

Oldham GMSF Concept Plans

Robert Fletchers in Greenfield

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Oldham
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The indicative concept plan and supporting reports for Beal Valley, Broadbent Moss, Cowlshaw, 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

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 m² of office floor space and 4 million m² 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;
- Cowlshaw;
- 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 floorspace 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.

This report outlines the concept masterplan approach proposed for Robert Fletchers in Greenfield, hereby referred to as Robert Fletchers.

1.2. Objectives of the Report

Following the requests of Oldham council, this report has been produced to demonstrate deliverability and feasibility of development of the land around the former Robert Fletchers mill site, adjacent to Dovestone Reservoir. Within the report, a baseline level analysis has been conducted, comprising a review of high level opportunities and constraints, landscape and ecology review, 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 plan for Robert Fletchers will support future decisions on the proposed strategic allocation for 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

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 Robert Fletchers 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 indicate the borough's population is expected to rise to 239,000 by 2026.

The proposed strategic allocation named Robert Fletchers is situated in the Saddleworth district to the east of the borough at the village of Greenfield. The site lies adjacent to Dovestone Reservoir, currently operated by RSPB, which is located within the Peak District National Park. The site provides an opportunity to regenerate the Robert Fletchers site, a former paper mill, which has lay derelict for many years and provide much needed residential, employment and community facility growth for the local area and a key gateway site into the Peak District National Park.

2.3 Site Specific Context

The Robert Fletchers site is located to the east of Greenfield, occupying land along the Chew Valley to the south of Holmfirth Road adjacent to Chew Brook. The site lies approximately 1.7km from Greenfield train station and 0.5km from retail, community, health and civic facilities and public houses provided along Chew Valley Road. The proximity of the site to bus services on Chew Valley Road and Greenfield train station provides good public transport links, however the context of the site means that cycling and pedestrian movement should be encouraged as much as possible to support this. In terms of use, the site contains a derelict former paper mill, an existing light industrial estate and a small holiday park. The remainder of the site is made up of open countryside and agriculture (grade 4). The site is bordered by Dovestone Reservoir to the east which is a local recreational attraction, while sparse residential development bounds the site to the north, west and south. Open land within the green belt land to the east of Castleton Road acts as a further boundary to the site.

Whilst a significant proportion of Oldham's housing land will come from the urban area through maximising the use of brownfield land, or through smaller sites on the urban fringe, it is recognised that if Oldham is to meet its housing need then

the plan will also need to identify larger scale opportunities. In some cases these may need to fall within the Green Belt. It is also recognised that the districts of Saddleworth require residential growth to cater for local housing demand.

The positioning of the site within a former industrial valley and within a strong housing market provides the potential to deliver a range of high quality housing in an exceptional landscape setting. The site also provides opportunities to enhance the community, leisure and recreational offer for the local communities of Greenfield and Uppermill.

The site has come forward through the Greater Manchester Spatial Framework Call for Sites exercise as available and deliverable for housing, employment, community uses and tourism. It is considered that development of the site would contribute to the diversification of the existing housing stock in the area, along with 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 large residential properties to diversify the type of accommodation within the area and across the Borough where this would help to facilitate and support the leisure and tourism uses whilst taking full advantage of the site's unique location, landscape and setting on the edge of the Peak District National Park and Dovestone Reservoir.

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.

In addition, the proposals to deliver the site for employment opportunities comply with the local plan allocation as parts of the site have been allocated as 'Major Developed Site in the Green Belt' and 'Saddleworth Employment Areas'.

Please refer to Appendix A for further information on local planning policy.

2.5 Residential Market Appraisal

2.5.1 Introduction

In the wider OL3 postcode there were 237 transactions over the past year with an overall average price of £257,255.47 of the sales were detached houses with an average price of £362,270 and generally of 3 and 4 bedrooms. 59 transactions were semi-detached house sales averaging £277,628 and 85 terraced transactions fetched an average of £231,922, the majority of which were 3 bedrooms for both house types. Flats were marginally the least popular property type sold with 46 transactions of largely 2 bedroom flats averaging a price of £170,640.

Over the past year most property sales in Greenfield involved 2 or 3 bedroom terraced properties which sold for on average £265,827. Semi-detached properties sold for an average price of £268,098, while detached properties fetched £368,483. During the last year, sold prices in Greenfield were 3.49% down on the previous year however, with an overall average price of £264,878 over 81 properties, Greenfield was more expensive than nearby Uppermill (£234,575), Mossley (£139,959) and Saddleworth as a whole (£227,191) however less expensive than Grasscroft (£447,389).

Most of the sales in Grasscroft over the past year were semi-detached properties which on average sold for £312,313. Detached properties had an average sold price of £866,333 and terraced properties averaged at £254,800. There were only 23 transactions over the year however, therefore, the average prices only reflect a small mix of properties in the local market.

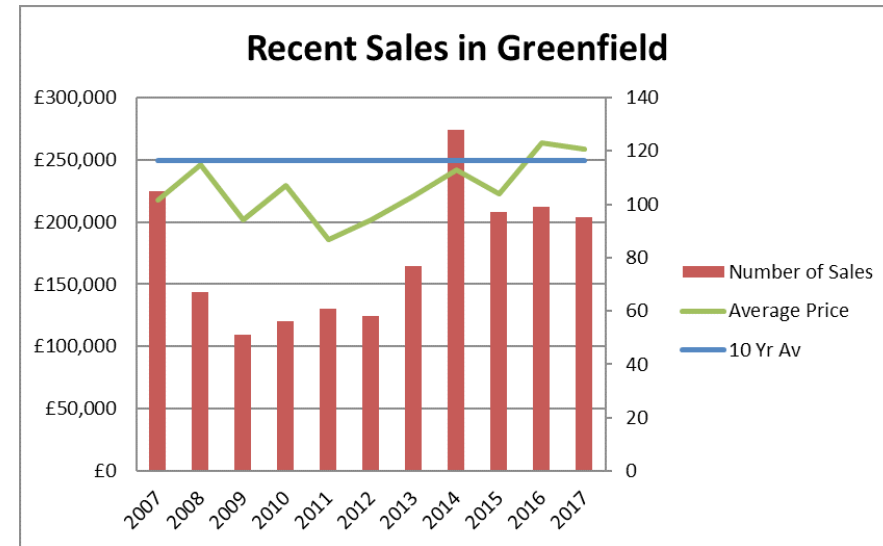


Figure 3 Recent Sales in Greenfield

Commercial Market

The site occupies a peripheral location which isn't located in close proximity to any major areas of commerce and therefore its attraction will be largely limited to local occupiers. However, it is noted that there are a couple of national operators within Tanners Mill and therefore the appeal of the location to such operators shouldn't be discounted. We believe that demand from commercial occupiers will largely comprise sub 5,000 sq. ft work shop and office accommodation which is available on flexible terms.

