

***PLACE, ECONOMIC GROWTH AND ENVIRONMENT SCRUTINY
BOARD
Agenda***

Date Thursday 24th July 2025

Time 6.00 pm

Venue Lees Suite, Civic Centre, Oldham, West Street, Oldham, OL1 1NL

Notes 1. DECLARATIONS OF INTEREST- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Alex Bougatef or Peter Thompson at least 24 hours in advance of the meeting.

2. CONTACT OFFICER for this agenda is Peter Thompson – email: peter.thompson@oldham.gov.uk

3. PUBLIC QUESTIONS - Any Member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the contact officer by 12 noon on Monday, 21st July 2025.

4. FILMING - The Council, members of the public and the press may record / film / photograph or broadcast this meeting when the public and the press are not lawfully excluded. Any member of the public who attends a meeting and objects to being filmed should advise the Constitutional Services Officer who will instruct that they are not included in the filming.

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MEMBERSHIP OF THE PLACE, ECONOMIC GROWTH AND
ENVIRONMENT SCRUTINY BOARD

Councillors Aslam, Ghafoor, Harkness, J. Hussain (Chair), Kouser, Malik, McLaren (Vice-Chair), Rustidge, Sharp, Wilkinson and Williamson

Item No

- 1 Apologies For Absence
- 2 Urgent Business
Urgent business, if any, introduced by the Chair
- 3 Declarations of Interest
To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.
- 4 Public Question Time
To receive Questions from the Public, in accordance with the Council's Constitution.
- 5 Minutes of Previous Place, Economic Growth and Environment Scrutiny Board Meeting (Pages 5 - 14)
The Minutes of the meeting of the Place, Economic Growth and Environment Scrutiny Board held on 12th June 2025 are attached for approval.
- 6 Greater Manchester Joint Minerals and Waste Plan: Decision Making Process (Pages 15 - 28)
A report of the Statutory Deputy Leader and Cabinet member for Neighbourhoods that seeks approval to delegate to AGMA Executive Board the formulating and preparing of a joint development plan document with the other 9 Greater Manchester councils.
- 7 Open Space Interim Planning Position Paper (Pages 29 - 62)
A report of the Statutory Deputy Leader and Cabinet member for Neighbourhoods that seeks approval for the publication of the Open Space Interim Planning Position Paper on the council's website.
- 8 Work Programme (Pages 63 - 68)
To consider the Scrutiny Board's Work Programme for 2025/26
- 9 Key Decision Document (Pages 69 - 74)
- 10 Call-in Procedure (Pages 75 - 76)
The Scrutiny Board is asked to note the Call-in Procedure
- 11 Creating a Better Place - Update (Pages 77 - 100)
A report that updating on the Creating a Better Place Programme

12 Exclusion of the Press and Public

To consider that the press and public be excluded from the meeting for the following item of business, pursuant to Section 100A(4) of the Local Government Act 1972 on the grounds that discussions may involve the likely disclosure of exempt information, under paragraph 3 as defined in the provisions of Part 1 of Schedule 12A of the Act, to the Local Government Act 1972 and public interest would not be served in publishing the information.

13 Creating a Better Place - Update (Pages 101 - 152)

The Scrutiny Board is requested to note the Call-in request and to consider the recommendations, in the confidential report, that were approved by Cabinet on 16th June 2025 (minute 11 refers) and which were subsequently called-in by Councillors Kenyon and Al-Hamdani.

The confidential report considered by the Cabinet on 16th June 2025, the associated appendices and the Call-in form received from Councillors Kenyon and Al-Hamdani are attached, for Member's consideration.

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Present: Councillor J. Hussain (in the Chair)
Councillors Aslam, Ghafoor, Harkness, Marland (Substituting for Councillor Williamson), McLaren, Rustidge and Wilkinson

Also in Attendance:

Councillor Taylor – Statutory Deputy Leader and Cabinet Member for Neighbourhoods

Councillor Goodwin – Cabinet Member for Transport and Highways

Councillor Al-Hamdani – Calling-in Member

Peter Richards - Assistant Director of Planning, Transport and Housing Delivery

Elizabeth Dryden-Stuart – Strategic Planning Services

Peter Thompson – Constitutional Services

1 **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Kouser, Sharp and Williamson.

2 **URGENT BUSINESS**

The Chair advised that agenda item 8 (Corporate Performance Report 2024/25 - Quarter 4: 1st January to 31st March 2025) was to be deferred to the Board's next scheduled meeting on 24th July 2025.

3 **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

4 **PUBLIC QUESTION TIME**

There were no public questions for this meeting of the Place, Economic Growth and Environment Scrutiny Board to consider.

5 **MINUTES**

Resolved:

That the Minutes of the meeting of the Place, Economic growth and Environment Scrutiny Board, held on 2nd April 2025, be approved as a correct record.

6 **CALL-IN PROCEDURE**

Resolved:

That the Call-in Procedure be noted.

7 **COMPLYING WITH THE BIODIVERSITY DUTY - OUR POLICIES AND OBJECTIVES FOR THRIVING WILDLIFE IN OLDHAM**

The Chair reported that the purpose of this report was to consider an item of Called-in business, from the Cabinet's meeting held on 24th March 2025. Councillors Al-Hamdani and Kenyon, in accordance with the Council's Overview and Scrutiny Procedure Rules had called-in Minute 11 taken from the proceedings of the Cabinet's meeting held on 24th March 2025

‘Complying with the Biodiversity Duty - Our Policies and Objectives for Thriving Wildlife in Oldham’, a report that had been prepared by the Executive Director for Place/Deputy Chief Executive.

The grounds for the call-in, which Councillor Kenyon outlined to the Scrutiny Board meeting were that:

1. There was not enough information in the report to make the decision. The cabinet minutes make reference to some of these deficiencies: “resources such as funding may be needed to be identified for management plans”. However, there are further gaps in this report which need to be filled and the report resubmitted to cabinet for approval. These gaps include.
2. The plan does not make any assessment of existing capacity (eg authority maintained public rights of way and that existing contribution to green corridors) and new capacity required.
3. The plan does not attach a budget nor any identified sources of funding. In the absence of funding, it does not offer a paired down and prioritised list of objectives that can be fulfilled with existing capacity. This is particularly relevant considering the continued strain on local authority finances
4. The plan is full of objectives but is short on how achievement will be measured and by whom. If measurement is needed by specialists, then how will that be funded?
5. There are no milestones or touchpoints to measure progress towards these important objectives eg the tree canopy objective ends in 2040. How and when will the authority measure progress towards this objective?
6. Measurement is discussed on page 32, paragraph 7.4 “Indicators on biodiversity are also included in our monitoring report¹⁵ related to the implementation of the local plan.” which in footnote 15 references a monitoring report [Monitoring and Housing Land | Oldham's Monitoring Report | Oldham Council](#). The latest iteration of this report is for 2023-24 and is already one year out of date.

On 24th March 2025, the Cabinet had approved a report of the Deputy Chief Executive (Place) which authorised the publication of Oldham Council’s policies and objectives to conserve and enhance biodiversity – ‘Complying with the Biodiversity Duty – Our Policies and Objectives for Thriving Wildlife in Oldham’. The Cabinet also resolved to support the implementation of the actions identified within Tables 4 to 9 of the submitted report.

In accordance with the protocol for dealing with Called-in business and in consideration of the Call-in, Members of the Scrutiny Board asked questions of the Statutory Deputy Leader and Cabinet Member for Neighbourhoods, Councillor Taylor and of the Assistant Director Planning, Transport and Housing Delivery, who both explained the reasons for the decisions made by the Cabinet, on 24th March 2025 and the reasons for

the recommendations that were contained in the submitted report.

Members of the Scrutiny Board also asked questions of the Calling-in member who was present, Councillor Al-Hamdani asking him for a fuller explanation of the reasons for the Call-in.

The Scrutiny Board proceeded to consider the report in detail and afterwards the cabinet member, the Director and the calling-in Member were all given the opportunity to respond to the debate.

In considering the report Members of the Scrutiny Board requested that an annual report detailing how the Council is complying with its Biodiversity Duty with respect to its Policies and Objectives for Thriving Wildlife in the Borough. The Scrutiny Board members also requested that the Cabinet Member for Neighbourhoods, Councillor Taylor, to provide a written summary, detailing the key issues detailed in the submitted report.

Resolved:

That the Place, Economic Growth and Environment Scrutiny Board upholds the decision of the Cabinet made on 24th March 2025, in respect of the item: Complying with the Biodiversity Duty - Our Policies and Objectives for Thriving Wildlife in Oldham (minute 11 refers), meaning that the decision of the Cabinet takes immediate effect, subject to the following two caveats:

- A. That the Executive Director for Place/Deputy Chief Executive be requested to present an annual report, to the Place, Economic Growth and Environment Scrutiny Board, which details, how the Council is complying with its Biodiversity Duty with respect to its Policies and Objectives for Thriving Wildlife in the Borough and that this be factored into future Work Programmes the Scrutiny Board.
- B. That the Cabinet Member for Neighbourhoods, be asked to provide a written summary, detailing the key issues detailed in the submitted report.

8 **CORPORATE PERFORMANCE REPORT 2024/25 -
QUARTER 4: 1ST JANUARY TO 31ST MARCH 2025**

The Chair advised that this item was to be deferred to the Board's next scheduled meeting on 24th July 2025.

9 **LOCAL AUTHORITY HOUSING FUND**

Members of the Scrutiny Board considered a report of the Assistant Director of Planning, Transport and Housing Delivery which advised that the Ministry for Housing, Communities and Local Government (MHCLG) had launched a third round of the Local Authority Housing fund (LAHF) to run over the financial years of 2024/25 and 2025/26.

In October 2024, Oldham Council had accepted a funding allocation of £1,506,000 to deliver 16 homes.

In January 2025, an Expression of Interest process was launched by MHCLG for additional funding and Oldham Council had secured a further £372,000 to provide four additional homes.

The Council had only received interest from Cromwood Housing to deliver the additional homes, as detailed in the submitted report. To deliver the homes, Cromwood required an additional £320,574 and without this additional funding the project would not be deliverable.

A revenue cost from the Council of £40k per annum would achieve a revenue saving of £61k per annum by virtue of a one-off capital investment therefore delivering an annual revenue saving of £21k.

Options/alternatives to be considered by the Cabinet:

Option 1 – Award grant monies to Cromwood Housing to enable Cromwood to deliver the housing project. If the Council passported the £372,000 grant monies from MHCLG and it provided Cromwood with additional grant funding of £320,574 from its own budget monies, Cromwood would identify, purchase, refurb, manage and maintain the homes. The homes would be available for letting by December 2025 at the latest. Cromwood have a strong track record of delivery from the previous LAHF Programmes.

Option 2 – Council to Self-Deliver. If the Council were to retain the MHCLG Grant and self-deliver the programme, this option would require the Council to find an additional £0.5M. The Council would be responsible for finding the home, purchasing, completing refurbishment works and all on-going management and maintenance. The Council would own the properties and retain rental income. Capacity and skills for managing the works outlined above would also need to be identified.

Option 3 – To decline the grant. The Council could decline to accept the MHCLG grant and not take part in the scheme. Any grant received through signing the MoU would be returned to MHCLG.

Option 1 was the preferred option.

The Scrutiny Board were informed that the report was due to be considered by the Cabinet at its meeting on 16th June 2025 and any comments from this Scrutiny Board would be taken into consideration, prior to a decision being made thereon.

Resolved:

1. That the Scrutiny Board notes and endorses the report.
2. That the Cabinet, at its meeting on 16th June, be recommended to approve the recommendations detailed in the submitted report.

The Scrutiny Board received a report of the Executive Director of Place/Deputy Chief Executive that sought approval, from the Cabinet, for the publication of the Housing Delivery Interim

Planning Position Paper on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.



Members were advised that the Interim Planning Position Paper supported the implementation of policies within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document, adopted November 2011. The paper supersedes the previous 'Affordable Housing Interim Planning Position Paper' published by the council in March 2022.

The submitted report set out the council's updated position in relation to:

- a. Housing mix – size, type and tenure – including housing mix for affordable housing.
- b. Affordable housing requirements, including affordable housing thresholds and exceptions (including the application of Vacant Building Credit).
- c. Housing in the Green Belt including the application of the affordable housing 'Golden Rule'.

The report was intended to be used as guidance for developers in preparing development proposals and as a material consideration when assessing planning applications and development proposals for residential development.

The report was intended to be read alongside PfE and the Local Plan as a whole, but in particular - PfE policy JP-H2 'Affordability of New Housing', JP-H3 'Type, Size and Design of New Housing' and also policy 3 'Address of Choice', policy 10 'Affordable Housing' and policy 11 'Housing' of Oldham's Local Plan.

The report was therefore informed by the council's Local Housing Needs Assessment (LHNA) (2024). The LHNA was a key evidence base document and sets out information on local housing needs of different groups (including affordable housing, provision for older people and disabled people), housing mix – including size, tenure and type, and sets out recommendations and policy guidance.

The council's approach to updated national guidance and local evidence will be considered further and inform policy preparation as part of the Local Plan Review.

Options/alternatives to be considered by the Cabinet:

Option 1 - To approve the Housing Delivery Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.

Option 2 – To not approve the Housing Delivery Interim Planning Position Paper for publication on the council's website.

Option 1 was the preferred Option.

The Scrutiny Board were informed that the report was due to be considered by the Cabinet at its meeting on 16th June 2025 and any comments from this Scrutiny Board would be taken into consideration, prior to a decision being made thereon.

Resolved:

3. That the Scrutiny Board notes and endorses the report.
4. That the Cabinet, at its meeting on 16th June, be requested to approve the recommendations detailed in the submitted report.

