Oldham GMSF Concept Plans

Cowlishaw

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Oldham Council

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The indicative concept plan and supporting reports for Beal Valley, Broadbent Moss, Cowlishaw, Hanging Chadder and Robert Fletchers were prepared to inform the 2019 GMSF.

These have been published to illustrate how the site(s) may come forward if developed and to identify site constraints. Please note that these are high-level indicative concept plans. These are likely to change with the preparation of more detailed masterplans and in conjunction with a future developer's planning application.

Since 2019 further evidence has been prepared to inform the allocations within the GMSF and this may have resulted in changes to the indicative concept plans and some of the recommendations in the supporting report. These changes have been reflected in the allocation policy wording and are set out in the allocation topic papers that will be available as part of the GMSF 2020 consultation.

References made in the supporting reports relate to previous versions of the GMSF. Please see the GMSF 2020 for updated references.

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Introduction

Introduction

1.1 Overview

The draft Greater Manchester Spatial Framework (GMSF) plan is currently being jointly prepared by all ten of the Greater Manchester local authorities to manage the supply of land for jobs and new homes across Greater Manchester. Within the draft GMSF, the need for an approximated 227,000 new homes, 2.45 million m^2 of office floor space and 4 million m^2 of industrial and warehousing floor space across the Greater Manchester region for 2035 has been identified. Although it is anticipated that the majority of growth can be accommodated within urban areas, there is an understanding that additional sites will need to be identified to meet the needs of the growth proposed. Such sites would be outside urban areas, and a result would require the release of the land currently designated as Green Belt. Accordingly, in 2017 Oldham Borough Council identified five strategic land allocations across the authority that are considered as having the potential to support the GMSF anticipated needs. The sites include:

- Broadbent Moss;
- Cowlishaw;
- Hanging Chadder;
- Beal Valley; and
- Robert Fletchers.

These sites are in addition to land within the strategic growth area of the Northern Gateway which is located in Green Belt land along the M62 corridor. Land within NG2 and NG3 sits within the borough of Oldham. NG2 has the potential to deliver a range of high quality employment floor space within a landscaped setting, as well as provide strategic housing growth. NG3 provides significant employment growth opportunities for Oldham with the potential to deliver over 300,000 sqm of advanced manufacturing, business and industrial space in a prominent, accessible and attractive setting. A series of housing sites are also allocated.

To support the identification of the allocations, the council has commissioned the production of strategic concept masterplans in order to inform preparation of the next stage of the GMSF and demonstrate the variability and deliverability of each site.

1.2. Objectives of the Report

Following the requests of Oldham council, this report has been produced to demonstrate deliverability and feasibility of development for the site at Cowlishaw. Within the report, a baseline level analysis has been conducted, comprising a review of high level opportunities and constraints, landscape and ecology appraisal, and a townscape analysis. This analysis is followed by the inclusion of outcomes from the consultations with stakeholders and landowners regarding plans for the site. Collectively, the analysis and outcomes have informed a set of strategic design principles developed specifically for the site, which have directed the production of the final conceptual plan. Supporting the plan, a demonstration of factors such as yields, development parcels, access, landscapes and infrastructure requirements are discussed to further demonstrate deliverability for the site.

It is expected that the concept masterplan for Cowlishaw will support future decisions on the proposed strategic allocation of the site, and potentially inform the site allocation policy in the next iteration of the GMSF. Analysis and conclusions from this conceptual planning exercise may also result in the need to identify additional and/or alternative sites for development in relation

Context and Key Drivers

2.1 Introduction

Planning for significant scale of change demands that a wide range of existing and potential issues are appreciated, and that appropriate response to these be embedded in the plan. Therefore, the conceptual masterplan for Cowlishaw has been produced to acknowledge and respond to an extensive range of contextual factors that represent both constraints to and opportunities for growth and development of the site.

For the purpose of this report, this section provides an overview of the baseline research for the site which has directly informed the conceptual masterplan. The analysis has been summarised into the following key themes:

- Allocation Site Context;
- Site Specific Strategic Context;
- Strategic Policy Context;
- Site Constraints; and
- Townscape Analysis.

2.2 Allocated Sites Strategic Context

The borough of Oldham is situated in the north-east of Greater Manchester, four miles from Manchester City Centre and covers an area of 55 square miles. Positioned between Manchester and Huddersfield, Oldham has a mixture of environments, ranging from high density urban areas to semi-rural locations. Furthermore, open countryside makes up around half of the borough, along with the south east corner of the borough falling within the Peak District National Park, providing a unique environment for residents and visitors to take part in cultural and recreational activities. The borough is made up of the main town of Oldham, as well as the districts of Shaw, Royton, Lees, Failsworth, Saddleworth and Chadderton. The current residential population of the borough is approximately 228,765 within 97,718 households, and current forecasts indicating the borough's population is expected to rise to 239,000 by 2026.

The proposed strategic allocations of Beal Valley, Cowlishaw, Hanging Chadder and Broadbent Moss are situated to the north and north-west of the borough, around the urban areas of Shaw and Royton. These sites have an important role to play in meeting the needs of the community in terms of potential employment, enhancing the environment and providing housing opportunities.

2.3 Site Specific Context

Cowlishaw is located to the south west of Shaw just off the A663 Shaw Road. The site lies approximately 1km from Shaw Centre, where there is also a Metrolink Station to Rochdale, Oldham and Manchester City Centre. Royton centre is also located 1.3km from the site. The location has the potential to be well connected to existing neighbouring residential communities in Low Crompton, Shaw and Royton.

Parts of the site have come forward through the Greater Manchester Call for Sites exercise to be examined for their availability and deliverability as housing sites. It is considered that development of the site would contribute to the diversification of the existing housing stock in the area and the borough as a whole and the delivery of Oldham's housing need.

2.4 Strategic Policy Context

Any scheme will need to accord with relevant policies within the Oldham Local Plan as considered necessary and appropriate. New development will need to provide a broad range of housing to diversify the type of accommodation within the area and the Borough.

The site is currently designated as Other Protected Open Land (OPOL) and is adjacent to the Green Belt.

Therefore, development will need to incorporate high quality landscaping and multi-functional green-infrastructure so as to minimise the visual impact on the wider landscape, mitigate its environmental impacts, enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation. It should also seek to retain and enhance areas of biodiversity within the site, most notably the existing Site of Biological Importance (SBI) Ponds at Cowlishaw Farm.

Provision of good quality highway infrastructure and Sustainable Urban Drainage Systems will also be required as part of an overall drainage strategy for the whole site. New development should also create high levels of landscaping and green infrastructure, including open space, footpath networks and recreation routes that incorporate existing trees, hedgerows and habitat areas, providing a range of formal and informal recreational facilities and providing access to existing public footpath networks and woodland areas. In addition, it should ensure high quality design that is environmentally driven including the use and water harvesting and recycling, maximum energy efficiency through good building design and fuel efficient technology, a significant reduction of car usage and household recycling facilities.

2.5 Residential Market Appraisal

2.5.1 Introduction

The following chapter provides a general overview of residential take up and demand for the North West followed by specific data for the Cowlishaw development site.

2.5.2 North West Residential Market

House prices in the North West fell by 0.8% in the three months to end-March 2018. This decrease in price is in line with the decrease of 0.6% seen across the UK. The loss of 0.8% in the North West follows a rise of 0.7% in the three months to end-December 2017 and a gain of 1.7% three months earlier. In the year to end-March 2018, house prices in the North West increased by 5.2% while average prices across the UK rose by 4.2%. (Source: Land Registry).

House prices in the North West are notably lower than the average across the UK. The average house price in the North West was £157,461 in March 2018 compared with £224,144 across the UK. (Source: Land Registry).

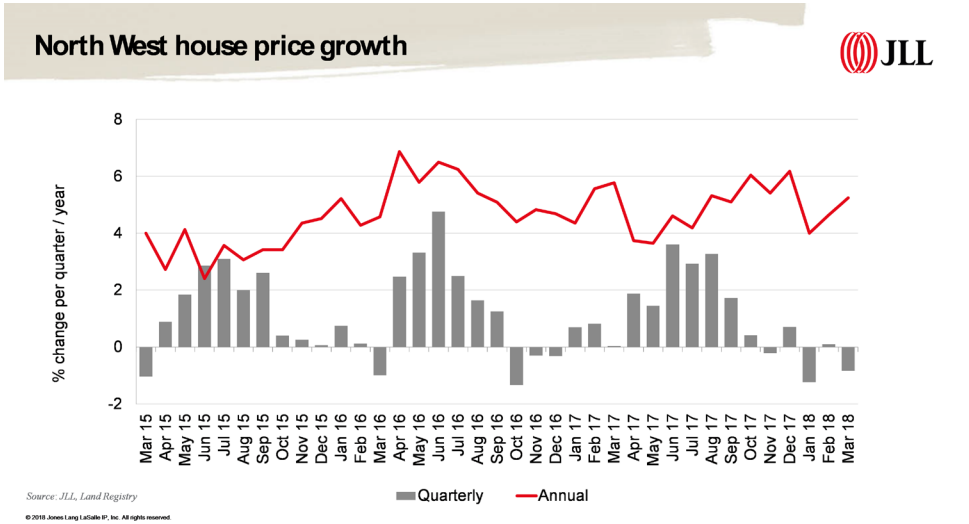


Figure 3 North West House Price Growth

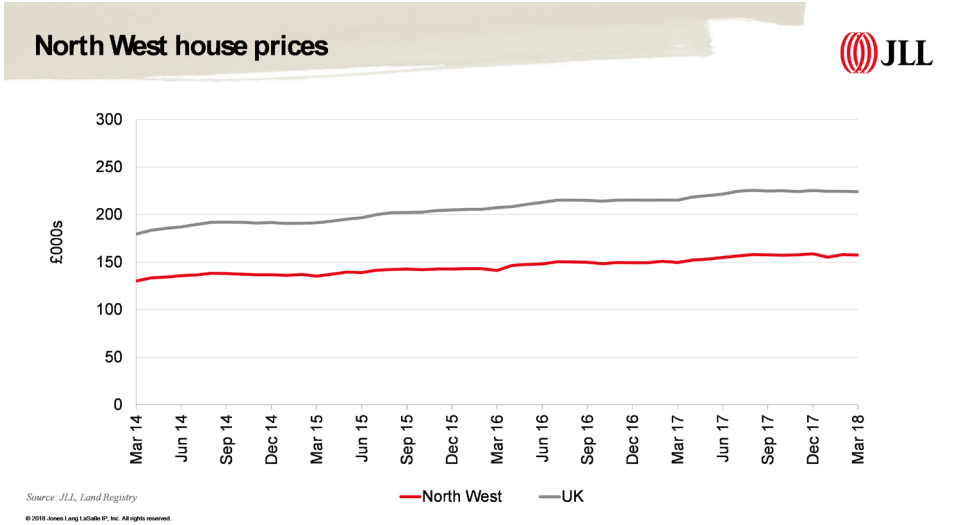


Figure 4 North West House Prices

Annual transaction levels in the North West, at 114,900, fell by 0.2% in the year to end-January 2018. The current level of transactions in the North West is 21.9% lower than the 2006-2007 average while across the UK annual sales volumes are 25.5% lower. The annual number of transactions is 29.6% above the 10-year average while annual levels across the UK are 18.3% higher. (Source: Land Registry).

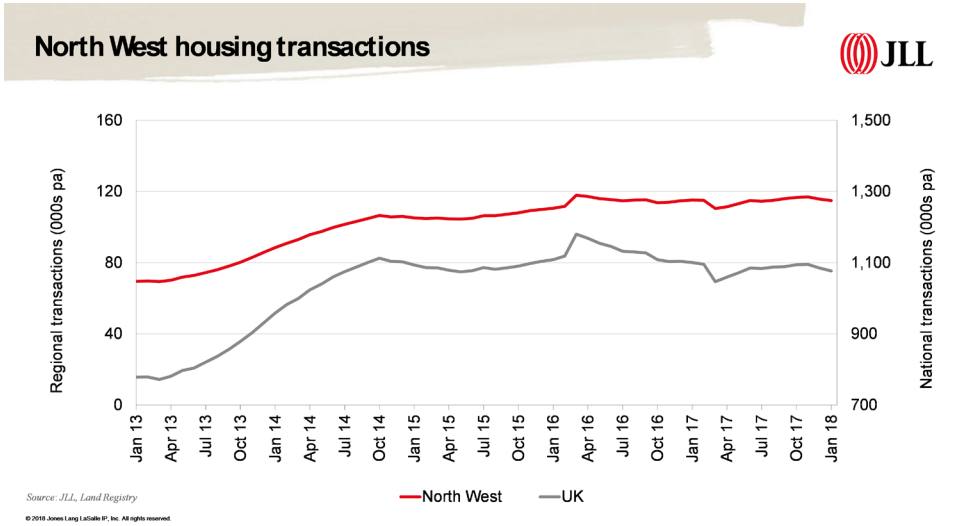


Figure 5 North West Housing Transactions

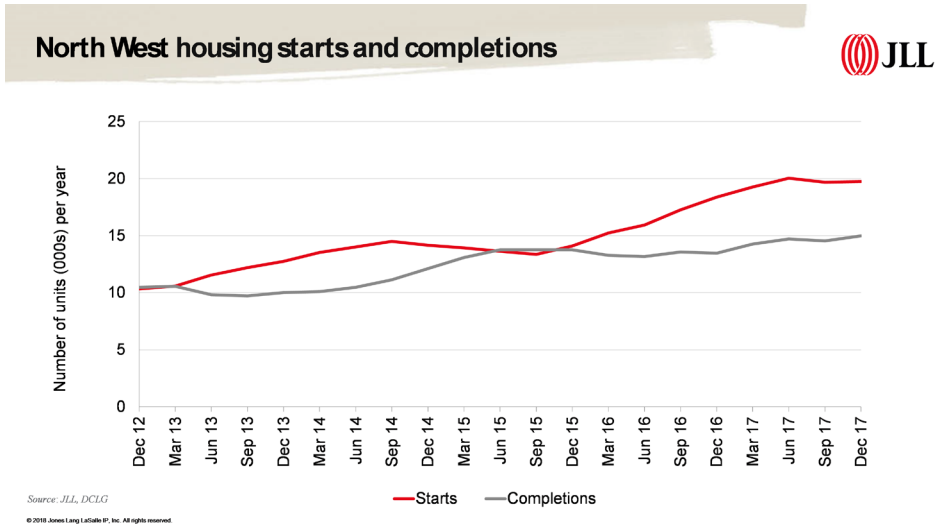


Figure 6 Housing Starts and Completions

The number of development starts per year in the North West increased by 7.5% compared with a year earlier.

At 19,750, the number of housing starts in the past year is 7.8% below 2006-2007 levels but 50.0% greater than the 10-year average.

The number of development completions in the year to Q4 2016/2017, at 14,980 units, is 11.2% higher than a year earlier, 24.6% below 2006-2007 levels

2.5.3 Oldham Housing Market

Average annual housing completions across Oldham over the last 5 years are shown in the adjacent table:

From the adjacent table we can see that there has been a consistent level of activity from house builders in the area over the past few years. In Table 2, we have summarised a number of new schemes in Oldham and the immediate surroundings.

	Total	5 year average
Oldham *Oldham AMR, March 2017	(2012-2017) 1,802 units	 360.4 units

Table 1 Housing Completions, Oldham

Developer	Scheme details
Redrow	Meadow View, St James Ward, Oldham – Comprises 47 new homes, mainly 4 bedroom detached family homes but with a selection of 3 bedroom detached and semi-detached properties too. This development has now sold out achieving average sales prices of £222 per sq. ft., ranging from £212 per sq. ft. up to £232 per sq. ft.
Keepmoat Homes	Limehurst Village (Phase 2), Hollinwood Ward, Oldham – Second phase development of 68 2 - 4 bedroom homes with 9 styles available. 135 homes over both phases. Quoting prices are from £112,000 to £182,000 with average sales prices achieved around £137 per sq. ft. ranging from £117 per sq. ft. up to £153 per sq. ft.
Taylor Wimpey	Stamford Gate, in the St Michaels Ward, Ashton-under-Lyne within the Tameside Metropolitan Borough– A collection of 102 3 & 4 bedroom homes comprising a range of mews, semi-detached, townhouse and detached properties. Quoting prices between £205,000 and £275,000 and average sales prices of £223 per sq. ft. with prices ranging from £201 per sq. ft. to £240 per sq. ft.

Table 2 Proposed Development in Local Area

The older schemes detailed below further demonstrate that Oldham and the surrounding areas have remained a popular choice for both local and national house builders.

Developer	Scheme details
Persimmon Homes	Moorland View, in the Stalybridge South Ward, within the Metropolitan Borough of Tameside – Comprises 66 3 & 4 bedroom detached and semi-detached new properties. Completed in 2014 the development sold out very quickly. Prices were as low as £113,500 with the Government's Help To Buy scheme.
Wigget Homes	Royal George Mill, Saddleworth South Ward – Mill conversion into 7 luxury townhouses with 3 additional cottages completed in 2012 and sold for an average of £209 per sq. ft. with values ranging from £170 per sq. ft. to £257 per sq. ft.
	Grasscroft Heights, Saddleworth South Ward – comprises just eight individually designed homes, on a gated development off Oldham Road in Saddleworth. Completed in 2015 and achieved values of up to £270 per sq. ft.
	Herons Reach, Saddleworth South Ward – this development comprises a combination of 2 bedroom apartments and 2, 3, or 4 bedroom family homes. 41 homes in total constructed in 2012 achieving an average price of £257 per sq. ft. with values ranging from £173 per sq. ft. to £336 per sq. ft.
Keepmoat Homes	Rosary Gardens, Medlock Vale Ward – comprises 65 new homes of 2 and 3 bedroom detached and semi-detached properties. Completed in 2015 and achieved an average sales price of £137 per sq. ft. with houses selling from £112 per sq. ft. up to £151 per sq. ft.

Table 3 Local Development

2.5.4 Cowlishaw Residential Market Assessment

In the wider OL2 postcode there were a total of 563 transactions over the past year with an average price of £148,969. The most popular house type was 3 bedroom semi-detached properties with 238 transactions and an average sale price of £149,236, followed by terraced houses with an average price of £106,098 over 201 transactions, the majority of which were of 2 bedrooms. There were 97 sales of detached properties averaging a sales price of £254,349, largely comprising 4 bedroom houses although 3 bedroom detached properties were also popular, whilst flats were the least popular property type with only 27 transactions of mostly 2 bedroom flats over the year and an average price of £87,187.

Over the past year the majority of sales in nearby Royton and Shaw during the last year were semi-detached properties, with 238 transactions selling for an average price of £149,236. Terraced properties sold for an average of £106,097 over 201 transactions whilst detached properties fetched an average of £257,723 over 98 transactions. Flats were the least popular property choice with 27 transactions of mostly 2 bedroom flats averaging a sales price of £87,181. Royton and Shaw, with an overall average combined average price of £149,742, were less expensive than nearby Chadderton (£161,803) but more expensive than

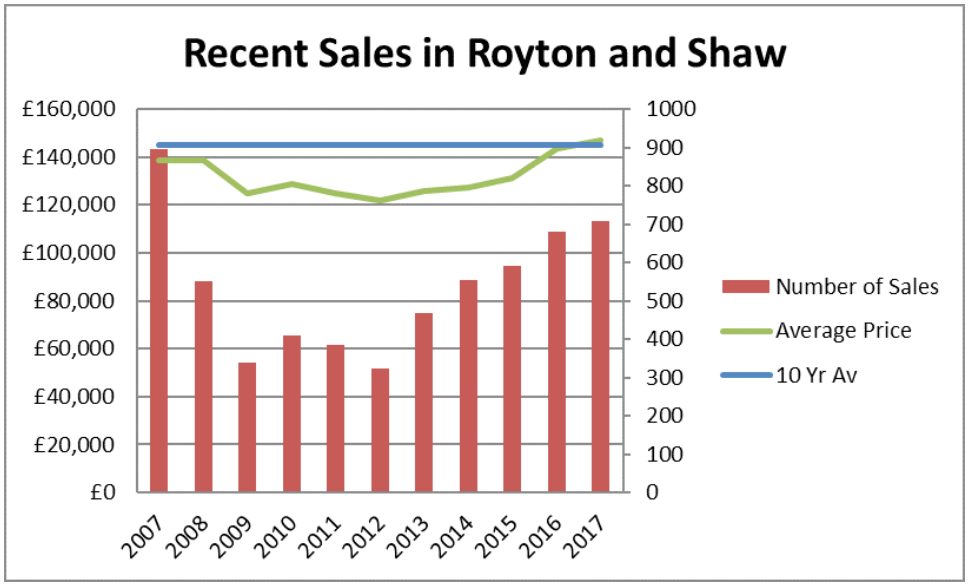


Figure 7 Sales in Local Area

2.6 Key Growth Sectors

The dominant sectors in Oldham, in terms of employment, include wholesale and retail trade and human health and social work activities, each accounting for approximately 17% of employees working within the Borough. While Oldham has undergone a prolonged period of economic restructuring, manufacturing also continues to make an important contribution to local employment, with over 12% of all employees working within this sector. Growth in service sector employment has offset contraction within more traditional sectors, however higher value professional and knowledge intensive sectors remain under-represented within the Borough.*

Oldham's Strategic Investment Framework (SIF) identifies six priority sectors that will support future jobs growth but also drive increased productivity and the development of higher value activities. The priority growth sectors include manufacturing, logistics, construction and property, and health and social care, across which Oldham is seen as having the potential to play a lead role at the City Region level, building on the Borough's existing strong clusters of employment. The other two priority sectors identified for Oldham are retail, leisure and hospitality, and professional and business support services, which are expected to provide an important source of jobs growth locally.

Table 4 sets out an overview of forecasts for Oldham's priority sectors over the period 2018 to 2036, based on data from the Greater Manchester Forecasting Model (GMFM). While the level of employment in manufacturing is projected to continue to decline and the number of jobs in the logistics sector is expected to remain relatively stable, both sectors are forecast to make a vital contribution to improving levels of productivity in Oldham.

Forecast growth in key sectors (2018-2036)		
Sectors	Growth in employment	Growth in Gross Value Added (£000s)
Manufacturing	-2,359	99,385
Logistics	-45	29,077
Construction and property	1,574	269,761
Health and social care	722	136,315
Retail, leisure and hospitality	283	108,527
Professional and business support services	2,303	178,190

Table 4 Forecast Growth in Key Sectors

* Source: ONS Business Register and Employment Survey

One of the core requirements to support the growth of Oldham's priority sectors is access to skilled labour, with most of the sectors seeing a growing need for higher level skills. This is true even for sectors such as logistics, which has typically been associated with relatively low level skill requirements but has begun to move to a more technology dependent business model.

Linked to the importance of access to skilled labour, it is recognised within Oldham's SIF that the successful growth of the Borough's priority sectors will, in part, be dependent on the diversification and improvement of the housing offer. Population growth and the attraction and retention of skilled labour will be a key driver of future economic growth in Oldham and the wider City Region. As part of creating a place that will support sustainable economic growth, the Strategic Investment Framework therefore identifies that a particular focus for Oldham will be to build more quality homes.

2.7 Site Constraints

2.7.1 Introduction

The following section provides a high level analysis of the site constraints at Cowlishaw, considering key elements such as the existing infrastructure, landscapes and environment features. The purpose of this analysis is to understand the key opportunities and constraints that will need to be considered to ensure development is both feasible and deliverable. While this report provides a high level analysis, it is advised that as development plans and proposals progress further specialist reports are conducted to understand the opportunities and constraints identified in greater depth.

2.7.2 Hydrology

The source of the River Irk lies to the west the site, following the boundary of Crompton and Royton Golf Club to the north. According to the Environmental Agency the river does not pose any flood risk to the site. Within the site itself, number of standing water pieces have been identified but are not considered to pose a flood risk either. Flood risk should be considered from all sources taking climate change into account. Although there is no known overall risk for flooding, strategies to mitigate flooding may need consideration, such as the introduction of a number of SUDs as part of an overall drainage strategy for the whole site, in line with the drainage hierarchy, so as to control the rate of surface water run-off.

2.7.3 Services and Utilities

Overhead electricity cables run from north to south across the western part of the site. These cables are considered to pose a risk to development and therefore an offset will be required from the lines. A sewer system has also been found running through the site. This includes a pipe running south to north through the centre of the site, a pipe from the east to the abattoir buildings and another running east to west through the top of the site. These existing pipes present an opportunity to expand the network to serve development across the site. Although not running through the site, there is an existing water network that serves surrounding areas underneath existing road networks. Similar to the sewer network, there is an opportunity to connect future development to the surrounding water infrastructure. An infrastructure easement has also been identified within the site, set close to the abattoir buildings. This is to allow utility providers access to maintain their existing infrastructure.

The emerging masterplan will need to identify a workable drainage strategy which utilises existing watercourses as much as possible. Engagement with United Utilities and Environment Agency on this matter will be essential.

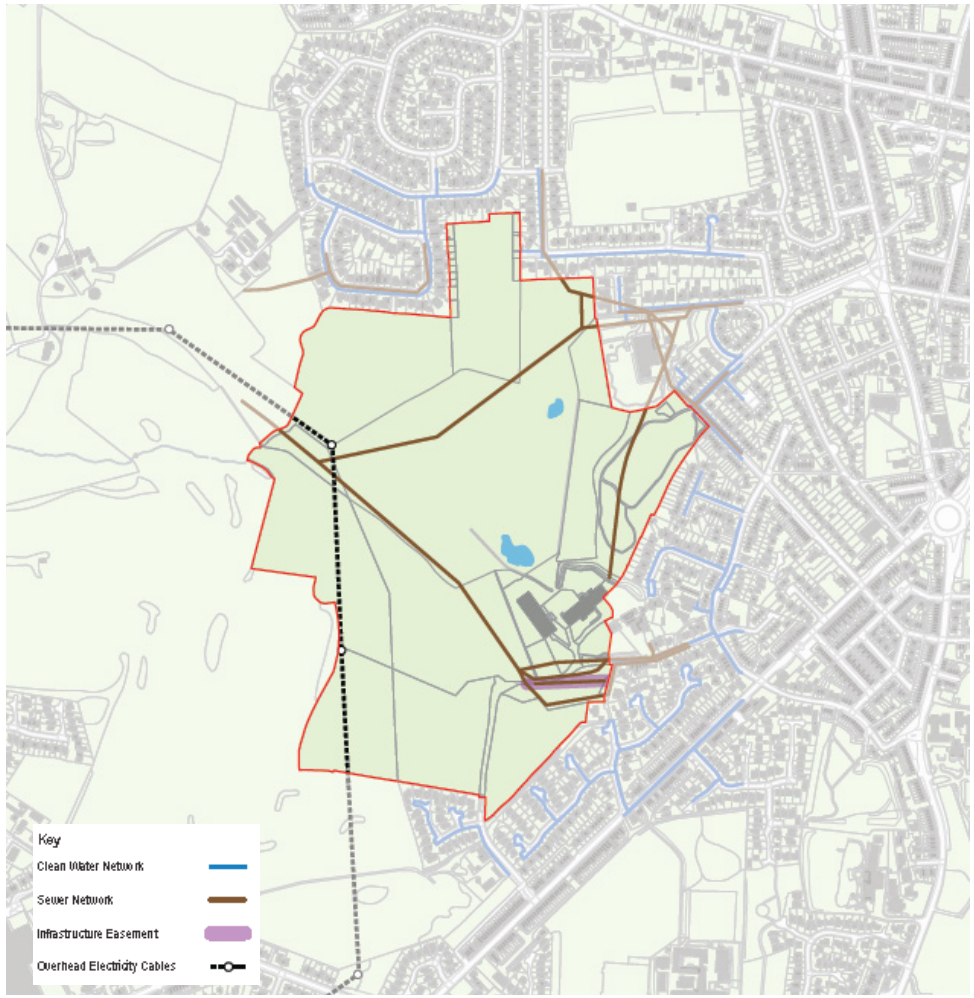


Figure 8 Services and Utilities Plan

2.7.4 Environment and Landscape

The site lies on the edge of a narrow area of open countryside separating the towns of Shaw and Royton, immediately bounding existing housing development to the south, east and north. Cowlishaw Abattoir occupies the southernmost part of the site, while the remainder of the site is open pasture land, crossed by a concrete access road that serves the abattoir.

The land is largely agricultural (Grade 4) and consists of several fields divided by fence lines or hedgerows. Along the western side of the site there is a tall hawthorn hedge between the site and the adjacent field. Along the southern site boundary there are hedgerows growing at the end of the private gardens adjacent to the site to the east. Behind the abattoir building is a small bund covered with semi-mature trees. There are also three ponds and a wetland area located within the site, these have been classified as Sites of Biological Importance.

Beyond the site, a large hedge runs along the boundary between the pasture land and Crompton and Royton Golf Course to the west. A number of hedgerow trees and relict hawthorn hedge line the edge of the stream which runs along the boundary between the site and the houses to the south. There are areas of biodiversity within the site, most notably the existing Site of Biological Importance (SBI) Ponds at Cowlishaw Farm and there is a

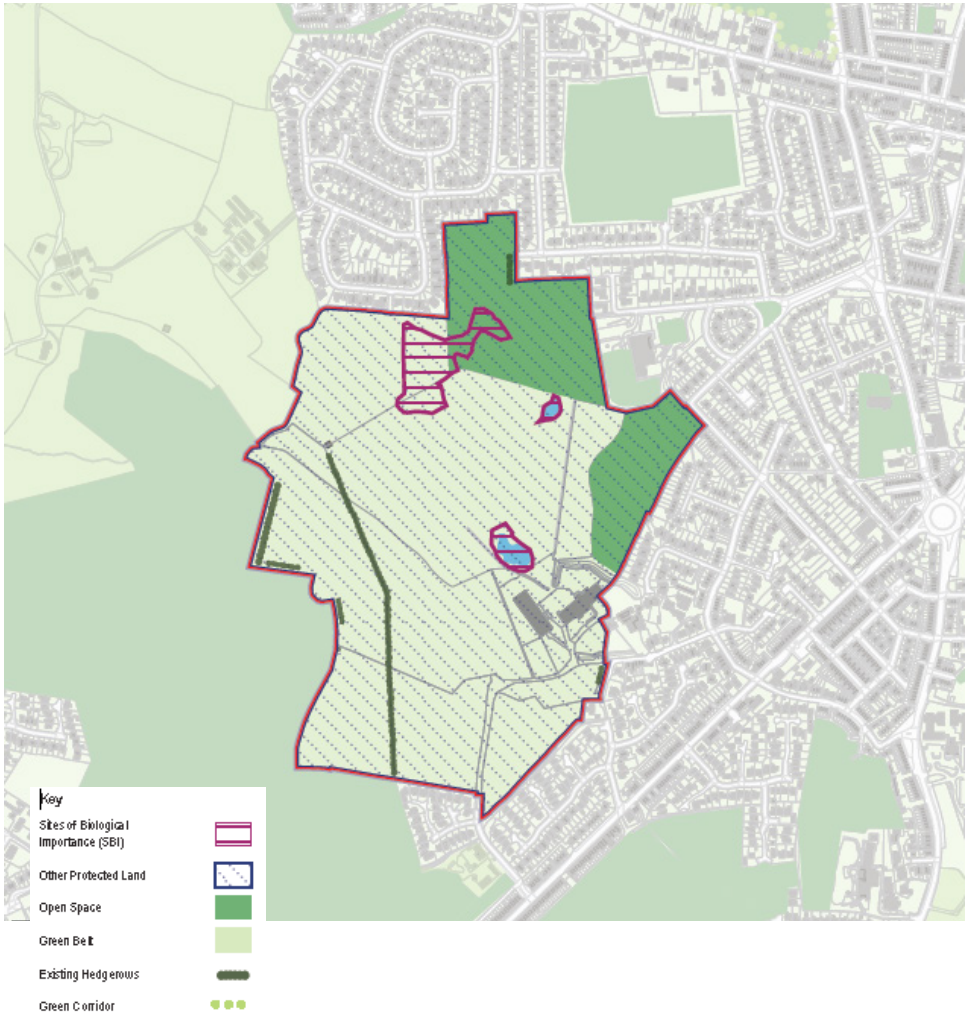


Figure 9 Environmental Designations

Priority Deciduous Woodland Habitat located within the western part of the site between Cowlishaw Farm and Crompton Primary School.

2.7.5 Topography

A gradual slope has been identified within the site, located to the east and running in a southerly direction. As this slope is considered gradual it is believed this will not pose any major restriction towards development. There is also a potential to utilise the key views offered from the slope and increase the appeal of development.

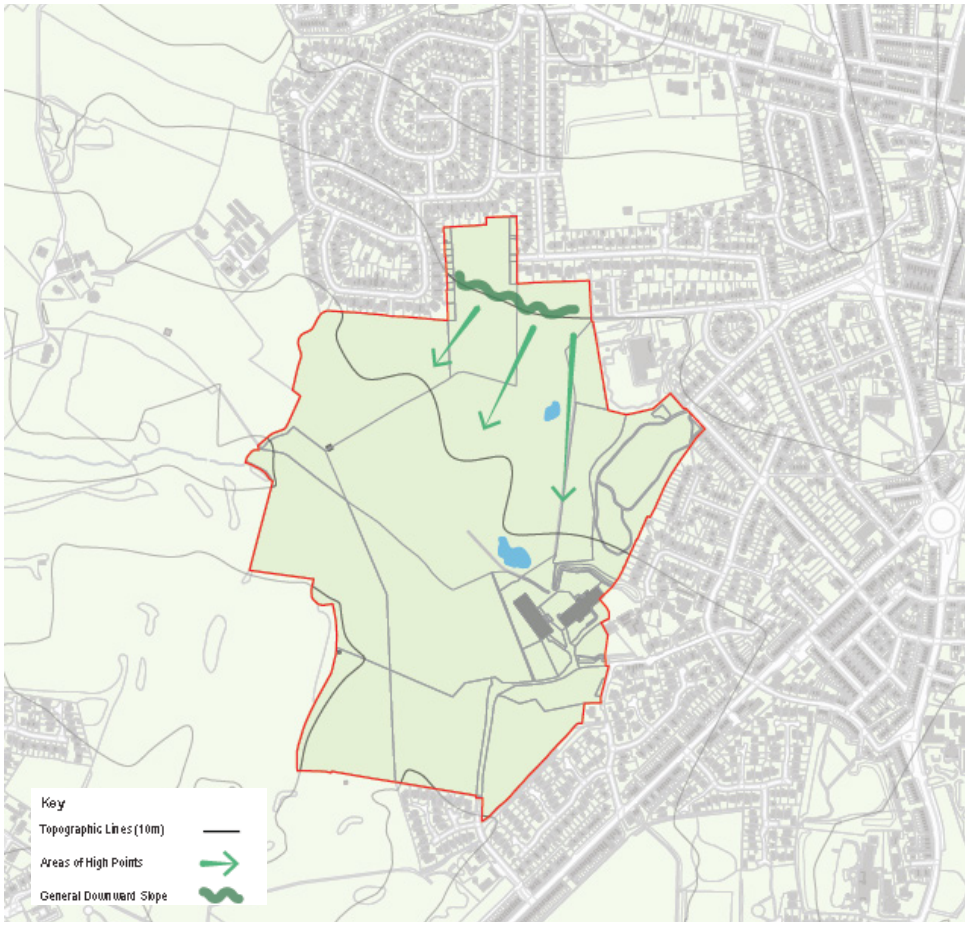


Figure 10 Topography

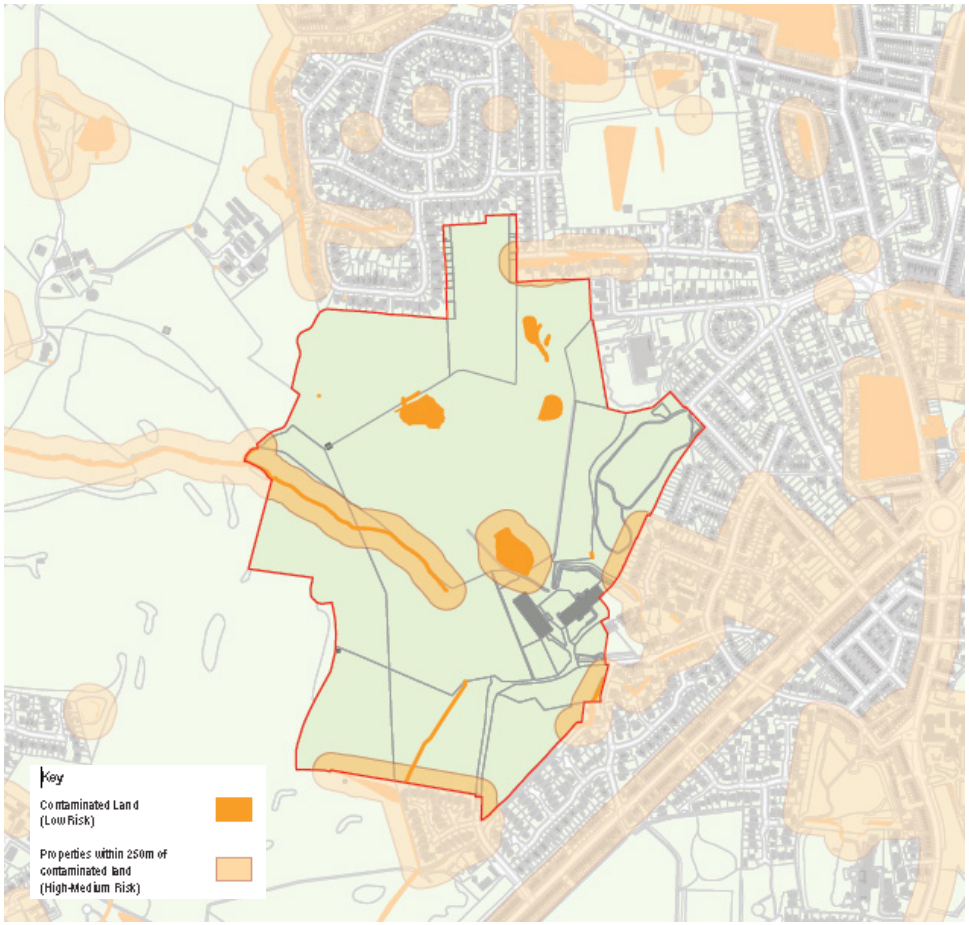


Figure 11 Potential Contaminated Land On Site

2.7.6. Contaminated Land

The site is not known to be contaminated however, Phase 1 and 2 reports will need to be carried out to identify the extent of contamination (if any) and to establish an appropriate remediation strategy. Particular regard should be given to the potential contamination from existing abattoir and potential contamination of watercourses. This will be considered at the outline or detailed stage of works to further determine the development potential of the site.

Figure 12 Existing Pasture Land On Site

2.8 Townscape Analysis

It is important that development for the site will strengthen the character and identity of Oldham's wider urban characteristics. This should include the introduction of an appropriate variety of housing, create interesting forms and provide a mixture of typologies, tenures and scales. In this respect, a high level townscape analysis has been conducted to determine the existing quality of the surrounding environment at Cowlishaw, considering urban structure, character, legibility and permeability.

2.8.1 Form and Use

In order to determine the potential layout, function and use of the site it is important to understand the existing structure of activities, amenities and uses. This is fundamental in outlining the needs and requirements for the site, and will influence how the character and layout of the place will form together. To ensure development responds to these components of place making, a high level review of existing form and use for the site at Cowlishaw has been conducted.

- Form: The site forms part of an area of land designated as open countryside separating the towns of Shaw and Royton, comprising largely open pasture land. Within the site, Cowlishaw Abattoir occupies the southernmost part of the site, comprising two large rectangular structures with hard standing car parking. Cocker Mill Lane runs through the site to serve the Abattoir from Shaw Road and Scowcroft Lane. While the site itself lacks existing built form, immediately surrounding the boundaries to the north, east and south lies patterns of suburban residential development.
- Uses: The dominated use of the site is considered open pasture land. To the south, the Cowlishaw Abattoir occupies a proportion of land. The surrounding area is largely residential. In addition a primary school is located adjacent to the site to north east and a small municipal golf course is located to the west. The urban centres of Royton and Shaw are located within close proximity of the site and offer a wider mix of uses, such as shops and key services. Furthermore, designated allotments are located to the south of the site.
- Amenities:
- Schools: Four primary and nursery schools have been found within a short distance of the site. A secondary college is also close to the site, located north east of the site. A study examining the capacity of these schools to support the increased population for the area as a result of development is likely to be required.
- Health Care: The surrounding health care facilities, such as GPs and Pharmacies, are typically found in urban centres of Shaw and Royton. Oldham Hospital is located within a 10 minute drive from the site.
- Shops: A range of shops and services have been found within a 2km walking distance from the site, including 7 recognised supermarket retailers. There are no major shopping facilities

2.8.2 Movement and Access

To ensure future development is well connected, accessible and sustainable, a review of existing movement and access, and public transport provision has been undertaken for the site at Cowlishaw. The findings intend to determine how the development proposal can enhance existing routes, mitigate any capacity impacts resulting from the development and promote sustainable and active modes of travel.

- Road connectivity: The site is considered well served by road connections. The A663, Shaw Road, is located to the south of the site and provides direct routes to Shaw, Oldham, Rochdale and Manchester. The road also provides direct access to J21 of the M62, which provides wider connectivity to the Greater Manchester region and the national motorway network.
- Access points: Direct vehicular access to the site is currently provided via a private access road which serves the existing abattoir from Cocker Mill Lane to the south. Cocker Mill Lane is an adopted highway and currently serves a small number of residential properties and provides access to Green Croft Meadow. A further access is provided from Cowlishaw Lane to the east which again provides private access to the abattoir and farm. Beyond this there are no other formal access points to the site. There are potential access point opportunities, including an opening off Edward Road and Denbigh Drive to the north.
- Public Transport: The site is considered reasonably well served by public transport. Surrounding the site there are a number of bus stops, including a number located along the A663. These stops provide direct bus services to Oldham. Within the residential development to the north there a number of local bus stops, offering services to Shaw. The nearest Metrolink stations for the site are found at Shaw/Crompton and Oldham, which offers connections to large areas of Greater Manchester. The Shaw and Crompton Metrolink stop is approximately 1 mile away and can be reached on foot in around 20 minutes. The site is easily accessible on bicycle and the site should facilitate this movement where possible. Park and Ride facilities are also offered at a number of these stations.
- Pedestrian movement: Footways on surrounding roads are considered safe and walkable as they are well lit and surfaced and benefit from natural surveillance from the residential properties that abut these roads. A Public Right of Way

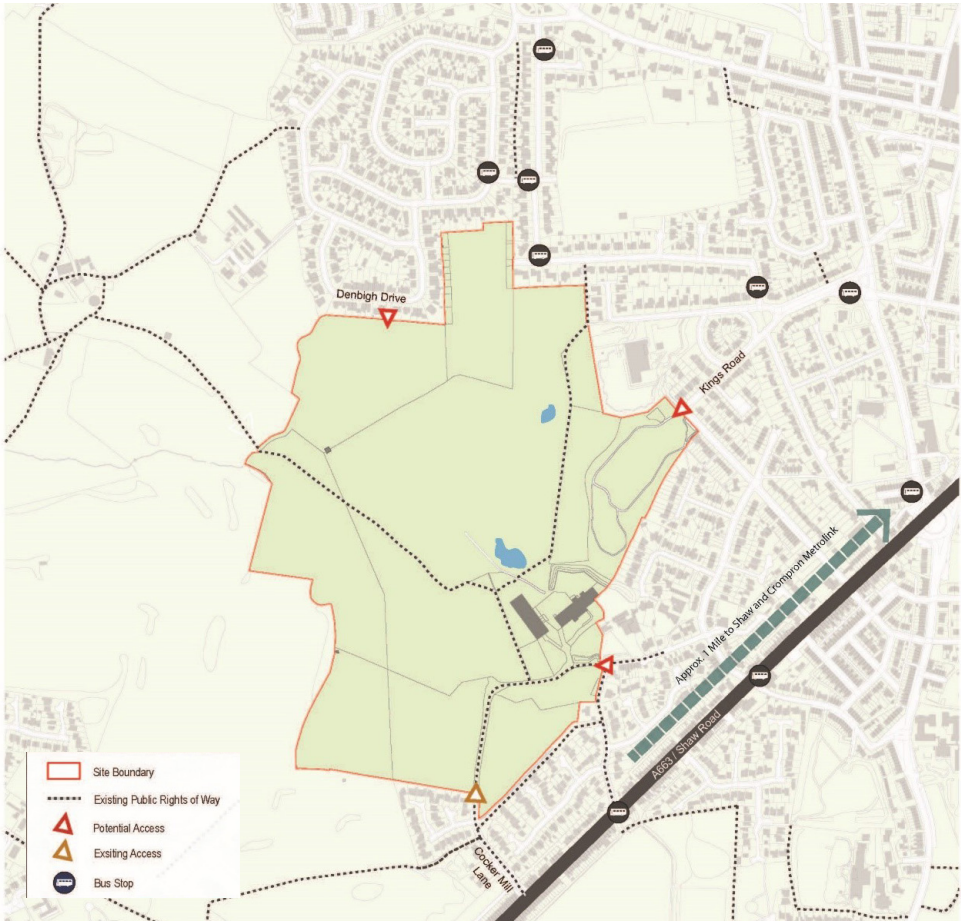


Figure 13: Existing Access, Movement and Public Transport Provision

2.8.3 Urban Grain and Character

A high quality urban environment is integral to the success of any development; it harmonises together the principles of character, safety and inclusion, diversity, ease of movement, legibility, adaptability and sustainability. Developments that are designed with these principles in mind will contribute positively to the existing townscape of Oldham, and provide residents with good living, working, social and learning environments. Therefore, to ensure a strong vision for the site the following analysis examines the existing urban characteristics of the site and surroundings at Cowlishaw. These aspects are intended inform the size, scale and layout of development, and begin to shape the character of the site.

- Urban Structure: Along the major roads of Shaw Road and Moor Street strong linear patterns of development are displayed. These include tight residential streets and minimal setbacks from the pavement. Away from these key roads, more formally planned developments occur. These properties are found facing secondary low volume carrier roads to the north and east, and cul-de-sac streets to the south. Typically, these include lower density dwellings, with larger building footprints and a greater set back from the street. Front and back private spaces are also more apparent. The abattoir on site and the farmer buildings beyond the northern boundary display large building footprints that accommodate the associated use and functions.
- Existing Urban Form: Within the site there is an existing abattoir and associated farm buildings to the south east which is served by a metal road access via Cocker Mill Lane. The remainder of the site is open green fields, although the site is surrounded on three sides by the rears of a number of residential properties. Views from these sites must be considered and mitigated where possible.
- Character: The dominant typology of surrounding development to the site consists of modern two storey, semi-detached and detached homes with private drives. These are found to the south and east of the site. A pocket of housing to the east and the majority of dwellings to the north are typically found to be single storey bungalows, with a number of properties displaying loft extensions. These dwellings also displayed private parking driveways. Along the main roads the housing was typically found to be two storey Victorian terraced with the occasional modern infill semi-detached property, all with limited on street parking.
- Heritage and Building Conservation Areas: The site is not located within a conservation area. Six listed buildings have been identified within 1000m radius of the site but generally not considered to impact on development of the site. Of these, only the grade II listed building Lion Mill would have views of the site.

Figure 14 Figure Ground Study

Figure 15 Housing along Shaw Road

Figure 16 Boundary between existing residential area and site to the south

Design Development

3.1. Introduction

The following chapter provides the final conceptual masterplan for the site at Cowlishaw, clearly demonstrating deliverability and feasibility of the site. Before providing commentary of the plan, this chapter explains the narrative and decision making process behind the plan making stage. Following an in depth commentary of the final plan, the chapter concludes with an outline of expected economic benefits, funding opportunities and phasing strategies for the development. Although conceptual at this stage, the tested plan is intended to provide a robust framework that will appropriately inform future decisions regarding development for the site.

3.2. Stakeholder Consultation

The masterplans have been developed through consultation with a number of key stakeholders who have been engaged to shape the masterplan and identify any particular issues which should be considered or resolved through the masterplan process.

This consultation built on responses to the Draft GMSF Proposed Strategic Allocations . Responses to the Cowlishaw allocation included the following key concerns:

- Shaw is being overdeveloped
- Loss of Green Belt and well used open space
- Lack of jobs, school and health facilities to support the new population
- Road congestion issues in local roads, particularly Manchester Road and Shaw Road
- Waterlogging issues throughout the site
- Impact on recreational use of the site

The following key stakeholders were consulted through one-to-one meetings or design workshops.

- Council Officers: Oldham Council's officers were engaged in the design process as part of design development within workshops or via one-to-one meetings to shape the masterplan.
    - Transport – advised that access should be divided to reduce pressure on local road network. Rat running is a potential issue on Kings Road and several junctions off Shaw Road have capacity issues. Cocker Mill Lane will need to be upgraded to serve increased access onto the site. Access off Edward Road will be restricted due to ownership issues and access from Denbigh Drive should be restricted to maximum 40 dwellings due to restrictions on movement along Denbigh Drive from Rochdale Road.
    - Planning and Regeneration: The planning team highlighted issues of retaining open space where possible and ensuring that new development integrates with surround residential community, as well as having access to community facilities and amenities.
    - Environment: It was identified that existing SBIs on site should be retained where

possible with an adequate buffer around them to retain their habitat value. The relocation of the existing abattoir would be supported.

- Drainage: The Lead Local Flooding Authority advised that there was limited flooding risk on site, however surface water runoff must be designed to flow into existing watercourses. This should be considered in the southern area adjacent to housing on Crocus Drive and Hey Hill Close.
- Health Services: At this point no specific guidance has been given regarding health provision, however it is not considered that enhanced or new health centres would be required to deliver Cowlishaw.
- o Education: There is primary school capacity in the local area and no requirement for expansion is required. There is currently a shortfall of secondary school places and proposed growth on the site will need to consider expansion of existing schools or the provision of new places.

- Environment Agency: The Environment Agency did not highlight any concerns on the Cowlishaw site.
- United Utilities: United Utilities advised of some easements in the south eastern corner of the site (see 2.7.3) which have been taken into account within the site masterplan.

3.3. Landowner Consultation

IBI and JLL have undertaken a series of consultation stages with existing landowners. This has been a three stage approach:

1. Telephone Interviews: Telephone discussions were undertaken with landowners to understand their aspirations for the site and gather any unknowns on the site.
2. Concept Workshop: Presentation to all landowners to outline emerging concept approach for development.
3. Final Workshop: Following comment from the landowners the final masterplan was presented to the landowner group with comments invited on the day before finalisation of the plans.

This process has ensured that the landowners are generally supportive of the approach and that any legitimate concerns or suggestions are fully integrated into the masterplan approach.

3.4. Key Design Parameter and Principles

3.4.1. Introduction

The purpose of the design principles established are not to create a 'tick list' which can be dealt with in sequence, rather, they should be carefully balanced to create a coherent vision for the site. This section provides an overview of the key strategic principles that have informed the final conceptual masterplan for the site at Cowlishaw.

3.4.2. Strategic Principles

1 | Respond to the existing landscape and ecological features

The development should respect the existing landscape and ecological features of the site and beyond. This should include addressing the constraints and maximising the opportunities identified, such as working with topography to deliver development and retain key views, provide access to existing openness where possible and to enhance ecological services. The protection and enhancement of wildlife should also be prioritised. Collectively this will ensure a development that is fitting with the surroundings and promoted as an attractive, healthy place to live.

2 | Deliver a connected green infrastructure network

The development should proactively deliver a coherent green infrastructure network, combining attractive spaces and routes which link the development with the surrounding area. This should include green corridors, landscape buffers and open recreational spaces that are interconnected and coordinated. Green infrastructure should also be used to ensure development parcels are clearly defined and that boundaries are appropriately treated.

3 | Promote an active, safe and liveable environment

A liveable, desirable and safe environment should be fundamental for any development proposal. To achieve this, proposals should promote a walkable site that is compromised with active, legible and attractive streets.

4 | Define primary entrance points

Key entry points for the site should be promoted as gateways, and encourage an active and attractive built form. This should include appropriate uses, density and frontages to provide a sense of arrival, define the change in character upon entry into the site, and promote legibility for users.

5 | Contextually responsive character and development

Development form and scale should be contextually responsive to the surrounding built and natural landscapes. This should include respect to surrounding grain, density, heights and vernacular to ensure development is fitting with the local context of the site. The delivery of attractive public realm, streetscapes and open space should also drive plan making for the site.

6 | Define a logical phasing plan

The masterplan should be able to be developed in a logical phased manner which works with the commercial delivery and physical infrastructure of the site. Parcels should be scaled in such a way that housing can be delivered in stages and accessed without over reliance on surrounding sites and highways.

3.5 Conceptual Masterplan

3.5.1 Introduction

The conceptual masterplan opposite provides an illustration of how the site at Cowlishaw could be laid out. Although this plan is indicative, it begins to give a visual indication of the development parcels capacity and advised layout, which can be given to prospective developers.

Within this masterplan, a test of development capacity has identified the potential to deliver 465 new homes, with this figure distributed across six development sites. Each parcel is expected to contribution the following.

Site Reference	A	B	C	D	E	F	Total
Predominant Land Use	Residential						
Land Use Classification	C3						
Total Site Area (ha)	3.97	0.88	1.76	2.32	3.51	1.14	13.58
Estimated Net Dwellings (p/h)	35	35	35	35	35	25	-
Potential Capacity	139	31	62	81	123	29	465

Table 5 Cowlishaw Development Capacity Schedule

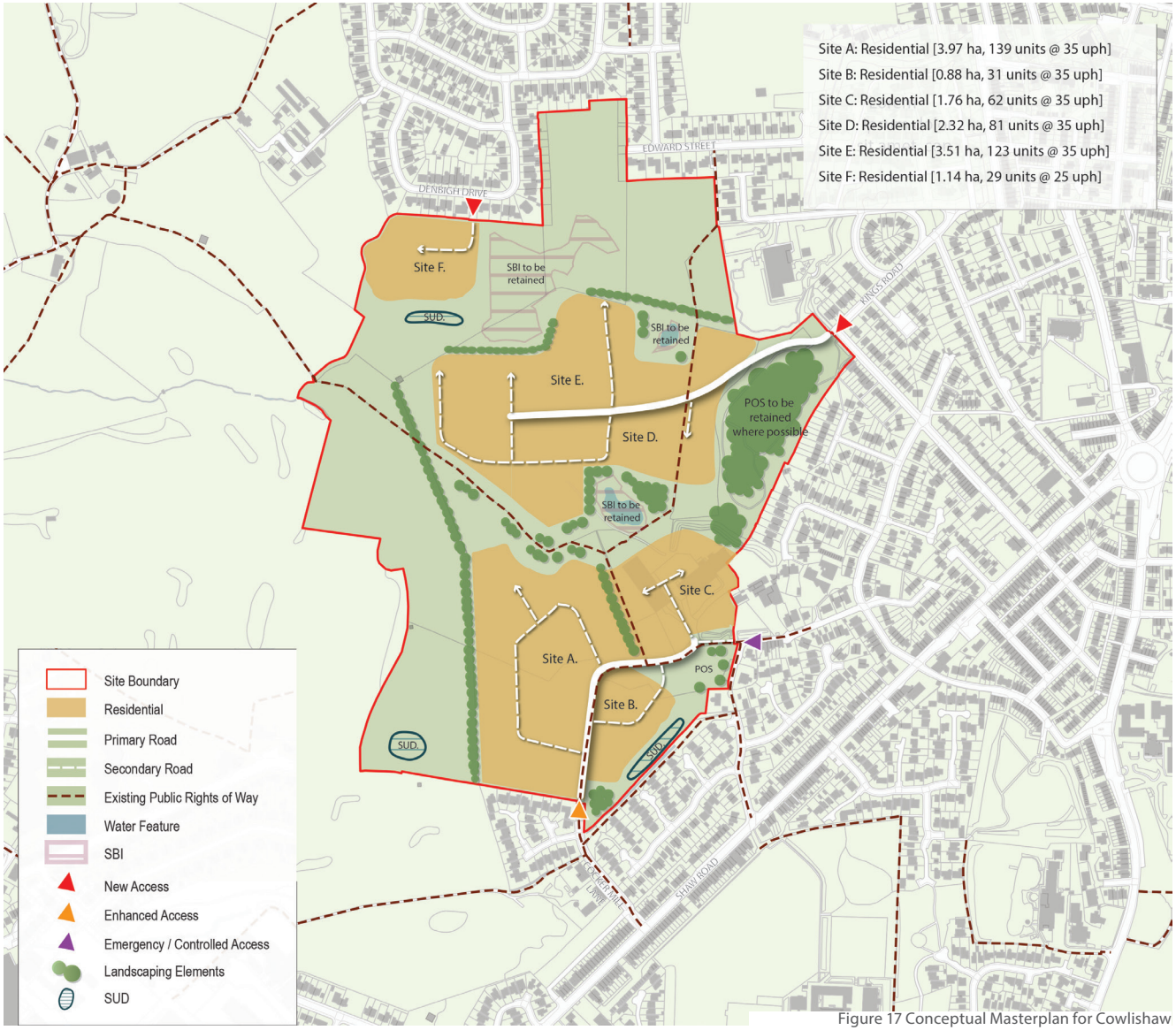


Figure 17 Conceptual Masterplan for Cowlishaw

3.5.2 Urban Design Strategy

The Boroughs of Rochdale and Oldham have adopted a series of urban design guides as Supplementary Planning Documents (SPD). The aim is to provide clear guidance on the quality of design expected by both Boroughs and to encourage high quality places, buildings and landscapes that meet the current and future needs of the communities that use them. For the purpose of the urban design strategy for the conceptual masterplan for Cowlishaw, the SPD is fully considered in the approach to the form, shape and character of the development proposal. The strategy is discussed in greater detail in the following section.

Table 18 Urban Design Components [Source Oldham and Rochdale Urban Design Guide - 2007]

- Character and Identity: the design scheme aims to build continuity in the character and identity and create a sense of place that is sensitive to surrounding context.
- Safety and inclusion: safety and inclusion are integral to the masterplan, it promotes places that are safe, secure and inclusive for all
- Density and Diversity: the masterplan promotes density and diversity in housing, providing variety and choice for people
- Ease of movement and Walkability: the masterplan ensures that places are easy to get to and move through. Designing for future character, the proposed scheme prioritises sustainable modes of transportation, particularly walking and cycling as the preferred mode of travel, and as a defining component of a healthy lifestyle.It also strives to maximise connectivity to the nearby community whilst maintaining privacy for residents.
- Legibility: the proposed scheme ensures places can be easily understood by the users and prevent any disorientation that may be cause by a poor design layout and form
- Adaptability: the masterplan is designed with a degree of flexibility in order to be responsive to changing circumstances and needs
- Sustainability: sustainability should be integral to the scheme, with a goal of minimising the impact on the environment. Efficiency can be achieved by applying sustainability principles in urban design and reducing the carbon footprint of buildings through energy efficient and eco-design architecture.
- Designing for future maintenance: designing buildings and spaces so that their quality can be maintained over time
- High Quality Urban Environment: the development proposal is appropriate to their function and context with attractive outdoor spaces accessible for everyone.

3.5.3 Movement Strategy

As noted within the Oldham and Rochdale Urban Design Guide, development must provide and reinforce a clear network of routes, comprising a defined hierarchy of vehicular movement, streets, paths and associated spaces. This should provide ease of access across the site to development areas, the buildings and the facilities within. In particular, routes should be well connected and attractive, and create a permeable network with clear signs to support wayfinding.

Sustainable modes of travel should also be promoted where possible. The masterplan initially considered a link road through the site which would facilitate a bus loop through the site, however the junction capacities on Cocker Mill Lane and Kings Road/ Moor Street were considered not sufficient to serve all development and, coupled with the risk of rat-running, a link road was not proposed. However, the opportunity for a bus only link route which would connect the two major development parcels with surrounding routes should be considered at the detailed design stage. In the meantime it is considered that existing routes can sufficiently serve the site.

The proposed masterplan continues to promote pedestrian movement across the site by retaining and enhancing existing Public Rights of Way (PRoW) and introducing two further routes which link development to the west and north. Roads throughout the site will be designed to accommodate and facilitate cycle movement and north-south PRoW will provide space for cycle movement in order to create a fully permeable site for cyclists and pedestrians.

In line with these recommendations the following movement and access framework has been used to guide the conceptual masterplan for Cowlishaw.

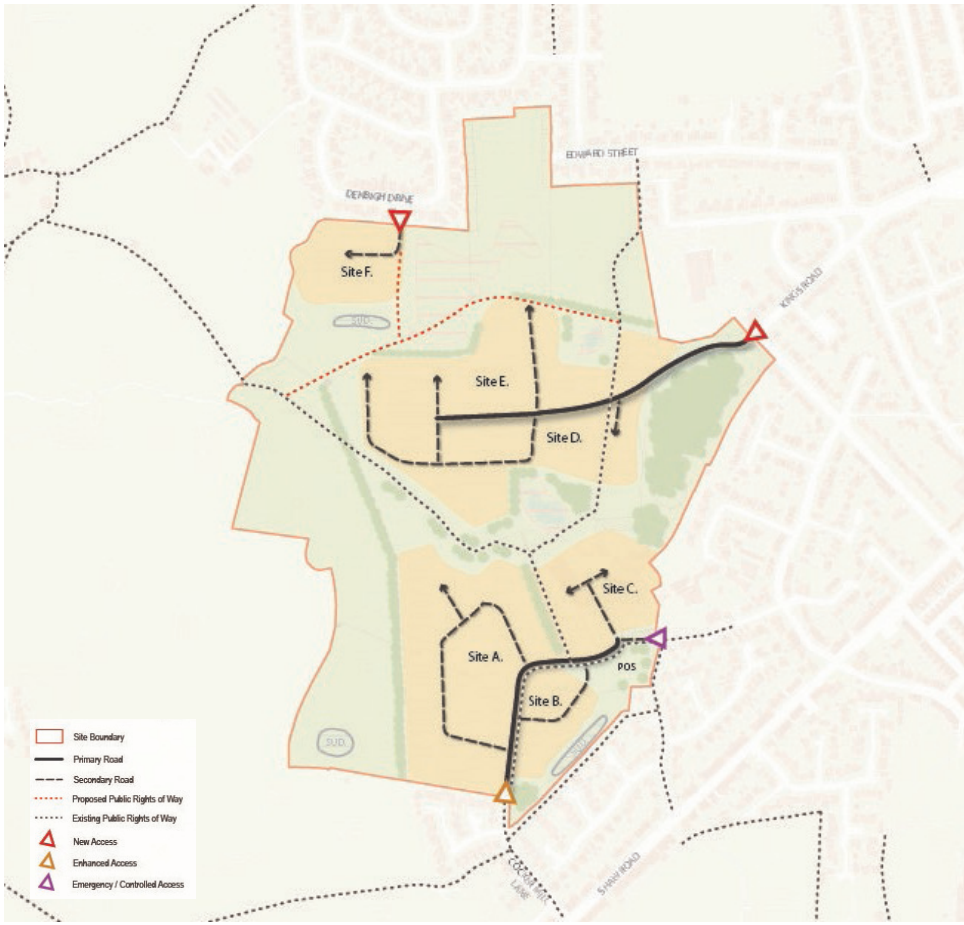


Figure 19 Movement and Access Strategy

- Access: A primary access point to sites A to C is proposed off Cocker Mill Lane using the existing access for Cowlishaw Abattoir, and leads directly on to the A663, Shaw Road. For sites D and E, access is achieved off Kings Road via a new access point. Site F in the north is served by a new access point off Denbigh Drive, using an existing farm access point. Control and emergency access for sites A to C is located off Cowlishaw Lane, using the existing access route to the Cowlishaw Abattoir.
- Vehicular hierarchy: Sites A to C are served by a primary road from the entrance off Cocker Mill Lane, and will have a number of secondary routes feeding off this spine to serve individual sites. Similarly, sites D and E are served by a core primary road that has secondary roads feeding into each site. To the north, site F is served by a singular secondary route that runs from the access off Denbigh Drive.
- Pedestrian movement: Existing PRoW running across the site have been retained and, where possible, enhanced. This includes the addition of landscaping and green infrastructure features. These routes also connect to wider PRoW networks which offer routes into the wider open countryside and surrounding landscapes. Primary and secondary routes are expected to offer desirable and inviting streetscapes that are active and safe. This will promote walkability within and beyond the site to local services and public transport stops.

3.5.4 Open Space and Landscape Strategy

Within the draft GMSF, it was advised that development for the site should deliver high quality landscaping and multi-functional green infrastructure. This is expected to enhance the attractiveness of the scheme and provide opportunities for open space and recreational activities for users of the site. The need to enhance recreational routes connecting the site with countryside has also been highlighted, including PRoW. Accordingly, in line with the aspirations of the GMSF and the principles developed throughout the masterplanning process, the following landscape strategy for the conceptual plan is demonstrated adjacent.

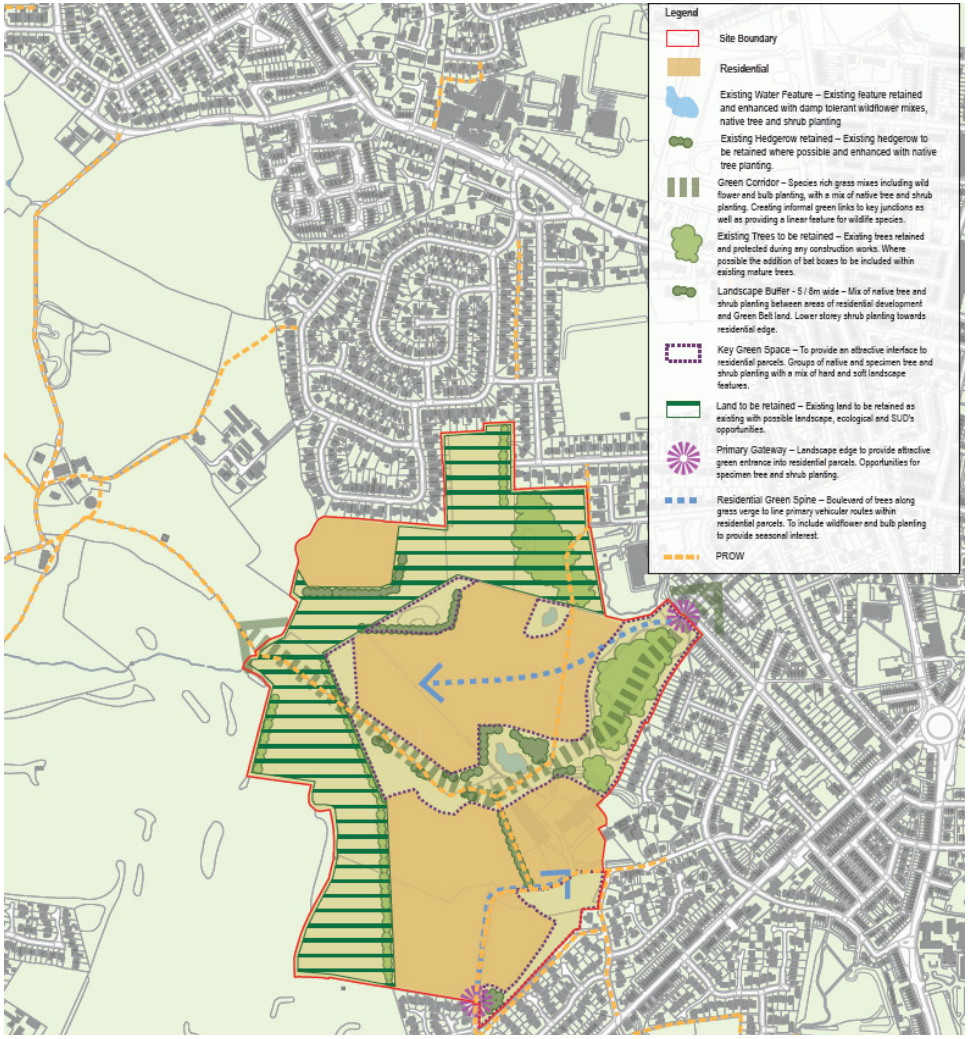


Figure 20 Proposed Green Infrastructure and Landscape Framework

- Existing Water Features: Water features, such as ponds, which are seen to add ecological value and character to the site should be retained where possible. This should include protection during any works and following completion of the development. Enhancement measures should also be put in place, which should include damp tolerant wild flower and seed mixes, as well as tree and shrub planting around the edge of ponds.
- Existing hedgerow: Traditional field boundaries such as hedgerows are seen as a key feature to the charter of the site, as well as having ecological value for local wildlife. Where possible, hedgerows should be retained and enhanced to retain the existing character of the site. Native tree and shrub planting should be used to fill existing gaps within hedgerows and improve any feature which is deemed to be species poor. It is particularly important to include fruit bearing species to provide food and shelter to existing wildlife.
- Existing trees: Both single and group species are also seen to be a key feature within the site, and should be protected during any construction activities. Following completion of development, the addition of bird and bat boxes should introduced to provide additional habitats.
- Land to be retained: Existing open space is an important feature in and around the site, and the retention of land helps to retain much of the site's existing character. It also provides areas for recreation and wildlife improvements. Open space is a key feature between the existing residential edge and should be retained and enhanced where possible.
- Retaining openness: A green corridor is proposed from west to east, connecting existing PROWs and open space. This would include species rich grass mixes including wild flower and bulb planting, with a mix of native tree and shrub planting. Creating informal green links to key junctions within the site as well as providing a key linear feature for wildlife species. In addition to the green corridor, retaining existing land is also key to retain openness within the site especially from the residential edge and between existing and proposed residential development.
- Residential Green Spine: A core green route in the form of a spine should be used to line primary routes within residential development parcels. This could include a boulevard of feature trees along a grass verge. Primary gateways should enhance these routes, by providing an attractive green entrance into development parcels. This will present opportunities for wayfinding and specimen trees and shrub planting. Native and feature tree and shrub planting should be considered to provide an attractive outlook for inward facing development.
- Key Green Space: Opportunities such as publicly managed areas of green space and allotment areas could be introduced where community groups become responsible for the management of these areas. Where proposed development meets existing, landscape buffers are proposed to provide a green edge, and screen views from existing residential edges. This will also support an attractive interface within residential parcels. A mix of hard and soft landscape with opportunities for formal and informal play opportunities should also be considered with potential for the existing play area to be enhanced through either relocation or improvement.
- SUDs: Ponds and additional ecological enhancements should be introduced to mitigate flooding and enhance ecological feature and wildlife diversity. This could be achieved through the enhancement of existing water features and

3.5.4.1 Landscape and Open Space Precedents

The following images outline the potential landscape character through the site.

Figure 21 Retained existing land with informal pedestrian links

Figure 22 Ecology corridor with native tree and shrub planting and SUDs pond

Figure 23 Key green space - use of hard and soft landscape treatments and play space

Figure 24 Residential green spine - tree planting along grass verge

Figure 25 Soft landscape edge within residential areas

Delivery Strategy

4. Delivery Strategy

4.1. Delivery Considerations

JLL have consulted with housebuilders to establish potential delivery rates and likely house type and mix across the respective sites and concluded likely delivery rates of 40 dwellings per annum The anticipated delivery rates for each of the sites have been considered in the context of the number of competing sites in close proximity. It will be essential to ensure that multiple sites are available for development to avoid supply issues where delivery and viability of certain sites is restrictive due to ownership/legal/technical issues.

Thereafter, we have considered the likely phasing of the various parcels based on necessary infrastructure provision.

Based on our consultations we are aware that significant demand exists from housebuilders and developers.

The key considerations that have dictated the type of development and capacity on site are:

- The site is in a primarily residential area typically comprising semi and detached [post war] properties.
- Three sites of Biological Importance
- Wet land area to the north west
- Highways access from the north is constrained from existing highways network.
- Existing public rights of way.

Based on our market appraisal for the local area and further consultation with house builders we believe that interest will be forthcoming for developers 'traditional' housing will come forward on 3 and 4 bed semi and detached properties with a density of between 30-35 dwellings per hectare.

4.1.1 Phasing Approach

Phase 1 – Years 1-10

Site F has the potential to deliver 29 units from the existing highways network as an initial phase.

Sites A, B, C - southern parcels most likely to come forward in years 1-5. Delivery will be dependent upon business relocation/planning consent timescale.

Years 10 + Scenario

Sites E & D. Delayed delivery due to resolving access issues and impact on overall demand for dwellings by bringing forward multiple sites in tandem.

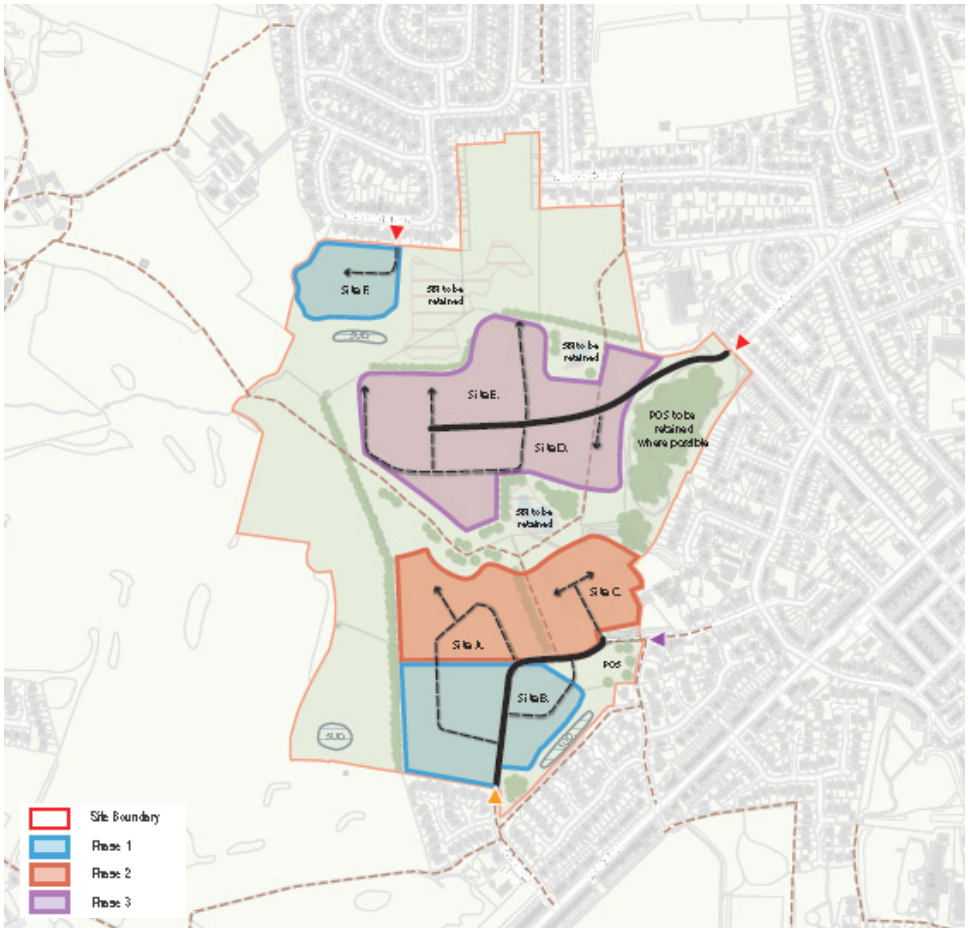


Figure 26 Phasing Strategy

Cowlishaw	Units
Phase 1 (1-5 Years)	
Site F	29 Units
Sites A, B & C	232 Units
Sites E & D (10+ Years)	204 Units
Overall Total	**465 Units**

Table 6 Phasing Land Use Schedule

4.2. Economic Benefits

4.2.1. Introduction

The redevelopment proposals are expected to generate a range of benefits for the local and wider economy. An assessment of the potential benefits has been undertaken, focusing on the economic and employment effects within Oldham. This has also included an analysis of the land value uplift that could be generated through the scheme. In line with MHCLG guidance, the benefits associated with changes in land use can in part be quantified based on the difference in land value between the existing use and proposed new use.

4.2.2. Construction phase employment

The expected level of investment that will be generated through the development of the site has been estimated based on the masterplan site schedule. Construction cost benchmarks, informed by BCIS and Spon's, have been used to provide average construction cost estimates for alternative residential and employment uses. In addition, high level indicative costings have been provided by Unity Partnership, relating to immediate access / egress and circulatory arrangements.

The total capital expenditure associated with the proposed scheme has been used to calculate the number of temporary construction jobs that could be generated. This has been estimated on the basis of average construction expenditure per person years of employment ratios, informed by labour coefficients set out in cost per job guidance published by Homes England.

Overall, the redevelopment proposals could generate around £50 million of construction related expenditure. It is estimated that this expenditure will support approximately 900 gross person years of temporary construction employment (or the equivalent of 90 permanent jobs)**. These jobs will be temporary for the duration of the development phase. However, large scale projects such as this play an important role in safeguarding employment in the construction sector locally over the longer-term.

Alongside directly supporting employment through the design and delivery of construction works, the expenditure will also result in supply side (indirect) benefits, including through, for example, the purchase of construction equipment and supplies. In addition, the redevelopment proposals will lead to induced effects through construction employee spend on goods and services within Oldham, as well as the wider City Region.

In order to take into account both the indirect and induced multiplier effects associated with the construction phase, reference has been made to benchmarks outlined within additionality guidance produced for the Department for Business, Energy and Industrial Strategy (BEIS) and Homes England***. Assuming a composite multiplier of 1.2 at the Oldham level, the proposed scheme could

Construction phase employment	
Construction expenditure	£50 million
Direct construction related employment (person years)	900
Indirect and induced construction related employment (person years)	180
Total construction related employment (person years)	1,080
Total construction related employment (permanent FTE)	108

Table 7 Estimated Employment Opportunities from Construction Phase

**The standard convention when assessing construction related impacts is that 10 person years of employment equates to 1 permanent full-time equivalent (FTE) jobs.

***Homes England (was the Homes and Communities Agency) (2014), Additionality Guide; BEIS (was the Department for Business, Innovation and Skills) (2009), Research to improve the assessment of additionality.

4.2.3. Additional household expenditure

In relation to the provision of new residential accommodation on-site, the attraction of new households will generate additional local expenditure within Oldham. In order to estimate the additional household expenditure that might be created as a result of the proposed development, reference has been made to the ONS Living Costs and Food Survey (LCF). This suggests that the average household in the North West spends approximately £14,500 per year on goods and services that could potentially be purchased within Oldham.****

The average spend figure of £14,500 per household has been used to generate an assumed overall spend per annum based on the total number of new homes provided through the scheme. It is important to note that not all of the additional expenditure generated will be spent in the local area or Oldham. A proportion will be spent within the wider sub-region and beyond. However, the additional expenditure that is retained locally would be expected to support local services and

Additional household expenditure	
Average annual household spend	£14,500
Residential units created	431
Total household expenditure per annum	£6.3 million

Table 8 Additional Household Expenditure

The attraction of new households to Oldham and the associated additional expenditure within the local economy will help to support the creation of new local employment. For illustrative purposes, if it was assumed that a third of this expenditure was retained in Oldham, it could support approximately 22 jobs, based on average turnover per employee benchmarks from the ONS Annual Business Survey.

Fiscal benefits	
Council tax (per annum)	£0.7 million
New Homes Bonus	£2.2 million

Table 10 Fiscal Benefit of Cowlishaw

4.2.4. Land value uplift

The MHCLG appraisal guide recommends that the economic benefits from residential and non-residential physical development schemes, specifically the benefits to on-site occupiers, should be assessed through an appraisal of the uplift in land value resulting from the proposed change in use. To assist with this approach, the Valuation Office Agency has produced a range of land value estimates relating to residential, industrial, commercial and agricultural uses.***** These estimates have been used to provide per dwelling and per sq. m land value uplift averages, which have then been applied to the masterplan site schedule.

Overall, as set out in Table 4.3, it is estimated that the scheme could result in a land value uplift of approximately £14.1 million. It should be noted that this represents the gross land value uplift that could be created and does not adjust for potential

Land value uplift	
Total land value uplift	£14.1 million

Table 9 Land Value Uplift on Cowlishaw

****This excludes non-consumption expenditure (for example, savings and investments) and expenditure that would not be incurred within the local area (for example, holiday expenditure).

*****MHCLG (2018), Land Value Estimates for Policy Appraisal

4.3. Funding Opportunities

Delivering the vision for the site will involve investment in infrastructure and enabling works to create the conditions for long-term sustainable growth. The proposals have the potential to attract sub-regional and national funding to meet these costs, subject to demonstrating sufficient value for money. As set out in Table 10, the development of the site will generate a range of economic benefits, including increased economic activity and improvements in land values, the latter of which is currently a key metric for assessing the value for money of public sector investment.

There are a range of funding opportunities available that could provide support to the scheme. For example, the Greater Manchester Housing Investment Fund provides loan support to encourage, unlock and accelerate residential housing schemes within any geographical area of Greater Manchester. Homes England is currently providing support through the Home Building Fund, which offers funding to meet either the cost of development or the cost of enabling infrastructure works.

In addition to direct public sector support, there are a number of mechanisms that could be used to capture the value from the scheme resulting from private sector benefits. These could potentially include:

- Legal arrangement – entering into a legal agreement or partnership with a developer or land owner to secure a share of any value uplift arising from the delivery of enabling infrastructure.
- Section 106/278 and Community Infrastructure Levy – an established mechanism whereby the developer makes a payment to the Local Authority to support the provision of infrastructure and other beneficial works through the planning process.
- Council tax – a proportion of the council tax generated could be ring fenced for investment, particularly on higher value properties. New Homes Bonus could also be used to fund enabling infrastructure.
- Business rates retention – the reform of the local government finance arrangements means local authorities retain 100% locally, albeit with some redistribution.
- Direct development – a number of Local Authorities across the UK are exploring opportunities to incorporate housing delivery vehicles, utilising reserves or borrowings to directly develop new housing to meet local need.

In establishing a framework for capturing the value of investment, partners will need to ensure that the viability of development is not unduly constrained, while maximising the value that can be levered from any public sector land ownership.

Conclusion and Next Steps

5. Conclusion and Next Steps

This report has been prepared to support the allocation of the Cowlishaw residential site within the borough of Oldham to be included in the emerging draft Greater Manchester Spatial Framework (GMSF). The proposed concept plan has been prepared to provide evidence for capacity and has been based on three key parameters of the sites being;

- Suitable for development
- Development is achievable
- Land is available for development

Greater Manchester Combined Authority is also anticipated to carry out an Integrated Assessment of the proposed allocations subject to public consultation.

To investigate these issues the masterplanning team has undertaken the following stages of work to shape the masterplan:

- Baseline review of sites including high level analysis of constraints, townscape review, planning policy, residential market assessment and access review to understand what development is achievable on the site.
- Design development to shape the masterplan in consultation with stakeholders and landowners.
- Staged approach of consultation to ensure landowners are in agreement and that the development land proposed is available.

The proposed concept plan for Cowlishaw has found limited physical constraints on site, however landownership and access constraints has reduced capacity somewhat. To maximise development potential a new access is proposed off Kings Road and enhanced access arrangements from Cocker Mill Lane. The masterplanning work up to this stage has shown that the site has a capacity of up to 465 units during the plan period which would be delivered over at least two phases.

Appendix A

Planning Policy Review

National Planning Policy (NPPF)

The National Planning Policy Framework (2018) sets out the Government's planning policies for England and how these are expected to be applied. The NPPF is a material consideration in planning decisions.

The NPPF recognises the conservation and enhancement of the natural environment is integral to the overall sustainability of places and reiterates the importance of LPA's to adopt proactive strategies to mitigate and adopt to climate change. New developments should be planned to avoid increased vulnerability and risks should be managed through suitable adaptation measures.

The NPPF emphasises on the need to deliver a wide choice of high quality homes in order to widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

The NPPF attaches great importance to the design of the built environment and states that it is indivisible from good planning. It is identified as a key aspect of sustainable development and should contribute positively to making places better for people.

Good design should achieve a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit. It should optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of

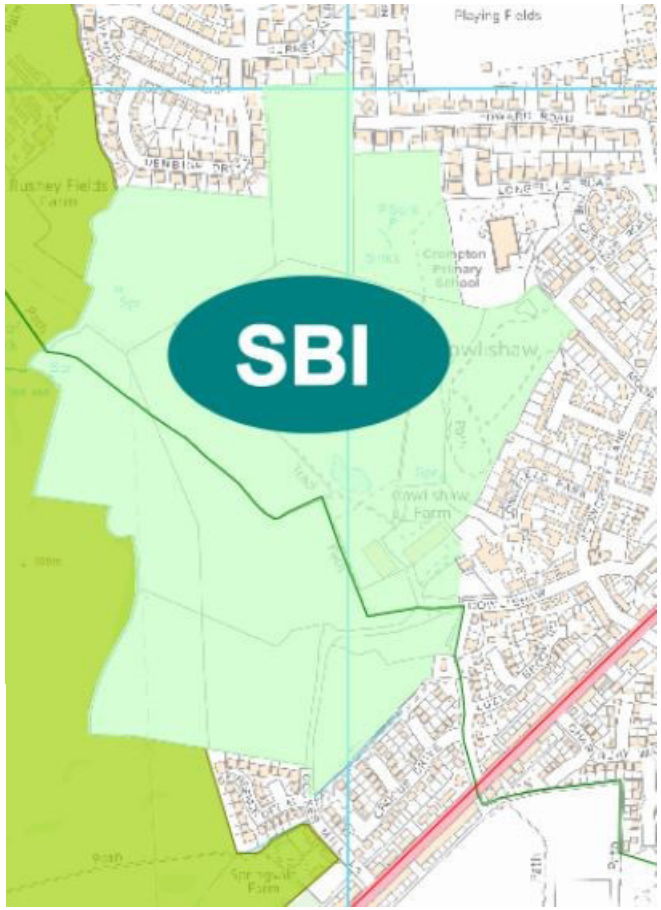
developments) and create safe and accessible environments where crime and disorder do not undermine quality of life or community cohesion.

Site Specific Policy

Cowlishaw

The site is allocated as 'Other Protected Open Land' and is one of 38 Sites of Biological Importance (SBI).

Whilst a wide range of Local Plan policies are relevant to the development of this site, the



Other Protected Open Land

SBI *Sites of Biological Importance*

Recreational Route 'Crompton Circuit'.

Extract from the Development Plan Document Proposals Map.

following draws out the key policies relating to design quality and accessibility, housing, sustainability and open spaces.

Policy 1 – Climate Change and Sustainable Development

Development should adapt to and mitigate against climate change and address the low carbon agenda, contribute towards sustainable development, help create a sense of place, improve the quality of life for residents and visitors, and enhance the borough's image. Housing-led development should contribute towards a balanced and sustainable housing market, as part of Greater Manchester's north east housing market area.

Policy 3 – An Address of Choice

The council will promote and support the development of a housing market that is balanced and sustainable to meet the needs and demands of the borough, achieved through providing quality, choice and diversity through new residential development, promoting the effective and efficient use of land and managing the release of housing land.

Policy 5 - Promoting Accessibility and Sustainable Transport Choices

It is important to ensure that new development locations are accessible by a choice of travel modes, including public transport, walking and cycling. This will help reduce the need for people to travel and hence contribute towards reducing congestion and meeting climate change reduction targets. It also links with the need to improve people's health by creating more opportunities for people to walk or cycle rather than use the car.

All major developments should achieve `High Accessibility` or `Very High Accessibility` unless it can be demonstrated that this is neither practicable nor desirable or it provides exceptional benefits to the surrounding environment and community. Minor development should achieve `Low Accessibility` as a minimum.

Policy 9 – Local Environment

When allocating sites and determining planning applications, the council will protect and improve local environmental quality and amenity and promote community safety across the borough.

Policy 10 – Affordable Housing

Policy 10 states that all residential development of 15 dwellings and above, will be required to provide an appropriate level of affordable housing provision. The current target is for 7.5% of the total development sales value to go towards the delivery of affordable housing, unless it can be clearly demonstrated to the council's satisfaction that this is not viable.

Affordable housing must be provided on-site, in partnership with a Registered Provider, preferably that belongs to the Oldham Housing Investment Partnership (OHIP), unless there are exceptional circumstances that would justify the acceptance, by the council, of off-site provision within the locality or a financial contribution in lieu of provision.

Where a financial contribution is paid and the provision cannot be provided on-site, the priority will be given to off-site provision in the local area followed by off-site provision within the borough.

The council will use planning conditions or obligations to secure delivery of the affordable housing provision, and to ensure that it is occupied in perpetuity by people falling within particular categories of need for affordable housing.

Policy 11 – Housing

All residential developments must deliver a mix of appropriate housing types, sizes and tenures that meet the needs and demands of the borough's urban and rural communities. The mix of houses that will be secured will be based on local evidence.

Policy 18 – Energy

Policy 18 seeks to accelerate the move towards zero carbon developments and introduces a target framework for reducing carbon dioxide emissions through decentralised, renewable and low carbon technologies and on/off site delivery mechanisms where it is viable.

Policy 20 – Design

The council will promote high quality design and sustainable construction of developments that reflect the character and distinctiveness of local areas, communities and sites. The main objective of this policy is to improve the quality of places, mitigate and adapt to climate change, promote sustainable development and create safer and stronger communities.

Policy 21 - Protecting Natural Environmental Assets

New development and growth pressures must be balanced by protecting, conserving and enhancing the local natural environments, Green Infrastructure, biodiversity, geodiversity and landscapes to ensure a high quality of life is sustained. New development should value, protect, conserve and enhance the local natural environment and its functions and provide new and enhanced Green Infrastructure.

Policy 22 – Protecting Open Land

The majority of the borough's open land is designated Green Belt. The main purpose of the Green Belt is to keep land permanently open. Pressure for development in the Green Belt is generally small-scale developments such as the re-use of agricultural buildings. The borough also has locally protected open countryside called `Other Protected Open Land` (OPOL) which aims to preserve the distinctiveness of an area.

The main aim is to protect OPOL from development, however there may be instances where limited small scale or ancillary development will be permitted, such as visitor facilities or development that is ancillary to existing uses. This allows limited small scale development over and above that permitted in the Green Belt. The council will consider the visual impact that development has on the openness and distinctiveness of the OPOL, taking into account the cumulative impact.

Policy 23 – Open Spaces and Sports

All residential developments should contribute towards the provision of new or enhanced open space, unless it can be demonstrated by the developer that it is not financially viable for the development proposal or that this is neither practicable nor desirable. The council will have regard to the proposed development and the open space surpluses and deficiencies in the area to determine whether on-site or off-site new provision, enhanced existing provision or a financial contribution will be required

The loss of open space will only be permitted on land allocated for built development in the borough's development plan. The loss of open space will also permitted where proposals relate to cleared/landscaped sites on previously developed land where there is a clear intention by the council for future development.

Policy 25 – Developer Contributions

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