The location should appeal to leisure focussed operators including outdoor pursuits and possibly Adventure Park operators albeit any structures will need to be sympathetically designed. The development of a leisure 'draw' should enhance the opportunity to attract a hotel operator.

Leisure operators contacted by JLL have been non-committal on the location at this stage and therefore it is recommended that any allocation is not too prescriptive and allows sufficient flexibility to accommodate alternative uses.

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 1 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

* Source: ONS Business Register and Employment Survey

Table 1 Forecast Growth in Key Sectors

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 Robert Fletchers, 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

According to flood mapping provided by the Environmental Agency, the eastern section and Chew Brook are located within flood zone 2, 3a and 3b. This is largely due to risk of overtopping from the adjacent Dovestone Reservoir. A number of water bodies are located throughout the site including Chew Brook and two fishing ponds, one adjacent to the Dovestone Holiday Park and one to the west of the site. Furthermore, two former mill ponds are located within the Robert Fletchers paper mill site which would require remediation prior to development in the area. Although there is limited risk of flooding, strategies to mitigate



Figure 4 Flood Risk Analysis for Robert Fletchers

flooding to the west and along Chew Brook should be fully considered.

2.7.3 Services and Utilities

Service data provided by United Utilities has identified large drainage lines running along Holmfirth Road and Bank Lane to the north of the site with service lines leading to the existing industrial estate and the former Robert Fletchers paper mill site. A sewage line serves the site via the existing access road which runs parallel to Chew Brook. It is considered that the Robert Fletchers paper mill site contains significant services which would need to be assessed before development.

The Dovestone Holiday Park is currently served by a dedicated generator. For the purpose of future development on the site, further services and utilities will be required internally. Access to services and utilities that would serve the site are recommended to be gained from the networks directly surrounding the site. These include extending the clean water network and sewer network running beneath the roads which surround and dissect the site. 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. Sustainable Urban Drainage Systems (SUDS) could be used to mitigate flood risk and surface water drainage issues on the site.



Figure 5: Existing sewage and water infrastructure

2.7.4 Environment and Landscape

Outside of the existing land uses, the landscape of the site consists of largely open fields that are used for agricultural (grade 4) and recreational purposes, a number of hedgerows, woodland and two small fishing ponds are located within the site. A former community football pitch is located in the centre of the site, the pitch has become underused and overgrown due to lack of direct access and distance from residents. Despite this, the site is still identified as Open Space within the current Local Plan. The majority of the site is within the Green Belt.

For future development opportunities it is considered there is an opportunity to maximise the topography of the site, capitalise on the views and utilise the existing natural features displayed across the site, including the use of hedgerows to treat boundaries and the fishing ponds to enhance ecological functions. There are a number of environmental and ecological constraints within and adjacent to the site which will need to be considered at the earliest possible opportunity, including setting back development from the brook to allow for a sustainable movement corridor and



Figure 6 Existing Landscape and Ecological Features

landscape feature

2.7.5 Topography

The site sits at the bottom of the Chew Valley with steep hills to the north and south. The topography within the site is varied with the Chew Brook sitting below the site in a cutting. The site rises significantly to the north and south which limits development to generally flat land at the base of the slopes and within previously developed land, former Robert Fletchers paper mill and levelled car park areas.

Due to the varying topography of the site it is advised that a detailed topographical study is required to fully assess development potential of the site. The topography of the site and location of Chew Brook has a potential impact upon soil stability and surface water drainage. This will need to be considered and mitigated at the detailed design stages of the masterplan.



Figure 7: Site topography

2.7.6. Contaminated Land

Given the previous use of Robert Fletchers site as paper mill, and its subsequent dereliction, it is considered that the risk of contamination and, therefore, the need for remediation is high. Furthermore, the surrounding land and particularly the waterbodies, including Chew Brook and two fishing ponds, need to be fully assessed and mitigated where necessary.

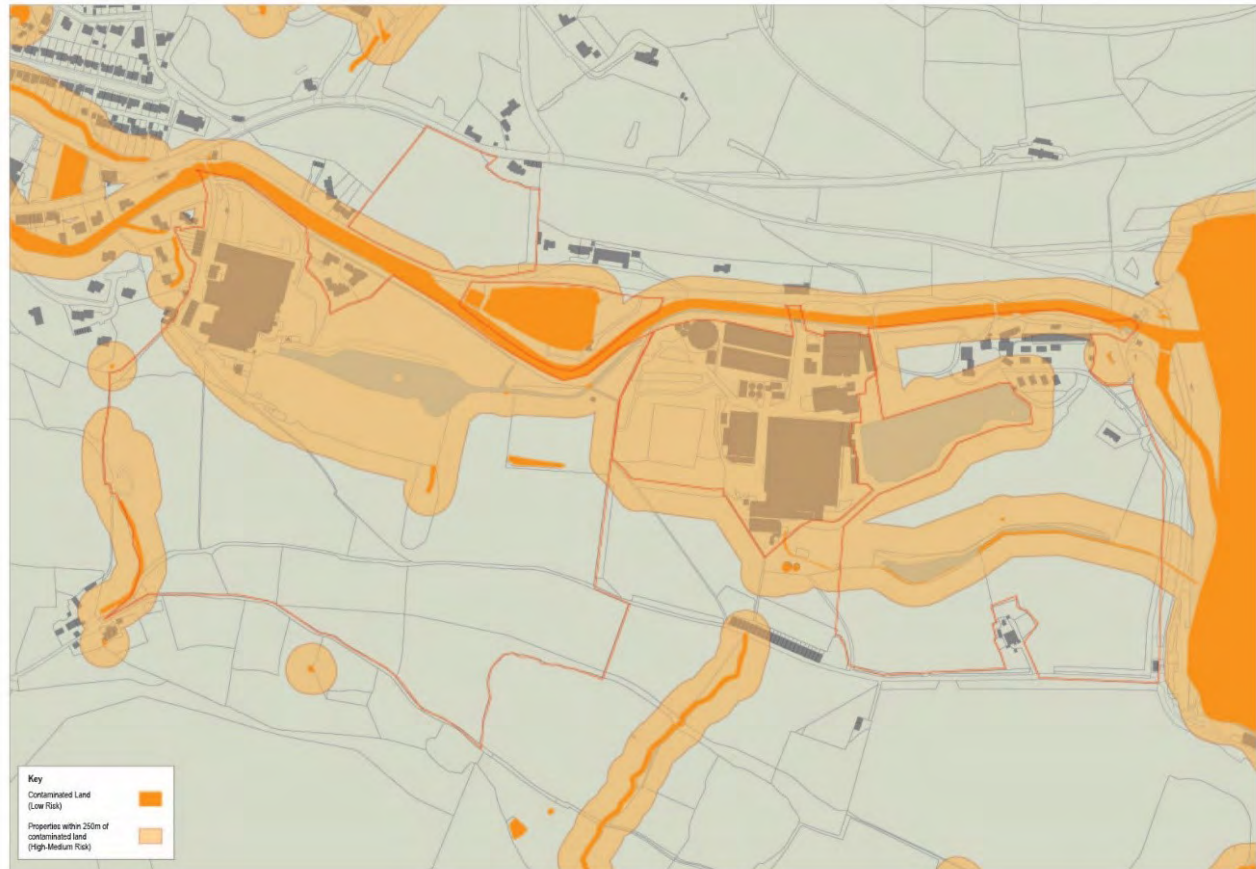


Figure 8: Contaminated land

2.7.7. Land Ownership

The site has two main landownerships. Access and phasing must be agreed by the landowners, as appropriate, to allow comprehensive development of the site.

2.8 Townscape Analysis

It is important that development of the site will strengthen the character and identity of local urban characteristics of Saddleworth. This should include the introduction of an appropriate variety of housing, create interesting forms, high levels of environmental/ landscape integration and provide a mixture of uses. In this respect, a high level townscape analysis has been conducted to determine the existing quality of the surrounding environment at Robert Fletchers, considering aspects such as 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 available. This is fundamental in determining the needs and requirements for the site, and will influence how the character and layout of the place will work together within the masterplan. To ensure development responds to these components of place-making a high level review of existing form and use for the site has been conducted.

- Form: Site levels vary across the site, with the site sitting at the floor of the Chew Valley, with high slopes to the north, south and east

of the site. The emerging Greater Manchester Landscape Character and Sensitivity Assessment should be taken into account given the site's elevated location. Long distance views into the site from the Peal District must fully be considered and a linear, low impact form adopted where possible. In terms of built form, there are a number of existing structures within the site including the derelict paper mill at the centre of the site. The site is a complex of industrial structures of varying styles and ages. The site is derelict and the owner has undertaken heritage studies to understand value of the site. A large industrial structure is located to the east with former worker housing located adjacent. Two clusters of large detached houses are located to the north of the site, accessed off the existing access road to Robert Fletchers. Further detached buildings, including a former estate buildings, holiday chalets and a row of terraced houses are located around the periphery of the site to the east. The site is dominated by the reservoir wall to the east which marks the entrance to the Peak District National Park.

- Uses: The site is currently classified as undeveloped Green Belt land, with agricultural land (grade 4) making up the dominant active use. The industrial uses at Tanner Business Centre and the former paper mill are also

dominant on the site. A small tourism area is located to the east offering small holiday chalets. The surrounding uses are predominantly residential to the west within Greenfield and recreation to the east within the Peak District.

- Key amenities:
- Schools: Three primary and nursery schools are located within a walkable distance from the site within Greenfield. The nearest high schools, Saddleworth School and Mossley Hollins High School, are located at least 3km away. 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 Greenfield or Uppermill. Oldham Hospital is located within a 20-30 minute drive from the site.
- Shops: A range of shops and services have been found within a 2km walking distance from the site within Greenfield such as Tesco, as well as the urban centre of Uppermill.
- Other: The nearest community and civic facilities are located in Greenfield which is around a 20-25 minute walk from the site.

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 Robert Fletchers. The findings intend to determine how the development proposal can enhance existing routes to ensure capacities are appropriately served by road, as well as promoting sustainable modes of travel where possible.
- Road connectivity and access points: The site is currently accessed via a single vehicular access to the west of the site via Waterside which is accessed via a constrained junction off Holmfirth Road. A further private access is provided to the east off Bank Lane. Waterside provides access to the existing industrial properties car park and two small residential blocks. Access is provided to the former paper mill and a small number of detached properties along a private road which runs parallel to Chew Brook. Junctions off Holmfirth Road are constrained and the nearby Manchester Road roundabout plays a significant role in gaining access to the site.
- Public Transport provision: The closest bus stop to the site lies to the west near the Clarence Hotel which provides services towards Tameside, Uppermill, Oldham and Holmfirth. Greenfield train station is within 2km of the site which offers services to Leeds and Manchester. The Saddleworth Rambler bus service (356) connects Greenfield Station with Uppermill, Diggle, Dobcross and Delph.
- Pedestrian movement: Public rights of way traverse the site towards Dovestone Reservoir and throughout the Chew Valley.

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 the local urban and rural character of Saddleworth, and provide residents with good living, working, social and learning environments. Therefore, to ensure a strong vision for the site the following analysis will examine the existing urban characteristics of the site and surroundings at Robert Fletchers. These aspects are intended to inform the size, scale and layout of development, and begin to shape the character of the site.

- **Urban Structure:** As well as the former Robert Fletchers paper mill site, which is a large former industrial complex located to the centre of the site, and the Tanner Business Centre, a small industrial business park located at the entrance to the site, there are a number of smaller structures located throughout and adjacent to the site. Two clusters of former employment uses are located above the site to the north, accessed via the Robert Fletchers access road adjacent to Chew Brook. Small former historic mill buildings and workers housing is located to the west, along Waterside, and south, along Bradbury Lane. Greenfield Farm and the Dovestone Holiday Park provide smaller structures to the east of the site adjacent to Dovestone Reservoir.
- **Character:** The site is set within a predominantly natural setting, however the former industrial use of the valley has resulted in a pockets of historic development and activity, as well as the growth of Greenfield as a residential area. Greenfield is made up of traditional Victorian terrace and mid-20th century semi-detached housing with a small number of amenities (public house, corner shop) and community facilities (school and doctors) located within reach of the site. Tanner Business Centre is a typical industrial structure and Robert Fletchers paper mill is an example of Victorian industrial architecture which provides a unique character to the area. The predominant character of the area, however, is rural and development should seek to retain this character.
- **Heritage and Building Conservation Areas:** Hey Tops Conservation Area is a small conservation area which is focussed on the Victorian row of terraced houses, is located on Bradburys Lane to the south of the site. Further conservation areas are located within Greenfield to the north west of the site. Generally, the site has some legacy buildings and landscapes of high heritage value. These assets should be retained, preserved and enhanced where possible.