11

HOUSING DELIVERY TEST ACTION PLAN 2025

The Scrutiny Board considered a report of the Executive Director of Place/Deputy Chief Executive that was seeking approval for the publication of Oldham Council's Housing Delivery Test Action Plan (2025 update)

Members were advised that this report provided an update on the Housing Delivery Test (HDT) position in respect of Oldham. It also sets out an updated position to the previous Housing Delivery Test Action Plan published in July 2024.

The HDT was introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT measures net additional dwellings provided over the past three years against the homes required over the same period. The thresholds for consequences for under-delivery remain as per the National Planning Policy Framework (NPPF). The latest HDT results (and which will be reported in the HDT Action Plan 2025) were published 19 December 2024.

Oldham Council had delivered 91% of its housing need over the past three years (2021/22 to 2022/23). This was the same as the 2021 and 2022 measurement result (91%) and an improvement from the 2020 result of 80%.

The pass rate for the HDT was now 95%. There were consequences of not achieving 95% in the HDT that require some form of action, as set out in the NPPF.

As Oldham had delivered 91% of the housing required, we are required to prepare an Action Plan to address housing delivery. Oldham's previous Action Plan was published in July 2024, as such it is proposed to update the Action Plan as required. Action Plans should be published within six months from the measurement publication date.

This was Oldham Council's fifth Action Plan, drawn up in response to the Housing Delivery Test: 2023 Measurement, published December 2024.

Options/alternatives considered:

Option 1 – To approve the Housing Delivery Action Plan 2025 for publication in line with the requirements of the Housing

Delivery Test: 2023 Measurement results (published December 2024).

Option 2 – To not approve the Housing Delivery Test Action Plan 2025 for publication. This would not comply with the requirements of the Housing Delivery Test Rule Book and the Housing Delivery Test: 2023 Measurement results (published December 2024).

Option 1 was the preferred Option.



The Scrutiny Board were informed that the report was due to be considered by the Cabinet at its meeting on 16th June 2025 and any comments from this Scrutiny Board would be taken into consideration, prior to a decision being made thereon.

Resolved:

1. That the Scrutiny Board notes and endorses the report.
2. That the Cabinet, at its meeting on 16th June, be recommended to approve the recommendations detailed in the submitted report.

12

OLDHAM ELECTRIC VEHICLE CHARGING INFRASTRUCTURE (EVCI) STRATEGY AND ACTION PLAN

Members of the Scrutiny Board considered a report of the Executive Director of Place/Deputy Chief Executive that was seeking approval from the Cabinet to adopt and publish the Oldham Electric Vehicle Charging Infrastructure (EVCI) Strategy and Action Plan.

The Oldham Electric Vehicle Charging Infrastructure (EVCI) Strategy and Action Plan sets out the future direction for EVCI in Oldham. It would ensure that the Council's plans will align with relevant national, regional and local policies, as well as Oldham's goals to decarbonise the borough by 2030.

The strategy outlined how Oldham Council was committed to making EVCI more accessible, appropriate and available for our residents - a significant step in overcoming the barriers to EV ownership and helping to make the borough a more attractive place to live and work.

The Action Plan outlined a phased approach over the next three years of smaller work packages that lay the foundations for larger, more ambitious schemes. Each action works towards the overall vision of the strategy and will utilise grant funding where available, whilst acknowledging the role commercial charge-point operators will also play.

The Oldham EVCI Strategy and Action Plan was intended to support the borough's ambitions for growing the EVCI network across the borough, with key actions set out over the next three years to support this.

The Scrutiny Board were informed that the report was due to be considered by the Cabinet at its meeting on 16th June 2025 and

any comments from this Scrutiny Board would be taken into consideration, prior to a decision being made thereon.

Resolved:

1. That the Scrutiny Board notes and endorses the report.
2. That the Cabinet, at its meeting on 16th June, be recommended to approve the recommendations detailed in the submitted report.

13

GREATER MANCHESTER LOCAL NATURE RECOVERY STRATEGY

Members of the Scrutiny Board considered a report of the Executive Director of Place/Deputy Chief Executive that was seeking the Cabinet's approval for the Local Nature Recovery Strategy to be published, on the Council's website and to authorise the Assistant Director Planning, Transport and Housing Delivery to confirm the same in writing to the Greater Manchester Combined Authority (GMCA) and the Mayor of Greater Manchester (GM), as the responsible body for the GM Local Nature Recovery Strategy.

The Environment Act 2021 introduced the requirement for Local Nature Recovery Strategies (LNRS) to cover the whole of England, to set out where and how efforts should be focused locally to contribute to halting and reversing the decline in biodiversity.

The GM LNRS represented an opportunity to set out a long-term vision for a greener city region, where nature is returning, and more people have better access to greenspace.

The strategy covered the following:

- a. A shared vision for nature recovery in Greater Manchester
- b. Shared priorities and targets for nature recovery
- c. Actions we can all work towards to help deliver them
- d. Maps of a Greater Manchester Nature Network made up of:
- e. Core local nature sites - existing valuable areas for nature
- f. Nature Recovery Opportunity Areas - opportunity areas where action should be focused across the city-region.

Officers at Oldham Council had inputted into the LNRS through various workshops and meetings. The LNRS was also publicly consulted on between 15th November 2024 and 31st January 2025.

Options/alternatives considered:

Option 1 - Oldham Council to agree that they are content for the Local Nature Recovery Strategy (LNRS) to be published; and authorise the Assistant Director Planning, Transport and Housing Delivery to confirm the same in writing to the GMCA and the Mayor as the responsible body for the GM LNRS. This would allow support for the GM LNRS to be expressed, allowing the LNRS to be published once all supporting authorities have

confirmed their support. There are no disadvantages to this option.

Option 2 - Oldham Council to disagree that they are content for the Local Nature Recovery Strategy (LNRS) to be published; and to give a publication advisory notice to the responsible authority outlining that they disagree with the publication of the strategy based on one the grounds under article 15 of the LNRS regulations within 28 days of the receipt of the final LNRS. This would allow for any valid objections to be raised and considered but would delay a nature recovery network being published. Option 1 was the preferred Option.

The Scrutiny Board were informed that the report was due to be considered by the Cabinet at its meeting on 16th June 2025 and any comments from this Scrutiny Board would be taken into consideration, prior to a decision being made thereon.

Resolved:

1. That the Scrutiny Board notes and endorses the report.
2. That the Cabinet, at its meeting on 16th June, be recommended to approve the recommendations detailed in the submitted report.

14

WORK PROGRAMME

The Scrutiny Board considered its Work Programme for 2025/26.

Resolved:

That the report be noted.

15

KEY DECISION DOCUMENT

The Scrutiny Panel considered the Key Decision Document which outlined key decisions that the Cabinet were due to take at its meeting on 16th June 2025 and at future meetings.

Resolved:

That the report be noted.

The meeting started at 6.00pm and ended at 8.00pm

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Report to CABINET

Greater Manchester Joint Minerals and Waste Plan: Decision Making Process

Portfolio Holder:

Cllr Elaine Taylor, Cabinet Member for Neighbourhoods

Officer Contact: Emma Barton, Deputy Chief Executive (Place)

Report Author: Georgina Brownridge, Senior Planning Officer
Ext. 1670

Cabinet 21 July

Reason for Decision

To seek approval from Cabinet to delegate to AGMA Executive Board the formulating and preparing of a joint development plan document with the other 9 Greater Manchester councils (Bolton Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.

Executive Summary

Greater Manchester leaders at the Association of Greater Manchester Authorities (AGMA) Executive Board meeting on 28th March 2025 agreed to the production of a statutory Greater Manchester Joint Minerals and Waste Plan (GMJMWP). This report considers the necessary steps required in relation to seeking approval from all the GM districts to commence preparation and to delegate its preparation to the AGMA Executive Board.

The existing Greater Manchester Minerals and Waste Plans require updating in full because they are out of date having been adopted over a decade ago. Their replacement with a single, joint minerals and waste plan will ensure efficient compliance with national planning policy.

Recommendations

Following the approval in principle by Council to the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:

1. Subject to recommendation 3 below, delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.
2. Note that the following **are the sole responsibility of the Council**:
 - a) Responsibility for giving of instructions to the Cabinet to reconsider the draft plan submitted by the Cabinet for the authority's consideration.
 - b) The amendment of the draft joint development plan document submitted by the Cabinet for the Council's consideration.
 - c) The approval of the joint development plan document for the purposes of submission to the Secretary of State for independent examination.
 - d) The adoption of the joint development plan document.
3. Note that the item will be exempt from call-in, under Rule 14 of the Constitution, as the matter will be considered by the Place, Economic Growth and Environment Scrutiny Board on 24th July 2025.
4. Grant delegated authority to the Cabinet Member for Neighbourhoods to take the final decision on the delegation to AGMA Executive Board, having considered any comments made by the Place, Economic Growth and Environment Scrutiny Board on 24th July.

Greater Manchester Joint Minerals and Waste Plan: Decision Making Process**1 Background**

- 1.1 The ten Local Authorities in Greater Manchester are the waste and minerals planning authorities for their respective area. Each authority is responsible for land use planning matters for waste and minerals development. The 10 Greater Manchester authorities worked together to produce a Greater Manchester Joint Waste Development Plan Document (the Waste Plan), adopted in 2012, and a Greater Manchester Joint Minerals Development Plan Document (the Minerals Plan) which was adopted in 2013.
- 1.2 The Waste Plan and the Minerals Plan form part of the development plan for each of the 10 authorities, and planning applications for minerals and waste development are determined in accordance with these plans.
- 1.3 The Waste Plan considers all types of waste arisings, including: construction, demolition and excavation waste; commercial and industrial waste; hazardous waste; and Local Authority Collected Waste. It allocates sites and areas to provide sufficient opportunities for waste management facilities across Greater Manchester and provides a policy framework for determining planning applications for new waste management facilities.
- 1.4 In terms of household waste collected by the authorities, Wigan manages its own waste whilst GMCA manages waste collected by the other nine authorities. The sites needed to deliver household waste management strategies and individual waste management streams e.g. recovery, recycling, are identified and then safeguarded in the Waste Plan.
- 1.5 The Minerals Plan provides a guide to operators and the public about where mineral extraction may take place in future and safeguards mineral resources from other forms of development.
- 1.6 The Waste Plan and Minerals Plan are required by law to be reviewed at least once every five years, starting from the date of adoption. Such a review is focused on deciding whether plan policies remain relevant and effective in addressing local needs. Where policies are no longer considered to be relevant or effective, the plan should be updated in whole or part.
- 1.7 A review of the Waste and Minerals Plans found that there have been numerous national policy and legislative changes since their adoption, including the publication of the Greater Manchester Sustainable Consumption and Production Plan 2022-2025. The policies in the plans are therefore no longer effective in addressing specific local issues. The review concluded that both plans should be updated in whole.
- 1.8 The AGMA Executive Board considered options on how to update the two plans and concluded that their replacement with a single, joint plan covering both minerals and waste matters offers benefits in terms of resource efficiencies (economy of scale) and will ensure that Greater Manchester can continue to deliver housing and infrastructure and ensure that recent policy changes relating to the environment and climate change are considered.
- 1.9 Although the document will be produced collaboratively across GM, with the AGMA Executive Board (Joint Committee) responsible for formulating and preparing the joint development plan document (insofar as such matters are executive functions), the responsibility for agreeing the submission of the GMJMWP for independent examination and its ultimate Adoption, will remain the responsibility of each individual Greater

Manchester council. This will ensure the timely production of the plan, but also importantly the ability of each individual Council to retain control over the contents of the GMJMWP.

- 1.10 The decision links most closely to Green and Growing as it seeks to ensure that waste and minerals planning are addressed which is needed to support growth.
- 1.11 In terms of the purpose of the report there are no / limited implications for:
- (a) Community Cohesion Implications, including crime and disorder implications under Section 17 of the Crime and Disorder Act 1998 - N/A
 - (b) Risk Assessments – N/A
 - (c) If relevant, Co-operative Implications, Human Resource Implications, IT implications, Property Implications, Procurement Implications and Environment and Health and Safety Implications - Property implications will be considered as the Plan is prepared.

2 Current Position

District Arrangements

- 4.1 In order for the GMJMWP to be progressed in this way, each Council is requested to agree to prepare a new joint plan with the other 9 local authorities. A report went to Council on 16 July 2025 approving this.
- 4.2 Approval from each authority is also requested to delegate the preparation of the GMJMWP as a joint plan to the AGMA Executive Board. The delegation to the AGMA Executive Board to prepare the GMJMWP (insofar as such matters are executive functions), will help to ensure timely progress in developing the GMJMWP, whilst retaining the Councils' approval at key stages.
- 4.3 Council approval by all 10 GM authorities will be required prior to the submission of the draft plan to the secretary of state for independent examination and to adopt the final plan, once it has been through the examination in public.

Resources

- 4.4 Work is underway to identify the level of resource required to undertake this work and further reports will be presented to the AGMA Executive once more details are known.
- 4.5 As with previous joint plans, there are significant budgetary savings in preparing the plan jointly across GM.
- 4.6 There will be a requirement to procure external capacity for specific pieces of work, such as background evidence and supporting documents as well as a sustainability appraisal. There will also be costs associated with the consultation and examination stages.
- 4.7 Additionally, each of the ten GM local authorities will provide officer support to the small central planning team, based in the GMCA. This support will provide valuable knowledge, steering and guidance in relation to individual local authority priorities and individual site appraisal work, as well as ensuring that the leadership within the authority is kept up to date with plan progress. The local authority officer support will be required throughout the preparation of the plan, including assistance at early scoping, public consultation and examination stages.

Timescale

- 4.8 The Government is in the process of reforming the plan-making system and the GMJMWPs will need to be taken forward under this new plan-making system. It is anticipated that regulations for the new plan-making system will be published in the autumn. Following publication of the regulations, a detailed timetable will be taken to a meeting of the AGMA Executive and, once approved, will need to be incorporated into each authority's Local Development Scheme (LDS).
- 4.9 Whilst it is not possible to set out a detailed plan timetable at this stage, based on recent government publications (most recently the outcome of the plan-making consultation, published in February 2025), it is anticipated that plans made under the new plan-making system will be expected to take no more 30-months from commencement to adoption and will include two mandatory/formal public consultations. It is also expected a new system of 'gateway' assessments, with Planning Inspectors, will be introduced, to ensure compliance and track progress. Plan timetables will be expected to set dates for the various "Gateway" stages, the mandatory consultation stages, submission for independent examination and the anticipated date for adoption.

3 Options/Alternatives

- 1.1 **Option 1:** Following the approval in principle of the above recommendation by Council to the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:

1. Delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.

This option is the most efficient option and will ensure an up-to-date minerals and waste plan. There are no disadvantages to this option.

- 1.2 **Option 2:** To not delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions. This will mean that the minerals and waste plan is unable to be delegated to the AGMA Executive Board by all ten districts, which will put at risk the timely progression of the minerals and waste plan.

4 Preferred Option

- 4.1 The preferred option is Option 1. Following the approval in principle of the above recommendation by Council to the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:
1. Delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.

This option is the most efficient option and will ensure an up-to-date minerals and waste plan. There are no disadvantages to this option.

As this matter is a key decision, the proposal will be considered by the Place, Economic Growth and Environment Scrutiny Board on 24th July, which is after the Cabinet meeting. It is therefore proposed that the Cabinet Member for Decent Homes be granted delegated authority to take the final decision on the delegation, having considered any comments made by the Place, Economic Growth and Environment Scrutiny Board on 24th July.

5 Consultation

- 5.1 Public consultation will be carried out on the Joint Minerals and Waste Plan. The timetable for this will be set out in the revised Local Development Scheme once details are known. Consultation will be carried out in line with planning regulations and the council's Statement of Community Involvement.

6 Financial Implications

- 6.1 Agreement to the principle of the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester will not have any additional costs for the Council.
- 6.2 However, the financial implications of developing the joint plan are currently being assessed. A clearer picture of the total resource requirement, including staffing, consultancy support, and other operational costs, will emerge as work progresses. These details will be brought forward in subsequent reports to the AGMA Executive.
- 6.3 Any direct costs incurred by the Council in relation to this work will be charged against the Strategic Planning service budget

(John Hoskins)

7 Legal Implications

- 7.1 Under section 28 of the Planning and Compulsory Purchase Act 2004, 2 or more local authorities may agree to prepare one or more joint local development documents. Pursuant to Regulation 4(4A) and (4C) of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the making of an agreement to prepare one or more joint development plan documents shall not be the responsibility of an executive of the authority. The decision to agree to prepare a joint development plan document must therefore be made by full Council.
- 7.2 Section 101(5) of the Local Government Act 1972 enables two or more local authorities to discharge any of their functions by a joint committee. Section 9EA of the Local Government Act 2000 enables the Secretary of State to make regulations for enabling an executive of a local authority to arrange for the discharge of any functions which under executive arrangements are the responsibility of the executive by another local authority or by the executive of another local authority or a committee or specified member of such an executive. The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012 (SI 2012 no. 1019) were made pursuant to Section 9EA. The Regulations provide at Regulation 4 that in an authority with a Leader and Cabinet (as in Oldham), the persons with the power to make arrangements under section 101(5) of the Local Government Act 1972 are the Cabinet, a member of the Cabinet or a committee of the Cabinet, as respects those functions which are allocated by executive arrangements to the Cabinet, that member or that committee. (A Evans)

8 **Equality Impact, including implications for Children and Young People**

- 8.1 The completed Oldham Impact Assessment is attached. This notes neutral impacts on equality characteristics. It also notes moderate positive impacts in relation to corporate priorities on 'A Great Place to Live' and 'Green and Growing' as the Minerals and Waste Plan will help ensure that minerals and waste are planned alongside housing and economic growth to ensure development is supported by infrastructure.



Minerals and Waste
Impact Assessment 1

9 **Key Decision**

- 9.1 Yes

10 **Key Decision Reference**

- 11.1 RBO-06-25.

12 **Background Papers**

- 12.1 N/A

13 **Appendices**

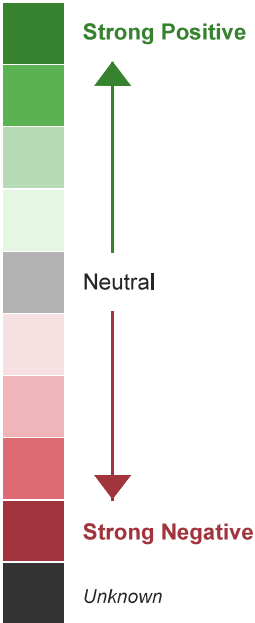
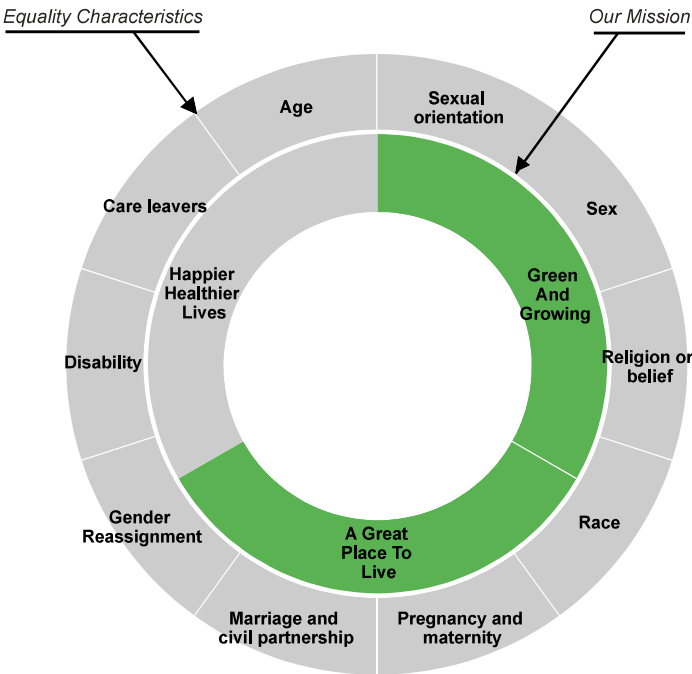
- 13.1 N/A

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Commencement of Joint Minerals and Waste Plan

completed/last updated by Georgina Brownridge on 22/05/2025

Portfolio
Decent Homes
Directorate
Place
Service/Team
Economy
Is this IA related to a Budget Reduction proposal?
<input type="button" value="No"/>



Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Age	Neutral	Very Likely	Long Term	0	
Care leavers	Neutral	Very Likely	Long Term	0	
Disability	Neutral	Very Likely	Long Term	0	
Gender Reassignment	Neutral	Very Likely	Long Term	0	
Marriage and civil partnership	Neutral	Very Likely	Long Term	0	
Pregnancy and maternity	Neutral	Very Likely	Long Term	0	
Race	Neutral	Very Likely	Long Term	0	
Religion or belief	Neutral	Very Likely	Long Term	0	
Sex	Neutral	Very Likely	Long Term	0	
Sexual orientation	Neutral	Very Likely	Long Term	0	

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Happier Healthier Lives	Neutral	Very Likely	Long Term	0	
A Great Place To Live	Moderate Positive	Very Likely	Long Term	4	The Joint Minerals and Waste Plan will help ensure that minerals and waste are planned alongside housing growth to ensure development is supported by infrastructure.
Green And Growing	Moderate Positive	Very Likely	Long Term	4	The Joint Minerals and Waste Plan will help ensure that minerals and waste are planned alongside economic growth to ensure development is supported by infrastructure.

Negative Impacts

Category	Impact	Likely	Duration	Impact Score	What action can be taken to mitigate the potential negative impacts?	Action(s)	Owner(s)	Timescale(s)	If the negative impacts can't be mitigated, why should the project/decision proceed?
----------	--------	--------	----------	--------------	--	-----------	----------	--------------	--

Strong Positive Impacts that are Possible

Category	Impact	Likely	Duration	Impact Score	What action can be taken to increase the likelihood that positive impacts are realised?	Action(s)	Owner(s)	Timescale(s)
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Report to CABINET

Open Space Interim Planning Position Paper

Portfolio Holder:

Councillor Elaine Taylor, Deputy Leader and Cabinet Member for Neighbourhoods

Officer Contact: Emma Barton, Deputy Chief Executive (Place)

Report Author: Lauren Hargreaves, Senior Planning Policy Officer
Ext. 3843

21 July 2025

Reason for Decision

To approve the Open Space Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.

Executive Summary

The Interim Planning Position Paper supports the implementation of policy 23 'Open Spaces and Sports' within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document, adopted November 2011. This paper supersedes the previous 'Open Space Interim Planning Position Paper' published by the council in March 2012.

The paper sets out the council's updated position in relation to open space policy, including the threshold for policy application, the seeking of new and enhanced open space and playing pitches and outdoor sports provision.

It must be read alongside the Local Plan as a whole, but in particular - Local Plan Policy 23 'Open Spaces and Sports'. It must also be read alongside Places for Everyone (PfE) policy JP-P7 'Sport and Recreation'.

This paper is informed by the council's Open Space Study (2022) and the Playing Pitch and Outdoor Sports Strategy (PPOSS) (2025) as key evidence base documents.

This paper provides updated evidence to inform the interpretation and implementation of the policies in Oldham's Local Plan. It is a material consideration and should be used in decision making as appropriate.

The council's approach to updated national guidance and local evidence will be considered further and inform policy preparation as part of the Local Plan Review.

Recommendations

Cabinet to:

- i. Approve the Open Space Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.
- ii. Note that the item will be exempt from call-in, under Rule 14 of the Constitution, as the matter will be considered by the Place, Economic Growth and Environment Scrutiny Board on 24th July 2025.
- iii. Grant delegated authority to the Cabinet Member for Neighbourhoods to take the final decision on approval of the Open Space Interim Planning Position Paper for publication, having considered any comments made by the Place, Economic Growth and Environment Scrutiny Board on 24 July 2025.

Open Space Interim Planning Position Paper

1 Background

- 1.1 The Interim Planning Position Paper supports the implementation of policy 23 'Open Spaces and Sports' within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document, adopted November 2011. This paper supersedes the previous 'Open Space Interim Planning Position Paper' published by the council in March 2012.
- 1.2 The paper sets out the council's position in relation to open space policy - including the gathering of developer contributions towards open space provision (including playing pitch and outdoor sports provision).
- 1.3 The paper will be used when assessing planning applications and development proposals relating to open space provision and developer contributions for open space provision (including contributions required as part of new residential development) in line with Local Plan Policy 23 'Open Spaces and Sports'. It must also be read alongside Places for Everyone (PfE) policy JP-P7 'Sport and Recreation'.
- 1.4 This paper is informed by the council's Open Space Study (2022)¹ and the Playing Pitch and Outdoor Sports Strategy (PPOSS) (2025)² as key evidence base documents. Further detail on these evidence base documents is provided in the paper.
- 1.5 The paper provides updated evidence to inform the interpretation and implementation of the policies in Oldham's Local Plan. It is a material consideration and should be used in decision making as appropriate. The positions set out within this paper are summarised below.
- 1.6 In terms of new or enhanced open space, the paper sets out that residential development of 10 homes and above should contribute towards the provision of new or enhanced open space, unless it can be demonstrated by the developer that it is not financially viable for the development proposal or that this is neither practicable nor desirable. In line with National Planning Policy the policy threshold for seeking new or enhanced open space has been updated from 'all residential development' to major development (of 10 homes and above). However, where the loss of an open space is proposed, the policy requirements set out within policy 23 remains as is published in the Local Plan. The policy requirements for

¹ Open Space Study (2022):

https://www.oldham.gov.uk/downloads/download/2184/open_space_study_documents_2022

² Playing Pitch and Outdoor Sports Strategy (2025):

https://www.oldham.gov.uk/info/201236/evidence/3270/playing_pitch_and_outdoor_sports_strategy_2025

replacement provision or contributions towards new or enhanced open space provision to account for any loss of open space continue to apply to all levels and types of development.

- 1.7 In determining the appropriate location for or contribution to new or enhanced provision, the council will have regard to the proposed development and the open space surpluses and deficiencies in the area, as determined by the Open Space Study (2022). Where an area (ward) within which a site is located is deficient in at least one of the standards of open space provision (accessibility, quality and quantity) the area is classed as deficient and onsite provision or a developer contribution towards off-site new or enhanced existing open space provision will be required.
- 1.8 Developer contributions will be used as appropriate to secure the provision and maintenance of new, or enhanced, open space provision. Contributions should go towards at least one of the deficient typologies within the area and considering the accessibility and quality assessment (carried out as part of the Open Space Study 2022).
- 1.9 The current local standards of open space provision set out in table 11 of the Local Plan is superseded by table 1 'Open Space Standards' within the paper (see below), as updated evidence. New or enhanced open spaces should aim to meet the open space standards set out within this table.

Table 1 - Open Space Standards (derived from Open Space Study 2022)

Type of Open Space	Quantity Standard (the number of hectares required per 1,000 population)	Quality Standard	Accessibility Standard
Allotments and Community Gardens	No standard	At least 70%	No standard
Amenity Greenspace	0.46	At least 70%	720 metres (15-minute walk)
Cemeteries and Churchyards	No standard	At least 70%	No standard
Civic Spaces	No standard	At least 70%	No standard
Green Corridors	No standard	At least 70%	No standard
Natural and Semi-Natural Greenspace	1.95	At least 70%	Natural and Semi-Natural - 720 metres (15-minute walk) Strategic Natural and Semi-Natural over 20ha - 7.85km (20-minute drive time)
Outdoor Sports Facilities (excluding Golf Courses)	1.35	At least 70%	720 metres (15-minute walk)
Parks and Gardens	0.40	At least 70%	Local Parks and Gardens - 720 metres (15-minute walk) Strategic Parks and

Type of Open Space	Quantity Standard (the number of hectares required per 1,000 population)	Quality Standard	Accessibility Standard
			Gardens of 15ha and above - 7.85km (20-minute drive)
Provision for Children and Young People	0.25	At least 70%	480 metres (10 minute walk)

- 1.10 In terms of playing pitches and outdoor sports provision, the PPOSS provides updated evidence in relation to the borough's playing pitch and outdoor sports provision. It identifies the current and future needs for particular sports and sets out an Action Plan³ for future investment and improvement. The PPOSS should be used to inform where and what type of new or enhanced playing pitch and outdoor sports provision is provided.
- 1.11 In terms of new residential development, Sport England's Playing Pitch Calculator⁴ should be used to inform contributions towards new or enhanced provision as part of new residential development. The calculator considers the provision needs identified by Oldham's PPOSS.
- 1.12 Informed by the outcomes of the Playing Pitch Calculator, the PPOSS Action Plan should be used to identify potential sites for offsite enhancement or where new provision may be needed, based on the identified deficiencies/ need.
- 1.13 Any enhanced or replaced playing pitch or outdoor sports provision provided to account for the loss of such provision should also be informed by the PPOSS, considering need and the Action Plan.
- 1.14 The council's approach to updated national guidance and local evidence will be considered further and finalised as part of the Local Plan Review. Further details about the Local Plan Review can be found online⁵.

2 Current Position

- 2.1 The Open Space Interim Planning Position Paper supports the interpretation and implementation of policy 23 'Open Spaces and Sports' within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document (Local Plan), adopted November 2011. It sets out evidence of open space need and standards for provision, including evidence relating to playing pitch and outdoor sport's needs, to assist in planning application decision-making. The paper sets out the council's current position until relevant policies are reviewed as part of the new Local Plan.

3 Options/Alternatives

- 3.1 Option 1 - To approve the Open Space Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of policy 23 'Open Spaces and Sports' in Oldham's Local Plan.

³ PPOSS Action Plan: https://www.oldham.gov.uk/downloads/file/8144/oldham_pposs_action_plan

⁴ Sport England Playing Pitch Calculator for further information: <https://www.sportengland.org/how-we-can-help/facilities-and-planning/planning-for-sport/playing-pitch-calculator>

⁵ Oldham's Local Plan Review: https://www.oldham.gov.uk/info/201233/local_plan_review

Advantages – approving the Open Space Interim Planning Position Paper for publication will ensure effective and consistent decision-making which is in line with local evidence and local and national planning policy. It will provide guidance to developers and planning officers on the interpretation and implementation of open space policy within the current Local Plan.

Disadvantages – there are no disadvantages to approving the Open Space Interim Planning Position Paper for publication.

- 3.2 Option 2 – To not approve the Open Space Interim Planning Position Paper for publication on the council's website.

Advantages – there are no advantages to not approving the Open Space Interim Planning Position Paper for publication.

Disadvantages – not approving the Open Space Interim Planning Position Paper for publication could lead affect consistent decision-making and impact the effective implementation of local planning policy.

4 **Preferred Option**

- 4.1 Option 1 is the preferred option - to approve the Open Space Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan. This will support consistent decision-making and the effective implementation of local planning policy.

5 **Consultation**

- 5.1 Formal consultation on Interim Planning Position Papers is not required, however relevant internal officers have been consulted as part of the preparation of the paper.

6 **Financial Implications**

- 6.1 The Open Space Interim Planning Position Paper will be published on the council's website. Therefore, no additional revenue costs will be charged to the service.

(Mohammed Hussain)

7 **Legal Implications**

- 7.1 Interim Planning Papers provide further advice and guidance on applicable planning policy matters which may have arisen since the relevant statutory planning document was adopted by the Council. They are not part of the statutory Local Plan but they are a relevant material consideration in the determination of planning applications, albeit with limited weight.

(A Evans)

8 **Equality Impact, including implications for Children and Young People**

- 8.1 The completed Oldham Impact Assessment can be found below:



Open Space IPPP
Oldham Impact Asse

-
- 8.2 In terms of equality characteristics the Open Space Interim Planning Position Paper was found to have moderate positive impact on age. With regards to the council's missions the paper was found to have strong positive impacts on all three – green and growing; a great place to live; and happier healthier lives.

9 **Key Decision**

- 9.1 Yes

10 **Key Decision Reference**

- 11.1 ESR-08-25

12 **Background Papers**

- 12.1 There are no background papers for this report.

13 **Appendices**

- 13.1 Appendix 1 – Open Space Interim Planning Position Paper (2025)

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5. Conclusion	22
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1. Executive Summary

- 1.1. This Interim Planning Position Paper supports implementation of policy 23 'Open Spaces and Sports' within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document, adopted November 2011¹. This paper supersedes the previous 'Open Space Interim Planning Position Paper' published by the council in March 2012.
- 1.2. The paper sets out the council's position in relation to open space policy - including the gathering of developer contributions towards open space provision (including playing pitch and outdoor sports provision).
- 1.3. The paper will be used when assessing planning applications and development proposals relating to open space provision and developer contributions for open space provision (including those required as part of new residential development) in line with Local Plan Policy 23 'Open Spaces and Sports'. It must also be read alongside Places for Everyone (PfE) policy JP-P7 'Sport and Recreation'.
- 1.4. This paper is informed by the council's Open Space Study (2022) and the Playing Pitch and Outdoor Sports Strategy (PPOSS) (2025) as key evidence base documents. Further detail on these evidence base documents is provided in the following sections of this paper.
- 1.5. This paper provides updated evidence to inform the interpretation and implementation of the policies in Oldham's Local Plan. It is a material consideration and should be used in decision making as appropriate. The positions set out within this paper are summarised below.
- 1.6. In terms of new or enhanced open space, the paper sets out that residential development of 10 homes and above should contribute towards the provision of new or enhanced open space, unless it can be demonstrated by the developer that it is not financially viable for the development proposal or that this is neither practicable nor desirable. In line with national planning policy the threshold for seeking new or enhanced open space has been updated from 'all residential development' to major development (of 10 homes and above). However, where the loss of an open space is proposed, the policy requirements set out within policy 23 remains as is published in the Local Plan. The policy requirement for replacement provision or contributions towards new or enhanced open space provision to account for any loss of open space continues to apply to all levels and types of development.
- 1.7. In determining the appropriate location for or contribution to new or enhanced provision, the council will have regard to the proposed development and the open space surpluses and deficiencies in the area, as determined by the Open Space Study (2022). Where an area (ward) within which a site is located is deficient in at least one of the standards of open space provision (accessibility, quality and quantity), the area is classed as being deficient. In this circumstance, onsite provision or a developer contribution towards off-site new or enhanced existing open space provision is required.

¹ Oldham's Local Plan:

https://www.oldham.gov.uk/info/201229/current_local_planning_policy/978/joint_core_strategy_and_development_management_policies_development_plan_documents_dpds

- 1.8. Developer contributions will be used as appropriate to secure the provision and maintenance of new, or enhanced, open space provision. Contributions should go towards at least one of the deficient typologies within the area and considering the accessibility and quality assessment (carried out as part of the Open Space Study 2022).
- 1.9. The current local standards of open space provision set out in table 11 of the Local Plan is superseded by table 1 'Open Space Standards' within this paper, as updated evidence. New or enhanced open spaces should aim to meet the open space standards set out within table 1.
- 1.10. In terms of playing pitches and outdoor sports provision, the PPOSS provides updated evidence in relation to the borough's playing pitch and outdoor sports provision. It identifies the current and future needs for particular sports and sets out an Action Plan for future investment and improvement. The PPOSS should be used to inform where and what type of new or enhanced playing pitch and outdoor sports provision is provided.
- 1.11. In terms of new residential development, Sport England's Playing Pitch Calculator should be used to inform contributions towards new or enhanced provision as part of new residential development. The calculator considers the provision needs identified by Oldham's PPOSS.
- 1.12. Informed by the outcomes of the Playing Pitch Calculator, the PPOSS Action Plan should be used to identify potential sites for offsite enhancement or where new provision may be needed, based on the identified deficiencies/ need.
- 1.13. Any enhanced or replaced playing pitch or outdoor sports provision provided to account for the loss of such provision should also be informed by the PPOSS, considering need and the Action Plan.
- 1.14. The council's approach to reflecting updated evidence will be considered further and finalised as part of the Local Plan Review. Further details about the Local Plan Review can be found [online](#)².

² Oldham's Local Plan Review: https://www.oldham.gov.uk/info/201233/local_plan_review

2. Background

2.1. This section provides a summary of the national and local planning policy context and evidence that has helped to inform the approach taken within this Interim Planning Position Paper.

National Planning Policy Framework

2.2. A revised National Planning Policy Framework (NPPF) was published in December 2024, which sets out several policy considerations that are relevant to this paper.

2.3. Paragraph 88 sets out that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

2.4. Paragraph 103 emphasises the importance of access to a network of high-quality open spaces and opportunities for sport and physical activity for the health and well-being of communities, recognising that open spaces can deliver wider benefits for nature and support efforts to address climate change. It states that planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.

2.5. Paragraph 104 sets out that existing open space, sports and recreational buildings and land, including playing fields and formal play spaces, should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

2.6. Paragraph 156 sets out where major development involving the provision of housing is proposed on land released from the Green Belt through plan preparation or review, or on sites in the Green Belt subject to a planning application, the contributions (or 'Golden Rules') that should be made. This includes the provision of new, or improvements to existing, green spaces that are accessible to the public. New residents should be able to access good quality green spaces within a short walk of their home, whether through onsite provision or through access to offsite spaces.

Planning Practice Guidance

2.7. Planning Practice Guidance (PPG) 'Open space, sports and recreation facilities, public rights of way and local green space' is relevant to this paper.

- 2.8. The PPG sets out that open space should be taken into account in planning for new development and considering proposals that may affect existing open space. Open space, which includes all open space of public value, can take many forms, from formal sports pitches to open areas within a development, linear corridors and country parks. It can provide health and recreation benefits to people living and working nearby; have an ecological value and contribute to green infrastructure as well as being an important part of the landscape and setting of built development, and an important component in the achievement of sustainable development.
- 2.9. The PPG states that it is for local planning authorities to assess the need for open space and opportunities for new provision in their areas.
- 2.10. It goes on to provide guidance on how to carry out assessments and emphasises the need for appropriate consultation in relation to planning decisions affecting open space and sports provision, in particular with Sport England.

Places for Everyone (PfE) Joint Development Plan Document

- 2.11. Places for Everyone (PfE) was adopted on 21 March 2024, becoming part of Oldham's development plan.
- 2.12. JP-P7 'Sport and Recreation' sets out that a network of high quality and accessible sports and recreation facilities will be protected and enhanced, supporting greater levels of activity for all ages, including by:
- creating a public realm that provides frequent opportunities for play;
 - where appropriate setting out more comprehensive and detailed recreational standards and standards for provision for designated play areas in district local plans, having regard to existing and future needs;
 - requiring new development to provide new and/or improved existing facilities commensurate with the demand they would generate. The provision of sports facilities will be determined by individual local authorities through an evidence-based approach; and
 - encouraging the incorporation of a sports facilities mix in all education settings, that meet both curriculum and local community sport needs as identified by an up-to-date Local Authority Sports Needs Assessment, and made available for community use where possible;
- 2.13. JP-D2 sets out the policy for gathering developer contributions as part of new development. It states that developers should provide, or contribute to, the provision of mitigation measures to make the development acceptable in planning terms. These will be secured through either planning conditions, Section 106 planning obligations, Section 278 agreements or Community Infrastructure Levy (CIL) (where it is in place). If an applicant wishes to make a case that a development is not viable, they should provide clear evidence at the planning application stage. The Local Planning Authority should determine the weight to be given to a viability assessment alongside other material considerations.

Oldham's Local Plan – the Joint Core Strategy and Development Management Policies Development Plan Document (2011)

2.14. Oldham's existing Local Plan (The Core Strategy) was adopted 9 November 2011.

2.15. Policy 23 'Open Spaces and Sports' sets out requirements for protecting and enhancing open space, including seeking new or replacement open space provision (or developer contributions) as part of development. The policy is set out in figure 1 below.

Figure 1 – Oldham's Local Plan Policy 23 Open Spaces and Sports

Policy 23 Open Spaces and Sports

Open space can contribute to people's quality of life. It has a key role to play in the protection of the environment, enhancing the biodiversity of the borough and creating habitats for flora and fauna. Access to quality open space is essential to health and well-being, encouraging increased physical activity and exercise and contributing to improved mental health. Quality open space provision can contribute to social inclusion and community cohesion in Oldham and can support and enhance the image and appeal of the borough for residents and visitors. Open spaces are defined in Policy 6 on Green Infrastructure.

Protection of Open Spaces

The council will protect, promote and enhance existing open space in the borough, and will seek to secure new and improved well-designed open spaces where appropriate.

New Open Spaces

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

The required type and amount of provision in any instance shall be calculated in accordance with the council's current local standards of provision and the surplus and deficiencies of open space provision identified in the Open Space Study (Open Space Study, PMP consultants and Oldham Council, 2006 – 2010). These will be monitored and reviewed over the lifetime of the LDF.

Table 11 Current Local Standards of Provision

Type of Open Space	Quality - The required quality of open spaces measured as a percentage. Good quality is measured as 70%	Quantity The number of hectares required per 1,000 population.	Accessibility The required walk time in minutes or metres from residential development to open spaces
Parks and Gardens	At least 70%	0.26	15 minutes/ 720 metres
Natural/ Semi-Natural	At least 70%	1.95	15 minutes/ 720 metres
Amenity Greenspace	At least 70%	0.46	15 minutes/ 720 metres
Allotments	At least 70%	No standard provided	No standard provided
Provision for Children	At least 70%	0.37	10 minutes/ 480 metres
Provision for Young People	At least 70%	0.10	10 minutes/ 480 metres
Outdoor Sports Facilities	At least 70%	1.35 (excluding golf courses)	15 minutes/ 720 metres (all outdoor sports facilities excluding golf courses) 20 minutes/ 12.63 kilometres (for golf courses)
Cemeteries and Churchyards/ Green Corridors / Civic Spaces	At least 70%	No standard provided	No standard provided

Where new, replacement or enhanced provision or a financial contribution is provided, the developer will be required to enter into a planning obligation with the council for the provision and maintenance of the open space. This will be in accordance with the national circular on planning obligations and the council's Good Practice Guide (Oldham Council, 2008).

Loss of Open Spaces

The loss of an open space will be permitted where:

- land is allocated for built development; or
- proposals relate to cleared sites on previously developed land, including those that have been landscaped, where there is a clear intention by the council for future development; or
- proposals relate to a masterplan, policy, programme, strategy or action plan approved by the council or Oldham Partnership; or
- proposals comprise of a small-scale development which is ancillary or complementary to the open space function of the site, and the quality and character of the site is maintained; or
- proposals are for a new outdoor or indoor sport or recreation facility which is of sufficient benefit to the development of sport and recreation, or to the open space function, to outweigh the harm resulting from its loss, and it could not be reasonably located elsewhere, and does not create or worsen an existing deficiency of open space in the area; or
- in the case of playing fields only, the development only affects land which is incapable of forming a playing pitch or part of one.

Development of a site that is currently or was most recently used as open space or for sport or recreation will be permitted provided it can be demonstrated the development brings substantial benefits to the community that would outweigh the harm resulting from the loss of open space; and

- g. a replacement facility which is at least equivalent in terms of usefulness, attractiveness, quality and accessibility, and where appropriate quantity, to existing and future users is provided by the developer on another site prior to the development commencing; or
- h. if replacement on another site is neither practicable nor desirable, an agreed contribution is made by the developer to the council for new provision or the improvement of existing open space or outdoor sport and recreation facilities and its maintenance within an appropriate distance from the site, or within the site; or
- i. a mixture of both g. and h; and
- j. in the case of playing fields, the development is approved by Sport England.

The LDF proposals map shows strategic open spaces and Green Flag parks in Oldham. Strategic open spaces include strategic parks and gardens (sites of 15 hectares and above) and strategic natural and semi-natural open spaces (sites of 20 hectares and above). This policy applies to all open spaces, whether or not shown on the proposals map. The council will provide further advice and guidance on this policy. The Open Space, Sport and Recreation Provision SPD (Oldham Council, 2008) sets out guidance and costs and will be reviewed to provide an update once this joint DPD has been adopted.

2.16. Policy 23 refers to the Open Space, Sport and Recreation Provision SPD (published in 2008). This was superseded by the Open Space Interim Planning Position Paper published in 2012, following the completion of the Open Space Study in 2010.

Evidence Base

Open Space Study

2.17. An updated Open Space Study was published in 2022. The 2022 Study updates the previously published Open Space Study (2006, 2010).

2.18. The updated Open Space Study (2022) comprised an assessment³ of the quantity, accessibility, quality and value of Oldham's open spaces⁴.

2.19. It also identified open space deficiencies based on current (2021) and anticipated future needs (2037)⁵ (based on population projections) and set out recommended standards for quantity, accessibility, quality and value, based on national benchmarks and guidance⁶, for provision of open space. In some instances, due to the nature and characteristics of some types of open space provision it was considered that it was not appropriate to set a standard.

³ Appendix C of the Open Space Study (2022) provides the full breakdown of the open space site assessment data, available at: https://www.oldham.gov.uk/downloads/download/2184/open_space_study_documents_2022

⁴ The following open space typologies were not included in the site audits, for the reasons set out below: sites smaller than 0.2 ha (except for Provision for Children and Young People). Smaller sites have limited usage compared to larger sites and have limited multi-functionality (however it is recognised they may serve some quantitative/ landscaping function); sites larger than 10 ha as these sites are too large to record accurate information; Indoor Sports Facilities as these are not freely accessible; outdoor spaces associated with education sites as these are also not publicly accessible; and inaccessible or 'land-locked' sites.

⁵ At the time the Open Space Study (2022) was prepared the anticipated Local Plan period was up to 2037 (in line with the PfE Publication Plan 2021). Modifications presented during the Examination in Public of PfE resulted in a change to the PfE plan period to 2039. In any case, the Study represents a comprehensive assessment of open space needs over the long term, capable of informing existing Local Plan policy and policy preparation for the new Local Plan.

⁶ See section 7 'Setting Standards' of the Open Space Study (2022) for further information on the identification of the open space standards.

- 2.20. The Study identified that there were 1,159 open space sites with a total area of 1,578 hectares (ha) within the borough⁷. The current population of Oldham is estimated at 238,984 people (as of 2021), as such the amount of open space equates to 6.61ha per 1,000 population. In 2037, Oldham's population is projected to increase to 254,829 people.
- 2.21. Natural and semi-natural open space accounts for the majority of the boroughs open space provision - 42.33% of the total open space provision – whilst provision for children and young people accounts for the least – 0.74% of the total open space provision. The amount of provision identified within each typology (type) of open space provision is set out within Appendix 1 – Table A.
- 2.22. The Study proposed open space standards for quantity, quality, accessibility and value based on a review of existing open space provision and using best practice guidance⁸. A standard was not identified for some types of provision where the type and nature of provision would make it inappropriate or impractical, for example not applying a quantity or accessibility standard to cemeteries and churchyards. In these cases, the provision needs for these types of spaces will be considered separately, as appropriate. A quality standard is applied to all types of open space provision, however, as it is considered that this is beneficial to the user.
- 2.23. Table 1 shows the identified open space standards, as set out within the Open Space Study.

Table 1: Open Space Standards (Open Space Study 2022)

Type of Open Space	Quantity Standard (the number of hectares required per 1,000 population)	Quality Standard	Accessibility Standard
Allotments and Community Gardens	No standard	At least 70%	No standard
Amenity Greenspace	0.46	At least 70%	720 metres (15-minute walk)
Cemeteries and Churchyards	No standard	At least 70%	No standard
Civic Spaces	No standard	At least 70%	No standard
Green Corridors	No standard	At least 70%	No standard
Natural and Semi-Natural Greenspace	1.95	At least 70%	Natural and Semi-Natural - 720 metres (15-minute walk) Strategic Natural and Semi-Natural over 20ha - 7.85km (20-minute drive)

⁷ See Appendix 1 – Figure A for a map of the borough's open spaces.

⁸ See Section 7 of the Open Space Study (2022) for further information on the identified open space standards and how they were devised.

Type of Open Space	Quantity Standard (the number of hectares required per 1,000 population)	Quality Standard	Accessibility Standard
			time)
Outdoor Sports Facilities (excluding Golf Courses)	1.35	At least 70%	720 metres (15-minute walk)
Parks and Gardens	0.40	At least 70%	Local Parks and Gardens - 720 metres (15-minute walk) Strategic Parks and Gardens of 15ha and above - 7.85km (20-minute drive)
Provision for Children and Young People	0.25	At least 70%	480 metres (10 minute walk)

2.24. The Study assessed open space provision within the borough against the identified standards (table 1 above).

2.25. In terms of quantity, the Study found that there is a deficiency within the current (2021) and future (2037) quantity of open space provision for amenity greenspace and provision for children and young people. Indeed, there is expected to be a decrease in all types of provision per 1,000 population over the next 15 years, as population is expected to increase by around 6.36%⁹.

2.26. In terms of the quality of open space provision, the Study assessed open space provision against the following assessment bandings:

- Excellent - 90% to 100%
- Very Good - 80% to 89%
- Good - 70% to 79%
- Fair - 50% to 69%
- Poor - 0% to 49%

2.27. A total of 455 sites were assessed for quality¹⁰. The Study found that the majority of the borough's open spaces (56.7%) met the proposed quality standard of 70% (8.55% scored 'excellent', 18.46% scored 'very good' and 29.67% scored 'good').

⁹ See Appendix 1 – Table B of this document for the quantity of provision assessment compared to the identified quantity standards.

¹⁰ See Appendix 1 – Table C of this document for a summary of the quality assessment.

- 2.28. A detailed explanation of the quality findings is provided within section 5 of the Open Space Study (2022) and Appendix C of the Open Space Study contains the full assessment findings¹¹.
- 2.29. The Study assessed the accessibility of the borough's open spaces compared to the identified standard. Accessibility Maps were produced for each typology of open space¹².
- 2.30. In general, the assessment found that there is good access to open space across the borough, however some typologies are more accessible than others e.g. there are distinct gaps in provision for children and young people and parks and gardens, whilst there is extensive provision of outdoor sports facilities and natural/semi-natural spaces. This generally reflects that formal provision such as that for children and young people and parks and gardens is less common than more natural types of provision such as natural/ semi-natural. It also reflects the general size of provision, whereby outdoor sports facilities and natural/semi-natural spaces can be large in size compared to provision for children and young people.
- 2.31. The accessibility findings also reflect the topology and landscape of the borough with those areas which are more rural in nature (such as the eastern and northern parts of Shaw and western and northern parts of Saddleworth) having distinct gaps in several typologies of open space provision.
- 2.32. In these areas, access to formal open space provision may be limited however generally they tend to have better access to countryside sites (such as Tandle Hill, Crompton Moor and Daisy Nook) or open countryside and moorland (including the Peak District National Park) where there is an extensive Public Right of Way network.
- 2.33. The Study also assessed sites in terms of their value. Open space value is closely linked to quality and is an additional measure of functionality and usage by communities. The assessment scored sites as 'high (60-100%)', 'medium (40-59%)' and 'low (0-39%)' based on the value criteria¹³.
- 2.34. The Study recommended that a value standard of 60-100% (high value) be applied for destination or flagship sites¹⁹ and a standard of 40-50% (medium value) be applied for all other open space sites¹⁴.
- 2.35. The value assessment found that 41.7% of sites were high value, 31.6% were medium value and 26.5% were low value¹⁵. The greatest value scores range was for amenity greenspace.
- 2.36. As part of the Open Space Study a calculator was provided to the council to be used in the calculation of open space developer contributions as part of new development. It incorporates industry costings/ assumptions for the implementation and maintenance of types of open space provision (including assumptions for specific elements of

¹¹ Open Space Study (2022) – Appendix C – Site Audit Data:

https://www.oldham.gov.uk/downloads/file/7644/appendix_c_-_site_audit_data

¹² Open Space Study (2022) – Accessibility Maps (by open space typology):

https://www.oldham.gov.uk/downloads/download/2184/open_space_study_documents_2022

¹³ Sites were assessed against several value criteria including, context, historical/ heritage, contribution to local amenity, vitality and Sense of Place, recreation, play, ecological and biodiversity.

¹⁴ The value standard ensures that the borough's open spaces are meaningful and beneficial to the local community. It ensures locally important, or flagship open spaces, are protected and that investment towards existing provision is focused where it is most needed.

¹⁵ See Appendix 1 – Table D of this document for a summary of the value assessment.

spaces) having regard to the findings of the open space assessment (and application of identified standards).

Oldham's Playing Pitch and Outdoor Sports Strategy (2025)

- 2.37. In April 2025 Oldham's Playing Pitch and Outdoor Sports Strategy (PPOSS) was published¹⁶. The PPOSS updates the previous (2015) PPOSS and builds on the assessment of outdoor sports facilities undertaken within the Open Space Study (2022).
- 2.38. The PPOSS provides a more in-depth assessment of the borough's pitches and outdoor sports sites, identifies the current and future needs for particular sports and sets out an Action Plan for future investment and improvement.
- 2.39. The PPOSS provides evidence to support the implementation of existing local planning policies, will inform planning policy within the new Local Plan and will be a material consideration in the determination of planning applications. The PPOSS will also inform S106 developer contributions.
- 2.40. The preparation of the PPOSS has followed five stages, as recommended by Sport England, including an assessment of supply and demand. The assessment of supply and demand was undertaken over 2023-2024. A variety of consultation methods, including surveys, site visits, desktop assessments, and face-to-face meetings, have been used to collate supply and demand information about leagues, clubs, county associations and national/regional governing bodies of sport.
- 2.41. Where possible, sports were assessed in the season in which they are played (i.e. Summer/ Winter). The Assessment Report¹⁷ provides further detail on the context/ background to the PPOSS, the supply and demand assessment process and the sport-by-sport supply and demand findings.
- 2.42. The main findings from the supply and demand assessment are that:
- There are shortfalls for sports played on natural turf grass pitches (football, rugby, cricket).
 - There is a clear need to protect all existing playing pitch provision, in line with planning policy.
 - Demand is being met in the main for non-turf/ pitch sports (e.g. tennis, bowls, netball, athletics). However, this does not equate to a surplus of provision - any spare capacity should be considered as a solution to overcome identified shortfalls.
 - Most of the identified grass pitch shortfalls can be met by better utilising current provision - improving quality, additional sports lighting, improving ancillary facilities, increasing match play on 3G pitches, and enabling access to existing unused provision (e.g. unavailable school sites).
 - This means that new grass pitches are not generally required, although such a need will increase if other methods of reducing deficits are not possible.

¹⁶ Oldham's PPOSS:

https://www.oldham.gov.uk/info/201236/evidence/3270/playing_pitch_and_outdoor_sports_strategy_2025

¹⁷ PPOSS Assessment Report:

https://www.oldham.gov.uk/downloads/file/8145/oldham_pposs_assessment_report

- Despite this, there is a clear quantified shortfall of 3G pitches (mainly for training) that can only be rectified through the installation of new facilities. This could also alleviate turf pitch issues.

2.43. The Assessment findings underpin the Strategy¹⁸ and Action Plan¹⁹ documents.

2.44. The Strategy and Action Plan provide a clear, strategic framework for the maintenance and improvement of existing playing pitch and accompanying ancillary facilities up to 2041 (in line with the Local Plan review). It has been developed to provide:

- Evidence of supply and demand of playing pitch and outdoor sports provision;
- A vision for the future improvement and prioritisation of playing pitches and outdoor sports facilities;
- Aims to help deliver the recommendations and actions – based around the notions of ‘protect’, ‘enhance’ and ‘provide’;
- A series of strategic recommendations which provide a framework for the improvement, maintenance, development and, as appropriate, rationalisation of the playing pitch and outdoor sport facility stock;
- A series of sport-by-sport recommendations which provide a strategic framework for sport led improvements to provision; and
- A prioritised area-by-area Action Plan to address key issues on a site-by-site basis.

2.45. The site-by-site action plan seeks to address key issues identified in the Supply and Demand Assessment and Strategy. It provides actions based on current levels of usage, quality and future demand, as well as the potential of each site for enhancement. It is organised by Analysis Area (North, South, East, West and Central) and includes information on expected timescales, costs, partners, priority etc. Each action is linked to one or more of the Strategy Aims (protect, enhance, provide) and Strategic Recommendations.

¹⁸ PPOSS Strategy Report: https://www.oldham.gov.uk/downloads/file/8146/oldham_pposs_strategy_report

¹⁹ PPOSS Action Plan: https://www.oldham.gov.uk/downloads/file/8144/oldham_pposs_action_plan

3. Open Space Policy

- 3.1. Policy 23 of the Local Plan (see figure 1) sets out policy for the protection of open space, provision of new open spaces and the loss of open spaces.

Policy Threshold

- 3.2. Policy 23 states that “all residential development should contribute towards the provision of new or enhanced open space.”. NPPF Annex 2: Glossary defines major developments as ‘development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more’. Annex 1 of NPPF makes clear that ‘policies in this Framework are material considerations which should be taken into account in dealing with applications ...existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).’
- 3.3. Therefore, having regard to Annex 1 it is considered appropriate that the council should give less weight to the threshold in Policy 23 in relation to new or enhanced open space provision as part of new residential development²⁰. As having regard to the significant changes in national planning policy over the last 14 years, since the publication of the current Local Plan, it is clear that these amendments to NPPF have limited the thresholds for gathering developer contributions, to all major schemes (as per the definition of major development set out NPPF Annex 2: Glossary).
- 3.4. In light of the above it is considered that the policy requirement for seeking new or enhanced open spaces should only apply to major residential development (10 homes and above) in line with NPPF.
- 3.5. The exception to this is where an application (for residential or other development) would involve the loss of open space provision. Any replacement provision or contributions towards new or enhanced open space provision to account for any loss of open space continues to apply to all levels and types of development, in line with policy 23 and wider aims of NPPF, to ensure that development does not have an adverse impact on the local environment. The policy requirements relating to the loss of open space remain as published in policy 23 of the Local Plan.

Open Space Standards

- 3.6. Policy 23 states that “The council will have regard to the proposed development and the open space surpluses and deficiencies in the area to determine whether on-site or off-site new provision, enhanced existing provision or a financial contribution will be required. Open space surpluses and deficiencies will be defined through the Annual Monitoring Report.”. It goes on to state that “the required type and amount of provision in any instance shall be calculated in accordance with the council’s current local standards of provision and the surplus and deficiencies of open space provision identified in the Open Space Study (Open Space Study, PMP consultants and Oldham

²⁰ This threshold does not apply to the loss of open space provision.

Council, 2006 – 2010). These will be monitored and reviewed over the lifetime of the LDF.” and that “the council will provide further advice and guidance on this policy”.

3.7. The local standards of provision and the surplus and deficiencies have been reviewed by the Open Space Study (2022). As such, in line with the policy, the reviewed evidence from the Open Space Study (2022) should be used to inform the implementation of new open spaces, and guide developer contributions towards new or enhanced provision by identifying deficiencies in provision (in terms of quantity, quality, accessibility). It has not been possible to monitor the surpluses and deficiencies of open space through the Annual Monitoring Report, however the 2022 Open Space Study provides an updated position of the borough’s open space provision in this regard.

3.8. As such, the updated standards of open space provision set out overleaf (table 1) should be used, replacing the existing standards set out within table 11 - policy 23 of the Local Plan.

Table 1 – Open Space Standards (Open Space Study 2022) (repeated)

Type of Open Space	Quantity Standard (the number of hectares required per 1,000 population)	Quality Standard	Accessibility Standard
Allotments and Community Gardens	No standard	At least 70%	No standard
Amenity Greenspace	0.46	At least 70%	720 metres (15-minute walk)
Cemeteries and Churchyards	No standard	At least 70%	No standard
Civic Spaces	No standard	At least 70%	No standard
Green Corridors	No standard	At least 70%	No standard
Natural and Semi-Natural Greenspace	1.95	At least 70%	Natural and Semi-Natural - 720 metres (15-minute walk) Strategic Natural and Semi-Natural over 20ha - 7.85km (20-minute drive time)
Outdoor Sports Facilities (excluding Golf Courses)	1.35	At least 70%	720 metres (15-minute walk)
Parks and Gardens	0.40	At least 70%	Local Parks and Gardens - 720 metres (15-minute walk) Strategic Parks and

Type of Open Space	Quantity Standard (the number of hectares required per 1,000 population)	Quality Standard	Accessibility Standard
			Gardens of 15ha and above - 7.85km (20-minute drive)
Provision for Children and Young People	0.25	At least 70%	480 metres (10 minute walk)

3.9. Compared to table 11 of policy 23 (Local Plan), as shown in table 1 above, the standards for most types of open space provision remain the same. The accessibility standard has not changed for any types of open space provision, although clarification has been added in terms of non-strategic (local) and strategic open spaces where relevant. The quality standard is also unchanged from the standards set out in table 11 of policy 23. Quantity standards have been updated for Parks and Gardens and Provision for Children and Young People only.

3.10. In addition to the table above, the Open Space Study identified an open space value standard of 60-100% (high value) be applied for destination or flagship sites¹⁹ and a standard of 40-50% (medium value) be applied for all other open space sites²¹. Adding value to open space is important as it enables them to provide multi-functional benefits, maximising the positive impacts of open space for communities. Providers can add value to open spaces in various ways, through for example, adding street furniture, planting, improving signage and accessibility, and promoting spaces for events or sports use, to promote or improve their contextual, heritage, local amenity, sense of place, recreation, play and ecological value.

3.11. Whilst the standard is not enforced through policy 23 at this time, value should be considered in the designing of new open spaces and added where possible to ensure open spaces can provide multi-functional benefits and maximise user experience. Further detail on value is provided within the Open Space Study. The value standard will be considered in future policy making as part of the Local Plan Review.

3.12. In line with policy 23 the council will have regard to the proposed development and the open space surpluses and deficiencies in the area to determine whether on-site or off-site new provision, enhanced existing provision or a financial contribution will be required. Open space provision against the identified standards (see appendix 1) should be used to inform where new or improved spaces are needed in line with the identified surpluses and deficiencies. Contributions should go towards at least one of

²¹ The value standard ensures that the borough's open spaces are meaningful and beneficial to the local community. It ensures locally important, or flagship open spaces, are protected and that investment towards existing provision is focused where it is most needed.

the deficient typologies within the area and considering the accessibility maps²² and quality assessment²³.

- 3.13. Where an area within which a site is located is deficient in at least one of the standards of open space provision (accessibility, quality and quantity) it will be classed as deficient and onsite provision or a developer contribution towards new or enhanced existing open space will be required.
- 3.14. The council's Parks and Greenspaces team will assist in identifying opportunities for new or enhanced open space provision based on the assessment findings.
- 3.15. New open spaces should aim to meet the standards set out within table 1 (and considering adding value where appropriate).
- 3.16. A developer contributions calculator, produced as part of the Open Space Study (2022) will assist the council in determining deficiencies affecting proposed development sites based on their location (ward). It will identify appropriate developer contribution figures that will be used to create new or enhance existing open spaces based on the type of provision, relevant industry costings and the number of bedrooms/ bedspaces proposed in the development.
- 3.17. This is a similar approach to that which has been previously used to determine open space developer contributions, however the industry cost estimates used have been updated (as part of the Open Space Study) using SPON'S industry estimating cost guides (2023) and professional judgement.

²² Open Space Study (2022) – Accessibility Maps (by open space typology):
https://www.oldham.gov.uk/downloads/download/2184/open_space_study_documents_2022

²³ Open Space Study (2022) – Appendix C – Site Audit Data:
https://www.oldham.gov.uk/downloads/file/7644/appendix_c_-_site_audit_data

- 3.18. In terms of outdoor sports facilities, the open space standards provide a guide as to the quantity, quality and accessibility that provision should achieve. However, the assessment of outdoor sports provision, particularly in terms of quality, carried out by the Open Space Study has been updated and supplemented by the more detailed supply and demand assessment²⁴ carried out as part of the PPOSS. This should be used as evidence when considering outdoor sport's needs as part of new development. This will be discussed in more detail in section 4.

Policy Position – New or Enhanced Open Space Provision

Residential development of 10 homes and above should contribute towards the provision of new or enhanced open space, unless it can be demonstrated by the developer that it is not financially viable for the development proposal or that this is neither practicable nor desirable.

The council will have regard to the proposed development and the open space surpluses and deficiencies in the area, as determined by the Open Space Study (2022), to determine whether on-site or off-site new or enhanced provision will be required. Where an area (ward) within which a site is located is deficient in at least one of the standards of open space provision (accessibility, quality and quantity) the area will be classed as deficient and onsite provision or a developer contribution towards off-site new or enhanced existing open space provision is required.

Developer contributions will be used as appropriate to secure the provision and maintenance of new, or enhanced, open space provision. Contributions should go towards at least one of the deficient typologies within the area and considering the accessibility and quality assessment (Open Space Study 2022).

The current local standards of open space provision set out in table 11 of the Local Plan is superseded by the open space standards set out in table 1 above, as updated evidence. New or enhanced open spaces should aim to meet the open space standards set out within table 1.

Loss of Open Spaces

- 3.19. The Open Space Study (2022) identifies the borough's existing open space provision²⁵. In line with policy 23 any loss of provision will only be permitted where the proposed development would meet criteria a-f.
- 3.20. The policy goes on to state that development of a site that is currently or was most recently used as open space or for sport or recreation will be permitted provided it can be demonstrated the development brings substantial benefits to the community that would outweigh the harm resulting from the loss of open space; and meets criteria g-j.
- 3.21. This policy remains as is published in the Local Plan, although the Open Space Study (2022) and PPOSS (2025) provide updated evidence in terms of open space need and

²⁴ Oldham PPOSS Assessment Report:

https://www.oldham.gov.uk/downloads/file/8145/oldham_pposs_assessment_report

²⁵ See 'Green Infrastructure' web map for identified open spaces:

<https://map.oldham.gov.uk/map?name=Green%20Infrastructure>

will be considered when assessing the appropriateness of any loss of open space provision.

- 3.22. The existing policy criteria relating to the loss of open spaces set out within policy 23 applies to the loss of *all* open spaces, whether it is proposed to be lost as part of minor or major residential development, or by non-residential development.

4. Playing Pitches and Outdoor Sports

- 4.1. As set out in section 3, new or enhanced open space (including through the use of developer contributions) will be sought as part of major residential development (10 homes and above) in line with policy 23 of the Local Plan.
- 4.2. The council's Playing Pitch and Outdoor Sports Strategy (2025) provides updated evidence in relation to the borough's playing pitch and outdoor sports provision.
- 4.3. The PPOSS identifies the current and future needs for particular sports and sets out an Action Plan for future investment and improvement.
- 4.4. The PPOSS has considered the needs of several types of sporting provision, including pitches/ courts/ facilities associated with football, rugby, cricket, hockey, netball, golf, athletics, tennis, bowls. It has also considered outdoor provision of multi-use games areas (MUGAs), which can be used for informal sports and recreation.
- 4.5. Building on the PPOSS Assessment, the PPOSS Strategy and Action Plan provide a clear, strategic framework for the maintenance and improvement of existing playing pitches and accompanying ancillary facilities up to 2041.
- 4.6. The Action Plan sets out actions to address key issues identified by the Assessment. It includes information for each identified action on expected timescales (short, medium, long)²⁶, costs (high, medium, low)²⁷, partners (i.e. sports club/ national governing body/ council), site hierarchy²⁸ and priority (high, medium, low)²⁹, as a guide to support delivery of the action.
- 4.7. In terms of delivering the actions in the context of planning policy, the PPOSS Strategy sets out that Sport England's Playing Pitch Calculator (PPC)³⁰ should be used to inform contributions towards new or enhanced provision as part of new residential development. Sport England's PPC helps local authorities estimate the demand that may be generated for the use of playing pitches by a new population.
- 4.8. Access to the PPC is currently restricted to local authorities with an up-to-date assessment of the need for playing pitches in their area. The council have access to the Sport England PPC - data from Oldham's PPOSS directly feeds into the calculator to generate the results.

²⁶ Short = 1-2 years; medium = 3-5 years; long = 6+ years.

²⁷ High = 750k and above; medium = £150-£750k; low = less than £150k.

²⁸ The identification of sites is based on their strategic importance in a regional context i.e., they accommodate the majority of demand, or the recommended action has the greatest impact on addressing shortfalls (either on a sport-by-sport basis or across the borough as a whole. The hierarchy is hub sites (high-quality, district important, multi-sport sites), key centres (community/ sport focused, although some are still likely to service a wider analysis area) and local sites (primarily sites with one pitch/facility or a low number of pitches/facilities that service just one or two sports). See PPOSS Action Plan for more information.

²⁹ Priority is based on strategic importance or the potential impact the action will have on addressing key issues identified by the assessment. High priority actions are usually related to hub sites given their potential reach and impact on sporting needs. Medium priority actions have analysis area importance and are identified on the basis of the impact that they will have on addressing the issues identified in the assessment, although not to the same extent as high priority actions. Low priority actions tend to be for single pitch or single sport sites with local specific importance but that may also contribute to addressing the issues identified in the assessment for specific users. See PPOSS Action Plan for more information.

³⁰ See Sport England Playing Pitch Calculator for further information: <https://www.sportengland.org/how-we-can-help/facilities-and-planning/planning-for-sport/playing-pitch-calculator>

- 4.9. Informed by the outcomes of the PPC, the PPOSS Action Plan should be used to identify potential sites for offsite enhancement or where new provision may be needed, based on the identified deficiencies/ need.

Loss of Playing Pitches or Outdoor Sports Provision

- 4.10. As set out in section 3, the loss of open space, including any loss of playing pitches or outdoor sports provision, will continue to be considered in line with the criteria (a-j) set out within policy 23 of the Local Plan and considering the updated need evidence set out within the Open Space Study (2022) and PPOSS (2025). This part of the policy applies to the loss of all open spaces, whether it is proposed to be lost as part of minor or major residential development, and also by non-residential development.
- 4.11. Any enhanced or replaced playing pitch or outdoor sports provision provided to account for the loss of such provision should be informed by the PPOSS documents, considering need and the Action Plan.

Policy Position – Playing Pitch and Outdoor Sports Provision

The PPOSS provides updated evidence in relation to the borough's playing pitch and outdoor sports provision. It identifies the current and future needs for particular sports and sets out an Action Plan for future investment and improvement.

The PPOSS should be used to inform where and what type of new or enhanced playing pitch and outdoor sports provision is provided.

In terms of new residential development, Sport England's Playing Pitch Calculator should be used to inform contributions towards new or enhanced provision as part of new residential development. The calculator considers the provision needs identified by Oldham's PPOSS.

Informed by the outcomes of the Playing Pitch Calculator, the PPOSS Action Plan should be used to identify potential sites for offsite enhancement or where new provision may be needed, based on the identified deficiencies/ need.

Any enhanced or replaced playing pitch or outdoor sports provision provided to account for the loss of such provision should also be informed by the PPOSS, considering need and the Action Plan.

5. Conclusion

- 5.1. This Interim Planning Position Paper supports implementation of policy 23 'Open Spaces and Sports' within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document, adopted November 2011.
- 5.2. This paper supersedes the previous 'Open Space Interim Planning Position Paper' published by the council in March 2012.
- 5.3. The paper sets out the council's position in relation to open space policy - including the gathering of developer contributions towards open space provision (including playing pitch and outdoor sports provision).
- 5.4. The paper will be used when assessing planning applications and development proposals relating to open space provision and developer contributions for open space provision (including contributions required as part of new residential development) in line with Local Plan Policy 23 'Open Spaces and Sports'. It must also be read alongside PfE policy JP-P7 'Sport and Recreation'.
- 5.5. This paper is informed by the council's Open Space Study (2022) and the Playing Pitch and Outdoor Sports Strategy (2025) as key evidence base documents.
- 5.6. This paper provides updated evidence to inform the interpretation and implementation of policy 23 of Oldham's Local Plan. It is a material consideration and should be used in decision making as appropriate.
- 5.7. The council's approach to updated local evidence will be considered further and inform policy preparation as part of the Local Plan Review.

Appendix 1

Table A: Open space provision, by typology, within the borough (Open Space Study 2022)³¹

Open Space Typology	Description	Number of sites	Current amount of provision (ha)
Allotments and Community Gardens	Opportunities for those people who wish to do so to grow their own produce as part of the long-term promotion of sustainability, health and social inclusion.	36	14.93
Amenity Greenspace	Most commonly but not exclusively found in housing areas. Includes informal recreation green spaces and village greens.	383	90.14
Cemeteries and Churchyards	Cemeteries and churchyards including disused churchyards and other burial grounds.	78	83.94
Civic Spaces	Hard surfaced areas usually located within town or city centres.	22	2.18
Green Corridors	Linear natural infrastructure, such as trees and plants, that link up other green and open spaces to form a green urban network.	26	38.07
Natural and Semi-natural Greenspace	Includes country parks, nature reserves, publicly accessible woodlands, urban forestry, scrub, grasslands, wetlands and wastelands.	217	667.97
Outdoor Sports Facilities	Usually in the form of pitches or other sports provision, such as football, rugby or cricket pitches as well as tennis courts or bowling greens.	253	478.81
Parks and Gardens	Includes urban parks and formal gardens. Parks usually contain a variety of facilities and may have one of more of the other types of open space within them.	49	192.52
Provision for Children and Young People	Areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, multi-use games areas and skateboard parks.	95	9.54

³¹ This table includes all identified open space provision – including provision which was excluded from the quality assessment. See section 3 of the Open Space Study 2022 for further information on excluded sites and the assessment methodology.

Open Space Typology	Description	Number of sites	Current amount of provision (ha)
Total provision		1,159	1,578.09

Table B - Existing Quantity of Provision against the Identified Quantity Standard (Table 28 – Open Space Study 2022)

Open Space Typology	Existing Provision (ha/1,000)	Proposed Standard (ha/1,000)	Current (2021) Surplus/Deficiency (ha)
Allotments and Community Gardens	0.06	No standard	n/a
Amenity Greenspace	0.38	0.46	-0.08
Cemeteries and Churchyards	0.35	No standard	n/a
Civic Spaces	0.01	No standard	n/a
Green Corridors	0.16	No standard	n/a
Natural and Semi-Natural Areas Greenspace	2.80	1.95	0.85
Outdoor Sports Facilities	2.00	1.35	0.65
Parks and Gardens	0.81	0.4	0.41
Provision for Children and Young People	0.04	0.25	-0.21
Total	6.61	-	-

Table C - Open Space Quality Assessment Summary (Table 8 - Open Space Study 2022)

Quality Banding	No. of Open Space Sites	Percentage of Sites
Excellent	39	8.55%
Very Good	84	18.46%
Good	135	29.67%
Fair	162	35.60%
Poor	35	7.69%
Total	455	100%

Table D – Open Spaces by Value Score (Table 11 of Open Space Study 2022)

Value Banding	No. of Open Space Sites	Percentage of Sites
High	190	41.76%
Medium	144	31.65%
Low	121	26.59%
Total	455	100%

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PLACE SCRUTINY BOARD

WORK PROGRAMME 2025/2026

Agenda item	Purpose	Portfolio lead & officer lead	Method of scrutiny	Additional information
Thursday, 12th June 2025				
Call In – Complying with the Biodiversity Duty - Our Policies and Objectives for Thriving Wildlife in Oldham	<i>Members have called in the Cabinet decision for review and consideration</i>	<i>Cllr Taylor and Peter Richards</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Local Authority Housing Fund Cabinet Paper		<i>Cllr Shah and Peter Richards</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Housing Delivery Interim Planning Position Paper Cabinet Paper		<i>Cllr Taylor and Peter Richards</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Housing Delivery Test Action Plan 2025 Cabinet Paper		<i>Cllr Taylor and Peter Richards</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Oldham Electric Vehicle Charging Infrastructure (EVCI) Strategy and Action Plan Cabinet Paper		<i>Cllr Goodwin and Peter Richards</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Greater Manchester Local Nature Recovery Strategy Cabinet Paper		<i>Cllr Taylor and Peter Richards</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Corporate Performance Report 2024/25 Q4		<i>Cllr Shah and Steve Hughes</i>		
Thursday, 24th July 2025				
Call-in of cabinet decision: Creating a Better Place	<i>Members have called in the Cabinet decision for review and consideration</i>	<i>Cllr Shah, Emma Barton and Chris Lewis</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>

Agenda item	Purpose	Portfolio lead & officer lead	Method of scrutiny	Additional information
Corporate Performance Report – Performance Management Development Sessions				
Greater Manchester Joint Waste and Minerals Plan		<i>Cllr Taylor and Peter Richards</i>		<i>Cabinet Paper for Scrutiny consideration. Report due to go to Council 16 July and Cabinet 21 July, Recommendation included granting delegated authority to portfolio lead to take the final decision having considered any comments made by the Scrutiny Board.</i>
Open Space Interim Planning Position Paper		<i>Cllr Taylor and Peter Richards</i>		<i>Cabinet Paper for Scrutiny consideration. Report due to go to Council 16 July and Cabinet 21 July, Recommendation included granting delegated authority to portfolio lead to take the final decision having considered any comments made by the Scrutiny Board.</i>
Tuesday, 2nd September 2025 (special meeting)				
Houses of Multiple Occupation	<i>To consult scrutiny board members prior to cabinet and council consideration</i>	<i>Cllr Taylor, Neil Crabtree and Peter Richards</i>	<i>Report</i>	<i>Cabinet Paper for Scrutiny consideration</i>
Thursday, 2nd October 2025				
Saddleworth Neighbourhood Plan		<i>Cllr Taylor and Peter Richards</i>		<i>Cabinet Paper for Scrutiny consideration. Report due to go to Cabinet 22 September therefore will need to include recommendation granting delegated authority to portfolio lead to take the final decision having considered any comments made by the Scrutiny Board.</i>

Agenda item	Purpose	Portfolio lead & officer lead	Method of scrutiny	Additional information
Temporary Accommodation update and Cabinet Paper		<i>Cllr Shah and Neil Consterdine</i>	<i>Questions and agreed comments for Cabinet to consider</i>	<i>Cabinet Paper for Scrutiny consideration</i>
District working update	Provide members with update and overview of the service, post restructure – outlining refreshed operating model and key deliverables	Elaine Taylor and Jodie Barber	Presentation with Questions and comments for consideration	
Corporate Performance Report 2025/26 Q1				
Thursday, 13th November 2025				
Highways & Winter Maintenance	Overview of Highways service delivery, routine maintenance and winter highway maintenance preparations	Cllr C Goodwin & Nasir Dad	Presentation & Questions	
Food Safety & Standards	Update on statutory Food Safety & Standards Delivery Programme	Cllr E Taylor & Nasir Dad	Presentation & Questions	Food Safety Plan 25/26
Bereavement Services	Update on service delivery, expanding capacity, future planning & out of hours service	Cllr E Taylor & Nasir Dad	Presentation & Questions	
Corporate Performance Report 2025/26 Q2				
w/c 8 December 2025 – Special Scrutiny Board to be arranged				
Oldham Local Plan – Publication Plan		<i>Cllr Taylor and Peter Richards</i>		
Strategic Planning Monitoring Reports	<i>Opportunity to consider annual monitoring reports prepared by Strategic Planning – Oldham Monitoring Report, Infrastructure Funding Statement, Strategic Housing Land Availability Assessment, and Brownfield Land Register.</i>	<i>Cllr Taylor and Peter Richards</i>		<i>15 December 2025 Cabinet Papers for Scrutiny consideration.</i>
Complying with the Biodiversity Duty – Our Policies and Objectives for Thriving Wildlife in Oldham Progress Report		<i>Cllr Taylor and Peter Richards</i>		<i>15 December 2025 Cabinet Papers for Scrutiny consideration. First progress report against Complying with the</i>

Agenda item	Purpose	Portfolio lead & officer lead	Method of scrutiny	Additional information
				<i>Biodiversity Duty – Our Policies and Objectives for Thriving Wildlife in Oldham must be published by 1 January 2026.</i>
Thursday, 22nd January 2026				
Annual Report – Emergency Planning			Cllr Hussain and Nasir Dad	
Annual Report – Community Safety			Cllr Hussain and Lorraine Kenny	
Annual Report – Health and Safety			Cllr Hussain and Neil Crabtree	
Thursday, 19th March 2026				
Annual Report – CaBP			Cllr Shah and Chris Lewis	
Annual Report – GND			Cllr Jabbar and Andy Hunt	
Corporate Performance Report 2025/26 Q3				

Task and finish group deep dives:

Deep dive area:	Expanded proposal:
Housing Delivery – Development	
Housing Allocations (policy review)	
Housing Standards - Enforcement and Selective Licensing	
HMOs	September – specialist meeting

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KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 JULY 2025

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
EE/02/25	Oldham Community Leisure (OCL) Utilities	Director of Public Health	21 July 2025	Cabinet
Description: To consider provision of utilities across the Oldham Community Leisure footprint. Document(s) to be considered in public or private: public				
NEI/02/25	Fleet Stores Procurement	Director of Environment	21 July 2025	Cabinet
Description: To tender for a Fleet Stores provider for Moorhey Street Depot. Document(s) to be considered in public or private: public and private by virtue of Paragraph 3 of the 1972 Local Government Act				
NEI/03/25	City Region Sustainable Transport Settlement (CRSTS) I– Transport Capital Programme 2025-26	Director of Environment	21 July 2025	Cabinet
Description: Strategic approach for the 5-year City Region sustainable transport settlement (CRSTS) programme approved in March 2022. Document(s) to be considered in public or private: private by virtue of Paragraph 3 of the 1972 Local Government Act				

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 JULY 2025

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
RBO/06/25	Greater Manchester Joint Minerals and Waste Development Plan Document	Executive Director of Place / Deputy Chief Executive	21 July 2025	Cabinet
<p>Description: Subject to a decision to be made by Council to approve, in principle, the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, approval is sought from Cabinet to delegate to the AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions (including agreeing a timetable for the preparation of the plan).</p> <p>Document(s) to be considered in public or private: public.</p>				
ESR/08/25 New!	Open Space Interim Planning Position	Executive Director of Place / Deputy Chief Executive	21 July 2025	Cabinet
<p>Description: To approve the development of policies regarding Open Spaces across the Borough of Oldham. Document(s) to be considered in public or private: public</p>				
HSC/11/25 New!	Boroughwide Smoke Free Policy	Director of Public Health	21 July 2025	Cabinet
<p>Description: To update and expand the Borough's Smoke free Policy Document(s) to be considered in public or private: public</p>				

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 JULY 2025

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
HSC/07/25 New!	Infant Feeding Service	Director of Public Health	21 July 2025	Cabinet
Description: To approve proposals for the development of the Infant Feeding Service Document(s) to be considered in public or private: public				
HSC/10/25 New!	Oldham Live Well Implementation	Director of Public Health	21 July 2025	Cabinet
Description: To develop the 'Live Well' Strategy for the Borough. Document(s) to be considered in public or private: public				
FCR/04/25 New!	Treasury Management Review 2024/25	Interim Executive Director of Resources	21 July 2025	Cabinet
Description: The Annual Review of Treasury Management activity during the year compared to the Treasury Management Strategy 2024/25 Document(s) to be considered in public or private: public				
FCR/05/25 New!	Capital and Revenue Outturn 2024/25	Interim Executive Director of Resources	21 July 2025	Cabinet
Description: To confirm and summarise the Council's Capital and Revenue outturn for 2024/25. Document(s) to be considered in public or private: public				
RBO/07/25	Approval to a) publish the Saddleworth Neighbourhood Plan for public consultation; and b) submit the Plan for independent examination	Executive Director of Place / Deputy Chief Executive	22 September 2025	Cabinet
Description: Approval to publish the Saddleworth Neighbourhood Plan for public consultation, and submit the plan for independent examination Document(s) to be considered in public or private: public				

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 JULY 2025

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
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Key:

New! - indicates an item that has been added this month

Notes:

1. The procedure for requesting details of documents listed to be submitted to decision takers for consideration is to contact constitutional.services@oldham.gov.uk
2. Where on a Key Decision Sheet the Decision Taker is Cabinet, the list of its Members are as follows: Councillors Arooj Shah, Elaine Taylor, Abdul Jabbar MBE, Shaid Mushtaq, Mohon Ali, Barbara Brownridge, Fida Hussain, Chris Goodwin and Peter Dean.
3. Full Key Decision details (including documents to be submitted to the decision maker for consideration, specific contact officer details and notification on if a report is likely to be considered in private) can be found via the online published plan at: [Browse Key Decisions and Private Reports Documents](#)

Notice of Private Reports

(In accordance with Part 2 of the Local Authorities (Executive Arrangements) Meetings and Access to Information) (England) Regulations 2012)

Oldham Borough Council intends to hold a private meeting (or part thereof) of the Cabinet on Monday, 21st July 2025

Decision to be taken (Agenda Item) Decisions proposed to be taken in private at Cabinet on 21st July 2025:

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 JULY 2025

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
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a. Fleet Stores Procurement

Reason:

The meeting (or part thereof) will be held in exempt session on the grounds that the reports and background papers will contain the likely disclosure of exempt information as defined in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended) – information relating to the financial or business affairs of the Council and a third party.

b. City Region Sustainable Transport Settlement (CRSTS) I– Transport Capital Programme 2025-26

Reason:

The meeting (or part thereof) will be held in exempt session on the grounds that the reports and background papers will contain the likely disclosure of exempt information as defined in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended) – information relating to the financial or business affairs of the Council and a third party.

Representations:

If you wish to make representations against the intention to hold a private meeting, please send these to Constitutional Services, Level 3, Civic Centre, Oldham, OL1 1UL or email: constitutional.services@oldham.gov.uk

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PROTOCOL FOR DEALING WITH CALLED-IN BUSINESS AT AN OVERVIEW AND SCRUTINY BOARD MEETING

The Chair of the Scrutiny Board will briefly outline the following procedure to the Scrutiny Board Members and others present at the meeting.

1. The Calling-in Members will explain to the Committee the reasons why they have called-in the Cabinet's decision.
2. The Cabinet Member will explain to the Scrutiny Board the background to the decision that has been called-in.
3. The Lead Director/report author or any relevant third party involved in the compilation of the report, will explain the reasons for the recommendation in the report.
4. The Calling-in Members may ask questions of the Cabinet Member and/or the Lead Director/report author or any relevant third party involved in the compilation of the report.
5. Members of the Scrutiny Board may ask questions of the Cabinet member and of the Lead Director/report author, or any relevant third party involved in the compilation of the report.
6. Members of the Scrutiny Board may ask questions of the Calling-in Members.
7. The Scrutiny Board will debate the issues.
8. The Calling-in Members will have the opportunity to respond to any relevant points raised during the debate (if appropriate).
9. The Cabinet Member and/or the Lead Director/report author or any relevant third party involved in the compilation of the report, will have the opportunity to respond to any relevant points raised during the debate (if appropriate).
10. The Scrutiny Board will make its decision, and there are essentially two decisions which the Board can make: -
 - a. to uphold the decision that has been called-in, which means the decision will take immediate effect.
 - b. To refer the decision back to the decision-making body (Cabinet) to determine at its next available meeting, if necessary, with any recommendations which this Scrutiny Board considers to be appropriate. (If this is the case the Cabinet can uphold its original decision, or make a different decision, in light of the scrutiny Board's consideration thereon. Any subsequent decision made by a Cabinet would be exempt from call-in).



Report to CABINET (Part A)

Creating a Better Place Update.

**Portfolio Holder: Councillor Arooj Shah,
Leader of the Council and Portfolio Holder for Growth**

Officer Contact:

Emma Barton, Deputy Chief Executive (Place).

Report Author(s):

Chris Lewis – Assistant Director, Creating a Better Place.

Date: 16 June 2025

Reason for Decision

The Creating a Better Place programme continues to be on track to deliver significant transformational projects across the borough, to build much needed new homes, to create jobs and support businesses to grow, and to deliver against our Green New Deal commitments ensuring Oldham is a great place to live, work and visit with lots of family friendly and accessible places to go.

In alignment with recommendations from Place Scrutiny Committee, this report provides Cabinet with a formal update on the strategic progress of the CaBP regeneration and redevelopment programme, including external funding opportunities secured, benefits realised for specific projects and the associated social value generated to *Create a Better Place*.

This report seeks approval on the recommendations for various projects following a review of the Council's regeneration and redevelopment capital programme, including outcome delivery, social value capture, positive opportunities and impacts for Oldham's residents and local businesses, and where applicable note the challenges and mitigations in place linked to reprofiling of capital resource to allow the continued delivery and completion of flagship projects.

Executive Summary

The Council and our partners continue to make significant progress on the delivery of the Creating a Better Place (CaBP) programme which will ultimately reshape Oldham Town Centre but also reaches out across the borough. This report seeks to provide a comprehensive update on delivery achieved, it acknowledges the successes to date

and sets out key milestones in respect of the flagship projects across the programme either in development or currently in delivery.

The transformational plans for the town centre can also be viewed through a refreshed fly through video, bringing the town centre plans to life outlining what we have achieved, plan to do and where – including the creation of a brand new Town Centre Park and redevelopment of Spindles Town Square Shopping Centre which has received a number of awards to date. The video can be viewed here [Building a Better Oldham](#).

Strong visible progress can be seen at various locations across the borough, but especially in the town centre, as regular updates are shared through various communication channels as projects work their way through the planning process alongside those currently on site. All town centre projects are supporting the traders and local businesses, and we are seeing sustainable footfall growth and vibrancy.

This report includes specific updates on the following projects: redevelopment work at the Old Library building, initial environmental cleaning works underway at the recently acquired Prudential Building, latest phase of the Spindles redevelopment including additional office space, a new indoor Market Hall, a new Food Court, Archives Centre and new Event Space. This report also includes plans for the new location for the outdoor Market in George Square and a feasibility study to investigate, safeguard and ensure the future sustainability of heritage buildings within the town centre.

Wider than the town centre other schemes include the now complete comprehensive refurbishment of Royton Town Hall and Library, establishment of the Chadderton Levelling Up Partnership, establishment of the Community Regeneration Partnerships and the design phase for the refurbishment of Foxdenton Hall.

Whilst the CaBP vision for the town centre and wider programme is clearly articulated we continue to explore further opportunities for a sustainable town centre that is safer, cleaner and greener with an improved shopping experience and regular events for all within the Town Centre. Further details on the various projects in development or delivery can be viewed here: [Building a Better Oldham | Oldham Council](#)

The programme also drives progress with the Council's response to the Housing Crisis, and **578 new homes were built** in Oldham in 2024/25, against a housing delivery target of 404 homes (Places for Everyone). The housing target increases to 680 new homes for 2025/26, as the need for delivering new homes continues to be essential for the residents in Oldham. In addition, 2024/25 saw a significant increase in the **numbers of affordable homes being delivered (216, 37% of the total number of homes built)** to help and support residents desperately in need of a truly affordable home.

Nationally it has been widely recognised that there are ongoing significant delivery challenges in respect of major capital regeneration schemes. Those challenges relate to a number of external factors which are often outside of the control of the Council. This includes elements such as rising supply chain costs, inflation, labour market challenges and over-saturation of the commercial market to name a few.

Unfortunately, Oldham and the CaBP Programme has not been immune to those factors. This report therefore seeks approval for the reprofiling of existing capital resource, necessary changes to specification works through contract variations in order to deliver the necessary outcomes for Oldham's residents and communities within the overall CaBP budget allocation.

The CaBP programme is focused on delivery, and this is evidenced by the projects that have successfully completed and in delivery with 'spades in the ground' which will reach completion over the next twelve to twenty-four months and significant transformational regeneration projects in development.

To date the Creating a Better Place Programme has **generated £31.6m worth of Social Value with an average 25% SVP against contract value.** The social value benefits and outcomes measured / monitored have been reported previously to Scrutiny Committee as part of a performance related update on CaBP, but in summary the approach has delivered a number of benefits to date including:

- 1,005 weeks of apprenticeships
- 4,479 hours of Career Support sessions
- 173 locally employed individuals
- £46.9m of Local Spend
- 700 Volunteer Hours

This report aims to acknowledge and celebrate the successes to date whilst setting out the exciting journey over the coming year as we work towards realising the vision of Creating a Better Oldham.

Recommendations

Cabinet Members are asked to note and approve:

- the progress being made in relation to the Creating a Better Place (CaBP) Programme that supports revenue savings generated, progress towards the borough's carbon reduction targets, creation of new jobs, apprentice opportunities, new homes for Oldham's residents and increased social value.
- the social value gained for Oldham's residents and communities through the design, development and delivery of the projects within the CaBP programme.
- the technical, legal and commercial recommendations for certain projects set out within Part B of this report.
- the delegation of approval to the Deputy Chief Executive (Place) in consultation with the relevant portfolio holders and Directors of Economy, Finance and Legal for the associated changes to contractual, technical or financial decisions for the delivery of the CaBP projects referenced within the Part B of this report.

Creating a Better Place

1.0 Background:

- 1.1 The Creating a Better Place (CaBP) programme has enabled a number of key partnerships to be strengthened ensuring Oldham has a strong narrative locally, regionally and nationally enabling Oldham, amongst other things, to secure substantial external funding to invest within the town and accelerate delivery of our regeneration activities to CaBP. Most notable of these is the partnership with MUSE to create up to 2,000 new homes across a number of strategic sites within Oldham Town Centre on land released by a series of the ongoing projects (i.e. relocation of colleagues and partners from the Civic Centre site to the new Spindles office accommodation).
- 1.2 The projects within the Town Centre will strengthen and ensure its future sustainability including the Spindles that the Council acquired and have already successfully completed a number of schemes including the office accommodation, Hive entrepreneurial business growth hub and co-working space, new TfGM offices whilst nearing completing on the new food court, new home for the indoor market, archives centre and a new Performance space. In addition, across the Town Centre we are creating a new public park, a new gateway from the bus station into the town centre, delivery of 2,000 new homes whilst also protecting and investing in our heritage assets through the redevelopment of the soon to be complete Old Library and initial work underway at the recently acquired Prudential Building.
- 1.3 CaBP also provides important revenue savings opportunities to ensure the best use of public funds, value for money is demonstrated and social value is embedded into all projects for wider community benefit. The financial savings have been embedded into the Council's Medium-Term Financial Strategy and Capital Programme. