

Oldham Local Plan

Publication Plan: Transport Topic Paper

January 2026



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1. Introduction and Purpose

- 1.1. This is the Transport Topic Paper and is one of 13 topic papers produced to inform the consultation on the Oldham Local Plan: Publication Plan. The Transport Topic Paper relates to 'A Sustainable, Active, Accessible Network for Oldham' chapter of the Publication Plan.
- 1.2. All Topic Papers can be found online at [Oldham Council's website](#).¹
- 1.3. The main purpose of the Topic Paper is to set out:
 - the current key policies, plans and strategies relating to transport that have informed the Local Plan;
 - the main issues, challenges and opportunities relating to transport that we face in Oldham, underpinned by proportionate and relevant evidence;
 - how policies within the Oldham Local Plan: Publication Plan have been shaped, having regard to:
 - the key issues, challenges and opportunities facing the borough in relation to transport;
 - responses received as part of the Oldham Local Plan: Draft Plan consultation and Duty to Co-operate discussions;
 - the outcomes of the Integrated Assessment, including any requirements of the Habitat Regulations Assessment; and
 - how, with these policies, the Plan sets out an appropriate strategy that is based on proportionate evidence.
- 1.4. The Setting the Scene Topic Paper sets out the context for the Oldham Local Plan: Publication Plan, its purpose and how it relates to the Places for Everyone Joint Development Plan Document.
- 1.5. The Topic Papers therefore support and complement the Oldham Local Plan: Publication Plan, demonstrating how policy choices have been informed, providing transparency around decision-making, and assisting those viewing the plan and the examining Inspector in understanding the rationale behind the Plan's content.

2. Relevant Policies, Plans and Strategies

2.1. This section sets out the main policies, plans and strategies that relate to transport and which have informed the policy approach taken.

National Context

National Planning Policy Framework

2.2 National Policy Framework (NPPF)¹ states that transport issues should be considered from the earliest stages of plan-making and development proposals, using a vision-led approach to identify transport solutions that deliver well-designed, sustainable and popular places. It goes on to set out six methods that this should involve, they are:

- making transport considerations an important part of early engagement;
- ensuring patterns of movement, streets, parking and other transport considerations are integral to the design of schemes;
- understanding and addressing the potential impacts of development on transport networks;
- realising opportunities from existing or proposed transport infrastructure, and changing transport technology and usage;
- identifying and pursuing opportunities to promote walking, cycling and public transport use; and
- identifying, assessing and taking into account the environmental impacts of traffic and transport infrastructure.

2.3 It goes on to say that 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 as this can help to reduce congestion and emissions and improve air quality and public health. It does acknowledge however, that opportunities to maximise sustainable transport solutions will vary between urban and rural areas.

2.4 NPPF then outlines a number of objectives that planning policies should consider, including supporting an appropriate mix of uses to minimise the number and lengths of journeys taken; aligning strategies and investments for supporting sustainable transport and development patterns; identifying and protecting sites and routes which could be critical in developing infrastructure to widen transport choice, providing attractive and well-designed walking and cycling networks; providing for any large scale transport facilities that need to be located in the area; and recognising the importance of maintaining a national network of general aviation airfields.

2.5 The framework provides guidance on setting parking standards, and outlines that maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport. In relation to parking, it also sets out that local authorities should seek to improve the

¹National Planning Policy Framework (December 2024, as amended February 2025) available at: https://assets.publishing.service.gov.uk/media/67aafe8f3b41f783cca46251/NPPF_December_2024.pdf

quality of parking in town centres, alongside measures to promote accessibility for pedestrians and cyclists. It also goes on to say that planning policies and decisions should recognise the importance of providing adequate overnight lorry parking facilities.

2.7 NPPF also states that developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a vision-led transport statement or transport assessment so that the likely impacts of the proposal can be assessed and monitored.

National Planning Policy Guidance

Transport evidence bases in plan making and decision taking

2.5 The [Planning Practice Guidance](#)² includes a section on transport evidence bases in plan making and decision taking. It states that a robust evidence base can facilitate approval of the Local Plan and reduce costs and delays to the delivery of new development, thus reducing the burden on the public purse and private sector.

2.6 It goes on to list a number of key issues, which should be considered in developing a transport evidence base. Some of the relevant ones for the Local Plan include the need to:

- 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;
- assess the quality and capacity of transport infrastructure and its ability to meet forecast demands; and
- identify the short, medium and long-term transport proposals across all modes.

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

2.8 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.

2.9 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 This document can be found at: <https://www.gov.uk/guidance/transport-evidence-bases-in-plan-making-and-decision-taking>

2.10 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.

2.11 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).

2.12 The PPG goes on to set out what Local Planning Authorities (LPAs) should take into account in determining whether a Travel Plan will be needed.

Strategic road network and the delivery of sustainable development (Department for Transport, 2022)

2.13 [Strategic road network and the delivery of sustainable development \(Circular 01/2022\)³](https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development/strategic-road-network-and-the-delivery-of-sustainable-development) provides guidance on the Strategic Road Network (SRN) in England, directing National Highways to align road planning with sustainable development by integrating environmental goals (like zero emissions) with economic growth, improving HGV facilities (parking, charging), and enhancing connectivity for active travel (walking, cycling) alongside major routes, balancing network efficiency with environmental responsibility and planning policy.

2.15 In addition it states that the policies and allocations that result from plan-making must not compromise the SRN's prime function to enable the long-distance movement of people and goods.

2.16 In relation to evidence base it states that it is the responsibility of the local authority undertaking its strategic policy-making function to present a robust transport evidence base in support of its plan or strategy. It goes on to say that National Highways can review measures that would help to avoid or significantly reduce the need for additional infrastructure on the SRN where development can be delivered through identified improvements to the local transport network, to include infrastructure that promotes walking, wheeling, cycling, public transport and shared travel.

³ This document can be found at: <https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development/strategic-road-network-and-the-delivery-of-sustainable-development>

Future of Freight: A long-term plan (Department for Transport, 2022)

2.17 Future of Freight: A long-term plan⁴ sets out the foundation for government-industry collaboration to enable a cost-efficient, sustainable, and resilient freight and logistics sector. It states that there are five key aims to achieve this:

- A system-level approach to the freight network supporting end-to-end freight journeys that are more efficient, reliable and resilient.
- A cleaner, greener freight system.
- A planning system which fully recognises the needs of the freight and logistics sector now and in the future and empowers the relevant planning authority to plan for those needs.
- The freight and logistics sector is seen as an industry of choice for talented, diverse, and skilled people at all stages of their career.
- Accelerating the adoption of currently available solutions within the sector and developing the future pipeline in line with real-world needs.

2.18 In relation to the planning sector it states that it has a crucial role in promoting development that supports the efficient supply of goods. It goes to state that to achieve this the planning system needs to ensure that sufficient land is being made available in the right places for freight operations and that it is able to respond to the changing needs of the freight and logistics sector such as how to plan for the adoption of future vehicle technologies. There is a clear role for the planning system in ensuring the country has a freight and logistics sector that is economically efficient, reliable, resilient, and environmentally sustainable and can meet current and future needs.

Gear Change (Department for Transport, 2020)

2.19 Gear Change⁵ 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.

2.20 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.

2.21 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.
- Theme 2: Cycling at the heart of decision-making
- Theme 3: Empowering and encouraging Local Authorities

⁴ This document can be found at: <https://www.gov.uk/government/publications/future-of-freight-plan>

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

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

Greater Manchester Context

Greater Manchester Strategy

2.22 [The Greater Manchester Strategy](#)⁶ published in July 2025 sets out a vision for the next decade, which is to see a thriving city region where everyone can live a good life. The strategy contains seven workstreams which, together, will fix the foundations in life, make Greater Manchester a greener and more equal city region, help grow our economy and make sure everyone can live well.