Design Development

3.1. Introduction

The following chapter provides the final conceptual masterplan for the site at Robert Fletchers, 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 overview of the 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. The following key stakeholders were consulted through one-to-one meetings or design workshops.

This consultation built on responses to the Draft GMSF Responses to the Robert Fletchers allocation included the following key concerns:

- Pre-empts the publication of the neighbourhood plan
- Loss of Green Belt and inappropriate development in the Green Belt
- Lack of housing numbers to generate the investment required in infrastructure, highway and community services
- Will put more pressure on underperforming drainage infrastructure
- Local congestion will become a major issue, particularly on weekends with people visiting the reservoir
- Lack of public transport access
- Limited and constrained emergency access
- Site access during winter months will be dangerous

- Impact on views from Peak Park and its character, as well as ecology of existing mill ponds

- The need to consider heritage of the site, the Huddersfield Narrow Canal, and the nearby War Memorial

- Respond to the flooding concerns 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 – the team highlighted that access into the site is currently restricted to a narrow access bridge along Waterside to the west which is primarily used by vehicles accessing Tanner Business Centre and the surrounding residential areas and agricultural fields. A private access road serves the Robert Fletchers site, this would need to be upgraded in order to be adopted and serve any new development within this location. Further access potential is provided to the east of the site via Bank Lane, however access into the site is privately owned. Access from Holmfirth Road via both Bank Lane and Waterside is restricted due to the angle of their access and associated visibility splays.
- Planning and Regeneration: The planning team highlighted the need to consider the status of surrounding rural context, particularly adjacency to Peak District National Park and other designated

natural spaces including the site of Biological Importance (SBI) of Dovestones Reservoir (SE016037). Other important environmental considerations are the South Pennine Moors which bounds Dove Stone reservoir to the east and features Special Area of Conservation, Special Protection Area as well as the Dark Peak Site of Special Scientific Interest (SSSI) designation. Robert Fletchers is allocated as a strategic development site, whilst Tanner Business Centre is designated as a Saddleworth Employment Area. Part of the site is allocated as a Major Developed Site in the Green Belt.

- **Environment:** The site is constrained by topography, flooding, adjacency to natural designations and heritage. All of these issues will be considered, along with visual impact, when it comes to proposed development and landscape.
- **Drainage:** The Lead Local Flooding Authority (LLFA) advised that flood risk is restricted to the east of the site and along Chew Brook, however this is largely contained by the high banks of the watercourse. New development must consider surface water drainage and direct drainage to existing waterbodies through the site.
- **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 Robert Fletchers.

- **Education:** The council advised that with the expansion of Greenfield C P School there should be capacity within the primary sector to ensure sufficiency of school places for the primary aged pupils. There would not be sufficient secondary school places, however as there is already a current shortfall of secondary school places from 2018 and this shortfall rises year on year. Provision would have to be provided for the secondary aged pupils on this development via expansion of existing schools or a new build. Development at this location could potentially be met by the proposed new Saddleworth School which is proposed within the parish.

- **Environment Agency:** The Environment Agency did not highlight any concerns on the Robert Fletchers site, however they highlighted the need to treat surface water runoff within the masterplan. They also advised that development should be set back from Chew Brook to allow for green infrastructure and ecology to be enhanced and to encourage walking and cycling through the site to Dovestones.

- **United Utilities:** United Utilities advised there was no major easements within the site, however they highlighted that capacity would need to be enabled for the site to be served by existing infrastructure. UU have ongoing interest in the operation of the Dovestone Reservoir and have described that improvements to facilities, access and infrastructure capacity would be essential if the site were to come forward. UU support the development of the Visitor Centre with a strong approach to management of the facility in the future.

Sustainable Urban Drainage Systems (SUDS) facilities should be included within every development parcel with drainage being considered as part of a holistic element of the development across each phase.

- **RSPB:** RSPB were consulted on developing ideas. RSPB also support the development of the visitor centre with a strong partnership approach to the future management of the facility in the future. RSPB advised on access improvements at Dovestones to open up highway capacity to the visitor parking adjacent to the reservoir. The society also supported facility improvements including a visitor centre, as well as the opportunity to improve and enhance the existing Green Infrastructure.

- **Saddleworth Parish Council:** The group wishes to see development of the site but objects to GMSF Policy 5 on the grounds of landscape impact, justification of green belt removal and the inclusion of land which it sees as inappropriate. The organisation also considers damage to landscape assets to tourism and leisure assets - any damage to the landscape assets will undermine the tourist economy. The council sees as emphasis on holiday lodges counterproductive and not justified by evidence. The group believes the site can help meet housing need and should be shaped by the local community through the Neighbourhood Planning process.

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 Robert Fletchers at Greenfield.

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. Green Infrastructure can also enhance ecological networks by providing a recreational route along Chew Brook. Critically the green infrastructure will ensure that the natural character of the site is retained and short and long distance views are protected.



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 comprised with active, legible and attractive streets. Long distance public rights of way should be protected and enhanced by the development,

 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, defined with particular emphasis on connections to Dovestone Reservoir and walking route along Chew Brook.

 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 heritage, industrial character and vernacular to the change in character upon entry into the site, and promote legibility for users.

 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 development including housing be delivered ensure development is fitting with the local context of the site. The delivery of attractive landscapes, streetscapes and open space should also drive development for the site.

3.5 Conceptual Masterplan

3.5.1 Introduction

The conceptual masterplan below provides an illustration of how the site at Robert Fletchers 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 the masterplan, a test of capacity has identified the potential to deliver 171 new homes and 8,500 sqm of employment, with this figure distributed across seven development sites. The contribution of each parcel outlined in table 2 below.

The density approach outlined below has been established using table 2:

Site Reference	A	B	C	D	E	F	G	H	Total
Predominant Land Use	Emp.	Residential						Mixed Use	
Land Use Classification	B2/B8	C3						A1/A3/B1/C3/D2	
Total Site Area (ha)	0.22	0.55	0.55	0.28	0.75	0.66	0.6	5.38	8.99
Estimated Net Dwellings (p/h)	-	35	32	35	25	10	20	-	
Potential Capacity	2,500 sqm	19	18	10	19	7	12	86 resi. Units/ 6000 sqm emp.	171 resi units/ 8500 sqm emp.

Table 2 Robert Fletchers Development Capacity Schedule

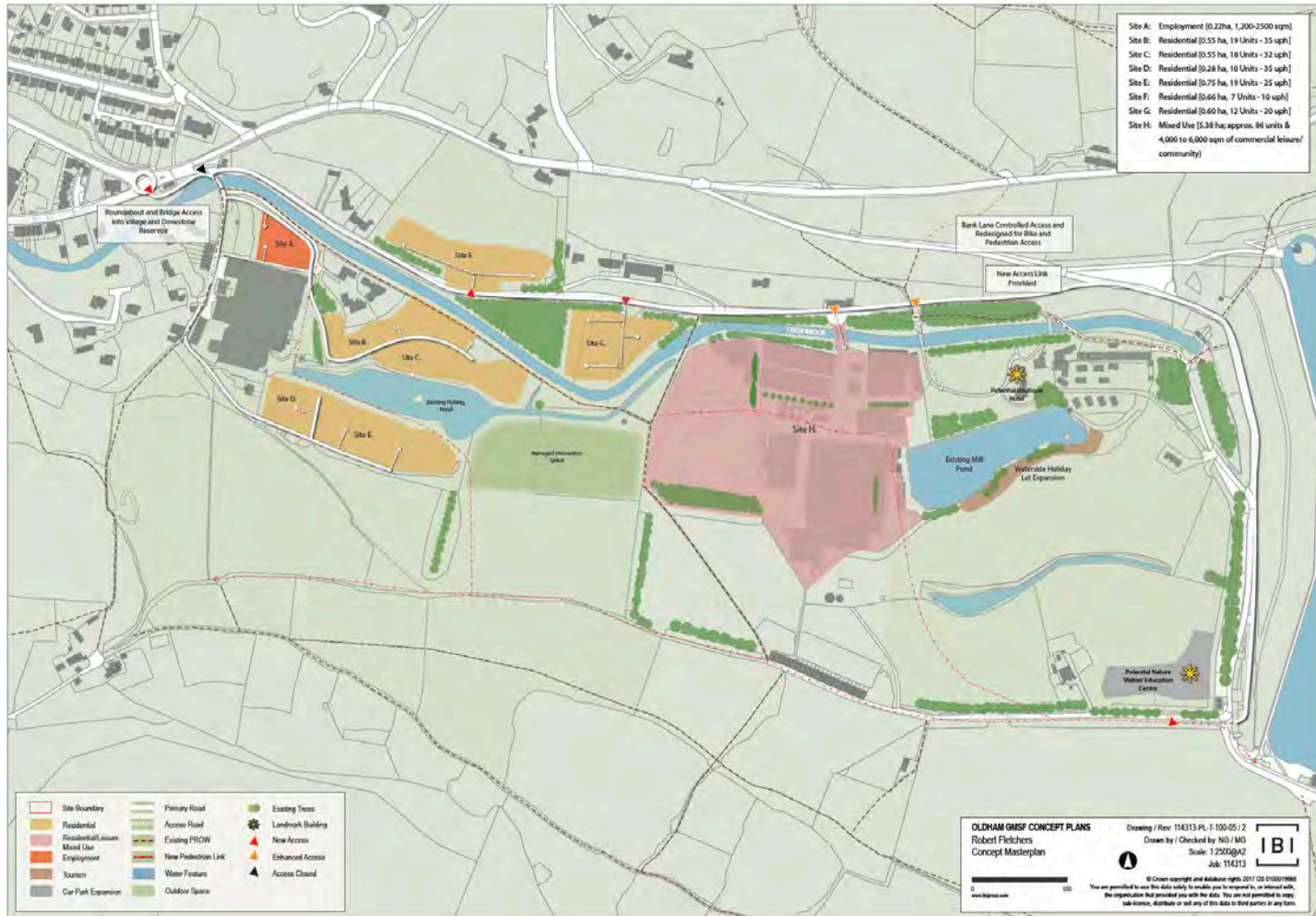


Figure 9 Conceptual Masterplan for Robert Fletcher's

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 Robert Fletchers, 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 below.

The following urban design principles used to inform the conceptual masterplan are outlined below. These are derived from the baseline findings identified within the report and the Oldham and Rochdale Urban Design Guide, which take into account local and national planning policy and best practice guidance, analysis of the local area as well as consultation with local people:

- **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.



Figure 10: Design Principles (Source: Oldham and Rochdale Urban Design Guide, 2007)]

- **Ease of Movement and Walkability:** the masterplan ensures places that 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 modes of travel, and as a defining component of a healthy quality of life. It also strives to maximise connectivity to other key places 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 caused 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. In line with these recommendations the following movement and access framework has been used to guide the conceptual masterplan for Robert Fletcher.

- Vehicular hierarchy and access: the masterplan proposes a series of highways interventions to unlock the development potential of the site, including:
 - Closure of existing Waterside junction, enhancement of Manchester Road roundabout and development of a potential bridge access onto Waterside directly from the roundabout in order to unlock capacity into the site and ensure safe entry into the site.

- Create a link road through the site by upgrading the existing private access road running alongside Chew Brook to unlock development along this corridor, and link Waterside with Bank Lane
- Create dedicated local access network to link new residential clusters with Waterside and the new link road, including enhanced bridge access into the Robert Fletchers site
- Access to Dovestone Reservoir: The proposed development should seek to enhance access to Dovestone Reservoir through the proposed link road, alternative parking arrangements, enhanced pedestrian/ cycle connections and overflow parking within the site.
- Pedestrian and Cycle Movement: The site is currently served by a network of public rights of way which provide public access through the site. These routes, however are disjointed and a connected network of high quality rights of way is required to engage the site with Greenfield, Dovestone Reservoir and the surrounding countryside. Cycle movement through the area is currently restricted and any effort to enhance this recreation opportunity should be taken.

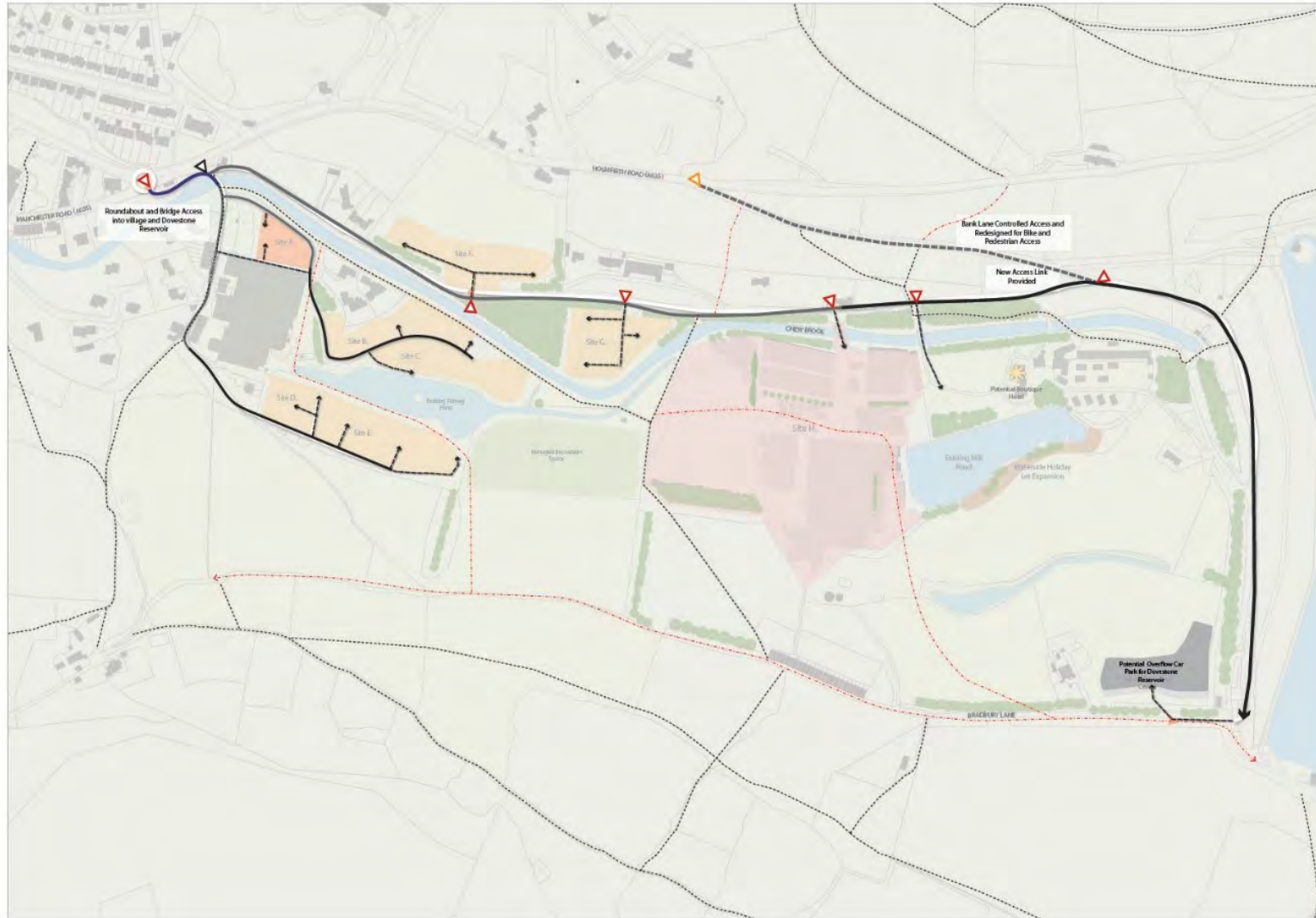


Figure 11 Movement and Access Strategy

3.5.4 Open Space and Landscape Strategy

Within the draft GMSF, it has been 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 Public Rights of Ways. 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 and discussed adjacently.

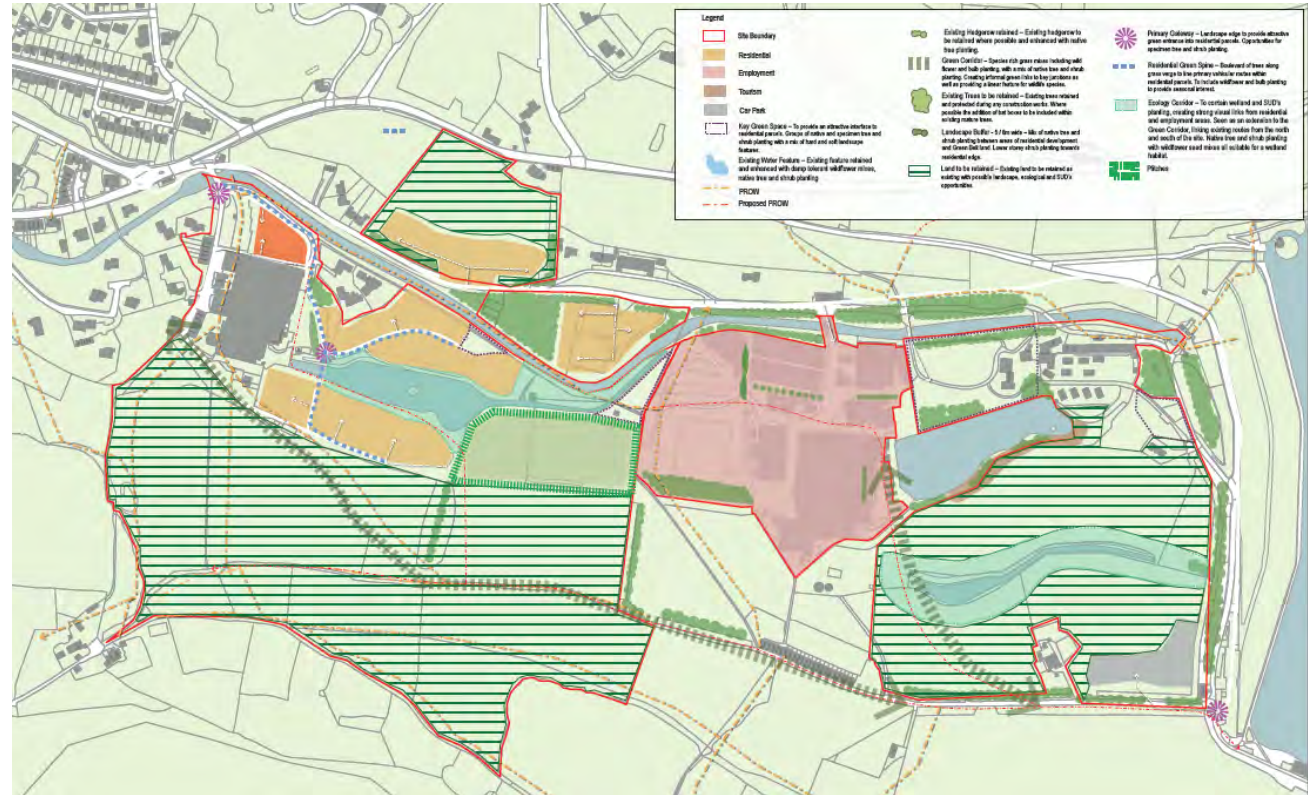


Figure 12 Proposed Green Infrastructure and Landscape Framework

- Retaining Existing Features: Existing features located on site which are seen to add value to the character and ecological value of the site should be retained and enhanced where possible.
- Water Features: Existing water features and ponds are seen to add ecological value and character to the site. Where possible the existing ponds should be retained and protected during any works, following completion of the development enhancement measures should be put in to 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 hedgerow are seen as a key feature to the character of the site, as well as having ecological value for local wildlife. Where possible, hedgerow 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 hedgerow and improve any features which are 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, these should be protected during any construction activities. Following completion of development, the addition of bird and bat boxes

should be carried out to provide additional habitat.

- 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 sites existing character, as well as providing areas for recreation and wildlife improvements. Open space is a key feature within this site as it provides key links both physical and visual towards existing PROW's and the Peak District National Park.
- Proposed Green Infrastructure
- As well as protecting and enhancing existing features on site, it is important that proposed Green Infrastructure is used to mitigate the effects of the proposed development parcels.
- Retaining openness: A green corridor is proposed from west to east and north to south, connecting existing PROW's and existing open space as well as links to the Peak District National Park. 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. Where possible elements such

as SUD's ponds and additional ecological enhancements can be introduced. Existing PROW's within this area are to be retained and enhanced where required. Landscape buffers are proposed between proposed development and open space / green belt land along Chew Valley.

- Key Green Space: used to provide an attractive interface within residential parcels, a mix of hard and soft landscape with opportunities for formal and informal play opportunities. Native and feature tree and shrub planting to provide an attractive outlook for inward facing development and provide links to existing PROW's as well as leisure space.
- Residential Green Spine: used to line primary routes within residential development parcels, a boulevard of feature trees along a grass verge.
- Primary Gateways: to provide an attractive green entrance into development parcels, with opportunities for way finding, specimen trees and shrub planting, to link in with green spines.



Figure 13 Areas of retained open space to provide distance between development and Peak District National Park



Figure 14 Key Green Space, mix of hard and soft landscape with formal play



Figure 15 Residential Green Spine, tree planting along grass verge



Figure 16 Key Green Space, mix of hard and soft landscape with feature planting

Delivery Strategy

4. Delivery Strategy

4.1. Delivery Considerations

JLL have consulted with housebuilders to ascertain demand and establish potential delivery rates together with likely house type and mix across the respective sites. The anticipated delivery rates for each of the parcels has been considered in the context of the prevailing market conditions and competing sites in close proximity.

It will be essential to ensure that multiple sites are available for development of a range of house types to ensure delivery. In terms of delivery rates, whereas we have applied 40 units per annum on other 'traditional' housing schemes elsewhere in the Borough, we have adopted a delivery rate of 25 units per annum for the subject site. This assumes that multiple sites are delivered simultaneously and that a range of housing types are delivered, for example 'typical' 3 - 4 bed housing on sites B & D and larger types on sites F & G. Delivery of multiple land parcels should also mitigate delivery and viability issues due to, for example, ownership/legal/technical matters.

We have considered the likely phasing of the various parcels based on necessary infrastructure

provision and consultations with housebuilders and developers.

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

- The site is in a highly attractive location where an opportunity exists to enhance value by capitalising on the surrounding environment and delivering of a range of house types
- The site is topographically challenging in places
- There are potential Heritage issues associated with the existing paper mill
- Surrounding highways are constrained and potentially challenges viability
- JLL have not identified any significant interest from commercial or leisure operators
- Potential to improve access and car park at Dovestone Reservoir whilst collaborating with RSPB and UU on a new Visitor centre

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

be interest for larger dwellings occupying a lower density of, say, 10-20 dwellings per hectare, subject to addressing topographical constraints.

In terms of the commercial parcels, the existing Tanners Mill is fairly well let and there is an opportunity to develop modern commercial premises which can provide an option to new occupiers and existing tenants seeking to expand from the existing employment space. The Robert Fletchers site offers an opportunity to develop leisure and commercial space, as well as some community uses, however JLL have been unable to identify significant occupational interest at this stage. In the absence of any current identifiable occupational interest we recommend that any allocation for site H is flexible and capable of accommodating a range of uses and building types.

4.1.1 Phasing Approach

Sites A-G:

- Years 1-5 – A – expansion of industrial
- Years 5-10 – Sites B,C, D & E - Delivery delay due to highways improvements
- Years 1 – 5 - Site F – Capable of being delivered off existing highways / access
- Years 5-10 - Site G

Site H:

- Years 5+ Scheme is subject to attracting leisure operator, highways, remediation, demolition

Robert Fletchers	Units
Phase 1 (1-5 Years)	
Site A	2500 sq. m Commercial
Sites B, C, D & F	53 Units
Phase 2 (6-10+ Years)	
Sites E, G & H	Up to 117 Units
	Up to 6,000 sq. m of commercial/leisure space
Overall Total	Up to 171 Units and between 5,200 – 8,500 sqm.

Table 3 Robert Fletchers Phasing Strategy

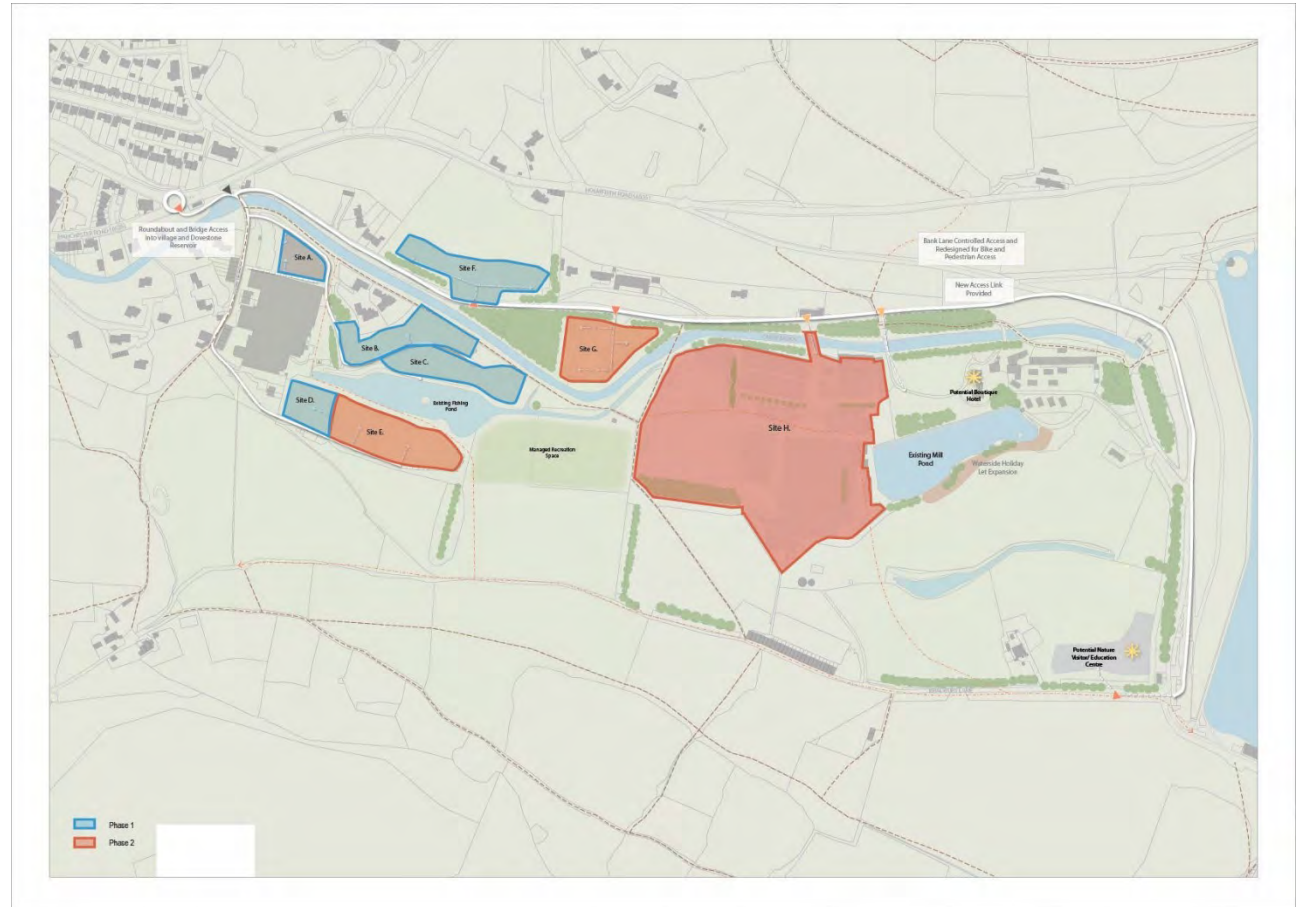


Figure 17: Robert Fletchers Development Phasing Plan

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 £28 million of construction related expenditure. It is estimated that this expenditure will support approximately 500 gross person years of temporary construction employment (or the equivalent of 50 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 generate a further 100 person years of employment locally (or the equivalent of 10 permanent jobs).

Construction phase employment	
Construction expenditure	£28 million
Direct construction related employment (person years)	500
Indirect and induced construction related employment (person years)	100
Total construction related employment (person years)	600
Total construction related employment (permanent FTE)	60

Table 4 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 potentially attract new businesses to the area.

Additional household expenditure	
Average annual household spend	£14,500
Residential units created	237
Total household expenditure per annum	£3.4 million

Table 5 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.

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 6, 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.

Land value uplift	
Total land value uplift	£14.1 million

Table 6 Land Value Uplift

****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

4.2.5 Fiscal benefits

In addition to the economic impacts outlined above, it is anticipated that the delivery of new residential accommodation will result in an increase in Council tax within Oldham. The potential Council tax income has been estimated based on an assumed profile of new housing and using the 2018/19 Council tax charge for Oldham. In total, the scheme could generate £0.4 million of Council tax payments per annum.

The calculation of Council tax income has informed an assessment of the level of New Homes Bonus funding that could be created through the development of the residential sites. The assessment assumes that Council tax income is matched by New Homes Bonus funding for a period of four years following completion. Overall, it is estimated that the development could generate £1.2 million of New Homes Bonus over the life of the scheme.

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. 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 Robert Fletchers residential and mixed use 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

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 Robert Fletchers has found that the capacity of the site is constrained by topography, visual

impact, hydrology, landownership and access arrangements. To maximise development potential a new access is proposed off Holmfirth Road and phased highway adoption through the site. The masterplanning work up to this stage has shown that the site has a capacity of up to 171 residential units and approximately 8,500sqm of mixed use employment space during the plan period which would be delivered over at least two phases.

Appendix A

Planning Policy Review

Planning Context

Policy Context

The following section seeks to draw out a number of key policies which will inform the development, against which a planning application will be assessed. Any application will need to ensure the full range of planning policies are addressed.

Planning Policy

In accordance with s38 (6) of the Planning and Compulsory Purchase Act (2004), the purpose of this planning policy appraisal is to review national and local planning policy relevant to the proposals of each site, and to assess the proposals in light of these policies.

There is a hierarchical structure of guidance and plans covering national and local planning, which includes the National Planning Policy Framework and Local Development Frameworks / Local Plans. This appraisal addresses each of these levels of guidance and plans.

Policy Framework

The Development Plan, against which the proposals must be considered, comprise the following adopted policy documents:

- National Planning Policy Framework (March 2012) (NPPF) and National Planning Practice Guidance (NPPG).

- Development Plan Document – Joint Core Strategy and Development Management Policies.

- Supplementary Planning Documents:

- Vibrant Centres Supplementary Planning Document

- Urban Design Guide 2007

- Contaminated Land 2007

- Air Quality and Development 2007

- Open Space Interim Planning Position Paper 2012

- Supporting Oldham's Economy Interim Planning Position Paper 2012

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 adapt 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.

Joint Core Strategy and Development Management Policies

The purpose of the 'Joint Core Strategy and Development Management Development Plan Document' is to set out the long-term vision and objectives for the borough. It contains a planning and development strategy, policies and a monitoring and implementation framework.

Site Specific Policy

The site is a Major Developed Site which is situated within the 'Green Belt' and is adjacent to the residential areas of Royton. Despite being within the Green Belt, the site is a Major Developed Site within the Green Belt.

Whilst a wide range of Local Plan policies are relevant to the development of this site, the 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. A Housing Strategy has been commissioned to address this.

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.

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 be 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

Developers will be required to provide or contribute through a commuted sum to the costs of appropriate infrastructure that results from the development and/or to mitigate the effects of the proposal. Infrastructure contributions will be sought unless it can be demonstrated by the developer that it is not financially viable and would prejudice the proposed development, or there are wider community and regeneration benefits for not seeking a contribution.

Emerging Saddleworth Neighbourhood Plan

The site is situated within the Saddleworth Neighbourhood Plan Area, following submission of an application by Saddleworth Parish Council. Consultation to designate the Parish Council Area as a Neighbourhood Area took place between 19th August and 30th September 2016. Saddleworth Parish Council will begin to prepare a neighbourhood plan with advice and assistance from Oldham Council and the Peak District National Park Authority.



Oldham
Council