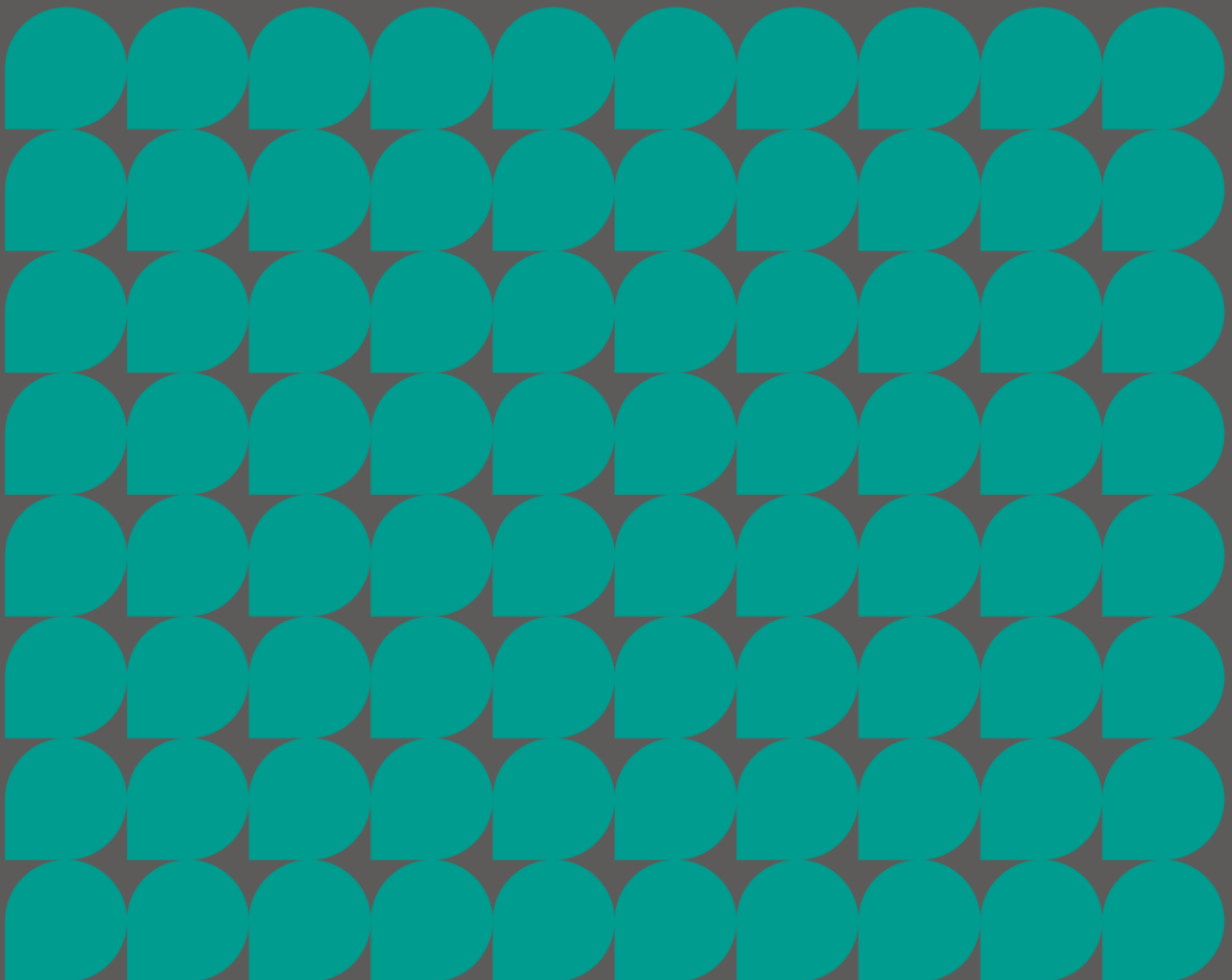


Places for Everyone

JPA16 Cowlshaw Allocation Topic Paper

July 2021



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Section A – Background

1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on the 11th December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each

district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
 - 1.8 In view of this, it follows that Places for Everyone (PfE) should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
 - 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
 - 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
 - 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining
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authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.
- 1.13 PfE2021 and all supporting documents referred to within this topic paper can be found at (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>).

2.0 Policy JP Allocation 16 Cowlshaw Overview

- 2.1 The site is located to the south west of Shaw just off the A663 Shaw Road. It lies approximately 1km from Shaw Town Centre, where there is also Shaw and Crompton Metrolink stop providing access to Rochdale, Oldham, Manchester City Centre and beyond. Royton Town Centre is also located 1.3km from the site. The site falls within Crompton and Royton Southward.
- 2.2 The allocation has the potential to deliver around 465 new homes, aiming to provide a range of dwelling types and sizes to deliver inclusive neighbourhoods and meet local needs, including a mix of high-quality family housing.

- 2.3 The site is in a sustainable and accessible location, on the edge of a large area of open land in a successful and attractive neighbourhood and connected to neighbouring communities in Low Crompton, Cowlshaw, Royton and nearby town centres.
- 2.4 In the 2019 Draft GMSF the Cowlshaw proposed strategic allocation was allocation number GM-16. It remained allocation number GM-16 in the GMSF Publication Plan Draft for Approval October 2020. In PfE 2021 the allocation number is Policy JP Allocation 16 and will be referred to as such within this topic paper.

3.0 Site Details

- 3.1 The site is currently designated as Other Protected Open Land (OPOL) in Oldham's Joint Core Strategy and Development Management Policies Development Plan Document (Oldham's Local Plan). It is mainly used for agricultural purposes, although there are two areas of open space within the site to the north and eastern boundaries and there is also an abattoir located in the south east of the site.
- 3.2 The gross site area measures 32.2 hectares, with the developable area measuring approximately 13.5 hectares. The developable area is based on the development parcels identified through the high-level indicative concept plan (see section 26).
- 3.3 The topography of the site is relatively flat, sloping slightly downwards from north to south. It is free from any significant topographical constraints and open in nature.
- 3.4 There are numerous landowners, all with varying size parcels of land but one with a significant majority. Notably, a parcel of land within the allocation to the north that lies between Denbigh Drive and Edward Road, is not available for development.
- 3.5 The western part of the site, beyond the electricity pylon and line, forms part of the Crompton and Royton Golf Club. It is not proposed for development and has therefore not been included within the developable area of the allocation. There

is also an area of open space and Kings Road play area to the north east below Crompton Primary School.

- 3.6 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. A further access is provided from Cowlshaw 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.
- 3.7 The A663 Shaw Road is located to the south and east of the site and provides direct routes to Shaw, Oldham, Rochdale and Manchester. The road also provides direct access to J21 of the M62, providing wider connectivity to the Greater Manchester region and the national motorway network.
- 3.8 There are areas of biodiversity within the site, most notably the existing Site of Biological Importance (SBI) Ponds at Cowlshaw Farm (three pond areas within the site) and there is a Priority Deciduous Woodland Habitat located within the eastern part of the site between Cowlshaw Farm and Crompton Primary School.
- 3.9 A map of the site as it is proposed in PfE 2021 is provided in Appendix 1.

4.0 Proposed Development

- 4.1 The allocation is proposed for 465 homes (rounded in the plan policy wording to around 460).
- 4.2 Policy JP Allocation 16 requires development to provide a range of dwelling types and sizes to deliver more inclusive neighbourhoods and meet local needs. The delivery of housing is to be based on local needs and evidence.
- 4.3 The density of the proposed development varies across the site. The high-level indicative concept plan report (see section 26) suggests based on the market

appraisal for the local area and further consultation with house builders, that 'traditional housing' will come forward on the site for 3 and 4 bed semi and detached properties with a density of between 30-35 dwellings per hectare.

- 4.4 PfE 2021 states that housing mix and affordable housing will be in line with Local Plan policies. Policy 10 of Oldham's current Local Plan sets out the affordable housing policy (note - the affordable housing contribution threshold within the policy of developments with a capacity of 15 homes and above has now been superseded by NPPF for 10 homes and above). Policy 11 'Housing', states that '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 we will secure will be based on local evidence'.
- 4.5 Oldham Council has recently completed a Local Housing Needs Assessment (LHNA) to inform the council's Housing Strategy and the review of the Local Plan. The LHNA suggests a split of 30% affordable housing and 70% market housing. The LHNA identified a need for three and four or more-bedroom houses and an increasing proportion of bungalows. However, there is also a marked shift in aspirations for smaller flats and bungalows and an identified need for older persons' specialist accommodation.
- 4.6 In terms of affordable housing provision, the LHNA suggests an affordable tenure split of 50% social/ affordable rented and 50% intermediate tenure. A broad housing mix of 16.7% one-bedroom, 48.7% two-bedroom, 29.6% three-bedroom and 5% four or more-bedroom dwellings, is suggested.
- 4.7 The housing policies within the Local Plan will be reviewed as part of the ongoing Local Plan Review.
- 4.8 Alongside the above, development will be required to:
- Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access

to Cowlshaw, Kings Road to the central part of the site that lies to the north of Cowlshaw Farm and Denbigh Drive, with access limited to the small parcel at the north only;

- Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;
- Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation;
- Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green infrastructure network with the wider environment;
- Provide for new and/or the improvement of existing open space, sport and recreation facilities in line with local planning policy requirements (including the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site) and contribute towards additional school places, health and community facilities to meet the increased demand that will be placed on existing provision.

4.9 The site boundary and full policy wording for Policy JP Allocation 16 can be found at Appendix 1.

4.10 A high-level indicative concept plan has been prepared by IBI, on behalf of the council to support the allocation and inform consultation. The high-level indicative concept plan can be found at Appendix 2. However, it is important to note that whilst the requirements set out in Policy JP Allocation 16 will need to be met, the concepts Site Allocation Topic Paper – PfE 2021

may change with the preparation of more detailed masterplans and in conjunction with a future developer's planning application. As such, Policy JP Allocation 16 requires that any development will need to be in accordance with a comprehensive masterplan and design code for the site agreed by the local planning authority.

- 4.11 The changes made to Policy JP Allocation 16 between GMSF 2019, GMSF Publication Plan: Draft for Approval (October 2020) and PfE 2021 are set out in Appendices 3 and 4.
- 4.12 The previous draft policy wording and boundary as proposed in GMSF 2019 can be found at Appendix 5 and as proposed in the GMSF Publication Plan: Draft for Approval October 2020 can be found at Appendix 6.
- 4.13 In terms of the changes between the 2020 GMSF and the 2021 PfE, as these changes were either minor or as a result of Stockport's withdrawal from the plan, it is concluded that the effect of the plan is substantially the same on the districts as the 2020 version of the policy.

5.0 Site Selection

- 5.1 To identify potential development sites for allocation a Site Selection methodology was developed to inform preparation of GMSF / PfE. The methodology includes four stages and seven site selection criteria, informed by the Vision, Objectives and Spatial Strategy in the GMSF 2019.
- 5.2 Full details of the site selection process and sites considered can be found in the Site Selection Background Paper.
- 5.3 A Call for Sites exercise to identify available land was launched across Greater Manchester in 2015 to inform the first draft GMSF in 2016. Call for Sites were also submitted in response to the first GMSF consultation in 2016/17. Two parts of land within the Cowlshaw allocation were submitted as Call for Sites by the landowners

and/or their representatives (see Site Selection Background Paper and Appendix 7 of this topic paper for a table of the Call for Site's that fall within the allocation).

- 5.4 Areas of Search were identified where any identified site, including the Call for Sites and proposed allocations within the Draft GMSF 2016, met one or more of the Site Selection Criteria. They were identified using the Site Selection Criteria Maps produced for each borough of Greater Manchester (see Site Selection Background Paper).
- 5.5 As per the site selection methodology, exploring opportunities on Protected Open Land (POL) sites formed the first stage of the site selection process. This stage focused on identifying land which has already been identified in district Local Plans as safeguarded land and/ or POL. In the case of Oldham's Local Plan, POL is called Other Protected Open Land (OPOL) and the sites are protected from development due to their landscape and/ or recreational purposes/ significance through Local Plan Policy 22. It was considered that before looking at opportunities within the Green Belt, POL should be considered first as it does not afford as significant protection from development as Green Belt, and is therefore considered sequentially preferable to Green Belt, and could keep the loss of Green Belt land to a minimum.
- 5.6 In addition, Cowlshaw was identified due to the significant brownfield element to the site. Due to existing uses, namely the abattoir, approximately 47.3% of the site is brownfield land.
- 5.7 Cowlshaw was therefore identified as an Area of Search – OL-POL-3 (see Appendix 2 of the of the Site Selection Topic Paper 2020 and Appendix 4 of this topic paper). POL/ OPOL sites were not subject to the further site selection process, having already been identified as potential development opportunities in the first stage of the site selection methodology.

6.0 Planning History

6.1 Relevant applications on this site are:

- PA/344179/19 – an outline planning permission was granted in September 2020 for the demolition of existing buildings and for residential development with all matters reserved except for the principal means of access from Cocker Mill Lane for a residential development. The proposal is for up to 250 new homes and relates approximately to the mid-south eastern portion of the proposed allocation, including the abattoir, within a single ownership. The baseline housing land supply supporting PfE 2021 is as at 1 April 2020. The planning permission has therefore not been identified within the baseline housing land supply and will be picked up as part of a future review at which point the number of homes approved will be deducted from the allocation capacity to avoid double-counting.

6.2 In 2015 an outline planning application was also submitted for Cowlshaw Abattoir for 125 dwellings and associated works (PA/337616/15). The application site measured 6.33ha, covering the abattoir land parcel. The application was withdrawn in September 2016.

6.3 Details of the applications can be viewed at:

https://www.oldham.gov.uk/info/200351/planning/1866/search_for_an_application.

6.4 Details of the baseline housing land supply sites are available within the PfE 2021 Supporting Evidence – Housing Land Supply document, available on the GMCA website.

7.0 **GMSF 2019 Consultation Responses**

7.1 A summary of the 2019 consultation response to Cowlshaw is set out below. Further details can be found in the Statement of Consultation.

7.2 A total of 1,438 comments from organisations and members of the public were received during the 2019 GMSF consultation in relation to the proposed Cowlshaw

strategic allocation. The main issues were in relation to highways and access, public transport, ecology, flooding and loss of employment.

- 7.3 In relation to highways and access, respondents objected to the proposed access from Denbigh Drive and Cocker Mill Lane especially, as traffic congestion is already poor and there are existing parking problems on the neighbouring housing estates. Respondents also commented that public transport connectivity in the area was poor, with Metrolink not being accessible / within walking distance from the site and poor bus connectivity.
- 7.4 In terms of ecology there was concern over the loss of ecology and loss of access to nature for residents. In particular, comments were made about the negative effect development would have on the wildlife and SBI onsite; and the loss of an important green space between Royton and Shaw.
- 7.5 Respondents also raised concerns over the impact of development of the site on flood risk, particularly for lower lying areas. Denbigh Drive was highlighted as having surface water flooding issues, which would be increased by development of the site.
- 7.6 The loss of the abattoir site was also a concern for respondents, who commented that it was a very important business regionally for the farming industry and a source of local employment.