2.23 Workstream three is, 'A transport system for a global city region', it states that 'We will use transport to enable the regeneration and development of town and city centres, make better places and help deliver housing across Greater Manchester. We will work with communities to plan and deliver new tram lines and bus services. Stockport has shown how great public transport links can drive regeneration and we already have plans to use this model in other parts of the city region, including Bury, Oldham and Rochdale'.

Places for Everyone (PfE)

2.24 [Places for Everyone](#)⁷ (PfE) Joint Development Plan Document (DPD), is a strategic plan that covers nine of the ten Greater Manchester districts - Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan. The Plan took effect and became part of the statutory development plan for each of the nine PfE authorities on 21 March 2024.

2.25 The most relevant PfE policies relating to transport are:

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. It goes on to say that an ambitious programme of investment in our transport network will 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.

The policy lists initiatives such as integrated smart ticketing, reform of the bus market, rail franchising and a city centre rapid transit tunnel as helping to ensure all new routes function effectively as part of the overall network.

It states that higher densities will typically be appropriate in locations with good access to rapid transit connections and that new development will 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.

⁶ This document can be found at: <https://www.greatermanchester-ca.gov.uk/what-we-do/greater-manchester-strategy/>

⁷ This document can be found at: <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/strategic-planning/places-for-everyone/pfe-adoption/>

Policy JP-C1: An Integrated Network focuses on creating an accessible, low-carbon Greater Manchester with world-class connectivity. The key measures outlined in this policy include:

- Delivering a pattern of development that minimises both the need to travel and the distance travelled by unsustainable modes to jobs, housing and other key services;
- Enabling the provision of high-quality digital infrastructure
- Locating and designing developments to significantly increase the proportion of trips made by walking, cycling, and public transport;
- Transforming transport infrastructure and services by securing investment in new and improved transport infrastructure;
- Ensuring that development and transport investment fully considers the needs of all people and those modes which make most efficient and sustainable use of limited road space, by following a hierarchy; and
- Developing local transport industry skills and education to ensure a workforce with the necessary skills for the future.

Policy JP-C3 Public Transport, supports a range of measures to help deliver major improvements to public transport, including, enhanced connections to major cities, increasing capacity at bottlenecks, improving public transport routes and services to the City Centre, Core Growth Areas and the airport, better integration of services and between public transport modes and enhanced connections between other town centres, key locations, major allocations and public transport interchanges, more and higher quality public transport stations and interchanges and improved access to rapid transit routes including first and last mile solutions.

Policy JP-C4 The Strategic Road Network sets out that we will work with Department for Transport, National Highways, Transport for the North and TfGM to ensure a co-ordinated approach to the planning and delivery of potential interventions on the SRN and at interfaces with the local street network.

Policy JP-C5 Streets for All sets out that streets will be designed and managed to make a significant positive contribution to the quality of place and support high levels of walking, cycling and public transport. It says it will seek to ensure that the design and management of streets will follow a Streets for All approach, that improvements to the highways network are part of a multi-modal strategy to increase public transport, cycling and walking and improve access for all, that new infrastructure minimises the negative effects of vehicle traffic and that new infrastructure includes provision for utilities and digital infrastructure where required.

Policy JP-C6 Walking & Cycling aims to help deliver a higher proportion of journeys by walking and cycling by supporting a range of measures. The measures include creating safe, attractive, and integrated infrastructure, ensuring direct routes, creating active neighbourhoods, creating dedicated spaces for people walking and cycling, increasing capacity and quality of walking and cycling infrastructure in growth locations, and utilising and enhancing green infrastructure create opportunities for walking and cycling.

JP-C7 Freight & Logistics sets out ways the plan will support the more efficient and sustainable movement of freight.

JP-C8 Transport Requirements of New Development states that we will require new development to be located and designed to enable and encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments. It outlines a number of ways this will be achieved, set out under the sub headings of: Connectivity and Permeability, Design, Public Transport, Parking Infrastructure, Access and Servicing, Construction Management and Transport Assessments.

JP-J1 Supporting Long-Term Economic Growth states that a thriving, inclusive and productive economy will be sought in all our boroughs. With an emphasis on a number of measures including maximising the potential of the key growth locations to deliver inclusive growth across the sub-region by ensuring that employment growth opportunities are well connected and accessible to all residents.

Policy JP-S2: Carbon and Energy sets out ways in which the aim of delivering a carbon neutral Greater Manchester no later than 2038, with a dramatic reduction in greenhouse gas emissions, will be supported. This includes a number of criteria, one of which is: An expectation that new development will, unless it can be demonstrated that it is not practicable or financially viable, incorporate adequate electric vehicle charging points.

Greater Manchester Transport Strategy 2050 (Consultation Draft) (2025, TFGM)

2.26 The 2050 vision in the [Greater Manchester Transport Strategy 2050](#)⁸ is for “a transport system for a global city-region”. The three key elements of the vision are:

- Our approach to People and Place
- Our Right Mix Target
- Our Network Ambitions

2.27 There are seven mutually reinforcing principles:

- Integrated - To enable people to move seamlessly between services on a single, high quality, easy-to-use network, providing choice and supporting low-car lifestyles, made possible by integrated land use and transport planning
- Inclusive and affordable - To develop a fully inclusive and affordable Bee Network, for all
- Healthy - To develop a transport network that supports people in leading active, healthy lives
- Environmentally responsible - For Greater Manchester to be known for the quality of its urban areas and natural environment, achieving carbon neutrality by 2038, and new transport schemes delivering environmental enhancements
- Reliable - To develop a transport network that offers reliable journey times and information for residents, businesses, and visitors
- Safe and secure - To reduce fatalities and life-changing injuries on our roads to zero and ensure that poor perceptions of personal security are no longer a significant barrier to people walking, wheeling, cycling, or using public transport

⁸ This document can be viewed at: <https://www.gmconsult.org/transport/transport2050/>

- Well maintained and resilient - To bring the transport network into a good state of repair, maintain it in that state and ensure that it can withstand unexpected events, exceptional demand, and severe weather

2.28 The ambition for 2050 is for the network to be experienced equally by people, regardless of their personal characteristics or situation (including our citizens, consumers, customers, businesses, visitors).

Greater Manchester Transport Strategy 2040 (GMCA and TfGM, November 2020)

2.29 The vision in the [Greater Manchester Transport Strategy 2040](#)⁹ for 2040 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.

2.30 There are seven mutually reinforcing principles: Integrated, Inclusive, Healthy, Environmentally responsible, Reliable, Safe and secure and Well maintained and resilient.

2.31 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.

2.32 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.

2.33 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.

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

⁹ This document can be found at: <https://tfgm.com/strategy>

Bee Network

2.35 [The Bee Network](#)¹⁰ is Greater Manchester's integrated public transport system, unifying buses, Metrolink trams, local trains, cycling, and walking/wheeling routes under one brand, symbolized by bright yellow buses and a simple contactless payment system for seamless travel across all modes. It aims to make journeys safer, more affordable, accessible, and reliable, bringing bus services under local control and creating a joined-up network.

2.36 The goals for the network are:

- Accessibility: Easier for everyone to get around
- Affordability: Lower fares and simpler ticketing
- Sustainability: Promotes walking, cycling, and efficient public transport

Streets for All, (TfGM, 2023)

2.37 [Streets for All](#)¹¹ is Greater Manchester's approach to everything we do on our streets. It places a strong emphasis on reducing traffic and road danger, and on improving the street environment for everyone travelling along, spending time in, or living on them. It is a people-centred approach to street planning, design and network management and is needed to deliver the Bee Network, support growth and productivity and enable us to meet our decarbonisation targets.

