



Oldham
Council

Delegated Cabinet Member Decision Report

Decision Maker and Portfolio area: Councillor Roberts, Cabinet Member for Housing

Date of Decision: 31 January 2019

Subject: Consultation on the Oldham Town Centre Conservation Area Appraisal and Management Plan (CAAMP) Supplementary Planning Document (SPD)

Report Author: Georgina Brownridge

Ward(s) Affected: Coldhurst and St Mary's

Reason for the decision: To approve public consultation on the Oldham Town Centre Conservation Area Appraisal and Management Plan (CAAMP) Supplementary Planning Document (SPD) and to approve the final Strategic Environmental Assessment (SEA) Determination Statement.

What are the alternative option(s) to be considered? Please give the reason(s) for recommendation(s):

Option 1 – To approve public consultation on the draft Oldham Town Centre CAAMP SPD and supporting documents and to approve the final SEA Determination Statement. This will allow the SPD to be prepared in line with the Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the Statement of Community Involvement (SCI).

Option 2 – To not approve public consultation on the draft Oldham Town Centre CAAMP SPD and supporting documents and not approve the final SEA Determination Statement. This will mean that the SPD would not comply with the Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the SCI.



Recommendation(s):

Option 1 - To approve public consultation on the draft Oldham Town Centre CAAMP SPD and supporting documents and approve the final SEA Determination Statement. This will allow the SPD to be prepared in line with the Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the SCI.

What are the *financial* implications?

The planning and infrastructure service are seeking approval to publish the draft Oldham Town Centre CAAMP SPD with supporting documents along with the final SEA Determination Statement.

Consultation on the draft Oldham Town Centre CAAMP SPD must be carried out in line with The Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the SCI.

The Statement of Availability (public notice) for the draft Oldham Town Centre CAAMP SPD will be placed in a local advertisement. The draft SPD, supporting documents and Statement of Availability will be placed in public libraries and at the planning reception. The Statement of Availability will be sent to interested parties on the Local Plan mailing list, although many of these can be contacted electronically.

Cost incurred will therefore be in relation to the public notice, printing and postage. It is anticipated that these costs will be in the region of £2,000 depending upon the cost of the public notice, which will be met from within the Strategic Planning and Information's revenue budget.

(Sophie Eade/ Sadrul Alam)

What are the *procurement* implications?

None.

What are the *legal* implications?

Under the Council's scheme of delegation for the local development framework, approval of the determination by the Council that the proposed SPD is unlikely to have significant environmental effects and, accordingly, does not require an environmental assessment, pursuant to

Regulation 9 of the Environmental Assessment of Plans and Programmes Regulations 2004 lies with the relevant Cabinet Member in consultation with the Executive Director, as does approval of the draft SPD for public consultation. It is a requirement of the Town and Country Planning (Local Planning) (England) Regulations 2012 that the Council must consult the public on the draft proposals. The proposed extensions to the conservation area cannot be introduced via a supplementary planning document. (A Evans)

What are the Human Resources implications?

None

Equality and Diversity Impact Assessment attached or not required because (please give reason)

Attached.

What are the property implications

The body of the report includes property comments (Peter Wood).

Risks:

The plan sets out how the Council will comply with its Regulatory Responsibilities under planning legislation (Mark Stenson).

Co-operative agenda

Consultation on the draft Oldham Town Centre CAAMP SPD will promote working together and openness and democracy values.

Has the relevant Legal Officer confirmed that the recommendations within this report are lawful and comply with the Council's Constitution?

Yes

Has the relevant Finance Officer confirmed that any expenditure referred to within this report is consistent with the Council's budget?

Yes

Are any of the recommendations within this report contrary to the Policy Framework of the Council?

No

There are no background papers for this report

Report Author Sign-off:

G.Brownridge



Date:	24.01.2019
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Please list any appendices:-

Appendix number or letter	Description
1	Proposed Extensions to Oldham Town Centre Conservation Area
2	Draft Oldham Town Centre Conservation Area Appraisal and Management Plan Supplementary Planning Document.
3	Strategic Environmental Assessment Determination Statement
4	Habitat Regulations Assessment Screening Statement
5	Equalities Impact Assessment

Background:

In April 2018, delegated approval was obtained to commission consultants to prepare an updated CAAMP for the Oldham Town Centre Conservation Area (CA).

The SPD will provide further guidance on the relevant policies contained within the Joint Core Strategy and Development Management Policies Development Plan Document ('the Joint DPD'), in particular it will assist council officers and applicants in implementing Policy 24 'Historic Environment' in planning decisions and enforcement.

The CAAMP will also provide up to date evidence to inform the Local Plan review and its implementation when adopted.

It will also support the regeneration plans for Oldham Town Centre.

The CAAMP is also a high priority as the Oldham Town Centre CA has been surveyed as part of the Historic England Heritage "At Risk" Assessment. As a consequence of this assessment, the CA has been included on the CA "At Risk" Register. An up to date CAAMP is required in order to re-assess the designated area and evaluate and record its special interest. The last CA appraisal for Oldham Town Centre was published in April 1997.

The appraisal has included:

- a review of the existing Oldham Town Centre CA;
- a review of the extension proposed in the previous appraisal; and
- a review of the wider town centre boundary.

The appraisal proposes four extensions to the existing Oldham Town Centre CA boundary. However any extensions to the CA boundary cannot be introduced by the CAAMP SPD. These will have to be dealt with separately.

It also identifies buildings that could be added to a local list¹, should we wish to establish one.

The Management Plan has followed on from the appraisal of the CA. It sets out policies and recommendations around enhancement, regeneration and community engagement.

The draft CAAMP serves to:

- Stimulate interest in both the protection, and careful development, of the Oldham Town Centre CA for present and future generations;
- Encourage wider use and enjoyment of assets within Oldham Town Centre;
- Encourage the conservation, repair, reuse and management of the area's historic features; and,
- Work towards removing the Oldham Town Centre CA from the "At Risk" register.

To inform the draft CAAMP the following activities have taken place:

- An inception meeting was held in August 2018;
- An officer 'walk around' was held with Donald Insall Associates (the appointed consultants) on 6th September 2018;
- Initial stakeholder workshops were held on 21st September 2018 consisting of internal officers and external affected parties who may be more directly interested in the CAAMP. Developers and ward members were also invited; and,
- Workshops on the draft appraisal were held on the 9th November, followed by workshops on the draft management plan on the 12th December with internal officers and external parties and members of the youth council and Oldham Sixth Form College, to provide input from a younger person's perspective in advance of the full public consultation.

The four proposed extensions (Appendix 1) to the existing Oldham Town Centre CA and justification for them are as follows:

- **High Street East and Parliament Square** – Parliament Square is a substantial public space which sits at the heart of the CA. Its partial exclusion from the CA was a result of the poor quality townscape which existed before this part of Clegg Street was redeveloped as part of the new cinema. The square forms part of the core of the CA. Along High Street East, the proposed extension would include the public realm to ensure that they are not severed in two by an imaginary boundary. It is also proposed to include a larger area of the retail core, including buildings on the south side of High Street into Market Place and north to include Henshaw Street. This would link the north side of the town centre across Albion Street and include almost all of the area of pedestrianised public realm bounded by varied and often positively contributing buildings. This area, although it includes many buildings which make a positive contribution to the CA, includes some detracting features such as shopfronts and signage.
- **Yorkshire Street, Retiro Street and Waterloo Street** – Yorkshire Street is a principal street within the CA which extends from Parliament Square and

¹ National Planning Guidance states "Local planning authorities may identify non-designated heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting



High Street. As such, it links into the heart of the CA. It was constructed as an extension of the High Street at the turn of the 19th century, replacing the historic route which meandered up to the church.

- The CA extension would pick up a collection of buildings which extend the established character of the CA (34 - 48 Yorkshire Street and Old Mess House), and the historic route (Goldburn – the main route over the Pennines from Manchester to Yorkshire) as it crosses from Bow Street into Old Church Street, and then alongside the church gardens up to Church Street. It is a sensitive location on the historic entry into the CA that is considered to require sensitive development that takes into consideration its location and addresses the area's steep topography.
- The modern block at 21-41 Yorkshire Street is a detracting feature, at odds with the character of the CA, which has diminished the historic character of Church Street. However, it offers a key location, being of particular importance to the setting of Church Street. Its suggested inclusion within the CA recognises this and the opportunity for future enhancement.
- **Cultural Quarter** – The public realm, formed by the pedestrianisation of Ashworth Street, is an integral part of the Cultural Quarter and this part of the CA. It is therefore proposed for inclusion. Gallery Oldham and the attached library are integral to the character and public focus of the Cultural Quarter of the CA and form a sympathetic modern addition which takes advantage of the changing gradient to sit comfortably behind the Victorian streetscape on Union Street despite its scale.
- **Harrison Street** – The buildings at 1 and 3 Ascroft Street and their rear boundary are dominant features within this backland area. The buildings have historic industrial character and are thus worthy of inclusion in the CA.

The draft appraisal has also suggested the following buildings be included on a local list, should one be established:

- Hilton Arcade;
- Greaves Arms;
- 3 Greaves Street;
- Victoria House, Greaves Street;
- The Old Bill, Greaves Street;
- The Old Museum (Former Friends Meeting House and Former Museum), Greaves Street; and,
- 31 Queen Street.

The Management plan aims to:

- Secure the viable use of vacant heritage assets to prevent their decay and dereliction and ensure their long-term preservation and contribution to the character and appearance of the CA;
- Reverse the cumulative negative impact that the poor upkeep and maintenance of buildings and inappropriate alternations have on the appearance of buildings and the character of the CA;

- Uplift the human experience of the CA at ground flood level and the perceived quality of the urban environment in order to bring about major enhancement to its character and appearance;
- Ensure the significance of the CA area is preserved and that any future development enhances its positive characteristics;
- Ensure that only applications for development which reflect careful consideration of the character and appearance of the CA are approved, and to encourage the redevelopment of cleared vacant sites within the CA and its setting;
- Protect the established and valued views of the surrounding area which contribute to the historic context and setting of Oldham Town Centre CA, as well as local views within the CA;
- Ensure interventions in the public realm are considered carefully in the context of good surviving examples of street furniture, surface coverings and public art/ sculptures / monuments to preserve and enhance its essential character and to encourage the introduction of appropriate greening and landscaping;
- Improve wayfinding into and around the CA, between key transport links and better define the CA;
- Give the CA a clear identity, engage the public and celebrate the heritage of Oldham whilst incentivising the care and conservation of its buildings and character and appearance overall;
- Create a place that people find welcoming and which contributes to their sense of identity, local pride and well-being;
- Ensure that the CA is correctly managed and the tools available to Oldham Council are used to effectively enforce the CA status; and
- Make better use of the powers available to it to secure the enhancement of the CA and its removal from the 'At Risk' register.

The appraisal rather than remaining as an evidence based document, is being prepared as a SPD² providing more detailed guidance to Policy 24 on the Historic Environment in the adopted Local Plan, although as noted above, the proposed extensions to the CA cannot be introduced via the SPD. This will give the CAAMP more weight in planning decisions and enforcement action.

Current Position

The draft Oldham Town Centre CAAMP SPD is supported by the following statements:

- Strategic Environmental Assessment (SEA) Determination Statement;
- Habitats Regulations Assessment (HRA) Screening Statement; and
- Equalities Impact Assessment (EqIA).

The SEA Determination Statement screens the SPD to confirm whether a SEA is needed. The council consulted the Environment Agency, Natural England and Historic England who agreed with the conclusions of the draft Determination Statement, that a SEA is not

² National Planning Policy Framework (NPPF) states that SPDs should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.

required. The council must notify the consultation bodies of the final Determination and make a copy of the determination available at the principal office and bring it to the attention of the public. The council will do this as part of the consultation on the SPD.

The HRA Screening Opinion, carried out by Greater Manchester Ecology Unit, confirms that the implementation of the draft Oldham Town Centre CAAMP SPD will have no likely significant effects on European sites (the South Pennine Moors and the Rochdale Canal) and will not affect the integrity of any European sites designated for their nature conservation value. The Plan can be 'screened out' and no further level of Assessment is required.

Consultation on the draft Oldham Town Centre CAAMP SPD must take place in line with The Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the SCI for a minimum of four weeks.

Consultation will include as a minimum:

- a public notice;
- a press release;
- publishing the draft documents on the council's website;
- making the documents available at public libraries and at the planning reception at Access Oldham; and
- Sending notification of the consultation out by email or letter to councillors and people and organisations on the Local Plan mailing list.

Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 also requires a public meeting is held.

Proposals:

Option 1 – To approve public consultation on the draft Oldham Town Centre CAAMP SPD and supporting documents and to approve the final SEA Determination Statement. This will allow the SPD to be prepared in line with the Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the SCI.

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Conclusions:

Option 1 - To approve public consultation on the draft Oldham Town Centre CAAMP SPD and supporting documents and to approve the final SEA Determination Statement. This will allow the SPD to be prepared in line with the Town and Country (Local Planning) (England) Regulations 2012, Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and SCI.



Oldham
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In consultation with

(Relevant Executive Director/Director

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Date: _____