8.0 GMSF 2019 Integrated Assessment

- 8.1 The GMCA commissioned ARUP to complete an Integrated Assessment (IA) of the first and second draft of the GMSF and PfE 2021.
- 8.2 The IA is a key component of the evidence base, ensuring that sustainability, environmental quality and health issues are addressed during its preparation. The Integrated Assessment combines the requirements and processes of:

- **Sustainability Appraisal (SA):** mandatory under section 19 (5) of the Planning and Compulsory Purchase Act 2004.
- **Strategic Environmental Assessment (SEA):** mandatory under the Environmental Assessment of Plans and Programmes Regulations 2004 (which transpose the European Directive 2001/42/EC into English law).
- **Equality Impact Assessment (EqIA):** required to be undertaken for plans, policies and strategies by the Equality Act 2010.
- **Health Impact Assessment (HIA):** there is no statutory requirement to undertake HIA, however it has been included to add value and depth to the assessment process.

8.3 The IA carries out an assessment of the draft policies by testing the potential impacts and consideration of alternatives against the plans objectives and policies. This ensures that any potential impacts on the aim of achieving sustainable development considered and that adequate mitigation and monitoring mechanisms are implemented. It does this through an iterative assessment, which reviews the draft policies and the discrete site allocations against the IA framework.

8.4 Stakeholder consultation is a significant part of the IA. Comments have been sought on, and informed the preparation of, previous iterations of the IA as part of developing GMSF and PfE 2021. A summary of the 2019 consultation feedback relevant to the 2020 IA and response to those comments is included in Appendix A of the 2020 IA report.

8.5 As well as the thematic policies, each allocation policy was assessed against the IA framework. To determine levels of effect when scoring the policies against the strategic objectives of the plan IA framework, the following assessment key is used:

Table One: IA Scoring

++	Very positive effect
+	Positive effect

?	Uncertain
-	Negative effect
--	Very negative effect
O	Neutral/ no effect

8.6 Combined symbols are sometimes used in the assessment (e.g. '+/ ?' or '- / ?'). Where this occurs, it is because there is a strong likelihood of positive/negative effects but that there is insufficient information to achieve certainty at this stage. Alternatively, there may be a combination of positive or negative effects, depending on how the option under consideration is eventually delivered.

8.7 The GMSF Draft Plan 2019 IA showed that Cowlshaw generally performed positively against the strategic objectives of the plan, with the allocation scoring at least positive and no less than neutral in most of the assessment criteria. In particular, the allocation was scored as having a very positive effect in relation to Objective 1 'Provide a sustainable supply of housing land including for an appropriate mix of sizes, types, tenures in locations to meet housing need, and to support economic growth'; Objective 2 'Provide a sustainable supply of employment land to ensure sustainable economic growth and job creation'; Objective 3 'Ensure that there is sufficient coverage and capacity of transport and utilities to support growth and development'; Objective 6 'Support improved health and wellbeing of the population and reduce health inequalities'; Objective 7 'Ensure access to and provision of appropriate social infrastructure'; Objective 8 'Support improved educational attainment and skill attainment and skill levels for all'; Objective 9 'Promote sustainable modes of transport'; Objective 11 'Conserve and enhance biodiversity, green infrastructure and geodiversity assets'; and Objective 16 Conserve and/or enhance landscape, townscape, heritage assets and their setting and the character of GM'.

- 8.8 However, the allocation scored as having a negative / unsure effect on Objective 10 'Improve air quality' as the site is within 500 m of an AQMA, although it notes the policy makes reference to active transport provision. The mitigation recommended seeking to minimise the number of trips made by private car to/from the site. Consider use of mitigation solutions including green infrastructure, incentivising electric vehicles and/or masterplan layout which reduces emissions near sensitive receptors. A negative / neutral score was also given to Objective 12 'Ensure communities, developments and infrastructure are resilient to the effects of expected climate change'. This was due to average flood vulnerability. However the site passes the sequential test.
- 8.9 The full scoring is available in Appendix 9 and within the Integrated Assessment document on the GMCA website.
- 8.10 An updated IA has been prepared to reflect changes made to strategic allocations since the GMSF 2019, details of which are set out in section 9 below.

9.0 **GMSF 2020 Integrated Assessment**

- 9.1 The key outcomes of the 2019 IA on the Cowlshaw allocation policy in GMSF 2019 have been considered to inform the production of the revised Policy JP Allocation 12. This has been reassessed in the 2020 IA. Appendix D of the 2020 IA provides the assessment tables for each allocation policy. It includes the assessment from 2019 including mitigation proposed, commentary on changes since 2019 and how this responds to the recommendations. Finally, it details any residual recommendations.
- 9.2 It is important to note that the IA was focusing on each policy in isolation from other policies in the Plan and that many of the recommended changes for the allocation policy are already covered in other policies in the Plan. However, some changes have been made to the allocation policy as a result of the 2019 IA and the policy has been reassessed in the 2020 IA.

- 9.3 As in the 2019 Draft GMSF IA, in the 2020 Integrated Assessment the proposed strategic allocation at Cowlshaw generally performed positively against the strategic objectives of the plan. No changes to scoring were made and there were no residual recommendations as when the framework is read as a whole, no further recommendations are made.
- 9.4 Further details can be found in the 2020 Integrated Appraisal Report and 2020 Integrated Appraisal Addendum Report.
- 9.5 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF 2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

Section B – Physical

10.0 Transport

- 10.1 TfGM commissioned Systra to ARUP to complete locality assessments of each of the allocations proposed in GMSF 2019 as part of the evidence base developed in order to assess and evaluate the impact of the proposals on the transport network. These locality assessments forecast the likely level and distribution of traffic generated by each allocation and assess its impact on the transport network. Where that impact is considered significant, possible schemes to mitigate that impact have been developed, tested and costed where appropriate.
- 10.2 It is important to note that the mitigation schemes developed are intended to demonstrate only that significant transport impacts of the allocation can be appropriately ameliorated. As such they are indicative only and are not intended to act as definitive proposals for the mitigation of any allocation. Detailed proposals would need to be developed as part of a Transport Assessment submitted as part of a planning application at a later date.
- 10.3 These Locality Assessments have been prepared within the context of the Greater Manchester Transport Strategy 2040, Five-Year Transport Delivery Plan and district's Local Implementation Plans. Within these Oldham Council and TfGM have planned a number of improvements across Oldham which are intended to make it easier for people to travel sustainably. This includes elements of the Bee Network, a comprehensive cycling and walking network which covers all Districts within Greater Manchester. The overall delivery plan of strategic transport interventions that will support all allocations in Oldham and details of the Bee Network in Oldham can be found in the Greater Manchester Transport Strategy 2040, Five-Year Transport Delivery Plan.

GMSF 2020 Locality Assessment Findings

- 10.4 Locality Assessments of the GM strategic allocations have been carried out by SYSTRA to inform development of the Joint DPD following GMSF 2019. As such the assessment summary below is based on the allocation as proposed in the GMSF Publication Plan Draft for Approval October 2020. An updated locality assessment has been prepared to reflect the changes to the allocation proposed in PfE 2021 and details of this are summarised at the end of this section.
- 10.5 Details regarding the process for preparing the Locality Assessments can be found in the Transport Locality Assessments – Introductory Note and Assessments - Oldham. To ensure a consistent basis for assessing traffic impacts, all sites have been assessed using traffic forecasts from the GM strategic modelling suite.
- 10.6 The locality assessments provide an insight into the combined impacts of all the proposed strategic allocations and site-specific impacts, including:
- Cumulative traffic impact(s) of the site on the transport network;
 - Testing the effectiveness of the proposed off-site local highway network mitigation measures; and
 - Providing outline costs for essential transport interventions and mitigation measures.
- 10.7 The completion of locality assessments on the proposed strategic allocations has ensured that each site has been subject to a thorough, robust and consistent evaluation of its likely contribution to transport impacts in Greater Manchester. Sites that have been selected for inclusion in the Joint DPD have been found to be suitable from a transport perspective and satisfy the requirements of NPPF in that they do not place an unacceptable impact on highway safety or severe impact on the road network. As stated above where necessary, illustrative mitigation schemes have been developed, and their effectiveness in reducing traffic impacts has been demonstrated. Those schemes which have a strategic benefit and are likely to be needed in the next five-year period have been referenced in Our Five-Year Transport Delivery Plan and form part of the Greater Manchester Improvement Plan (GMIP).

10.8 For some allocations it is recognised that there is further work to be done in order to develop a solution that fully mitigates the site's impact on the transport network. In these instances care has been taken to ensure that the allocation is not identified for delivery in the first five years of the Plan, to enable more work to be undertaken to ensure that the site can be delivered in a safe and sustainable manner at a later point in time. All phasing information contained in the locality assessment is indicative only and has only been used to understand the likely intervention delivery timetable.

Access arrangements

10.9 The site access arrangement has been developed to illustrate that there is a practical option for site access in this location and to develop indicative cost estimations. It is assumed that a detailed design consistent with Greater Manchester's best practice Streets for All highway design principles will be required at the more detailed planning application stage.

10.10 Aside from Cocker Mill Lane's use as the primary access for the existing industrial units in the southern parcel of the allocation, no highway infrastructure is present. For the purposes of this assessment the access points to the three development parcels identified as part of the indicative high level concept plan have been assessed – the south allocation accessed via Cocker Mill Lane, the east allocation via Moor Street, and the north allocation via Denbigh Drive.

10.11 Denbigh Drive and Moor Street are residential streets with limited access and 30mph speed limits. Cocker Mill Lane, as a through route for HGVs accessing the existing industrial units, is wider and better suited for development traffic, directly connecting to the A663 Shaw Road.

10.12 No highway infrastructure exists within the allocation other than Cocker Mill Lane, which will serve as a primary access to the site. Most of Cocker Mill Lane does not have any footways alongside it, whilst streetlighting is only available for the short stretch leading from Shaw Road, with a speed limit of 30mph.

- 10.13 Based on the indicative concept plan for Cowlshaw allocation, access into the allocation would comprise of primary vehicular access to each parcel onto Cocker Mill Lane, Kings Road/Moor Street and Denbigh Drive. Each access would utilise existing carriageways that enter the proposed site boundary, and thus would only require infrastructural changes to make the carriageways and junctions onto the wider road network suitable for increased development trips, as well as integrating suitable cycle and pedestrian crossing facilities.
- 10.14 The Locality Assessment proposes that access via Cocker Mill Lane would connect to the wider local road network via the A663 Shaw Road, which is currently a three-arm priority junction. This access arrangement has been assessed and considered suitable for the volume of traffic generated.
- 10.15 It is proposed that access via Kings Road / Moor Street would connect to the wider local road network via Church Street to the east and the A663 Shaw Road to the south, and will require the creation of a new arm on what is currently the corner where Kings Road and Moor Street join. In consideration of flows entering and leaving the Cowlshaw allocation, the Locality Assessment suggest that this could take the form of a three-arm priority junction, but with the Moor Street approach arm being assigned as the minor arm of the junction for the purposes of allowing safe ahead movements into and out of the site. To achieve this access, relocation of the existing playground facility adjacent to Moor Street may be required.
- 10.16 The northern parcel of the allocation, presently accessed via Denbigh Drive, has been considered for standalone delivery of circa 20 dwellings. Following a review of the road width and suitability of the junction on Denbigh Drive, the Locality Assessment identifies concerns as to whether this location would be suitable to form a vehicle access to a residential estate of this scale. The road width at this location (assessed at 5m) falls slightly below the minimum width for two-way traffic of 5.5m identified for this type of road by Manual for Streets. Existing footpath widths are also below the recommended minimum 2m width. Considering these constraints would apply over a short length of 25-30m, and at a junction, it is likely this would also be
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too great a distance to allow for formal shuttle arrangements to be put in place (with traffic signals). However, the low levels of traffic associated with the access may somewhat mitigate this point and an alternative geometry solution could potentially be considered (subject to design standards) through the use of a shared space design to accommodate the level of development proposed from this access.

10.17 In consideration of the southern and eastern land parcels and their proposed development quantum, the Locality Assessment recommends that secondary access arrangements for each site should be made through the adjacent land parcel. Concerns regarding 'rat running' between Cocker Mill Lane and Kings Road via the development plots can be managed through the introduction of a gate or barrier if this is required. The role of this secondary access would therefore be limited to provide an alternate emergency route into each land parcel for all vehicles in the event the primary access is obstructed.

10.18 Details of the suggested access arrangements for the allocation can be found in the Transport Locality Assessments – Introductory Note and Assessment – Oldham.

Multi-modal accessibility

10.19 Accessibility is measured using Greater Manchester Accessibility Levels (GMAL). GMAL is a detailed and accurate measure of the accessibility of a point to both the conventional public transport network (i.e. bus, Metrolink and rail) and Greater Manchester's Local Link (flexible transport service), taking into account walk access time and service availability. The accessibility index score is categorised into eight levels, 1 to 8, where level 8 represents a high level of accessibility and level 1 a low level of accessibility.

10.20 The current accessibility of the Cowlshaw allocation using Greater Manchester's Accessibility Level model (GMAL) has been identified as comprising areas of level 2, 3 and 4 for accessibility, giving it a lower rating.

- 10.21 The Locality Assessment concludes that the main local destinations likely to generate walking and cycling trips are Oldham Town Centre to the south of the allocation (4.6km) the local shops at Crompton (1.4km), local shops at Royton (2km), Crompton Primary School (0.1km), Crompton House C Of E School (1.2km) and Rushcroft Primary School (2km).
- 10.22 The A663 provides standard width footpaths both north and south of the site, with full lighting and signalised crossing control, however there are limited facilities for cyclists. Though SFA may resolve some pedestrian/cycle issues, localised improvements may be required in the vicinity of the new access.
- 10.23 There are multiple PRoWs in close proximity of the site, with at least one PRoW crossing the centre of what is to become the main allocation – PRoWs cannot, however, be used by cyclists unless they are designated as bridleways. Furthermore, the A663 does not provide cycling infrastructure such as cycle lanes.
- 10.24 With regards to bus services there are local bus stops situated along the A663 Shaw Road, all of which are within a walkable distance. In particular, as a main arterial route between Oldham, Shaw and Rochdale, it is served by frequent bus routes operated by First Group, which includes the following:
- Route 59: Piccadilly Gardens to Rushcroft (average frequency: 30 minutes)
 - Route 182: Wrens Nest to Piccadilly Gardens (average frequency: 20 minutes)
 - Route 408: Oldham to Wrens Nest (average frequency: 60 minutes)
- 10.25 The Cocker Mill Lane access is situated equidistantly between High Barn Road bus stop and Spring Vale Way bus stop and provides services every 20 minutes to Shaw and every half hour to Oldham.
- 10.26 Reflecting the above, the Locality Assessment recommends:
- That a permeable network for pedestrian and cyclist priority within the development is required including sufficient secure cycle parking for all dwellings.

- The internal walking network for the site, as well as connections to adjacent Public Rights of Way (PRoW), should be upgraded to a standard that reflects those being implemented by the Bee Network in order to suitably accommodate both pedestrian and cycle users.
- Given the location of the allocation and its close proximity to the Shaw, Luzley Brook and Royton local areas the internal walking and cycle network should be linked to high quality routes connecting through to these areas, including the proposed Bee Network for onward connections to towards both Rochdale and Oldham centres. Existing PRoWs that either pass near or cross the proposed site should be positively upgraded, with both PRoWs and the internal pedestrian/cycle network of the site being constructed to the standards set out by the Bee Network. These routes should also be integrated with public realm and public open spaces to create desirable links across the land parcels to encourage use – incorporating both Sustainable Drainage Systems (SUDS) features and planting should also be considered.
- Furthermore, as a section of the Bee Network passes to the northwest of the proposed allocation pedestrian and cycle access to and from the site should be integrated into this network in order to allow for improved cycle and pedestrian routes into the centres of Oldham and Rochdale. Contributions to the connection between the route and Policy JP Allocation 16 could be made through a combination of PfE, MCF and other contributions.
- Support should also be given to support cycle routes and connections to Metrolink services in Shaw, as well as the proposed allocation of a the new Metrolink stop at Cop Road, which is to be built in conjunction with the Policy JP Allocation 12 (Beal Valley) and Policy JP Allocation 14 (Broadbent Moss).

10.27 With regards to the bus services the allocation has been considered jointly with Transport for Greater Manchester (TfGM) as being unlikely to generate demand to attract new provision of bus services direct to the allocation. Due to the location of the allocation and existing levels of bus service provision on the A663 Shaw Road, the allocation can be accommodated by these services. To support access to public transport on this corridor further consideration of support to existing services should therefore be given at the planning application stage to consider whether and detail

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support to service enhancement and augmentation to evening and weekend services is required.

10.28 With regards to parking Systra conclude that it is not necessary to consider in detail the parking standards for residential units relevant to the site at this stage of assessment as there are no particular constraints on achieving likely minimum parking standards that may be in application at the time the site is brought forward. Accommodation of Electric Vehicle (EV) parking, while an important factor in developing more efficient transport connections for the allocation, should be considered at the detailed design stage, potentially as an integration of specific house design.

10.29 A broad assumption has been made that a maximum of 2 spaces per dwelling is likely to be proportionate however other alternative local policy requirements are likely to be equally deliverable and can be considered at the planning application stage.

Impact on the Local Highway Network and Strategic Road Network

10.30 While in isolation this allocation would be unlikely to present significant implications on the surrounding road network, its potential cumulative impact with Beal Valley, Broadbent Moss, Hanging Chadder (site since removed as a proposed strategic allocation) and Newhey Quarry (in Rochdale) allocations by 2040 has resulted in several mitigation schemes being considered at junctions likely to see material impacts as a result of traffic introduced by these allocations.

10.31 With regards to understanding the impact of the strategic allocation on the local highway network a 'with GMSF' scenario has been assessed against a Reference Case which assumes background growth and includes the housing and employment commitments from the districts. Through discussions with TfGM and the Combined Authority, it has been agreed that where mitigation is required, it should mitigate the impacts back to a reference case scenario. It should be noted that mitigating back to this level of impact may not mean that the junction operates within capacity.

103.2 In order to understand whether the mitigation developed for the site (and all other sites within the GMSF / PfE) is sufficient to mitigate the worst-case impacts of the proposed strategic allocations, a second run of the model with all identified mitigation included, was undertaken. Where a significant flow change was observed the junction models were rerun to check that the suggested mitigation by the Locality Assessment is still sufficient to mitigate site impacts and that all other in scope junctions continue to operate satisfactorily in light of any reassignment due to mitigation schemes.

10.33 The cumulative impact of the allocations on the Strategic Road Network (SRN) has also been considered.

10.34 The final list of interventions considered necessary to support Policy JP Allocation 12 and mitigate the cumulative impacts of the allocations are set out in Table Two below. These are categorised as follows:

- **Allocation Access**
- **Necessary Strategic Interventions** - interventions with strategic implications for which the development will be expected to contribute or pay for, and which have to come forward in order for the development to be allocated;
- **Necessary Local Mitigations** - includes measures such as improvements to off-site junction and public transport facilities which will be necessary for the development to be allocated.
- **Supporting Strategic Interventions** - interventions with strategic impacts to which development would be expected to make a contribution where possible to enhance the connectivity of the site – these costs are not included in the viability calculations – this includes measures such as Metrolink extensions and some motorway interventions.

Table Two – Final list of interventions considered necessary to support Policy JP Allocation

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Mitigation	Description
<i>Allocation Access</i>	<i>Allocation Access</i>
Moor St / Kings Road / Site Access	Priority T-Junction - 3arm
Denbigh Drive / Site Access	Additional arm at priority junction
<i>Necessary Strategic Interventions</i>	<i>Necessary Strategic Interventions</i>
None identified	
<i>Necessary local mitigations</i>	<i>Necessary local mitigations</i>
Improvement of A663 Crompton Way / Rochdale Road / Beal Lane	Reconfiguration of existing junction to improve operation. See Locality Assessment for Cowlshaw.
Improvement of A663 Shaw Road / A671 Oldham Road junction	Reconfiguration of existing junction to improve operation See Locality Assessment for Cowlshaw.
Permeable network for pedestrian and cyclist priority within the development	Assumed full permeability of cycle and pedestrian access, as well as direct connections to PRowS either bounding or near the development. All pedestrian and cycle networks internal to the site, as well as connecting PRowS, should be built or upgraded to the standards outlined in the Bee Network, as well as providing connections to the nearest section of the Bee Network.
Upgrade of PRow to Low Crompton to Bee Route standard	Improved connections along PRow at Low Crompton (400m) to provide onward connections to the nearest sections of the Bee Network.

Mitigation	Description
<i>Supporting Strategic Interventions</i>	<i>Supporting Strategic Interventions</i>
A671 Rochdale Road / B6195 High Barn Road / A671 Oldham Road / B6195 Middleton Road	Revise the existing signal staging in order to allow extra time for traffic making right-turn movements out of the Middleton Road arm. This additional stage would include ahead movements and a right-turn indicative arrow in order to improve the turning movements of this arm.
Improvement of A627 (M) / Chadderton Way / A663 Broadway interchange	The addition of a third lane on the southbound access from the A627 (M) north, thereby reducing the amount of queuing that is experienced on the slip road that could potentially extend onto the A627 (M) carriageway.

10.35 The local highway network mitigation measures proposed include:

- At the **A663 Crompton Way / Rochdale Road / Beal Lane junction**, a mitigation scheme has been proposed to add extra lanes onto the A663 Crompton Way (South) arm and the B6194 Rochdale Road (West) arm in order to increase capacity. The A663 additional lane would allow for the separation of left-turn, ahead and right-turn movements in order to improve the turning movements of this arm, while the additional lane on the B6194 would allow separate right-turn movements from this arm.
- At the **A663 Shaw Road / A671 Oldham Road junction**, a mitigation scheme has been proposed to add a free-flow arm between the A663 Broadway and the A671 Rochdale Road in order to remove west to north movements from the main junction flow, while also providing an additional lane for ahead movements onto the A663 Shaw Road.

- In order to **promote and encourage sustainable transport modes**, as well as providing safe and efficient accessibility for non-vehicular traffic, the development is to both provide ease of access for pedestrian and cyclist traffic into and out of the site, as well as connecting and improving Public Rights of Way (PRoW) that either directly connect or pass near the proposed site. This is to include upgrading of the local PRoW routes to meet the standards of the proposed Bee Network and, wherever possible, connect directly to sections of the Bee Network. The introduction of this mitigation scheme is expected to answer concerns regarding the suitability of the A663 Shaw Road, in its current arrangement, to provide safe access for non-vehicular traffic due to it being narrow with no footpaths. Promotion of sustainable transport alternatives will also help to answer concerns regarding increased pollution from added vehicular trips on the local road network.
- **Upgrade of PRoW to Low Crompton to Bee Route standard**, improving westward connections onward to the Bee Network through providing 400m length of surface walking and cycling route to Bee route standards.

10.36 Plans of the mitigation measures proposed can be found in the Transport Locality Assessments – Introductory Note and Assessment – Oldham.

Phasing of Mitigation

10.37 Expected phasing of the allocation, based on the concept planning work carried out by IBI, was provided to inform the modelling. The indicative intervention delivery timetable for the mitigation measures set out above are as set out in Table Three.

Table Three: Mitigation Measures – Indicative Intervention Delivery Timetable

MITIGATION	2020-2025	2025-2030	2030-2037
Site Access			
Moor St / Kings Road / Site Access	✓		
Denbigh Drive / Site Access	✓		
Necessary Local Mitigations			
Improvement of A663 Crompton Way / Rochdale Road / Beal Lane junction		✓	
Improvement of A663 Shaw Road / A671 Oldham Road junction		✓	
Permeable network for pedestrian and cyclist priority within the development	✓		
Upgrade of PRoW to Low Crompton to Bee Route standard		✓	
Supporting Strategic Interventions			
Improvement of A627(M) / Chadderton Way / A663 Broadway Interchange		✓	
Improvement of A671 Rochdale Road / B6195 High Barn Road / A671 Oldham Road		✓	

Summary

10.38 In summary, the Locality Assessment has provided an initial indication that the allocation is deliverable and to inform viability. However, further detailed work will be necessary to identify the specific interventions required to ensure the network works effectively based on transport network conditions at the time of the planning application.

10.39 The Locality Assessment recommends that the mitigation schemes proposed should be considered in conjunction with continued investment into sustainable transport alternatives, including pedestrian, cycling and public transport, in order to reduce the overall number of additional vehicles being introduced onto the local road network.

This, combined with the mitigation schemes, could potentially resolve issues raised regarding pollution and safety in relation to the allocation.

Locality Assessment Update Report (2021)

10.40 Since preparation of the 2020 Locality Assessment's a number of factors have necessitated a review of their conclusions and the revision or confirmations to the findings as appropriate. Those factors include:

- The removal of some Allocations from the Plan;
- Changes to the quantum of development proposed within some Allocations;
- Changes to the scale or type of transport supply (also known as transport mitigation schemes or interventions) proposed close to or within some Allocations;
- The withdrawal of Stockport Council and their associated Allocations from the Greater Manchester Spatial Framework; and,
- Modifications to the reference transport network to include newly committed schemes on the strategic road network (SRN).

10.41 These are factors which, taken together, may alter the pattern of traffic movements close to the remaining Allocations and impact on wider traffic movements across the conurbation. As such, it was considered necessary to check that the conclusions of the original assessments remain robust. The Oldham Locality Assessment Update Report (2021) sets out the processes behind, and conclusions of, the review for Oldham. This note identifies whether any of these changes are likely to significantly impact on the conclusions of the original assessments. Where needed it sets out an updated technical assessment of the impact of the Allocations in Oldham on the operation of the transport network and reviews and revises the transport infrastructure necessary to mitigate the impacts of the allocations.

10.42 The largest change to demand since the publication of the locality assessments has been the removal of the Stockport allocations from the plan. In consideration of Oldham District's allocations in relation to Stockport District, Systra concluded that

the distance between the two means it is unlikely to result in significant impacts upon the measured assumptions observed in the previous Locality Assessment study.

10.43 The main changes to be considered were therefore in relation to:

- The removal of allocations at GMA21 – Thornham Old Road, GMA17 Hanging Chadder and GMA20 Spinners Way between the fourth and fifth round of modelling;
- Revisions to the allocations that have been made between the fourth and fifth round of modelling, particularly in relation to capacity and phasing.

10.44 Based on the removal of three allocation sites from Oldham (GMA21 – Thornham Old Road, GMA17 Hanging Chadder and GMA20 Spinners Way), as well as a general reduction in development quantum for those allocations remaining within the latest Locality Assessment Update Report (2021), it is considered unlikely that there will be significant changes or increased implications on both the local and strategic road networks within the district due to PfE related traffic.

10.45 Notwithstanding this, it is possible that between the fourth and fifth round of modelling, junctions could potentially see increases in traffic due to background growth, changes in the assignment of traffic or the increased quantum of allocations outside the Oldham district which could have cumulative effects at specific locations.

10.46 For the purposes of testing the impact of the allocation through the strategic model, a total of 465 residential units has been assumed to be built out by 2040 (with an assumed split of 424 houses and 41 apartments). From an allocation-specific perspective, there aren't expected to be any changes to the pattern of traffic and travel to and from the allocation between the previous work undertaken and now.

10.47 Access to the allocation is based on the high-level indicative concept plan prepared to support the allocation and the interventions identified in the Locality Assessment 2020 remain to the same. As such there have been no changes to the proposed interventions since the publication of the Locality Assessment 2020.

- 10.48 The Locality Assessment Update Report (2021) has however found the necessity of the interventions to deliver the allocation has reduced. However, it is concluded that there may still be benefit in delivering these schemes as they provide safety improvements and improvements to the general operation of the highway network. Further work will be needed through the planning process and the production of a Transport Assessment to confirm these findings.
- 10.49 Irrespective of the above, the A663 Shaw Road /High Barn Street/ Blackshaw Lane is shown to be significantly over capacity in both the reference case and with the allocations in place. The impact of the allocations is shown to be minimal however, given the capacity issues highlighted further assessment at the Transport Assessment stage is recommended.
- 10.50 Due to the proximity of the allocation to multiple sustainable transport alternatives, including a major bus corridor between Oldham and Shaw and off-road PROWs, the use of non-car travel is encouraged and promoted. Mitigation of traffic impacts on the LRN should be made through the promotion and encouragement of sustainable transport alternatives including walking, cycling and public transport access.
- 10.51 The changes to the quantum of development considered through the Locality Assessment Update Report 2021 does not affect need for the active mode interventions previously proposed. It should be noted that, since the publication of the Locality Assessments, an Active Travel Design Guide has been published by GMCA and TfGM. This Design Guide identifies design principles for the Bee Network that should be followed, and encompasses aspects such as segregated and shared infrastructure, crossing facilities and junction design. Any active mode interventions that are implemented in support of this allocation should follow this Design Guide.
- 10.52 To summarise, based on the latest information provided within the fifth round of the GMSF Strategic Model, it is considered that the findings of the previous Locality Assessment remain robust.

10.53 In response to the above Policy JP Allocation 16 sets out that development of the site is required to:

- Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access to Cowlshaw, Kings Road to the central part of the site that lies to the north of Cowlshaw Farm and Denbigh Drive, with access limited to the small parcel at the north only;
- Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;
- Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation.

11.0 Flood Risk and Drainage

11.2 A Level 1 Strategic Flood Risk Assessment (SFRA) has been carried out for Cowlshaw and the allocation's flood risk was mapped. In terms of fluvial flood risk:

- 100% of the site is within Flood Zone 1.

11.3 Risk of flooding from surface water is:

- low risk of flooding from surface water for 13.01% of the site;
- medium risk for 5.92% of the site; and
- high risk for 3.57% of the site.

- 11.4 The site has passed the Sequential Test and will require a Flood Risk Assessment (FRA) as part of any planning application.
- 11.5 A map of the allocation's flood risk is available within the SFRA on the GMCA website.
- 11.6 The SFRA Level 1, using Environment Agency datasets and River's Trust Irwell Catchment datasets, provides a high-level indication of where natural processes, through green infrastructure, could be used for future flood storage functions to support Natural Flood Management.
- 11.7 The site has the opportunity for tree planting to open up the soil and lead to higher infiltration and reduction of overland flow production. The site also has the opportunity for enhanced urban and rural loss, which involves improved soil structure, resulting in enhanced soil moisture storage capacity.
- 11.8 Such opportunities, as outlined above, should be explored further as part of masterplanning, site specific flood risk assessments and drainage strategies.
- 11.9 Policy JP Allocation 16 sets out that development of the allocation should be informed by an appropriate flood risk assessment and comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate recommendations, including mitigation measures and the incorporation of sustainable drainage systems integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice. Opportunities to use natural flood management and highway SUDs features should be explored.

12.0 Ground Conditions

- 12.1 The high-level indicative concept plan report indicates that the site features a gradual slope located east to west and running in a southerly direction. The concept planning work considers that the slope does not pose any significant restriction towards development.
- 12.2 There are no known issues with ground conditions, however Phase 1 and 2 site investigation reports would be required at planning application stage to identify the extent of contamination (if any) and to establish appropriate remediation measures. Particular attention should be given to the potential contamination from existing abattoir and potential contamination of watercourses.

13.0 Utilities

- 13.2 The high-level indicative concept plan report identifies overhead electricity cables that run from north to south across the western part of the site. It considers that these cables pose a risk to development and will require offsetting. This can be considered as part of identifying the developable area for the site.
- 13.3 In terms of water infrastructure, a sewer system has also been found running through the site. These existing pipelines present an opportunity to expand the network to serve development across the site. There are existing water and networks serving surrounding areas, which provide an opportunity for future development to connect to. An infrastructure easement has also been identified within the site, set close to the abattoir buildings.
- 13.4 Policy JP Allocation 16 states that development of the site must be informed by a comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate recommendations, including mitigation measures and the incorporation of sustainable drainage systems

integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice.

- 13.5 Policy JP-D1 Infrastructure Implementation also seeks to ensure that development does not lead to capacity or reliability problems in the surrounding area by requiring applicants to demonstrate that there will be adequate utility infrastructure capacity, from first occupation until development completion.

Section C – Environmental

14.0 Green Belt Assessment

- 14.1 Cowlshaw is Other Protected Open Land (OPOL) not Green Belt. The entirety of the allocation 22.66 hectares is proposed to be released from its designation as OPOL.
- 14.2 The allocation was not subject to Green Belt analysis and demonstrating exceptional circumstances for the release of the land, as required by NPPF for Green Belt land, is not applicable.

15.0 Green Infrastructure

- 15.1 Across the site approximately 18.55 hectares of land will be retained as Green Infrastructure and not developed.
- 15.2 The site lies on the edge of a narrow area of open countryside separating the towns of Shaw and Royton, immediately bordering existing housing development to the south, east and north. Cowlshaw Abattoir occupies the southernmost part of the site, while the remainder of the site is open pastureland, crossed by a concrete access road that serves the abattoir.
- 15.3 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.
- 15.4 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.

15.5 The high-level indicative concept planning work recommends that any development should be required to incorporate high-quality landscaping and multi-functional green infrastructure that will minimise the visual impact on the wider landscape, mitigate its environmental impacts and enhance linkages with the neighbouring communities and countryside. As part of delivering this the high-level indicative concept plan recommends that development of the site should:

- Respect the existing landscape and ecological features of the site and beyond. The protection and enhancement of wildlife should also be prioritised. Collectively this will ensure a development that is in fitting with the surroundings and promoted as an attractive, healthy place to live.
- 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.

15.6 In response to the above, Policy JP Allocation 16 sets out that development of the site is required to:

- Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation;
- Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a Site Allocation Topic Paper – PfE 2021

- meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green infrastructure network with the wider environment; and
- The allocation policy reasoned justification also sets out that biodiversity net gain could be applied to Green Infrastructure, deciduous woodland, lowland fen and protected species. Also, that development should have regard to the ecosystem services opportunity mapping, in the improvement and enhancement of Green Infrastructure.

16.0 Recreation

- 16.1 The high-level indicative concept planning report emphasises 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.
- 16.2 The report also recommends that green spaces should be used to provide an attractive interface within residential parcels. This could include a mix of hard and soft landscaping, as well as opportunities for publicly managed green space and allotment areas, which could be managed by the community. It proposes that a residential green spine should also be used to line primary routes within residential development parcels and that primary gateways should include an attractive green entrance, with opportunities for way finding, specimen trees and shrub planting, to link in with green spines.
- 16.3 In relation to open space, sport and recreation, Policy JP Allocation 16 requires development of the site to provide for new and/or improvement of existing open space, sport and recreation facilities commensurate with the demand generated and local surplus' and deficiencies, in line with local planning policy requirements. This includes the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site.

16.4 At present, Local Plan Policy 23 requires all major developments to contribute to new and/ or improved open space, sport and recreation provision wither onsite or, in some circumstances, offsite in line with local surplus' and deficiencies. Policy 23 will be reviewed as part of Oldham's Local Plan Review.

17.0 Landscape

17.1 Cowlshaw falls within the Rochdale and Oldham South Pennines Foothills landscape character area and the Pennine Foothills South / West Pennine landscape character type as identified within the Landscape Character Assessment (2018), which was prepared to inform preparation of the GMSF/PfE. The assessment sensitivity tested two development scenarios against each identified landscape character area. For this character area the assessment concluded that development of two to three storey residential development would have a medium sensitivity. The report sets out policy guidance and recommendations to mitigate impact on the landscape as a result of development within/ impacting on the character area.

17.3 The guidance and opportunities to consider within this Landscape Character Type include:

- Avoid areas of the landscape with distinct or complex landforms, including the locally prominent hills and intricate stream valleys, including Besom Hill, Tandle Hill, the ridgeline south of Bentgate, Strine Dale and Wood Brook;
- Ensure that sense of separation between distinct settlements is retained;
- Retain the role of the landscape as an undeveloped backdrop to existing development;
- Strengthen the stone wall and hedgerow network. Any new boundaries should reflect local characteristics, including the planting of a new generation of hedgerow trees;
- Utilise areas of undulating landform and woodland cover to integrate new development into the landscape, avoiding sites designated for their nature conservation importance;

- Protect areas of semi-natural habitat including woodland, grassland and heathland which are locally designated as Sites of Biological Importance. Seek to enhance these where possible and provide linkages to form robust habitat networks;
- Protect areas of broadleaved woodland (particularly ancient woodland). Utilise the screening effects of existing woodland to integrate development into the landscape where possible;
- Encourage the natural regeneration of woodland and wetland habitats within valleys (as well as new planting/habitat restoration) to improve their function in flood prevention and preventing diffuse pollution;
- Ensure that any development is in keeping with the form, density and vernacular of existing buildings;
- Protect the setting of important heritage assets within the landscape, including Conservation Areas/Listed Buildings;
- Retain the important recreational function of the landscape. Seek to improve public rights to way to encourage sustainable travel. Join-up and promote multi-use routes to major destinations within the landscape including Tandle Hill Country Park;
- Retain the distinct visual character of the landscape, including views to monuments on skylines which form local landmarks (including Tandle Hill War Memorial and Peel Tower), church spires and chimneys;
- Reinforce the structure of the landscape, through strengthening the stone wall and hedgerow network, using local gritstone for walls and locally prevalent and climate resilient species for hedges. Any new boundaries should reflect local characteristics, including the planting of a new generation of hedgerow trees; and
- Design-in the introduction of SuDS to any new development, addressing any changes in hydrology.

17.4 The high-level indicative concept planning report considers that there are limited landscape constraints within the site. However, it states that there is the opportunity for future development of the site to retain openness where possible between existing surrounding residential development, and utilise the existing natural features

displayed across the site, including the use of hedgerows to treat boundaries and the standing water to enhance biodiversity.

17.5 The principles behind the high-level indicative concept planning prepared for the allocation encourages development and urban form to be contextually responsive to the surrounding built and natural landscapes. It also sets out a landscape strategy to compliment the concept plan to retain features which contribute to the character of the site. The strategy includes utilising existing water features; retaining existing hedgerows; using trees as boundary treatments; retain and enhance an existing green corridor and PRoW to maintain openness; incorporate SUDs; use landscape buffers for screening; and introduce multi-functional open spaces, and use greenspaces to provide attractive entrances and interfaces between residential parcels and primary gateways.

17.6 In response to the above Policy JP Allocation 16 states that development of the site will be required to:

- Deliver high quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation.
- Have regard to the recommendations of the Greater Manchester Landscape Character and Sensitivity Assessment for the Pennines Foothills South / West Pennines.

18.0 Ecological/Biodiversity Assessment

18.1 There are areas of biodiversity within the site, most notably the existing Site of Biological Importance (SBI) 'Ponds at Cowlshaw Farm' and the priority deciduous woodland habitat located to the rear of Worsley Drive, within the western part of the site between Cowlshaw Farm and Crompton Primary School.

18.2 The high-level indicative concept planning report recommends the need to retain existing hedgerow, trees and water features where possible, to enhance and retain biodiversity, as part of onsite green infrastructure.

Preliminary Ecological Appraisal

- 18.3 Conclusions from the Preliminary Ecological Appraisal, carried out by GMEU in 2020, are that the presence of the Local Wildlife Site (Cowlshaw Ponds SBI) and broadleaved woodland are potentially significant constraints, although the size of the site ought to allow for retention of these habitats or compensatory provision if lost. Extended Phase 1 habitat, badger, amphibian, breeding birds and bat surveys will be required at planning application stage.
- 18.4 As a result of the ecological constraints and areas of biodiversity onsite, the high-level indicative concept planning work has focused development away from the SBIs with an appropriate buffer; maintaining existing PRoWs; and maintaining a green corridor and landscape buffer including hedgerows between the development parcels and the western site boundary.
- 18.5 In response to the above Policy JP Allocation 16 sets out that development of the site is required to retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green infrastructure network with the wider environment. Also, development of the site provides further surveys on amphibians (including great crested newts), extended phase 1 habitat, breeding birds, badgers and bats to inform any planning application.

19.0 Habitat Regulation Assessment

- 19.2 A Habitat Regulation Assessment (HRA) has been carried out to appraise the GMSF / PfE, by the Greater Manchester Ecology Unit (GMEU) in October 2020. The report includes the identification of strategic sites which may have impacts on European protected sites, an assessment of these impacts and available mitigation for these impacts. All strategic allocations have been screened into the assessment because of potential cumulative effects from air pollution caused by increased road traffic.
- 19.3 The assessment concluded that the operation of the GMSF / PfE will not cause adverse impacts on site integrity of any European designated sites providing that the recommended mitigation measures are included in the Plan and implemented.
- 19.4 It is therefore concluded that there is insufficient evidence of any harm to the special interest of European sites for which no effective mitigation is available to justify the removal of any of the proposed allocated areas for strategic development from consideration at this stage of Plan production.
- 19.5 The GMCA and TfGM are responding to Natural England's comments on the draft HRA (2020) by commissioning additional air quality modelling to more accurately assess the implications of changes in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.
- 19.6 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:
- Rixton Clay Pits (SAC)
 - Midland Meres & Mosses – Phase 1 Ramsar
 - Rostherne Mere (Ramsar)
- 19.7 The following sites requires Stage 2 Appropriate Assessment:
- Manchester Mosses (SAC)

- Peak District Moors (South Pennine Moors Phase 1) (SPA)
- Rochdale Canal (SAC)
- South Pennine Moors (SAC)
- South Pennine Moors Phase 2 (SPA)

20.0 Historic Environment Assessment

- 20.1 An initial Historic Environment Assessment Screening Exercise prepared by Greater Manchester Archaeology Advisory Service (GMAAS) in June 2019, recommended that Cowlshaw be screened in for further assessment. It identified that although there are no designated heritage assets contained within the land allocation, there is one located further afield that have concerns over visual impacts and/or effects on their setting (Holy Trinity Church). There is potential for pre-historic remains on the favourable geological areas and these lie close to the river Irk. There is also potential for Post-Medieval settlement evidence at Cowlshaw as well as potential early 19th century farms.
- 20.2 Further work was recommended including further assessment of the designated heritage assets identified outside the land allocations; a programme of non-intrusive work involving walkover surveys and geophysics, with targeted intrusive work; and further research into the settlement at Cowlshaw.
- 20.3 To address the recommendations of the initial screening exercise, Oldham Council have prepared a Historic Environment Assessment for each of its strategic allocations to inform the GMSF / PfE. In terms of Cowlshaw, the assessment concluded that the site is not visible from Holy Trinity Church and there are limited views of the top of the Church from the southern part of the allocation due to development that already exists. Lion Mill is also visible in the distance from the site. The asset is in an urban area and is separated by residential development. The site is not visible from Lion Mill. It concludes that the site does not make any contribution to the significance of the assets.

- 20.4 In terms of mitigating harm, the assessment recommends taking into consideration the recommendations from the Greater Manchester Landscape Character and Sensitivity assessment and ensuring that new development is in keeping with the surrounding character of the area through using local materials and design.
- 20.5 In response to the above Policy JP Allocation 16 requires development of the site to identify any designated, and non-designated heritage assets and assess the potential impact on the asset and their setting, when bringing forward development proposals through further Heritage Impact Assessments. In addition, development of the site is required to take into consideration the findings of the Greater Manchester Historic Environment Assessment Screening Exercise and provide an up-to-date archaeological desk-based assessment to determine if any future evaluation and mitigation will be needed.

21.0 Air Quality and Noise

- 21.1 Air Quality is covered by thematic policy JP-S 6 Clean Air in PfE 2021 which sets out a range of measures to support air quality. PfE 2021 sets out a commitment to improving air quality by locating development in locations which are most accessible to public transport. The proposed allocation is not within an AQMA.
- 21.2 The allocation policy requires development to ensure good public transport access and improve walking and cycling connections to Shaw and Royton town centres. The high-level indicative concept planning report also encourages active travel to be considered through the development of the site, to encourage sustainable transport options.
- 21.3 Initial work carried out to inform the high-level indicative concept plan indicates that there are no particular noise constraints for this site.

21.4 Policy JP-G 7 of PfE 2021 aims to significantly increase tree cover and protect and enhance woodland. The justification for the policy notes that trees and woodland can help mitigate noise pollution.

Section D – Social

22.0 Education

- 22.1 It is important to ensure that any development proposed does not place undue pressure on existing social infrastructure and takes account of the increased demand it may place on existing provision.
- 22.2 Within a 1.5-mile radius of Cowlshaw there are 23 primary schools, within 3 miles there are 13 secondary schools and four other education provision. Consideration will need to be given as to whether any of these have the potential for expansion at the appropriate time.
- 22.3 Policy JP Allocation 16 requires any development of the site to contribute for additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through the provision of new school facilities in liaison with the local education authority.
- 22.4 Consideration will need to be given as to whether or not any of these have the potential for expansion at the appropriate time.

23.0 Health

- 23.1 The high-level indicative concept plan report has identified that to the north east of the site, located in the urban centre of Shaw, there are local health centres which could potentially serve the site. However, the capacity of these facilities to support the development would require further detailed investigation. The Royal Oldham Hospital is also considered to be within an appreciative distance from the site.
- 23.2 Policy JP Allocation 16 requires any development to contribute to appropriate health and community facilities to meet the increased demand that will be placed on

existing provision. At present, informal views are that the allocation is not within an area of significant pressure and contributions are likely to be off-site if required.