2.38 In applying the Streets for All approach, the aim is to achieve:

- Green, vibrant streets that are welcoming and safe places to spend time in
- An attractive and inclusive walking and wheeling environment;
- A safe and connected cycling experience;
- A reliable, integrated and accessible public transport network;
- A network where goods are delivered on time with minimal impacts on local communities;
- Streets that enable people to drive less; and
- A future proofed street network.

2.39 The approach seeks to celebrate the diversity of streets and places across Greater Manchester, each with its own context.

Greater Manchester Electric Vehicle Charging Strategy – Part of the Greater Manchester Transport Strategy 2040 (TfGM, 2021)

2.40 The [Greater Manchester Electric Vehicle Charging Strategy](#)¹² includes a vision for the city region to be an exemplar city region for enabling the electrification of transport in the context of a smart, integrated, sustainable mobility network. By 2030, Greater Manchester's businesses, residents and visitors to the region, who have no choice but to travel by car or LGV, will be able to use electric vehicles with the confidence that they will be able to conveniently recharge them (via public or private

¹⁰ More information on this can be found at: <https://tfgm.com/the-bee-network>

¹¹ This document can be found at: <https://tfgm.com/strategy/streets-for-all>

¹² This document can be found at:

https://assets.ctfassets.net/byx0la40ncn8/4yrhqhQsLmKMLMIGB5FbkS/7b64b9de7bff9c6a1f77c2946c664e9d/23-0339_GM_EVCI_Strategy_Document_v1.pdf

charging points); and in doing so will help to improve air quality and reduce tailpipe carbon emissions across the conurbation.

Local Context

2.41 A summary of the Oldham Partnership's Oldham Plan and the Council's Corporate Plan and how the Local Plan will help to deliver their missions and priorities is provided in the Setting the Scene Topic Paper. The sections below mainly focus on those parts of the plans relevant to the transport theme.

The Oldham Plan

2.42 [The Oldham Plan 2024-2030, Pride, Progress and Partnership](#)¹³ outlines specific steps the Council will take over the next five years to improve education, boost the economy, enhance well-being, and create a greener environment. It sets out three clear missions to achieve by 2030 to deliver real improvements to the lives of Oldham people - A Great Place to Live; Healthier, Happier Lives and Green and Growing.

2.43 The priorities reflect the following shared ambitions for Oldham: vibrant, safe neighbourhoods where people are proud to live; opportunities for healthier, more fulfilled lives; and a sustainable, thriving economy. Having a sustainable, active, integrated and accessible transport network will contribute towards achieving these priorities.

Oldham Council Corporate Plan

2.44 [Oldham Council's Corporate Plan \(2024-2027\), Ready for the Future](#)¹⁴, builds on the Oldham Plan and is focused on the same three goals – Healthier, Happier Lives, Great Place to Live and Green and Growing. The aim is that by fostering innovation, investing in people, and supporting our communities, we'll ensure Oldham remains a place where everyone can thrive. With strong leadership, commitment to our values, and ongoing improvement, we're ready to adapt to the changes in local government.

2.45 Having a sustainable, active, integrated and accessible transport network will contribute towards achieving the Council's goals.

Building a Better Oldham

2.46 [Building a Better Oldham](#)¹⁵ is the council's ambitious transformation programme for the borough. It will unlock investment worth £285 million and create more than 2,000 new homes in Oldham town centre, 1,000 new jobs and 100 apprenticeship opportunities.

2.47 The vision of the programme is to create a town centre with character, with thousands of new homes and an emphasis on sustainability, community and quality – an inclusive and welcoming place to live and spend time in. A town centre that

¹³ This document can be found at:

https://www.oldham.gov.uk/info/201261/oldham_plan/3207/oldham_plan

¹⁴ This document can be found at:

https://www.oldham.gov.uk/info/200146/strategies_plans_and_policies/2888/corporate_plan

¹⁵ More information can be found at:

https://www.oldham.gov.uk/info/201248/building_a_better_oldham

acknowledges Oldham's industrial heritage while looking towards a bright, modern future. With homes built in a safer and healthier environment and where we prioritise local jobs and learning opportunities for Oldham residents. The key proposal set out in the [Oldham Town Centre Development Framework](#)¹⁶ 2024 in relation to transport is to enhancing accessibility, connectivity and movement, providing sustainable infrastructure connections through the Accessible Oldham programme.

2.48 Accessible Oldham is a scheme which is transforming streets around Oldham, by improving roads, footpaths and public areas. The scheme will make a huge difference to the look and feel of Oldham Town Centre and complement the wider regeneration works.

Oldham Transport Strategy and Delivery Strategy (Oldham Council, 2023)

2.49 The [Oldham Transport Strategy](#)¹⁷ recognises that transport plays a huge part in the lives of all Oldham's residents. It can influence where we live, work, study and train, impacting our health, the air we breathe and our access to opportunities.

2.50 The strategy supports the aims of the Greater Manchester Transport Strategy 2040 to have 'World-class connections that support long-term sustainable economic growth and access to opportunity for all' and can deliver real benefits for our residents and the borough. It acknowledges that whilst there will be challenges over the coming years there will be opportunities to make sure that the borough's transport network connects all our communities, supports healthy travel choices and is safe and accessible.

2.51 Across the borough, it looks to provide a transport system which:

- Supports long-term economic growth and makes it easier and quicker for people and goods to get around;
- Improves the quality of life for all by being integrated, affordable and reliable;
- Improves our environment and our air quality because protecting the health of the borough's residents is a priority;
- Uses the newest technology and innovation to achieve both Oldham's and Greater Manchester's targets to be net zero carbon by 2030 and 2038 respectively.

¹⁶ This document can be found at: <https://oldhamtownliving.co.uk/vision/>

¹⁷ This document can be found at:
https://www.oldham.gov.uk/downloads/file/7693/oldham_transport_strategy_and_delivery_plan

3. Issues, challenges and opportunities relating to transport

3.1 This section summarises the main issues, challenges and opportunities relating to transport that we face in Oldham, underpinned by proportionate and relevant evidence.

Promoting a sustainable low emission, integrated, efficient transport system that supports growth in the borough

3.2 Places for Everyone (PfE) explains that the strength and future success of Greater Manchester will depend partly on the quality of public transport connections. It goes on to say that almost 76% of public transport trips in Greater Manchester are by bus across a very broad network of services, which means there is also a strong imperative to improve and strengthen our bus network for existing passengers and to encourage new users.

3.3 PfE also sets out that Greater Manchester's transport network provides good connections to other major city regions making it an attractive place to invest and providing close functional links to other areas and that our assets including the airport, Manchester Ship Canal and Piccadilly rail station enable Greater Manchester to act as an international gateway for the North and the UK, providing access to global markets and supply chains.

3.4 However, it goes on to say that despite these strengths, for two decades, Greater Manchester's productivity has consistently remained at 90% of the UK level and that one way that PfE can support prosperity for all residents is by providing excellent transport networks that help all people to access employment opportunities across our boroughs, particularly by walking, cycling and public transport.

3.5 PfE also sets out that if Greater Manchester's overall vision is to be achieved then there will have to be an increase in the use of public transport, particularly for medium and longer-distance trips. It goes on to say that it will be vital to deliver a comprehensive and integrated public transport network, which enables people to change between different services and make a much wider range of trips than just those to and from Manchester city centre. This will be important if the public transport system is to respond to the needs and complexities of people's travel demands and provide a genuine alternative to the car.

3.6 In addition, the Greater Manchester Transport Strategy 2050 consultation document has seven key ambitions for our transport network that will guide how transport is planned and built across Greater Manchester. One of these ambitions is to enable people to move seamlessly between services on a single, high quality, easy-to-use network, providing choice and supporting low-car lifestyles, made possible by integrated land use and transport planning.

