting sustainable, environmentally friendly modes of transportation. By giving precedence to walking, cycling, and public transport, the policy aligns with broader goals of reducing carbon emissions, improving air quality, and promoting healthier lifestyles.

²³ This can be accessed at: https://news.tfgm.com/press-releases/44e17700-2238-42cc-8ded-fef97ce4f1dc/dame-sarah-storey-sets-out-bold-new-active-travel-road-map-for-greater-manchester?utm_source=newsletter&utm_medium=email&utm_campaign=The+Hive++Winter+2023&cmid=028a108f-9cc4-4ff4-a215-c6b66b9c0b45

- 6.12. The design features outlined in the policy, such as well-lit walking and cycling routes, prevention of pavement parking, and varied spaces for social interaction, are aimed at enhancing safety and accessibility. Well-lit paths improve visibility and security, preventing potential hazards, while measures to prevent pavement parking ensure that pedestrians, especially those with disabilities, have unobstructed paths. Varied spaces contribute to a more inclusive and accessible environment.
- 6.13. The inclusion of varied spaces for people to meet, linger, rest, and for children to play is intended to foster community interaction. Creating environments that encourage socialization contributes to a sense of community and well-being. This aspect of the policy aligns with the idea of creating not just thoroughfares but vibrant public spaces that serve as focal points for community engagement.
- 6.14. The incorporation of high levels of green infrastructure has multiple environmental benefits. Green spaces contribute to biodiversity, providing habitats for flora and fauna. They also absorb pollutants, contributing to improved air quality. Additionally, green infrastructure can help mitigate flood risks by absorbing and managing rainwater runoff. These environmental considerations align with broader sustainability goals and contribute to the creation of healthier and more resilient communities.
- 6.15. The emphasis on supporting local distinctiveness and identity through visually interesting features and uses in the streetscape recognises the importance of preserving the unique character of the community. This can include architectural elements, public art, or cultural features that contribute to a sense of place. Integrating local identity into street design helps create a built environment that resonates with the community it serves.
- 6.16. The policy is justified by aligning with national goals related to sustainable transportation, safety, community well-being, and environmental sustainability. It addresses the broader societal need to reduce carbon emissions, improve public health, enhance road safety, and create vibrant, sustainable communities.
- 6.17. The emphasis on varied spaces, well-lit routes, and prevention of pavement parking reflects sound urban design principles aimed at creating streets that prioritize the needs and safety of pedestrians, cyclists, and public transport users.
- 6.18. The policy is consistent with the NPPF, which promotes sustainable development, the creation of safe and accessible places, and the integration of green infrastructure. The emphasis on sustainable transportation aligns with national objectives to reduce reliance on private vehicles and promote active modes of travel. The policy's focus on green infrastructure aligns with national priorities related to environmental sustainability, biodiversity, and flood risk management. These considerations contribute to national goals for creating resilient and environmentally responsible urban areas.

7. Policy T3– Car Parking Standards in Oldham

Feedback from Issues and Options consultation

- 7.1. Feedback in relation to car parking standards was largely positive, however the feedback was mixed around setting car parking standards in the more rural parts of Oldham and in particular, Saddleworth

Issues to be addressed

- 7.2. Policy JP-H4 of Places for Everyone stipulates housing density standards in Greater Manchester, the policy is also reflected in policy H4 Housing Density of the Draft Local Plan. In line with these policies in areas of high transport accessibility, in order to meet the higher densities proposed, it will be necessary to reduce the level of carparking permitted.

Evidence Base

- 7.4. Further work will also be undertaken as part of development The Oldham Code – the borough-wide design code as legally required under the Levelling Up & Regeneration Act 2023.

Proposed Policy Approach and Reasons

- 7.5. The policy emphasizes the provision of an appropriate amount of parking in line with the standards set out in Appendix 12 on the Draft Local Plan. This approach recognizes the need for a balanced approach to parking provision, taking into account the type, mix, and use of the development.
- 7.6. The policy seeks to support the efficient use of land in parking provision. This approach is in line with principles of sustainable development by promoting the efficient use of land resources. It discourages excessive and inefficient use of land for parking, encouraging developers to consider space utilization more effectively.
- 7.7. The policy includes a requirement for design features to prevent pavement parking. This addresses issues related to pedestrian safety and ensures that parking infrastructure is designed in a way that does not negatively impact or obstruct pedestrian pathways.
- 7.8. The policy aims not to discourage the use of more sustainable modes of transport, such as walking, cycling, and public transport. By aligning parking provisions with sustainable transportation modes, the policy supports broader environmental and health objectives, promoting alternatives to private car use.
- 7.9. The policy establishes criteria to avoid unacceptable impacts on the highway network and local environmental quality or residential amenity. This addresses concerns related to the broader impact of off-site parking on traffic flow, safety, and the overall environment. The policy ensures that development does not lead to adverse effects on the surrounding area.

- 7.10. The need for car parking, drop-off points, taxi ranks, and car club/car-sharing bays within developments shall be considered through a transport assessment or statement. This approach ensures that the need for parking facilities is assessed based on evidence of likely demand. It provides a systematic way to consider the specific transportation needs of each development.
- 7.11. Where development would likely lead to adverse impacts, appropriate mitigation measures will be required. This could include funding or contributing towards resident parking schemes, public transport provision, on-street parking restrictions, and their enforcement. This addresses the proactive management of potential negative impacts, requiring developers to contribute to measures that mitigate the effects of increased parking demand associated with their developments.
- 7.12. The policy promotes a balanced and context-specific approach to parking standards. It acknowledges the diverse needs of different developments and aims to provide parking provisions that are appropriate and tailored to each situation. Ensuring inclusivity and accessibility to all users justifies the policy by aligning with principles of social equity and inclusiveness. This reflects a commitment to creating urban spaces that accommodate the needs of all community members, including those with diverse mobility needs. The policy's emphasis on supporting the efficient use of land is justified by aligning with broader sustainability goals. Efficient land use contributes to compact urban development, reducing sprawl and promoting a more sustainable use of resources. Requiring design features to prevent pavement parking is justified by prioritizing pedestrian safety. This aligns with national goals related to road safety and creating pedestrian-friendly urban environments.
- 7.13. The policy promotes sustainable transportation. By encouraging the use of more sustainable modes such as walking, cycling, and public transport, it aligns with broader national objectives to reduce carbon emissions and reliance on private vehicles. The emphasis on efficient land use and pedestrian safety aligns with urban design principles outlined in national policies. These principles prioritise compact, walkable, and well-designed urban areas. The policy's focus on mitigating off-site impacts to avoid adverse effects on the highway network and environmental quality aligns with national goals related to environmental protection and quality of life.
- 7.14. The policy recognises the need for flexibility and adaptability in parking standards. It allows for a context-specific approach, ensuring that parking provisions align with the unique characteristics of each development. Requiring a transport assessment or statement ensures that parking needs are assessed based on evidence, contributing to well-informed and data-driven decision-making. This positive preparation aligns with best practices in urban planning.
- 7.15. The policy's requirement for proactive mitigation measures demonstrates its effectiveness in addressing potential negative impacts associated with increased parking demand. This ensures that developers play a role in managing the consequences of their developments. By encouraging the use of more sustainable modes of transport, the policy is effective in contributing to broader goals of reducing traffic congestion, improving air quality, and promoting healthier modes of commuting.

Requiring design features to prevent pavement parking contributes to the effectiveness of the policy by enhancing pedestrian safety and promoting well-designed urban environments.

8. Policy T4 - Providing for Electric Vehicle Charging Points

Feedback from Issues and Options consultation

8.3. Feedback from Issues & Options was largely positive in relation to development of a policy on Electric Vehicle (EV) charging infrastructure in new development. Some comments mentioned that a policy may be superseded by Building Regulations, whilst reference was also made by TfGM in relation to the [Greater Manchester Electric Vehicle Charging Strategy](#)²⁴, which establishes thresholds for when and how many charging points should be installed in new development and retrofitting EV chargers into existing streets.

Issues to be addressed

8.4. The UK government has pledged to end the sale of new petrol and diesel cars from 2035. The electric vehicle market is growing rapidly and there are ambitious plans to roll out car charging points across the. One of the main barriers to the transition to electric vehicles is a lack of charging infrastructure. Electric vehicles appear to be gaining much more traction than hydrogen powered vehicles at this point in time. Therefore, the recommendation is to plan for this by providing charging infrastructure where it is likely to be needed.

Evidence Base

8.5. The Oldham Transport Strategy outlines how the council can support the roll out of EV charging infrastructure. Oldham Council is working with TfGM to roll-out the aims of the Greater Manchester Electric Vehicle Charging Infrastructure Strategy (EVCI). This focuses on the publicly accessible charging points to enable Greater Manchester's businesses and residents to transition to electric vehicles.

8.6. The ECVI approach identifies three types of electric vehicle charging facility, slow, fast and rapid:

- Slow Chargers (3.5kW), typically home charging.
- Fast Chargers (between 7kW to 23kW for AC, and 10kW to 22kW for DC), potentially allocated at supermarkets and short-stay locations.
- Rapid Chargers (between 43kW to 44kW for AC, and 50kW to 62.5kW for DC), potentially located at petrol stations, dedicated facilities and motorway service stations.

8.7. In Greater Manchester, the current publicly owned Electric Vehicle Charging network 'BeEV' accounts for approximately one third of the charge points, with the remaining two thirds delivered by over 20 private sector providers and operators.

²⁴ This can be accessed here: <https://electrictravel.tfgm.com/greater-manchesters-ev-strategy/>

Proposed Policy Approach and Reasons

- 8.8. Providing at least one dedicated charge point per dwelling for properties with a garage or driveway encourages residents to adopt electric vehicles by offering convenient charging options at home. This approach supports the integration of electric vehicles into daily routines, especially for homeowners.
- 8.9. Mandating a minimum percentage of parking spaces to have active charging facilities ensures that a significant portion of both residential and non-residential developments are equipped with electric vehicle charging points. This widespread provision facilitates the adoption of electric vehicles across different user groups.
- 8.10. Requiring developments without on-site parking to contribute to the expansion of publicly accessible charging networks acknowledges that electric vehicles are not limited to residential use. By supporting charging infrastructure in areas served by electric vehicles for taxis, deliveries, and servicing, the policy considers the broader needs of the community.
- 8.11. Ensuring that the standards are applied to the total amount of proposed car parking provision and discouraging additional parking solely for meeting EV charging standards, promotes efficient land use. This approach aligns with the overarching goal of sustainability in urban development.
- 8.12. Placing shared charging points to serve the maximum number of parking spaces enhances accessibility and usability. This strategic location ensures that the benefits of electric vehicle charging are available to as many users as possible within the development, promoting convenience and usability.
- 8.13. Requiring adherence to the minimum technical specifications published by the Office for Low Emission Vehicles ensures that the installed infrastructure meets standardized quality and safety criteria. This approach contributes to the reliability and effectiveness of the charging infrastructure.
- 8.14. Allowing for a reduced requirement when lower levels of demand can be demonstrated reflects a flexible approach. This recognizes that electric vehicle charging needs may vary among different developments and allows for tailored solutions based on specific characteristics.
- 8.15. The policy aligns with national priorities, including the UK government's commitment to decarbonising transportation. Supporting the widespread adoption of electric vehicles aligns with broader goals related to sustainability, air quality improvement, and the reduction of carbon emissions. The policy is justified by recognising the importance of integrating electric vehicle charging infrastructure into the planning of new developments. As the transportation landscape evolves, planning for electric vehicle charging becomes essential to meet the changing needs of the community.
- 8.16. The policy supports the NPPF's emphasis on promoting sustainable development. By encouraging the provision of electric vehicle charging points, the policy contributes to creating environmentally sustainable communities and supporting the transition to low-

carbon transport. The policy aligns with the NPPF's principles of planning for a mix of uses and meeting the diverse transportation needs of communities. It recognises the role of electric vehicles in a modern, sustainable transportation system and seeks to accommodate these needs in new developments.