- 23.3 The Integrated Assessment for the GMSF/ PfE incorporated a Health Impact Assessment. Cowlishaw scored very positive against supporting healthier lifestyles and supporting improvements in determinants of health. This is due to the policy including delivering multi-functional green infrastructure, enhanced linkages to the countryside, enhanced biodiversity and new or improved open space provision.
- 23.4 Policy JP Allocation 16 supports active travel options to be delivered as part of the allocation, including high-quality walking and cycling facilities, linking to new and existing public transport provision, and the retention and enhancement of public rights of way.

Section E – Deliverability

24.0 Viability

Three Dragons Viability Assessment

- 24.1 The team of Three Dragons, Ward Williams Associates and Troy Planning and Design were commissioned to undertake a Viability Assessment of the Spatial Framework (VASF) to test whether the requirements of the National Planning Policy Framework (NPPF) are met, that is that the policy requirements in a plan should not threaten the development viability of the plan as a whole.
- 24.2 Within this broad aim, the GMCA sets out the objectives for the VASF that are summarised as being to:
- Meet the tests of soundness, using the approach to viability set out in guidance;
 - Address issues identified in consultation and engage with the development industry;
 - Provide a broad strategic understanding of viability, including costs and values, across Greater Manchester area based on current available information;
 - Test the viability and deliverability of an appropriate range of sample sites across Greater Manchester, including allocated sites; and
 - Identify policies that will affect viability and examine the likely cumulative viability impact of the proposed policies and standards in the Plan.
- 24.3 The VASF comprises three linked reports, The Strategic Viability Report, The Allocated Sites Viability Report and the Consultation Report. These are available on the GMCA website.
- 24.4 For the allocated sites viability testing, site characteristics, values and costs collected for the viability modelling drew on analysis of national and local datasets and policy documents and local consultations.

- 24.5 For all sites results are presented in terms of headroom available after developer return has been taken into account. On some site's sensitivity testing has been carried out to show the impact of changes to the assumptions, based on the council's justification to move away from the main model of testing.
- 24.6 In terms of benchmark land values for the purposes of the allocated sites they have all been considered as strategic greenfield with a benchmark land values of £250,000 per gross hectare. This is on the basis of consistency with the testing between allocated sites and that the majority of the sites are greenbelt releases and/or predominantly greenfield.
- 24.7 In terms of residential values, for the allocated sites testing, a data and sense check approach has been used, using the land registry data that informed the Strategic Viability Assessment and then utilizing local knowledge provided by the individual local authorities and site promoters. Each assumptions sheet (see the Strategic Viability Report – Stage 2 Allocated Sites Viability Report, October 2020 and Addendum, June 2021) sets out the values used for that individual site. For some allocations the local authority has suggested alternative figures. These are set out as sensitivity tests to the standard approach.
- 24.8 In terms of attributing build and site costs, Oldham Council have provided an indicative concept plan for the Cowlshaw allocation setting out broad form of development for the site. This has informed the build costs of £44,078, 208 for the site, as well as a degree of judgement from the consultants and officers.
- 24.9 In terms of the policy and mitigation costs assumed for this allocation, Oldham Council has provided affordable housing assumptions, education requirements and open space/recreation requirements to be used within the testing based on the currently adopted Local Plan policies and/or updated evidence. The figures used are set out in the assumption sheet in the Strategic Viability Report – Stage 2 Allocated Sites Viability Report, October 2020 and Addendum, June 2021. In summary, for the Cowlshaw allocation, affordable housing contribution was tested at 15% of the site

capacity (69 affordable homes) with a split of 50% Affordable Rent and 50% Shared Ownership, as per the recommendations of Oldham's Housing Strategy.

- 24.11 There are a range of other policy and mitigation costs around accessibility, future homes standards, electric charging points and biodiversity net gain that need to be applied when undertaking the testing, based on National and proposed GMSF / PfE policies. These are applied in the same way as the generic testing and further detail can be found in section 4 of the Strategy Viability Assessment. In addition to the affordable housing contribution tested, other planning obligation costs to a total of £5,251,771 were tested for this allocation.
- 24.12 In terms of transport costs, two types have been modelled. The first are costs found within the site and include roads serving the development, immediate site access and provision for pedestrians and cyclists, where available. For this site this information was provided by the Three Dragons team on the basis of available masterplans and in liaison with the Council's highways team – Unity Partnership. These on-site transport costs were included in the main viability testing. For Cowlshaw strategic transport costs of £200,000 were tested.
- 24.13 Table Five below sets out the results of the viability assessment for the site.
- 24.14 A sensitivity test was carried out that increased market values by 10%. The site is located in a strong housing market that provides the potential to deliver a range of high-quality housing and contribute towards the diversification of the housing stock within the area and borough-wide. Therefore, it is considered reasonable to assume that a development in this location would be popular, with accelerated sales rates and values.

Table Five: Cowlshaw Viability Assessment Results

Site Ref	Site Name	Scheme Type	Main/Sensitivity Test	Scheme RV incl land costs	Scheme RV (f less return)	Strategic transport costs	Out-turn scheme RV (g-h)
GM16	Cowlshaw	Housing	Main model	£13,800,000	-£2,280,000	£200,000	-£2,480,000
GM16	Cowlshaw	Housing	Sensitivity test – increase sales values by 10%	£29,502,892	£7,090,000	£200,000	£6,890,000

24.15 As Table Five shows, the site is not viable with the main test without taking into account the £200,000 strategic transport costs. With these costs included, the site is in deficit by £2.4m. This is adequate to cover the strategic transport costs of c£11.3m and therefore the site would be viable under this scenario.

25.0 Phasing

25.1 The phasing and delivery assumption used to inform the high-level concept plan split the site into developable parcels and set out a phasing approach split over three phases based on known constraints and assumptions around timing for the implementation of necessary infrastructure.

25.2 The following allocation trajectory was prepared, informed by the high-level concept planning assumptions and more recent evidence work:

- Parcels A, B and C – 48 homes in 2023/24, 47 homes in 2024/25, 62 homes in 2025/26, to 60 homes in 2026/27, then 15 in 2027/2028;
- Parcels D and E – 62 homes per year from 2028/29 to 2030/31 and 18 homes in 2031/32; and
- Parcel F – 14 homes in 2023/24 and 15 homes in 2024/25.

25.3 As stated above the phasing and delivery assumptions are based on the high-level indicative concept plan and local knowledge regarding build-out rates. Sites, and parcels within sites, may come forward differently.

26.0 Indicative Masterplanning

26.1 As referred to throughout this report a high-level indicative concept plan and accompanying report has been prepared to inform the allocation and this topic paper.

26.2 The high-level indicative concept plan and accompanying report has been produced to demonstrate deliverability and feasibility of development at the proposed allocation. Within the report a high-level opportunities and constraints, landscape and ecology appraisal, and a townscape analysis has been carried out.

26.3 Collectively, the analysis and outcomes have informed a set of strategic design principles developed specifically for the site and:

- An Urban Design Strategy to guide development of the high-level indicative concept plan.
- A Movement Strategy which considers access, vehicular hierarchy and access, pedestrian movement and public transport provision.
- Open Space and Landscape Strategy which considers existing water features, hedgerows and trees, openness, key green spaces, SUDs, ecology corridors and green routes.

26.4 As stated at the beginning of this topic paper it is important to note that whilst the requirements set out in Policy JP Allocation 16 will need to be met, the concept plan may change with the preparation of more detailed masterplans and in conjunction with a future developer's planning application. As such, Policy JP Allocation 16 requires that any development will need to be in accordance with a comprehensive masterplan and design code for the site agreed by the local planning authority.

26.5 Appendix 2 contains the high-level indicative concept plan for the allocation. The associated high-level indicative concept planning report is available on the GMCA website.

Section F – Conclusion

27.0 The Sustainability Appraisal

27.1 Cowlshaw generally performed positively against the strategic objectives of the plan. This is covered in section 7 of the topic paper.

28.0 The main changes to the Proposed Allocation

28.1 Appendices 5, 6 and 1 shows the policy wording in the 2019 GMSF, GMSF Publication Plan Draft for Approval October 2020 and PfE 2021 respectively. Appendices 3 and 4 sets out the proposed changes to the policy wording between the 2019 GMSF, GMSF Publication Plan Draft for Approval October 2020 and PfE 2021 for the Beal Valley allocation and the reasoned justification.

28.4 The main changes to the Cowlshaw allocation between the 2019 Draft GMSF and the 2020 Draft GMSF are as follows:

- Access arrangements have been amended as a result of the Locality Assessment findings. To reflect the findings, detail has been added to the allocation's reasoned justification including that the main access points to the site will be Cocker Mill Lane (supported by an emergency/controlled secondary access to Cowlshaw), Kings Road and Denbigh Drive. The access at Denbigh Drive is constrained and will be limited to provide access to the small parcel in the northern section of the site only; and
- Policy wording amended/ added, in response to the 2019 Draft GMSF consultation comments, for flood risk, historic environment, and ecology.

28.5 The reasoned justification for the allocation policy has also been amended to provide additional detail and to respond to consultation comments. The main changes include:

- An explanation of the capacity of the site;
- Justification relating to the site's opportunity to diversify existing housing stock and meet local housing needs;

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- Justification relating to the affordable housing required as part of the development of the site;
- Further detail added on the identified access points to the site; the proposed internal highway network; and the connectivity of the site to the surrounding area;
- Detail added to explain the site's flood risk and the requirements that development of the site must comply with, including further SUD opportunities; and
- Detail added to explain the site's ecological assets, the identified green infrastructure/ ecosystem services opportunities and how development will be required to contribute to the green infrastructure network and biodiversity net gain.

28.6 There have also been some minor changes made to the policy and reasoned justification between the 2020 GMSF and PfE 2021 relating to references to GM, where this is no longer appropriate, policy references, numbering and other minor typographical errors.

28.7 In terms of the changes between the 2020 GMSF and the PfE 2021, as these changes were either minor or as a result of Stockport's withdrawal from the plan, it is concluded that the effect of the plan is substantially the same on the districts as the 2020 version of the policy.

28.8 It is considered that these policy changes, along with the other requirements set out in the policy, will deliver a high quality, sustainable development that will help to deliver the vision, plan objectives and overall spatial strategy of PfE.

29.0 Conclusion

29.1 The Cowlshaw site lies approximately 1km to the south west of Shaw Town Centre. The whole of the site is an area designated Other Protected Open Land (OPOL) in Oldham's Joint Core Strategy and Development Management Policies Development

Plan Document (Oldham's Local Plan). The site is mainly greenfield, low grade agricultural land, with an area of brownfield, currently in use as an abattoir.

- 29.2 The strategic allocation is proposed to deliver around 465 new homes, aiming to provide a range of dwelling types and sizes to deliver inclusive neighbourhoods and meet local needs, including a mix of high-quality family housing and affordable housing.
- 29.3 The gross site area measures 32.2 hectares, with the developable area measuring approximately 13.5 hectares. The topography of the site is relatively flat, free from any significant topographical constraints and open in nature. There are numerous landowners, all with varying size parcels of land. Notably, a parcel of land within the allocation to the north, is not available for development. Located on the urban fringe and close to existing built development, the site is in a good position to utilise existing infrastructure.
- 29.4 Based on the indicative concept plan for the Cowlshaw allocation, access into the allocation would comprise of primary vehicular access to each parcel onto Cocker Mill Lane, Kings Road/Moor Street and Denbigh Drive. Each access would utilise existing carriageways that enter the proposed site boundary, and thus would only require infrastructural changes to make the carriageways and junctions onto the wider road network suitable for increased development trips, as well as integrating suitable cycle and pedestrian crossing facilities.
- 29.5 The full strategic allocation policy wording and reasoned justification is set out in Appendix 1.
- 29.6 The site has been identified through the site selection process. Whereby, a Call for Sites exercise to identify available land was launched across Greater Manchester in 2015 to inform the first draft GMSF in 2016, contained numerous submissions of land within the Cowlshaw allocation by the landowners and/or their representatives (see Appendix 6 of the Site Selection Topic Paper 2020).

- 29.7 Areas of Search were identified where any identified site, including the Call for Sites and proposed allocations within the Draft GMSF 2016, met one or more of the Site Selection Criteria. They were identified using the Site Selection Criteria Maps produced for each borough of Greater Manchester (see Site Selection Background Paper. Cowlshaw falls within the Area of Search OL-POL-3. POL/ OPOL sites were not subject to the further site selection process, having already been identified as potential development opportunities in the first stage of the site selection methodology.
- 29.8 As such, the site was taken forward as a proposed allocation and subject to further assessment and evidence, as has been summarised within this topic paper.
- 29.9 Finally, it is considered that the policy, along with the other requirements set out in the policy, will deliver a high quality, sustainable development that will help to deliver the vision, plan objectives and overall spatial strategy of PfE.
- 29.10 A full suite of evidence and background papers are available on the GMCA website.

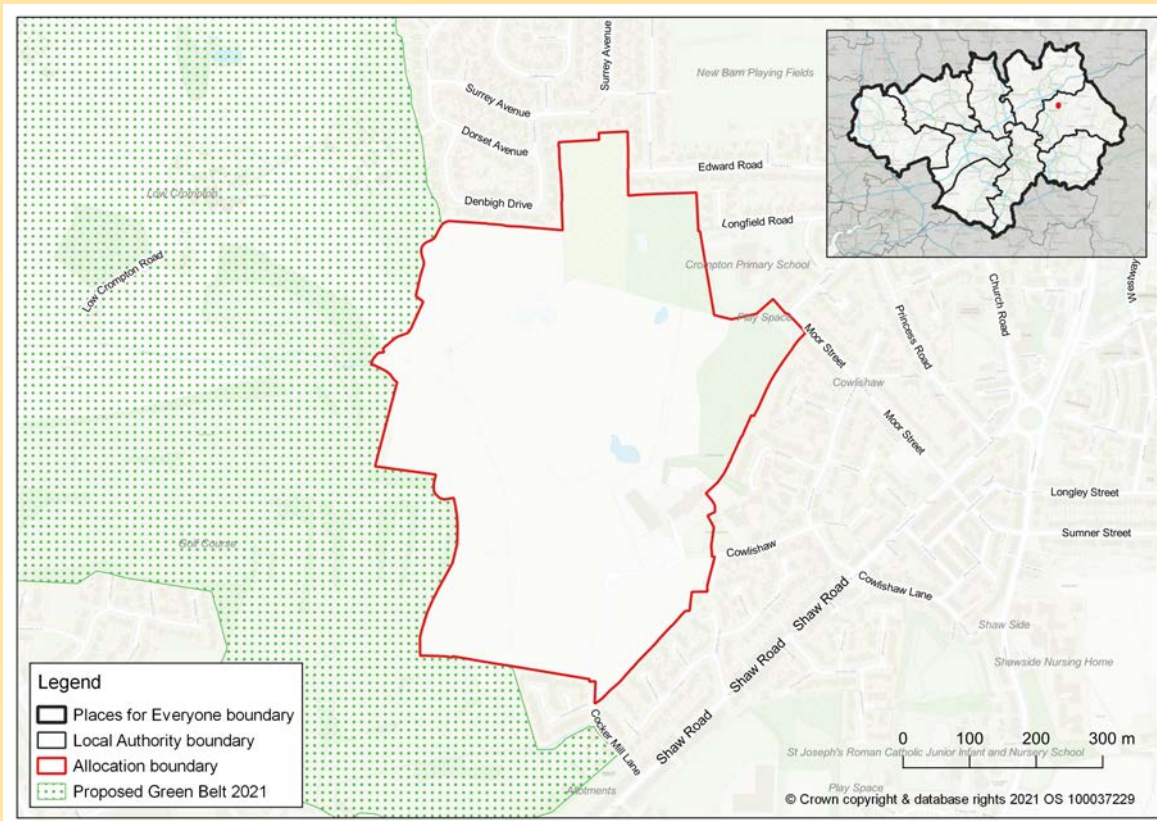
Section G – Appendices

Appendix 1 - Map of Policy JP Allocation 16 Cowlshaw Strategic Allocation (as proposed in PfE 2021)