3.7 Oldham's Transport Strategy sets out that planning for transport that is suitable for the future requires a balance of healthier travel behaviours and reducing harmful transport emissions. An attractive, efficient and cost-effective public transport network that is fully integrated with other forms of transport and which provides a genuine alternative to travelling by private motor vehicle will be key if public transport is to play a fundamental role in achieving a modal shift in the way we travel.

Encouraging walking, wheeling and cycling

- 3.8 In Oldham, around 27.6% of households have no cars or vans according to the 2021 Census, placing it as the third most car-less borough in Greater Manchester, therefore those residents rely on safe walking routes to public transport services or safe cycling facilities and routes.
- 3.9 Places for Everyone (PfE) explains that currently around half of the trips made by Greater Manchester residents are less than 2km in length with over 40% of these trips being made by car. There is therefore great potential for increasing cycling and walking across the Plan area, which will be fundamental in achieving the city region's overall transport vision. It goes on to state that high-quality new and improved walking and cycling routes and infrastructure will be needed, and the barriers that currently discourage people from walking and cycling will need to be removed.
- 3.10 In addition, the Greater Manchester Transport Strategy 2050 consultation document reiterates Greater Manchester's 'Right Mix' transport target: To improve our transport system so that, by 2040, 50% of all journeys in Greater Manchester will be made by public transport or active travel. Achieving this will mean around one million extra trips each day by walking, wheeling, cycling or using public transport as part of the Bee Network. This will result in fewer trips made by car than there were in 2023.
- 3.11 Policy NP5 'Land use and new development' states that 'Working collaboratively across Greater Manchester, we will encourage new development and land use patterns that reduce the need to travel by car, and work with developers to ensure a vision-led approach to deliver well-designed, sustainable places that prioritise travel by sustainable modes.
- 3.12 Greater Manchester's Streets for All provides an overarching framework for everything we do on streets in Greater Manchester. Achieving the ambition for more travel by walking, cycling and public transport will help us to tackle our most pressing economic, environmental and quality of life challenges. It sets out how in Greater Manchester we will move towards the Right Mix vision set out above, recognising that the streets of Greater Manchester vary greatly. Each is unique, and many of them change in character throughout the day, across the week and along their length.
- 3.13 The accompanying [Design Code](#)¹⁸ has a number of aims it wants to achieve, including:
 - An attractive and inclusive walking and wheeling environment; and
 - A safe and connected cycling experience.
- 3.14 Oldham's Transport Strategy sets out six core ambitions to achieve the Council's vision for the transport network. Ambition 1 is for a Healthy Oldham and it states that in Oldham and across Greater Manchester there is need to better support pedestrians and cyclists so people can access opportunities. It goes on to say that it is important to better integrate walking and cycling with public transport services and that walking and cycling is important to cleaner air and revitalising our high streets and town centres.

¹⁸ This document can be found at: <https://tfgm.com/strategy/streets-for-all>

Continue improving air quality

- 3.15 PfE explains that traffic is a major contributor to poor air quality. It states that it is estimated that approximately 5% of deaths each year in Greater Manchester are attributable to particulate air pollution, equating to approximately 1,200 early deaths due to illnesses linked to air pollution.
- 3.16 It goes on to say that poor air quality can have long term health impacts on all and immediate effects on the most vulnerable in our society; the youngest, the oldest, those living in areas of deprivation and those with existing respiratory or cardiovascular disease are the most likely to develop symptoms due to exposure to air pollution. Air pollution also makes our towns and cities less pleasant places to live. The [Greater Manchester Low Emissions Strategy](#)¹⁹ states that road transport contributes to over 65% of emissions of nitrogen oxides and 79% of fine particulates at the roadside in the city-region, severely reducing air quality around many major roads.
- 3.17 In addition, the Greater Manchester Transport Strategy 2050 consultation document has seven key ambitions for our transport network that will guide how transport is planned and built across Greater Manchester. One of these ambitions is to be environmentally responsible: For Greater Manchester to be known for the quality of its urban areas and natural environment, achieving carbon neutrality by 2038, and new transport schemes delivering environmental enhancements. Policy NP11 'Pollution' in the Transport Strategy, states that we will monitor, and tackle pollution caused by the transport network, focusing on locations which are worst affected, to avoid people and communities being exposed to pollution levels above legal limits.
- 3.18 In addition, Transport Strategy Policy NP12 'Climate Change', states that we will reduce carbon emissions from transport, to help Greater Manchester achieve its ambition of being carbon neutral by 2038; and we will take action to make our transport system resilient to the effects of climate change, including increased risks of flooding.
- 3.19 Oldham's Transport Strategy sets out six core ambitions to achieve the council's vision for the transport network. Ambition 3 is for 'Clean Oldham' which states that lowering traffic related emissions is important for cleaner air, health and wellbeing. In addition, it states that there is a need to support the transition to electric vehicles and that Oldham Council and our partners across Greater Manchester need to quickly adapt for plug-in vehicles in a range of locations. More electric vehicle charging points are required as well as consideration of alternative fuels such as hydrogen.

¹⁹ This document can be found at: <https://www.greatermanchester-ca.gov.uk/media/1276/low-emission-strategy-dec-2016.pdf>

4. Transport and the Oldham Local Plan: Publication Plan

- 4.1. This section of the Topic Paper looks at each of the policies contained in A Sustainable, Active, Accessible Network for Oldham chapter of the Oldham Local Plan: Publication Plan.
- 4.2. For each policy the Topic Paper shows how policies within the Oldham Local Plan: Publication Plan have been shaped to provide an appropriate strategy for the borough that is based on proportionate evidence and having regard to:
 - The key issues, challenges and opportunities facing the borough in relation to transport;
 - Responses received as part of the Oldham Local Plan: Draft Plan consultation and Duty to Co-operate discussions; and
 - The outcomes of the Integrated Assessment, including any requirements of the Habitat Regulations Assessment.

Policy T1: Delivering Oldham's Transport Priorities

Summary of evidence

- 4.3. The [Oldham Transport Strategy](#)²⁰ recognises that transport plays a huge part in the lives of all Oldham's residents. It can influence where we live, work, study and train, impacting our health, the air we breathe and our access to opportunities. It is categorised into six ambitions:
 - Healthy Oldham;
 - Safe Oldham;
 - Clean Oldham;
 - Connected Oldham;
 - Accessible Oldham; and
 - Thriving Oldham.
- 4.4. A key requirement of Oldham's transport network going forward will be that people are easily able to sustainably travel between neighbourhoods and that connectivity and accessibility from Oldham to the key growth locations identified in PfE is improved.
- 4.5. Freight and logistics are essential for both our economy and productivity.
- 4.6. [Government's Future of Freight: a long-term plan](#)²¹ states the planning system has a crucial role in promoting development that supports the efficient supply of goods.
- 4.7. Transport planning can play a significant role in delivering a healthy borough in a number of ways. Firstly, through encouraging active travel such as walking, wheeling and cycling; secondly, through making it easier for people to get to services they need; and thirdly, through designing a safer, more accessible and

²⁰ This document can be found at:

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

²¹ The document can be found at:

<https://assets.publishing.service.gov.uk/media/62b9a2ec8fa8f53572e3db68/future-of-freight-plan.pdf>

more environmentally sustainable transport system. Integrating [Sport England's Active Design principles](#)²² is one way to help create a safer, more accessible, and environmentally sustainable transport system.

- 4.8. Streets for All places a strong emphasis on reducing traffic and road danger, and on improving the street environment for everyone.
- 4.9. In line with [DfT Circular 01/2022 The Strategic Road Network and the delivery of sustainable development](#)²³ ('the Circular') policies must not compromise the SRN's prime function to enable the long-distance movement of people and goods. The SRN within Oldham consists of sections of the M60 and M627(M) motorways, as well as the A663 Broadway trunk road.