- 8.17. The policy provides flexibility in the requirement for electric vehicle charging infrastructure. Allowing for a reduced requirement based on lower levels of demonstrated demand demonstrates an adaptable approach that considers the unique characteristics of each. The integration with Policy T3, which addresses overall car parking provision, ensures that the policy is part of a holistic and well-coordinated approach to urban planning. This integration prevents the provision of excess parking spaces solely for compliance with electric vehicle charging standards.
- 8.18. The policy ensures widespread access to electric vehicle charging infrastructure. By setting a minimum percentage requirement for active charging facilities in both residential and non-residential developments, the policy aims to make charging points available to a substantial portion of the community. Requiring shared charging points to be located strategically for maximum accessibility enhances the effectiveness of the policy. This approach ensures that the benefits of electric vehicle charging are maximized within the development. Requiring adherence to minimum technical specifications ensures the effectiveness and reliability of the charging infrastructure. Standardised technical requirements contribute to the seamless functioning of the charging points.

9. Policy T5 - Transport Statements, Assessments and Travel Plans in New Development

Feedback from Issues and Options consultation

- 9.3. Feedback was largely positive in relation to improving transport options in Oldham and to ensure that developments were supported by the appropriate infrastructure. No specific comments were sort in relation to the requirement for transport statements, assessments and travel plans.

Issues to be addressed

- 9.4. There is a need to set clear criteria to enable development to be supported by the appropriate supporting technical information and to ensure that developments deliver the required infrastructure in order to support them and ensure that any impacts of new development are appropriately mitigated.

Evidence Base

Oldham Transport Strategy and Town Centre Car Parking Strategy

- 9.5. [Oldham's Transport Strategy and Delivery Plan](#)²⁵ sets the strategic direction for travel and mobility within Oldham, identifying transport requirements that align with our future growth needs and in response to changing travel technologies.
- 9.6. The document makes clear that when new development of scale is proposed in Oldham, that they should be supported by transport statements, assessments and travel plans.

Proposed Policy Approach and Reasons

- 9.7. The policy is justified by the need to assess and address the potential impact of new developments on traffic movement. Requiring a Transport Assessment (TA) or Transport Statement (TS) for developments likely to result in a material increase in traffic ensures that the transportation implications are thoroughly evaluated. Requiring a Travel Plan (TP) for developments that require a TA contributes to the justification. Travel Plans are essential tools for promoting sustainable travel choices, reducing dependency on single-occupancy vehicles, and addressing the transportation needs of the community in a holistic manner.
- 9.8. Requiring a Travel Plan for developments that undergo a Transport Assessment ensures that transportation planning is integrated into the overall development process. This integration supports a comprehensive approach to urban planning. Requiring a Transport Assessment or Transport Statement for developments likely to result in a material increase in traffic ensures a proactive approach to identifying and addressing potential traffic impacts. This supports the effectiveness of the policy in managing traffic-related challenges.
- 9.9. Requiring a Travel Plan for developments requiring a Transport Assessment ensures a holistic approach to transportation planning. Travel Plans consider a range of measures to promote sustainable travel choices, such as public transport, walking, and cycling, contributing to effective transportation solutions.
- 9.10. The inclusion of thresholds in Appendix 13 of the Draft Local Plan provides clear guidelines for developers and ensures that the requirement for a TA, TS, or TP is proportionate to the scale and impact of the proposed development.
- 9.11. Overall, Policy T5 contributes to the creation of well-planned and sustainable developments in Oldham.

²⁵ This document can be found at:

https://www.oldham.gov.uk/downloads/file/7693/oldham_transport_strategy_and_delivery_plan

10. Integrated Assessment

- 10.1. Policies T1-T5 scored either positively or neutral. No mitigation or enhancements to the policies were required as a result of the IA process. The policies were not screened in by the HRA.

11. Further Work

- 11.1. Work will be commissioned as part of The Oldham Code in relation to density and capacity which will influence the car parking standards. Further work will also be undertaken as part of the site allocations work as part of a transport modelling exercise. Finally, a supporting piece of evidence will be produced to justify the proposed parking standards.