Cowlishaw

Policy JP Allocation 16

Cowlishaw



Picture 11.27 JPA 16 Cowlishaw

Development at this site will be required to:

1. Be in accordance with a comprehensive masterplan and Design Code agreed by the local planning authority;
2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high-quality family housing;
3. Provide for affordable homes in line with local requirements set out in local planning policy requirements;
4. Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access to Cowlishaw, Kings Road to the central part of the site that lies to the north of Cowlishaw Farm and Denbigh Drive, with access limited to the small parcel at the north only;

5. Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;
6. Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation.
7. Have regard to the recommendations of the Greater Manchester Landscape Character and Sensitivity Assessment for the Pennines Foothills South / West Pennines;
8. Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green infrastructure network with the wider environment;
9. Provide further surveys on amphibians (including great crested newts), extended phase 1 habitat, breeding birds, badgers and bats to inform any planning application;
10. Provide for new and/or the improvement of existing open space, sport and recreation facilities, commensurate with the demand generated and local surpluses and deficiencies, in line with local planning policy requirements. This includes the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site;
11. Contribute to additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through the provision of new school facilities in liaison with the local education authority;
12. Contribute to appropriate health and community facilities to meet the increased demand that will be placed on existing provision;
13. Be informed by the findings and recommendations of the Historic Environment Assessment (2020) in the Plan's evidence base and any updated Heritage Impact Assessment submitted as part of the planning application process. An up-to-date archaeological desk-based assessment to determine if any future evaluation and mitigation will be needed; and
14. Be informed by an appropriate flood risk assessment and a comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate recommendations, including mitigation measures and the incorporation of sustainable drainage systems integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice. Opportunities to use natural flood management and highway SUDs features should be explored.

11.186 The site is currently designated as Other Protected Open Land (OPOL) in the Oldham Local Plan. Whilst a significant proportion of Oldham's housing land will come from the urban area through maximising the use of brownfield land, it is considered that the site will help to

diversify the existing housing stock in the area and boroughwide. The site has the potential to meet local housing need in the immediate vicinity and across the borough and contribute to and enhance the housing mix within the area through adding to the type and range of housing available.

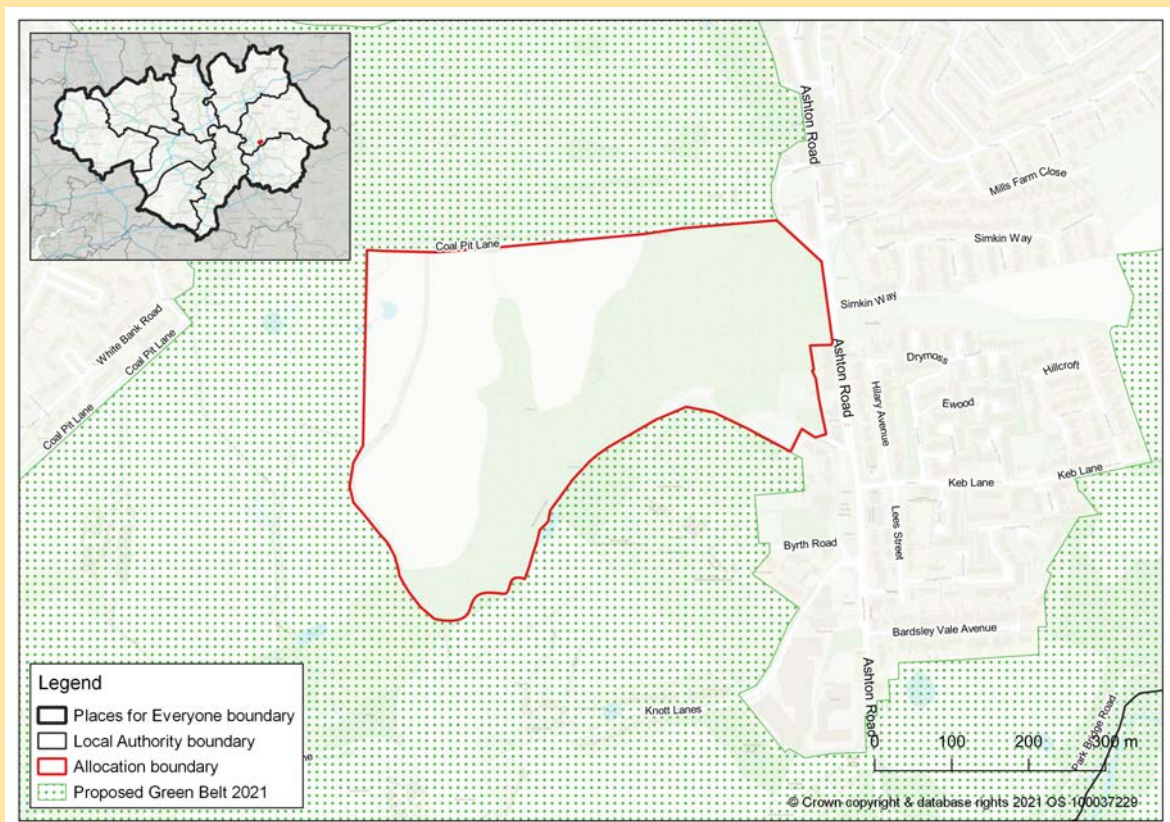
- 11.187** Affordable housing will be provided as part of any development of the site, including a range of tenures, house sizes and types, in order to meet the needs of residents as appropriate. Affordable housing will be delivered in line with local planning policy. A Housing Strategy and Local Housing Needs Assessment has been prepared by Oldham Council which will inform the Local Plan affordable housing policy.
- 11.188** The site is in a sustainable and accessible location, on the edge of a large area of open land and in a successful and attractive neighbourhood, and connected to neighbouring communities in Low Crompton, Cowlshaw, Royton and nearby town centres, including Shaw, where there is a Metrolink stop. Any development would be required to enhance links to and from the site to the bus network, to encourage sustainable modes of travel and maximise the site's accessibility, developing the existing recreation routes and Public Right of Way network.
- 11.189** The development will need to provide for suitable access to the site, in liaison with the local highway authority. As stated in the policy the main access points to the site will be Cocker Mill Lane (supported by an emergency/controlled secondary access to Cowlshaw), Kings Road and Denbigh Drive. The access at Denbigh Drive is constrained and will be limited to provide access to the small parcel in the northern section of the site only.
- 11.190** Cowlshaw Ponds SBI is made up of three pond areas and there is an additional priority habitat to the south of Crompton Primary School. Any development will need to retain and enhance these, incorporating them as a key feature within the green infrastructure network and landscaping proposals for the site.
- 11.191** Biodiversity net gain could be applied to Green Infrastructure, deciduous woodland, lowland fen and protected species.
- 11.192** Development should have regard to the ecosystem services opportunity mapping, in the improvement and enhancement of Green Infrastructure.
- 11.193** It is important to ensure that any development proposed does not place undue pressure on existing social infrastructure and takes account of the increased demand it may place on existing provision. As such, any development would need to provide:
- a. new and/or improvement of existing open space, sport and recreation facilities;
 - b. additional school places through the expansion of existing facilities or provision of new school facilities; and
 - c. provide for appropriate health and community facilities.
- 11.194** These would need to be provided in line with local planning policy requirements and in liaison with the local authority.

- 11.195** There are heritage assets in the surrounding area. Any development would need to consider the impact on their setting, through the completion of a further Heritage Impact Assessment and having regard to the Historic Environment Assessment (2020).
- 11.196** A flood risk assessment will be required to inform development. A comprehensive drainage strategy for the whole site should be prepared as part of the more detailed masterplanning stage, to ensure that undue pressure and burden is not placed on existing utilities infrastructure through piecemeal and uncoordinated development. Regard should be had to the GM SFRA SUDs guidance. Proposals should apply greenfield run off rates, be supported by a maintenance plan and the use of highway SUD's features.

Land South of Coal Pit Lane (Ashton Road)

Policy JP Allocation 17

Land South of Coal Pit Lane (Ashton Road)

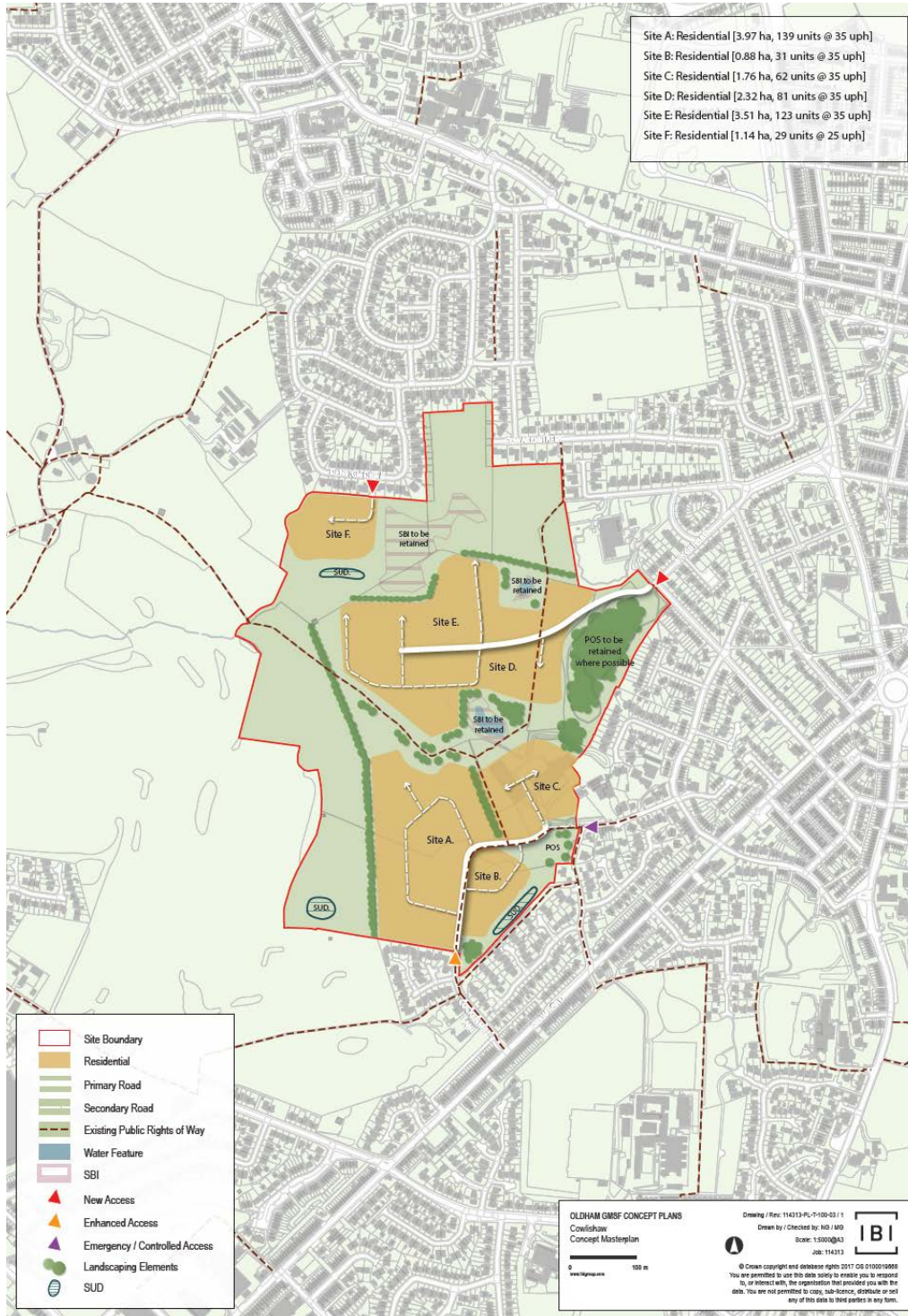


Picture 11.28 JPA 17 Land South of Coal Pit Lane (Ashton Road)

Development on this site will be required to:

1. Be in accordance with a comprehensive masterplan and design code agreed by the local planning authority;

Appendix 2 - High-level Indicative Concept Plan for Cowlshaw



Appendix 3: Main Changes to the Proposed Policy JP Allocation 16 Cowlshaw (2019 Draft GMSF compared to GMSF Publication Plan Draft for Approval October 2020)

Draft 2019 Strategic Allocation Policy	Draft 2020 Strategic Allocation Policy	Reason
1. Be in accordance with a comprehensive masterplan agreed by the local planning authority;	1. Be in accordance with a comprehensive masterplan and Design Code agreed by the local planning authority;	Bold text 'Design Code' added to comply with NPPF recommendations.
2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high quality family housing;	2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high-quality family housing;	No change.
3. Make provision for affordable homes in line with local requirements set out in local planning policy requirements;	3. Provide for affordable homes in line with local requirements set out in local planning policy requirements;	Editorial.
4. The main points of access to the site will be Cocker Mill Lane to the southern part of the site with an emergency/controlled secondary access to Cowlshaw, Kings Road to the central part of the site that lies to the north Cowlshaw Farm and Denbigh Drive to the small parcel at the north;	4. Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access to Cowlshaw, Kings Road to the central part of the site that lies to the north of Cowlshaw Farm, and Denbigh Drive, with access limited to the small parcel at the north only;	Editorial to reflect changes in the Locality Assessments.
5. Mitigate the impact of the development on the local highway network as required, including by ensuring good public	5. Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic	Editorial to reflect changes in the Locality Assessments.

<p>transport access and improving walking and cycling connections to Shaw and Royton town centres;</p>	<p>on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;</p>	
<p>6. Deliver multi-functional green infrastructure and high-quality landscaping within the site and around the main development areas. So as to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside. Regard should also be had to the conclusions of the Landscape Character Assessment for the Rochdale and Oldham South Pennines Foothills;</p>	<p>6. Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation;</p> <p>7. Have regard to the recommendations of the Greater Manchester Landscape Character and Sensitivity Assessment for the Pennines Foothills South / West Pennines;</p>	<p>Wording amended for clarity; green infrastructure included within previous policy, reference to Landscape Character Area moved to its own separate policy.</p> <p>Reflects findings and recommendations of the 'Identification of opportunities to Enhance the Beneficial Use of the Green Belt in 2020' report.</p>
<p>7. Retain and enhance areas of biodiversity within the site, most notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the rear of Worsley Drive to deliver a clear and measurable net gain in biodiversity, integrating them as part of multi-functional green infrastructure network;</p>	<p>8. Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-</p>	<p>Wording amended and further policies added to reflect the findings of the Preliminary Ecological Appraisal for the site and responses to the GMSF 2019.</p>

	<p>functional green infrastructure network with the wider environment;</p> <p>9. Provide further surveys on amphibians (including great crested newts), extended phase 1 habitat, breeding birds, badgers and bats to inform any planning application;</p>	
<p>8. Provide for new and/or improvement of existing open space, sport and recreation facilities commensurate with the demand generated in line with local planning policy requirements;</p>	<p>10. Provide for new and/or improvement of existing open space, sport and recreation facilities, commensurate with the demand generated and local surpluses and deficiencies, in line with local planning policy requirements. This includes the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site;</p>	<p>Bold text added for clarity and to comply with local planning policy (Policy 23 Open Space, Sport and Recreation).</p>
<p>9. Retain and enhance where possible existing recreational routes and Public Rights of Way running through the site, integrating them as part of the multi-functional green infrastructure network so as to encourage active travel and improve linkages and connections to adjoining communities and countryside;</p>		<p>Removed as requirement is now contained within new clause 6 of revised allocation policy.</p>
<p>10. Provide for additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion</p>	<p>11. Contribute to additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through</p>	<p>Bold text amended for clarity.</p>

of existing facilities or through the provision of new school facilities in liaison with the local education authority;	the provision of new school facilities in liaison with the local education authority;	
11. Provide for appropriate health and community facilities to meet the increased demand that will be placed on existing provision;	12. Contribute to appropriate health and community facilities to meet the increased demand that will be placed on existing provision;	Bold text added for clarity.
12. Identify any designated and non-designated heritage assets and assess the potential impact on the asset and their setting, when bringing forward the proposals;	13. Conserve and enhance heritage assets and their setting in accordance with the findings and recommendations of the Historic Environment Assessment (2020). An up-to-date Heritage Impact Assessment will be required for any planning applications;	Wording amended as a result of the Historic Environment Assessment Screening Exercise findings, and in agreement with Historic England.
13. Identify any assets of archaeological interest, assess the potential impact on the asset and include appropriate mitigation strategies, which may include controlled investigation; and	14. Take into consideration the findings of the Greater Manchester Historic Environment Assessment Screening Exercise, and provide an up-to-date archaeological desk-based assessment to determine if any future evaluation and mitigation will be needed; and	Wording amended as a result of the Historic Environment Assessment Screening Exercise findings, and in agreement with Historic England.
14. Be informed by an appropriate flood risk assessment and comprehensive drainage strategy for the whole site and deliver any appropriate recommendations and measures, including mitigation measures. Incorporate sustainable drainage systems within the site adjacent to the boundary with Crocus Drive, in the south western	15. Be informed by an appropriate flood risk assessment and a comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate	To reflect changes requested by United Utilities and the Environment Agency.

<p>corner and below the area of development south of Denbigh Drive, so as to control the rate of surface water run-off and be integrated as part of the multi-functional green infrastructure network.</p>	<p>recommendations, including mitigation measures and the incorporation of sustainable drainage systems integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice. Opportunities to use natural flood management and highway SUDs features should be explored.</p>	
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Appendix 4: Main Changes to the Proposed Policy JP Allocation 16 Cowlshaw (GMSF Publication Plan Draft for Approval October 2020 compared to PfE 2021)

Draft 2020 Strategic Allocation Policy	Draft 2021 Strategic Allocation Policy	Reason
1. Be in accordance with a comprehensive masterplan and Design Code agreed by the local planning authority;	1. Be in accordance with a comprehensive masterplan and Design Code agreed by the local planning authority;	No change.
2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high-quality family housing;	2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high-quality family housing;	No change.
3. Provide for affordable homes in line with local requirements set out in local planning policy requirements;	3. Provide for affordable homes in line with local requirements set out in local planning policy requirements;	No change.
4. Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access to Cowlshaw, Kings Road to the central part of the site that lies to the north of Cowlshaw Farm, and Denbigh Drive, with access limited to the small parcel at the north only;	4. Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access to Cowlshaw, Kings Road to the central part of the site that lies to the north of Cowlshaw Farm and Denbigh Drive, with access limited to the small parcel at the north only;	No change.
5. Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic	5. Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic	No change.

on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;	on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;	
6. Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation;	6. Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high-quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation;	No change.
7. Have regard to the recommendations of the Greater Manchester Landscape Character and Sensitivity Assessment for the Pennines Foothills South / West Pennines;	7. Have regard to the recommendations of the Greater Manchester Landscape Character and Sensitivity Assessment for the Pennines Foothills South / West Pennines;	No change.
8. Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green	8. Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green infrastructure	No change.

infrastructure network with the wider environment;	network with the wider environment;	
9. Provide further surveys on amphibians (including great crested newts), extended phase 1 habitat, breeding birds, badgers and bats to inform any planning application;	9. Provide further surveys on amphibians (including great crested newts), extended phase 1 habitat, breeding birds, badgers and bats to inform any planning application;	No change.
10. Provide for new and/or improvement of existing open space, sport and recreation facilities, commensurate with the demand generated and local surpluses and deficiencies , in line with local planning policy requirements. This includes the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site;	10. Provide for new and/or the improvement of existing open space, sport and recreation facilities, commensurate with the demand generated and local surpluses and deficiencies, in line with local planning policy requirements. This includes the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site;	No change.
11. Contribute to additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through the provision of new school facilities in liaison with the local education authority;	11. Contribute to additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through the provision of new school facilities in liaison with the local education authority;	No change.
12. Contribute to appropriate health and community facilities to meet the increased demand that will be placed on existing provision;	12. Contribute to appropriate health and community facilities to meet the increased demand that will be placed on existing provision;	No change.
13. Conserve and enhance heritage assets and their setting in accordance with the findings and recommendations of the Historic Environment	13. Be informed by the findings and recommendations of the Historic Environment Assessment	Policy reworded as requested by Historic England.

<p>Assessment (2020). An up-to-date Heritage Impact Assessment will be required for any planning applications;</p>	<p>(2020) in the Plan's evidence base and any updated Heritage Impact Assessment submitted as part of the planning application process. An up-to-date archaeological desk-based assessment to determine if any future evaluation and mitigation will be needed; and</p>	
<p>14. Take into consideration the findings of the Greater Manchester Historic Environment Assessment Screening Exercise, and provide an up-to-date archaeological desk-based assessment to determine if any future evaluation and mitigation will be needed; and</p>		<p>Criterion 14) removed to avoid unnecessary repetition with criterion 13) above.</p>
<p>15. Be informed by an appropriate flood risk assessment and a comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate recommendations, including mitigation measures and the incorporation of sustainable drainage systems integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice. Opportunities to</p>	<p>14. Be informed by an appropriate flood risk assessment and a comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate recommendations, including mitigation measures and the incorporation of sustainable drainage systems integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice. Opportunities to</p>	<p>No change.</p>

use natural flood management and highway SUDs features should be explored.	use natural flood management and highway SUDs features should be explored.	
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Appendix 5: GMSF 2019 Map and Policy Wording for the Cowlshaw Allocation

Question 94

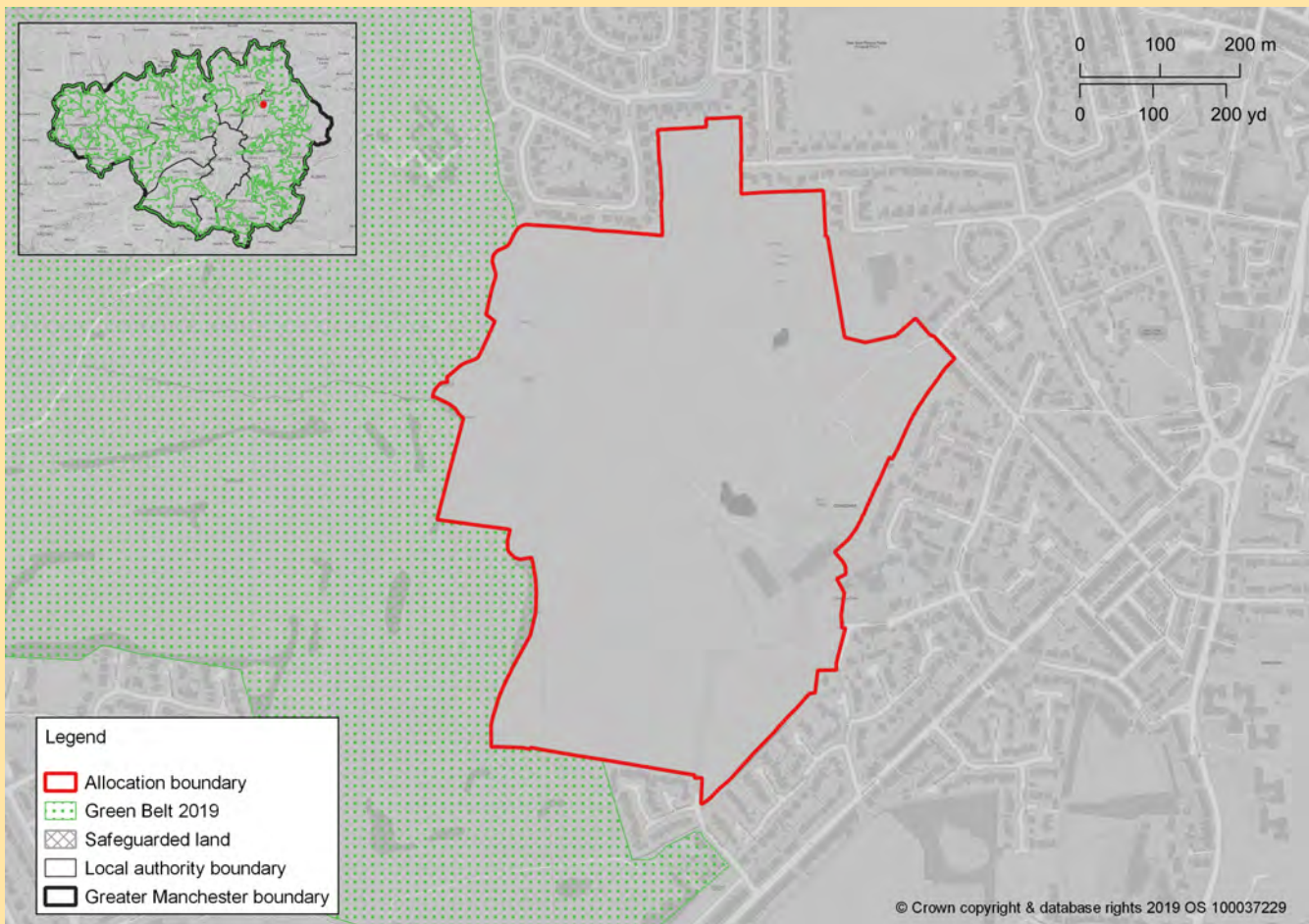
Do you agree with the proposed policy GM Allocation 15: Broadbent Moss?

Agree / Mostly agree / Neither agree or disagree / Mostly disagree / Disagree

What is the reason for your answer?

Policy GM Allocation 16

Cowlishaw



Development at this site will be required to:

1. Be in accordance with a comprehensive masterplan agreed by the local planning authority;
2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high quality family housing;

3. Make provision for affordable homes in line with local requirements set out in local planning policy requirements;
4. The main points of access to the site will be Cocker Mill Lane to the southern part of the site with an emergency/controlled secondary access to Cowlshaw, Kings Road to the central part of the site that lies to the north Cowlshaw Farm and Denbigh Drive to the small parcel at the north;
5. Mitigate the impact of the development on the local highway network as required, including by ensuring good public transport access and improving walking and cycling connections to Shaw and Royton town centres;
6. Deliver multi-functional green infrastructure and high quality landscaping within the site and around the main development areas. So as to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside. Regard should also be had to the conclusions of the Landscape Character Assessment for the Rochdale and Oldham South Pennines Foothills;
7. Retain and enhance areas of biodiversity within the site, most notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the rear of Worsley Drive to deliver a clear and measurable net gain in biodiversity, integrating them as part of multi-functional green infrastructure network;
8. Provide for new and/or improvement of existing open space, sport and recreation facilities commensurate with the demand generated in line with local planning policy requirements;
9. Retain and enhance where possible existing recreational routes and Public Rights of Way running through the site, integrating them as part of the multi-functional green infrastructure network so as to encourage active travel and improve linkages and connections to adjoining communities and countryside;
10. Provide for additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through the provision of new school facilities in liaison with the local education authority;
11. Provide for appropriate health and community facilities to meet the increased demand that will be placed on existing provision;
12. Identify any designated and non-designated heritage assets and assess the potential impact on the asset and their setting, when bringing forward the proposals;
13. Identify any assets of archaeological interest, assess the potential impact on the asset and include appropriate mitigation strategies, which may include controlled investigation; and
14. Be informed by an appropriate flood risk assessment and comprehensive drainage strategy for the whole site and deliver any appropriate recommendations and measures, including mitigation measures. Incorporate sustainable drainage systems within the site adjacent to the boundary with Crocus Drive, in the south western corner and below the area of development south of Denbigh Drive, so as to control the rate of surface water run-off and be integrated as part of the multi-functional green infrastructure network.

- 11.119** The site is currently designated as OPOL in the Oldham Local Plan. Whilst the site does have a level of ecological value that would need to be mitigated against and integrated into the development as part of a complementary multi-functional green infrastructure where appropriate, it is relatively flat and free from topographical constraints and is considered developable for housing.
- 11.120** The sustainable and accessible location of the site, on the edge of a large area of open land and in a successful and attractive neighbourhood, provides the potential to provide a range of high quality housing. This will enhance the housing offer within the borough and given the scale of the site, has the potential to contribute significantly to the delivery of Oldham’s housing need with a capacity for around 460 new homes. The site is well-connected to neighbouring residential communities in Low Crompton, Cowlshaw, Royton and nearby town centres, including Shaw where there is a Metrolink stop.
- 11.121** There are a number of assets of historical significance in the surrounding area, any development would need to consider the impact on their setting, through the completion of a Heritage Impact Assessment.
- 11.122** A flood risk assessment will be required to inform any development. A comprehensive drainage strategy for the site as a whole should be prepared as part of the more detailed masterplanning stage. This is to ensure that undue pressure and burden is not placed on existing utilities infrastructure through piecemeal and uncoordinated development. Any proposal should apply greenfield run off rates and be supported by a maintenance plan. Regard should be had to the Greater Manchester Strategic Flood Risk Assessment (SFRA) SUDs guidance.

Question 95

Do you agree with the proposed policy GM Allocation 16: Cowlshaw

Agree / Mostly agree / Neither agree or disagree / Mostly disagree / Disagree

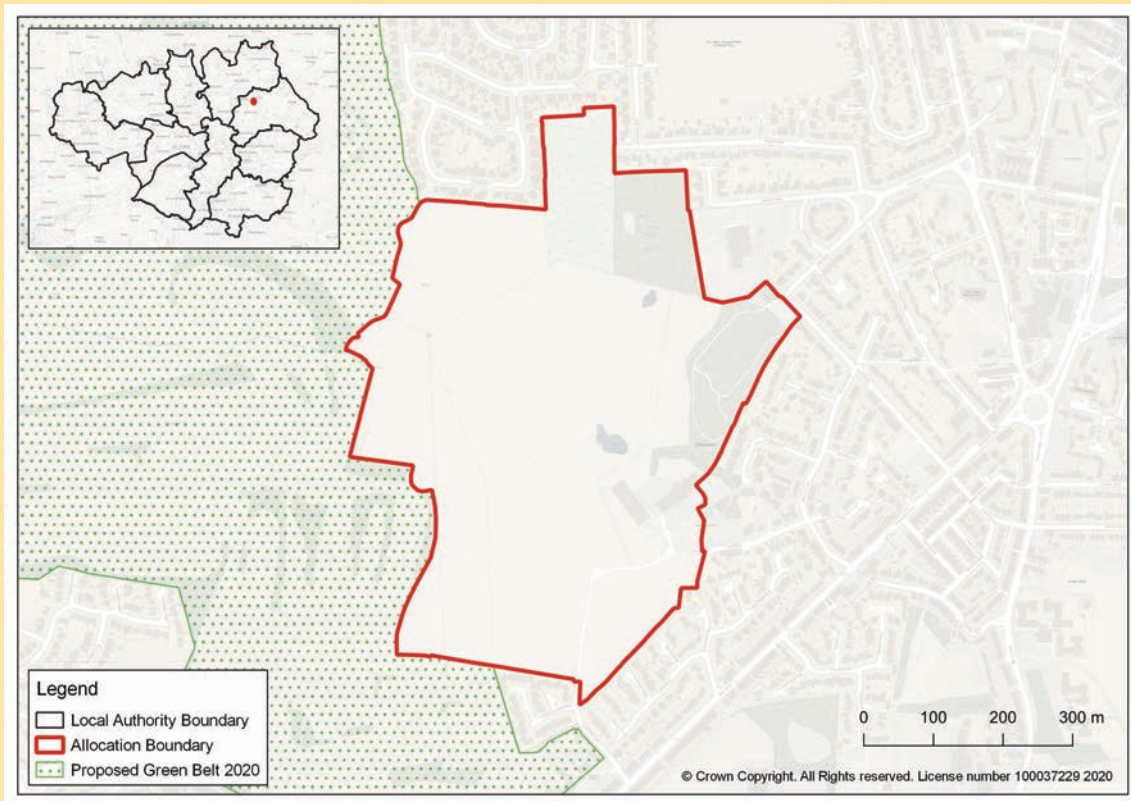
What is the reason for your answer?

Appendix 6: GMSF 2020 Map and Policy Wording for the Cowlshaw Allocation

Cowlishaw

Policy GM Allocation 16

Cowlishaw



Picture 11.26 GMA 16 Cowlishaw

Development at this site will be required to:

1. Be in accordance with a comprehensive masterplan and Design Code agreed by the local planning authority;
2. Deliver around 460 homes, providing a range of dwelling types and sizes so as to deliver more inclusive neighbourhoods and meet local needs, including the delivery of a mix of high-quality family housing;
3. Provide for affordable homes in line with local requirements set out in local planning policy requirements;
4. Provide for appropriate access points to and from the site in liaison with the local highway authority. The main points of access to the site will be Cocker Mill Lane to the southern part of the site, with an emergency/controlled secondary access to Cowlishaw, Kings Road to the central part of the site that lies to the north of Cowlishaw Farm and Denbig Drive, with access limited to the small parcel at the north only;

5. Take account of and deliver any other highway improvements that may be needed to minimise the impact of associated traffic on the local highway network and improve accessibility to the surrounding area, including off-site highways improvements, high-quality walking and cycling infrastructure and public transport facilities;
6. Deliver multi-functional green infrastructure (incorporating the retention and enhancement of existing public rights of way) and high quality landscaping within the site and around the main development areas. This is to minimise the visual impact on the wider landscape, mitigate its environmental impacts, and enhance linkages with the neighbouring communities and countryside and provide opportunities for leisure and recreation.
7. Have regard to the recommendations of the Greater Manchester Landscape Character and Sensitivity Assessment for the Pennines Foothills South / West Pennines;
8. Retain and enhance the hierarchy of biodiversity within the site, notably the existing Cowlshaw Ponds SBI and the area of priority habitat to the south of Crompton Primary School, following the mitigation hierarchy and deliver a meaningful and measurable net gain in biodiversity, integrating them as part of the multi-functional green infrastructure network with the wider environment;
9. Carry out a Habitats Regulation Assessment and provide further surveys on amphibians (including great crested newts), extended phase 1 habitat, breeding birds, badgers and bats to inform any planning application;
10. Provide for new and/or the improvement of existing open space, sport and recreation facilities, commensurate with the demand generated and local surpluses and deficiencies, in line with local planning policy requirements. This includes the retention or relocation, if required, and improvement of the existing play area off Kings Road, within the site;
11. Contribute to additional school places to meet the increased demand that will be placed on existing primary and secondary school provision within the area, either through an expansion of existing facilities or through the provision of new school facilities in liaison with the local education authority;
12. Contribute to appropriate health and community facilities to meet the increased demand that will be placed on existing provision;
13. Identify any designated and non-designated heritage assets and assess the potential impact on the asset and their setting, when bringing forward the proposals through further Heritage Impact Assessments;
14. Take into consideration the findings of the Greater Manchester Historic Environment Assessment Screening Exercise, and provide an up-to-date archaeological desk-based assessment to determine if any future evaluation and mitigation will be needed; and
15. Be informed by an appropriate flood risk assessment and a comprehensive drainage strategy which includes a full investigation of the surface water hierarchy. The strategy should include details of full surface water management throughout the site as part of the proposed green and blue infrastructure. Development should deliver any appropriate recommendations, including mitigation measures and the incorporation of sustainable drainage systems integrated as part of the multi-functional green infrastructure network, and be in line with the GM Level 1 Strategic Flood Risk Assessment (SFRA) advice. Opportunities to use natural flood management and highway SUDs features should be explored.

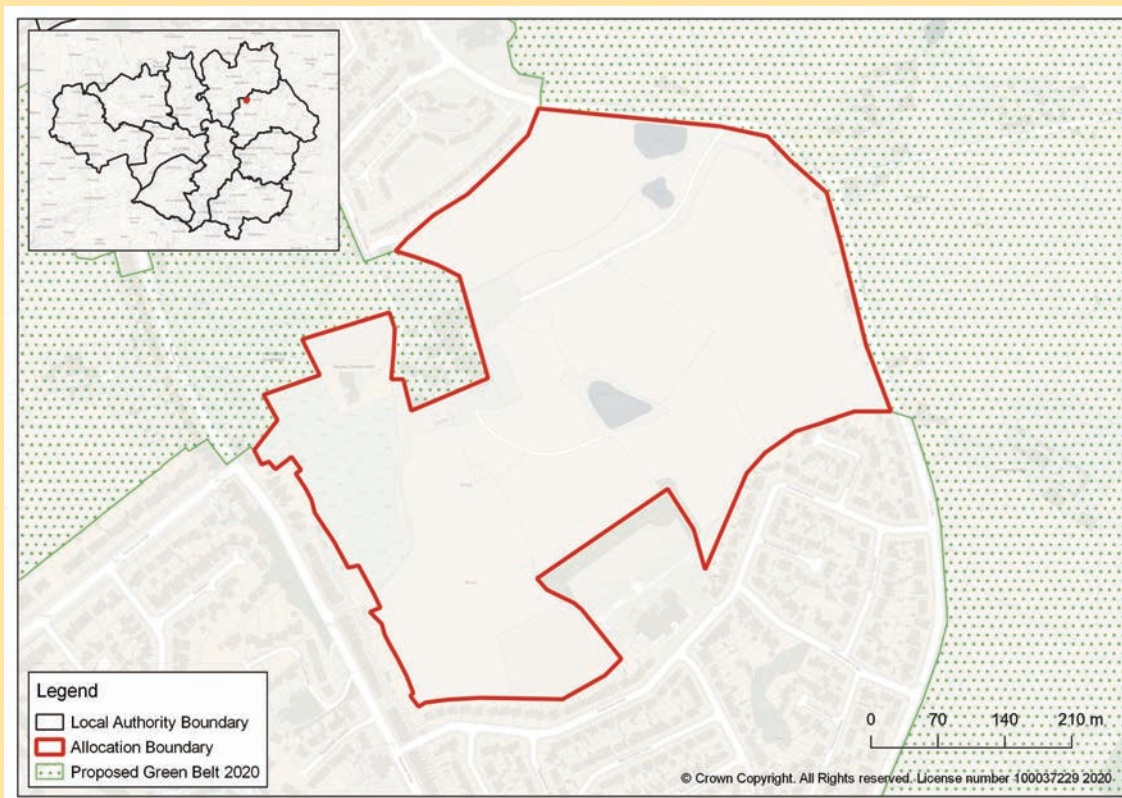
- 11.183** The site is currently designated as OPOL in the Oldham Local Plan. Whilst a significant proportion of Oldham’s housing land will come from the urban area through maximising the use of brownfield land, it is considered that the site will help to diversify the existing housing stock in the area and boroughwide. The site has the potential to meet local housing need in the immediate vicinity and across the borough and contribute to and enhance the housing mix within the area through adding to the type and range of housing available.
- 11.184** Affordable housing will be provided as part of any development of the site, including a range of tenures, house sizes and types, in order to meet the needs of residents as appropriate. Affordable housing will be delivered in line with Local Planning Policy. A Housing Strategy and Local Housing Needs Assessment has been prepared by Oldham Council which will inform the Local Plan affordable housing policy.
- 11.185** The site is in a sustainable and accessible location, on the edge of a large area of open land and in a successful and attractive neighbourhood, and connected to neighbouring communities in Low Crompton, Cowlshaw, Royton and nearby town centres, including Shaw, where there is a Metrolink stop. Any development would be required to enhance links to and from the site to the bus network, to encourage sustainable modes of travel and maximise the site’s accessibility, developing the existing recreation routes and Public Right of Way network.
- 11.186** The development will need to provide for suitable access to the site, in liaison with the local highway authority. As stated in the policy the main access points to the site will be Cocker Mill Lane (supported by an emergency/controlled secondary access to Cowlshaw), Kings Road and Denbigh Drive. The access at Denbigh Drive is constrained and will be limited to provide access to the small parcel in the northern section of the site only.
- 11.187** Cowlshaw Ponds SBI is made up of three ponds areas and there is a priority habitat to the south of Crompton Primary School. Any development will need to retain and enhance these, incorporating them as a key feature within the green infrastructure network and landscaping proposals for the site.
- 11.188** Biodiversity net gain could be applied to Green Infrastructure, deciduous woodland, lowland fen and protected species.
- 11.189** Development should have regard to the ecosystem services opportunity mapping, in the improvement and enhancement of Green Infrastructure.
- 11.190** It is important to ensure that any development proposed does not place undue pressure on existing social infrastructure and takes account of the increased demand it may place on existing provision. As such, any development would need to provide:
- a. new and/or improvement of existing open space, sport and recreation facilities;
 - b. additional school places through the expansion of existing facilities or new provision of new school facilities; and
 - c. provide for appropriate health and community facilities.

- 11.191** These would need to be provided in line with local planning policy requirements and in liaison with the local authority.
- 11.192** There are heritage assets in the surrounding area. Any development would need to consider the impact on their setting, through the completion of a further Heritage Impact Assessment.
- 11.193** A flood risk assessment will be required to inform development. A comprehensive drainage strategy for the whole site should be prepared as part of the more detailed masterplanning stage, to ensure that undue pressure and burden is not placed on existing utilities infrastructure through piecemeal and uncoordinated development. Regard should be had to the GM SFRA SUDs guidance. Proposals should apply greenfield run off rates, be supported by a maintenance plan and the use of highway SUD's features.

Hanging Chadder

Policy GM Allocation 17

Hanging Chadder



Picture 11.27 GMA 17 Hanging Chadder

Development at this site will be required to:

Appendix 7: Cowlshaw Call for Sites Table

All Call for Sites submitted and assessed in relation to the proposed allocation are identified in the table below. Please see Site Selection Background Paper for further details and the individual Call for Site Assessments.

Submission ID	Site Name	Call for Sites Release
1452533854895	Land at Denbigh Drive	2015
1452509976421	Land at Cowlshaw	2015

Section H – Bibliography

PfE2021 and all supporting documents referred to within this topic paper and listed below can be found at (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>)

Concept Planning

- Oldham GMSF Concept Plan and Report - Broadbent Moss and Beal Valley - IBI Group, Amion and JLL on behalf Oldham Council, October 2018

Environment

- Preliminary Ecological Appraisals – Areas being considered for allocation for future development within the Greater Manchester Spatial Framework in Oldham; GMEU; June 2020
- Greater Manchester Landscape Character and Sensitivity Assessment – Land Use Consultants (LUC), September 2018
- Habitat Regulations Assessment of the Greater Manchester Spatial Framework – Greater Manchester Ecology Unit (GMEU), October 2020

Flooding

- Level 1 Strategic Flood Risk Assessment for Greater Manchester – Update; JBA Consulting; March 2019

Green Belt

- Stage 1 Greater Manchester Green Belt Assessment: LUC; 2016
- Stage 1 Greater Manchester Green Belt Assessment – Appendices; LUC; 2016
- Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions; LUC; 2020
- Stage 2 Greater Manchester Green Belt Study: Assessment of Proposed 2019 GMSF Allocations; LUC; September 2020
- Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations - Appendix B; LUC; 2020
- Stage 2 GM Green Belt Study - Addendum: Assessment of Proposed GMSF Allocations; LUC; 2020

- Stage 2 GM Green Belt Study - Contribution Assessment of Proposed 2020 GMSF Green Belt Additions; LUC; 2020
- Identification of Opportunities to Enhance the Beneficial Use of the Green Belt – Land Use Consultants; LUC; September 2020

Historic Environment

- Historic Environment Assessment Screening Exercise - Greater Manchester Archaeology Advisory Service (GMAAS), February 2020
- Historic Environment Assessment for Places for Everyone: Oldham Allocations; Oldham Council; June 2021

Integrated Assessment

- Integrated Assessment of the Greater Manchester Spatial Framework - Arup & Greater Manchester Combined Authority, January 2019
- Integrated Assessment of the Greater Manchester Spatial Framework – IA of 2020 draft GMSF Consultation Document; GMCA / ARUP; October 2020

Plan versions

- Greater Manchester’s Plan for Homes, Jobs and the Environment – Greater Manchester Spatial Framework (GMSF) Revised Draft; GMCA; January 2019 (GMSF 2019)
- Greater Manchester’s Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework Publication Plan 2020 – Draft for Approval; GMCA; October 2020 (GMSF 2020)

Site Selection

- Greater Manchester’s Plan for Homes, Jobs and the Environment – Site Selection Process Background Paper; GMCA

Transport

- Transport Locality Assessments – Introductory Note and Assessments – Oldham Allocations - Beal Valley; Systra; November 2020

Viability

- Greater Manchester Spatial Framework Strategic Viability Report – Stage 2 Allocated Sites Viability Report; Three Dragons, Ward Williams Associates, Troy Planning + Design (on behalf of GMCA); October 2020
- Greater Manchester Spatial Framework Strategic Viability Report – Stage 2 Allocated Sites Viability Report - Amended; Three Dragons, Ward Williams Associates, Troy Planning + Design (on behalf of GMCA); June 2021