Draft Local Plan consultation and Duty to Co-operate

- 4.9. There was general support for the principle of the policy at Draft Plan stage, though some respondents requested some amendments, which are summarised below.

Table 1: Summary of comments and amendments to Policy T1 Delivering Oldham's Transport Priorities at Draft Plan stage

Respondent	Summary of Comment	Council Response
Canals and River Trust	Additional use of our towpaths brought by new development may require improvements to the surface so as to minimise risks of erosion, and to encourage use by new users. Request that reference should be given in the policy towards offsite improvements to walking and cycling infrastructure that may be necessary to accommodate the needs of users.	Policy T1 has been amended to say, 'The Council will seek developer contributions, where appropriate, towards the provision or enhancement of highway, public transport and / or active travel schemes'. This could include offsite improvements to walking and cycling.
Natural England	Welcome the link to PfE Policy JP-C7 Transport Requirements of New Developments. However, may wish to include specific reference to the requirement of screening all transport assessments for all allocated development policies (specifically more than 100 vehicles or 20 Heavy Good Vehicles which may pass Holcroft Moss SSSI along the M62) for clarity. Any allocations will need to consider Manchester Mosses SAC (specifically the Holcroft Moss SSSI component) in accordance to Places for Everyone Policy JP-G9 Enhancement of	No amendment to Policy T1, however, Policy T5 has been amended to say, 'Any developments that are required to be accompanied by a Transport Assessment will need to consider air quality impacts on Holcroft Moss, within the Manchester Mosses Special Area of Conservation (SAC) in accordance with Policy JP-C8 of PfE'.

²² This document can be found at: <https://www.sportengland.org/guidance-and-support/facilities-and-planning/design-and-cost-guidance/active-design>

²³ This document can be found at: <https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development/strategic-road-network-and-the-delivery-of-sustainable-development>

Respondent	Summary of Comment	Council Response
	Biodiversity and Geodiversity Policy and JP-C7 Transport Requirements of New Developments.	The Local Plan no longer includes site allocations.
Lichfields on behalf of Russell LPD	Cross reference to the PfE allocations, and their associated transport mitigation measures, would clarify that the appropriate highways mitigation for Stakehill has already been determined, and that additional mitigation measures beyond those agreed should not be requested.	The Local Plan must be read as whole and together with PfE. It is not considered necessary to make an amendment to Policy T1 to clarify work done as part of PfE.
Peak District National Park Authority	It is important opportunities for sustainable travel into the National Park are also available as the benefits of access for Greater Manchester's population in health and wellbeing are well recognised. There should be opportunities for these journeys by active travel and public transport. It should be made clear that within that part of Oldham that falls within the National Park, the PDNPA parking standards apply.	Policy T1 has been amended to say 'The Local Plan will support the delivery of Oldham's Transport Strategy by ensuring that new development: Prioritises and promotes active travel to key points of interest by integrating Active Design principles into their design'.
		The introduction to the Local Plan sets out that the Plan covers the whole borough except that part which falls within the Peak District National Park (PDNP). Therefore the amendment is not considered necessary in Policy T1.
Sport England	Would encourage Active Design Guidance being referenced within this section.	Policy T1 has been amended to say 'The Local Plan will support the delivery of Oldham's Transport Strategy by ensuring that new development: Prioritises and promotes active travel to key points of interest by integrating Active Design principles into their design'.
Kirklees Council	Support the policy as the TransPennine Route Upgrade is an important project that will support future growth aspirations in Kirklees	Support noted.

Respondent	Summary of Comment	Council Response
	and the wider Leeds City Region. The provision of a new railway station at Diggle could also enable more sustainable travel patterns between Oldham and Kirklees.	
Pegasus on behalf of Mr & Mrs P.D. Martin	The policy says that new development should reduce road casualties, improve highway safety and address traffic congestion. Take issue with this part of the policy since the requirements are more onerous than the requirements of national policy, and as such it is not consistent with national policy.	Policy T1 amended to remove reference to 'improve highway safety and address traffic congestion'.
Manchester Airport	Encourage the Council consider the economic and transport links with Manchester Airport, and the benefits these afford. Opportunities for improving transport links and connectivity between Oldham and Manchester Airport could also be explored.	Policy T1 amended to say, 'To support Oldham's role in the Greater Manchester economy, measures will be supported where they: Help improve connectivity and accessibility from Oldham to the key growth locations identified in PfE'. This is then footnoted to say, 'Policies JP-Strat1 to JP-Strat12 in PfE set out the key growth locations in Greater Manchester'. Manchester Airport is one of these locations as set out in PfE Policy JP-Strat10.
TfGM	Support the policy but request reference to Streets for All is moved from the Policy to the Reasoned Justification.	Reference to Streets for All moved from Policy T1 into the Reasoned Justification.
National Highways	This policy is in line with DfT Circular 01/2022. Any development bringing forward improvements that may impact the SRN should involve National Highways at the earliest opportunity to ensure that interventions benefit not only the local highway network but the SRN.	Reference added to T1 to say, 'Any development that may impact the Strategic Road Network (SRN) should involve National Highways at the earliest opportunity'.
Network Rail	The Trans Pennine Route is due to take place and a number of site specific interventions will be needed. Network Rail should be consulted on all applications that affect level crossings.	Noted.

Respondent	Summary of Comment	Council Response
Alison Shore	General comments regarding accessibility levels in Sholver.	Noted.

4.10 A detailed summary of the responses received can be found at 'Schedule of Comments and the Council's Response' document.

4.11 Oldham Council met with National Highways and TfGM on 9 July 2025 to discuss the amendments that had been made, both parties were satisfied with the amendments on Policy T1.

Policy Approach

4.12 Policy T1, Delivering Oldham's Transport Priorities, focuses on ways in which the Local Plan can support the delivery of Oldham's Transport Strategy, it also sets out how we will support transport measures that will support Oldham's role in the Greater Manchester economy.

4.13 Policy T1 has been rewritten and restructured since Draft Plan stage to better reflect the priorities outlined in the Transport Strategy and as a result of the comments submitted during the consultation as set out above.

4.14 The Reasoned Justification states that a key requirement of Oldham's sustainable transport network going forward is that people are easily able to travel between neighbourhoods and that connectivity and accessibility from Oldham to the key growth locations identified in PfE is improved. It goes on to discuss the crucial role planning has in promoting development that supports the efficient supply of goods, the importance of active design principles, how key an attractive, efficient and cost-effective public transport network that is fully integrated is and that policies must not compromise the SRN.

Integrated Assessment

4.15 Policy T1 scored a mixture of significantly positives, positives and neutrals. No mitigation or enhancements to the policy were made as a result of the IA.

4.16 In terms of the HRA the policy has been screened out. There is no likely significant effect on any European Site anticipated from the operation of this Policy.

Policy T2: Travel Hubs and Park and Ride Facilities

Summary of evidence

- 4.17 The Greater Manchester Transport Strategy 2050 (Consultation Draft) sets out number of delivery policies, one is called DP23 – Transport hubs (including park and ride): where it states that we will seek to ensure transport hubs and interchanges make it easy to travel across the Bee Network, and in doing so enable a seamless and high-quality customer experience for those making multi-modal journeys.
- 4.18 Travel Hubs are designed to co-locate transport modes, improve first and last mile connectivity, and deliver a consistent, high quality customer experience. They are central to supporting modal shift, reducing car dependency, and expanding access to sustainable travel. Park and Ride facilities, when appropriately located, complement this approach by intercepting longer car journeys and connecting users to the rapid transit network.

Draft Local Plan consultation and Duty to Co-operate

- 4.19 This policy is a new policy so was not subject to the Draft Plan consultation. It is based on discussions and on-going dialogue with TfGM who encouraged a policy that would support the, then emerging, Transport Strategy in order for the Local Plan to support inclusive, sustainable travel and the Bee Network vision.
- 4.20 Oldham Council met with TfGM on 9 July 2025 to discuss the proposed wording and they were satisfied with the policy.

Policy Approach

- 4.21 Policy T2, Travel Hubs and Park and Ride Facilities, sets out the circumstances when the Council will support schemes for new and improved travel hubs and park and ride facilities. The circumstances include where the facility forms part of a wider strategy for increasing the use of public transport and active travel; where it will improve the attractiveness of public transport; where it will not lead to unacceptable levels of traffic congestion in the vicinity of the facility; where it will ensure a safe and secure environment for users; and include provision for secure non-motorised vehicles.
- 4.22 The policy also states that any replacement provision this should be of equivalent or greater capacity and have equivalent or improved connections to the relevant transport infrastructure, where appropriate.
- 4.23 The Reasoned Justification sets out that the Greater Manchester Transport Strategy 2040 sets out that the aim in Greater Manchester is to work with partners to improve access to public transport, including enhanced park-and-ride provision and the evolution of park-and-ride towards multi-modal travel hubs that improve access and integration. It goes on to provide more detail on what the facilities are and what types of locations are appropriate.

Integrated Assessment

- 4.24 Policy T2 scored a mixture of significantly positives, positives and neutrals. No mitigation or enhancements to the policy were made as a result of the IA.

4.25 In terms of the HRA the policy has been screened out. There is no likely significant effect on any European Site anticipated from the operation of this Policy.

Policy T3: Parking provision

Summary of evidence

4.26 NPPF states that if setting local parking standards policies should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

4.27 It goes on to say that planning policies should recognise the importance of providing adequate overnight lorry parking facilities, taking into account any local shortages, to reduce the risk of parking in locations that lack proper facilities or could cause a nuisance.

Draft Local Plan consultation and Duty to Co-operate

4.28 There was general support for the principle of the policy at Draft Plan stage (which was 'Policy T3 – Car Parking standards in Oldham' at the time), though some respondents requested some amendments, which are summarised below.

Table 2: Summary of comments and amendments to Policy T3 Parking Provision at Draft Plan stage

Respondent	Summary of Comment	Council Response
Sport England	Would encourage Active Design Guidance being referenced within this section.	Policy T1 has been amended to say 'The Local Plan will support the delivery of Oldham's Transport Strategy by ensuring that new development: Prioritises and promotes active travel to key points of interest by integrating Active Design principles into their design'. It is not considered necessary to add reference to Policy T3 too.
TfGM	Support the policy.	Support noted.
National Highways	Support the policy.	Support noted.
Cllr Howard Sykes	There is a need to ensure that adequate parking is available for all developments, one space per property is not adequate and causes road safety issues and congestion down the line.	Comment noted.

- 4.28 A detailed summary of the responses received can be found at 'Schedule of Comments and the Council's Response' document.
- 4.29 For the Publication Plan a different policy approach was proposed in relation to parking from that consulted upon at Draft Plan stage, with standards prescribed and instead being based on the location and type of development on a case-by-case basis. Oldham Council met with National Highways and TfGM on 9 July 2025 to discuss the amendments that had been made, both parties were satisfied with the amendments on Policy T3.

Policy Approach

- 4.30 As set out above Policy T3 Parking provision, was revised at Publication Stage to remove prescriptive car parking standards and instead replace them with a criteria-based policy to ensure that the individual circumstances of each development and its location are considered.
- 4.31 The policy states that development will be supported that provides the appropriate level of parking spaces based on certain criteria. The criteria are that the levels of parking supports the efficient use of land; reflects the type, mix and use of the development; ensures the safe and efficient use of the highway is maintained; and takes account of the location of the development site.
- 4.32 The policy goes on to say that in justifying the parking levels proposed as part of any development, the applicant should have regard to a number of criteria such as the likely trip generation and parking needs of the development, the parking capacity and occupancy levels in the surrounding area and the local car ownership levels.
- 4.33 In relation to non-residential developments the policy states that there is a need to increase the attractiveness of commuting to work by walking, wheeling and cycling, so facilities should therefore be provided for staff, including the provision for lockers and changing and showering facilities.
- 4.34 The policy outlines that in relation to the provision of coach and lorry parking, this will be considered on a case-by-case basis, taking into account the proposed development's use, volume of users/visitors and location.
- 4.35 The Reasoned Justification explains that the level of parking within developments should strike a balance between accessible, cycle, electric vehicle and general spaces to ensure that it supports the successful functioning of the site, whilst also discouraging unnecessary private car journeys and the inefficient use of land. It goes on to provide further details on ensuring pedestrian links are direct and safe, the provision of cycle parking and the location of electric vehicle charging spaces. It also explains that when determining the public transport accessibility of a site, Greater Manchester Accessibility Levels (GMAL) should be used as explained in Policy H1.

Integrated Assessment

- 4.36 Policy T3 scored a mixture of significantly positives, positives and neutrals. No mitigation or enhancements to the policy were made as a result of the IA.
- 4.37 IA 3 has been amended from a positive to a neutral as it is not felt that the impact would be great enough to see a direct improvement with regards landscapes and townscapes and IA7 has also been amended from a positive benefit to a significantly

positive benefit as on reflection the adequate provision of car parking is felt to have a more positive impact on this objective.

4.38 In terms of the HRA the policy has been screened out. There is no likely significant effect on any European Site anticipated from the operation of this Policy.

Policy T4: Electric Vehicle Charging Infrastructure

Summary of evidence

4.39 UK Building Regulations (Part S)23F24 require new homes and major renovations with over 10 parking spots to have Electric Vehicle (EV) charge points, mandating one per dwelling, plus cable routes for 20% of spaces in non-residential buildings, ensuring smart functionality, dedicated circuits, and accessibility. These regulations ensure future-proofing with necessary conduit and power for easy EV charger installation, covering new builds, material changes of use, and large renovations.

4.40 Creating a carbon neutral city region by 2038 is part of the vision outlined in the [Greater Manchester Five-Year Environment Plan](#)²⁵. It is acknowledged in the plan that to meet Greater Manchester's ambition of reaching carbon neutrality by 2038, there is a need for a fundamental shift in attitudes towards car journeys, alongside a major shift to sustainable transport modes, as both are essential to reduce the number and use of fossil fuel vehicles. Delivering a major shift to electric vehicles is seen as key to help make that shift from high carbon transport modes to more sustainable modes and supporting the transition to electric mobility is cited as one of the plans objectives

Draft Local Plan consultation and Duty to Co-operate

4.41 There was general support for the principle of the policy at Draft Plan stage (which was called 'Providing for electric vehicle charging points' at the time), though some respondents requested some amendments, which are summarised below.

Table 3: Summary of comments and amendments to Policy T4 Providing for electric vehicle charging points at Draft Plan stage

Respondent	Summary of Comment	Council Response
Sport England	Would encourage Active Design Guidance being referenced within this section.	Policy T1 has been amended to say 'The Local Plan will support the delivery of Oldham's Transport Strategy by ensuring that new development: Prioritises and promotes active travel to key points of interest by integrating Active Design principles into their design'. It is not

²⁴ These regulations can be found at: <https://www.gov.uk/government/publications/infrastructure-for-charging-electric-vehicles-approved-document-s>

²⁵ This document can be found at: <https://www.greatermanchester-ca.gov.uk/what-we-do/environment/five-year-environment-plan/>

Respondent	Summary of Comment	Council Response
		considered necessary to add reference to Policy T4 too.
TfGM	<p>Support the policy. Policy requires residential developments with shared parking areas and for non-residential developments, including a minimum of 20% of spaces with active charging facilities, with passive provision for all remaining spaces. For non-residential development this may be challenged unless there is evidence that demonstrates all spaces for non-residential development will need to provide passive provision. This may be difficult to demonstrate given that it is envisaged that a significant amount of EV charging is anticipated to be done at home. It may also not be possible to convert that passive provision into active charging facilities depending on the electricity supply in a particular location. In paragraph 18.21 the changes to Building Regs for non-residential development require lower standards (one charger only is required for non-residential development).</p>	Policy T4 in relation to non-residential developments has been amended to better reflect the Building Regulations requirements.
Home Builders Federation	<p>The provision of electric vehicle charging capability is unnecessary as Part S of the Building Regulations now provides the requirements for Electric Vehicle charging, including where exceptions may apply.</p>	<p>As the transition to low-emission transport accelerates, the availability of accessible, safe and well-located charging facilities will be essential to supporting behavioural change and achieving Greater Manchester's decarbonisation and clean air objectives and it is considered a policy on this matter will support this ambition.</p>
National Highways	Support the policy.	Support noted.
Cllr Howard Sykes	Provision of electric vehicle charging points must feature more heavily in planning considerations in both residential and commercial settings.	Comment noted.

4.42 A detailed summary of the responses received can be found at 'Schedule of Comments and the Council's Response' document.

4.43 Oldham Council met with National Highways and TfGM on 9 July 2025 to discuss the amendments that had been made, both parties were satisfied with the amendments on Policy T4.

Policy Approach

4.44 Policy T4, Electric Vehicle Charging Infrastructure, is focused on ensuring that new development makes provision for electric vehicle charging infrastructure, including where appropriate the space for appropriate ducting infrastructure to facilitate future provision.

4.45 The policy also sets out that there may be limited circumstances where, due to the exceptionally high cost of securing the necessary additional electrical capacity to a site, it is not feasible to make provision for electric vehicle charging infrastructure. It states that where this is the case, the applicant will be expected to demonstrate that the costs associated with the installation of charge-points would compromise development viability and shall instead incorporate appropriate ducting infrastructure to facilitate future provision.

4.46 New development can make an important contribution to enabling the use of electric vehicles. Whilst it is acknowledged that there is potential for significant advances in low emission technologies, electric vehicles are a key part of this, and it is therefore this policy is considered important to support the development of the electric vehicle infrastructure network.

4.47 The Reasoned Justification explains that the transport network is one of the biggest contributors to carbon emissions and this means measures must be taken locally and nationally to reduce vehicle carbon emissions or enable travel by zero emission modes. It goes on to set out that becoming a carbon-neutral city-region by 2038 is part of the vision outlined in the Greater Manchester Five-Year Environment Plan. Delivering a major shift to electric vehicles is seen as key to help make that shift from high carbon transport modes to more sustainable modes and supporting the transition to electric mobility is cited as one of the plans objectives.

4.47 The main change in relation to this policy from the Draft Local Plan consultation is that it has been restructured and tweaked to better reflect the current Building Regulations (Part S) in relation to electric vehicle charging infrastructure and the title was changed from 'Providing for electric vehicle charging points' to 'Electric Vehicle Charging Infrastructure'.

Integrated Assessment

4.48 Policy T4 scored a mixture of significantly positives, positives and neutrals. No mitigation or enhancements were required as a result of the IA.

4.49 In terms of the HRA the policy has been screened out. there is no likely significant effect on any European Site anticipated from the operation of this Policy.

Policy T5: Vision-led Transport Statements, Transport Assessments and Travel Plans in New Development

Summary of evidence

4.50 NPPF 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 vision-led transport statement or transport assessment so that the likely impacts of the proposal can be assessed and monitored.

4.51 Planning Practice Guidance on [Travel Plans, Transport Assessments and Statements](#)²⁶, contains a lot of information regarding why the Plans, Assessments and Statements are needed and what they should contain.

4.52 It states that the key principles that should be taken into account when preparing them are that they 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; and
- brought forward through collaborative ongoing working between the local planning authority/transport authority, transport operators, rail network operators, Highways Agency where there may be implications for the [strategic road network](#) and other relevant bodies. Engaging communities and local businesses in Travel Plans, Transport Assessments and Statements can be beneficial in positively supporting higher levels of walking and cycling.

4.53 In relation to applications that affect the SRN, applicants should set out how [DfT Circular 01/2022 The Strategic Road Network and the delivery of sustainable development](#)²⁷ ('the Circular') has been reviewed and considered. The Circular explains in paragraph 15 that transport planning is moving away from predicting future demand to provide capacity ('predict and provide') to planning that sets an outcome communities want to achieve and provides the transport solutions to deliver those outcomes. It goes on to say in paragraph 44 that Travel Plans are an effective means of incentivising the use of sustainable modes of transport and that where they are required development promoters must put forward clear targets and commitments to minimise the traffic impact of development and maximise the accessibility of and within sites by walking, wheeling, cycling, public transport and shared travel.

Draft Local Plan consultation and Duty to Co-operate

4.54 There was general support for the principle of the policy at Draft Plan stage (which was called 'Transport Statements, Assessments and Travel Plans in New Development' at the time), though some respondents requested some amendments, which are summarised below.

²⁶ This guidance can be found at: <https://www.gov.uk/guidance/travel-plans-transport-assessments-and-statements>

²⁷ This document can be found at: <https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development/strategic-road-network-and-the-delivery-of-sustainable-development>

Table 4: Summary of comments and amendments to Policy T5 Transport Statements, Assessments and Travel Plans in New Development at Draft Plan stage

Respondent	Summary of Comment	Council Response
Sport England	Would encourage Active Design Guidance being referenced within this section.	Policy T1 has been amended to say 'The Local Plan will support the delivery of Oldham's Transport Strategy by ensuring that new development: Prioritises and promotes active travel to key points of interest by integrating Active Design principles into their design'. It is not considered necessary to add reference to Policy T5 too.
TfGM	Support the policy. It is important to be able to understand the potential public transport mode share of a development when developing a Travel Plan or measures to mitigate the highway impacts or indeed to understand the potential impact of a development on public transport capacity. Therefore, Travel Assessments and Statements should include information on all modes of travel including public transport not just vehicle and pedestrian movements. In paragraph Highways England have now been renamed National Highways. When talking about the highways boundary is this referring to the SRN boundary? If not, then it would be the Local Highways Authority and not National Highways.	Policy T5 has been rewritten and now provides more guidance on what should be included in Travel Assessments and Statements., This includes the requirement to outline how the development will support access by active travel and public transport. Correct references to National Highways and the SRN included.
National Highways	It is welcomed that the Draft Plan acknowledges that scoping with National Highways is required for applications that will affect the SRN. As outlined earlier it is essential that we work closely with Oldham to understand the potential cumulative impacts sites, which will be of particular importance when undertaking studies to determine appropriate mitigation measures required on the SRN.	Text added to T5 to say, 'Where applications will affect the Strategic Road Network (SRN), applicants should provide confirmation from National Highways that the scope and detail of the Transport Statement and Travel Plan is sufficient for the purposes

Respondent	Summary of Comment	Council Response
		of assessing the application within the statutory timescales' to reiterate this point.
Natural England	<p>Welcome the link to PfE Policy JP-C7 Transport Requirements of New Developments. However, may wish to include specific reference to the requirement of screening all transport assessments for all allocated development policies (specifically more than 100 vehicles or 20 Heavy Good Vehicles which may pass Holcroft Moss SSSI along the M62) for clarity.</p> <p>Any allocations will need to consider Manchester Mosses SAC (specifically the Holcroft Moss SSSI component) in accordance to Places for Everyone Policy JP-G9 Enhancement of Biodiversity and Geodiversity Policy and JP-C7 Transport Requirements of New Developments.</p>	<p>Policy T5 has been amended to say, 'Any developments that are required to be accompanied by a Transport Assessment will need to consider air quality impacts on Holcroft Moss, within the Manchester Mosses Special Area of Conservation (SAC) in accordance with Policy JP-C8 of PfE'.</p> <p>The Local Plan no longer includes site allocations.</p>

4.55 A detailed summary of the responses received can be found at 'Schedule of Comments and the Council's Response' document.

4.56 Oldham Council met with National Highways and TfGM on 9 July 2025 to discuss the amendments that had been made, both parties were satisfied with the amendments on Policy T5.

Policy Approach

4.57 Travel Plans, Transport Assessments and Statements are all ways of assessing and mitigating the negative transport impacts of development to promote sustainable development.

4.58 The focus of Policy T5 is on ensuring that developments that are likely to generate significant travel demands are designed in a way that maximises the opportunity for walking, wheeling and cycling, and public transport trips.

4.59 The policy sets out how it will be determined if a planning application needs to be accompanied by a Transport Statement, Transport Assessment and Travel Plan and what will be required within them. It goes on to explain that the information is expected to be proportionate to the scale and nature of development proposed.

4.60 The policy also states that where applications will affect the Strategic Road Network (SRN), applicants should provide confirmation from National Highways that the scope and detail of the Transport Statement and Travel Plan is sufficient for the purposes of

assessing the application within the statutory timescales and that any developments that are required to be accompanied by a Transport Assessment will need to consider air quality impacts on Holcroft Moss, within the Manchester Mosses Special Area of Conservation (SAC). As set out above these amendments were in response to comments received at Draft Plan stage.

4.61 The Reasoned Justification sets out further guidance from PPG on what should be included within Travel Plans, Transport Assessments and Statements. It also explains that when determining the public transport accessibility of a site, Greater Manchester Accessibility Levels (GMAL) should be used as explained in Policy H1. It also states that further information regarding the consideration of air quality impacts on Holcroft Moss, within the Manchester Mosses SAC can be found in PfE Policy JP-C8 and the Holcroft Moss Planning Obligations Joint SPD.

4.62 The name of the policy has changed since Draft Plan stage, from Transport Statements, Assessments and Travel Plans in New Development to Vison-led Transport Statements, Transport Assessments and Travel Plans in New Development.

Integrated Assessment

4.62 Policy T5 scored a mixture of significantly positives, positives and neutrals. No mitigation or enhancement was required as a result of the IA.

4.63 In terms of the HRA the policy has been screened out. There is no likely significant effect on any European Site anticipated from the operation of this Policy.

Monitoring

4.64 Policies T1 to T5 will be monitored by the Local Plan monitoring framework in line with Local Plan Policy M1. The Local Plan indicators that will be used to monitor these policies are:

- Per capita emission estimates, industry, domestic and transport sectors
- Number of pedestrian or cycling casualties per year
- Number of travel plans secured as a condition of planning permission
- Number of days in Greater Manchester where air pollution was moderate or higher

4.65 Policy M1 of the Local Plan sets out that where monitoring identifies underperformance or unintended outcomes:

- Further guidance on the relevant policy matter may be produced.
- Policy revisions and an early review of the Local Plan may be triggered.
- Engagement with stakeholders may be undertaken to address delivery barriers.

4.66 As these policies have been informed by PfE policies JP-C1 – JP-C8, the PfE monitoring framework will also help to monitor this chapter. The following PfE monitoring indicator will help to monitor these policies²⁸:

²⁸ As PfE is a Joint Plan of Bury, Bolton, Oldham, Manchester, Rochdale, Salford, Tameside, Trafford and Wigan, the PfE indicators apply plan-wide (including all districts)

- Exceedance of the legal level of NO2 (as an Annual Mean) in local AQMA and Clean Air Plan Monitoring.
- Percentage of daily trips made by active travel, public transport, car and other (monitoring subject to further analysis of data collection methods – TRADS monitor undertaken by TfGM).
- Percentage of new housing (net) within 800m of good public transport accessibility and percentage of new employment floorspace within 800m of good public transport accessibility *definition of good public transport accessibility to be agreed with TfGM.
- Number of EV charging points (% change can be monitored year to year or over longer time series).

4.67 The monitoring framework is therefore considered to be appropriate to ensure the deliverability of Policies T1 to T5.

5. Conclusion

Providing an appropriate strategy

5.1 Policies T1 to T5 of the Oldham Local Plan: Publication Plan provide the policy framework for ensuring that we are promoting accessible and sustainable transport choices.

5.2 In terms of the test of soundness listed at paragraph 36 of NPPF it is considered that these have been met as follows:

- a) **Positively prepared:** the Oldham Local Plan: Publication Plan supports the delivery of PfE which provides the strategic direction and context for the borough. It includes eight policies in relation to transport that will help to ensure that an integrated network with world-class connectivity that keeps Greater Manchester moving and that drives prosperity whilst protecting the environment, improving air quality and transitioning to a zero-carbon future is delivered. The transport policies in the Local Plan have been developed collaboratively with key partners—including National Highways, Transport for Greater Manchester and the Highways officers in Oldham Council —to ensure alignment with wider strategic transport objectives.
- b) **Justified:** the Oldham Local Plan: Publication Plan supports the delivery of PfE which provides the strategic direction and context for the borough. It includes eight policies in relation to transport that will help to ensure that an integrated network with world-class connectivity that keeps Greater Manchester moving and that drives prosperity whilst protecting the environment, improving air quality and transitioning to a zero-carbon future is delivered. These transport policies are justified as they reflect national, city-region and local policy direction. This includes reflecting the Greater Manchester Transport Strategy and the Oldham Transport Strategy and Delivery Plan. The policies align with objectives for low-carbon, accessible and integrated transport network.
- c) **Effective:** the Oldham Local Plan: Publication Plan supports delivery of PfE which includes eight policies in relation to transport that will help to ensure that an integrated network with world-class connectivity that keeps Greater Manchester moving and that drives prosperity whilst protecting the environment, improving air quality and transitioning to a zero-carbon future is delivered. The plan period of up to 2039 reflects that of PfE and continued effective joint working arrangements with PfE districts on cross-boundary strategic matters, will support delivery of the joint and local plans. Deliverability of the Oldham Local Plan: Publication Plan is also evidenced by the Infrastructure Delivery Plan and Statement of Common Ground.

Policies T1 to T5 are effective because they provide a clear and deliverable framework for implementation. The criteria in relation to parking provision is clear and the guidance in relation to when Travel Plans, Transport Assessments and Transport Statements are required is also clear. In addition, the council's transport priorities are clearly set out. The policies will help ensure that the

transport network can support growth while promoting active travel, reducing congestion, and improving connectivity for communities.

- d) **Consistent with national policy:** policies T1 to T5 support delivery of sustainable development in accordance with national policy, including the need to promote sustainable transport, support walking, cycling and public transport, and reduce the environmental impacts of travel. In addition, they have been prepared with the active involvement of local highways authorities, other transport infrastructure providers.

5.3 Furthermore, policies T1 to T5 are considered an appropriate strategy for Oldham as they contribute towards delivering the Local Plan's vision and plan objectives, and the Oldham Plan missions. The policies will support the Local Plan vision of ensuring that Oldham will have accessible and sustainable transport choices, providing improved connectivity across the borough, the city-region and beyond - for all. We will have an integrated transport system that enables the local economy to prosper and our residents to fully contribute to and benefit from job opportunities, and a comprehensive network of on and off-road walking, wheeling and cycling routes that encourage active travel, making it easier and safer for people to get to key local destinations.

5.4 The policies will also support Plan Objective 10 of promoting accessible and sustainable transport choices.

5.5 Policies T1 to T5 will also support The Oldham Plan's vision for the future which is a place where everyone can thrive, with great education, good jobs, safe homes, and access to necessary services.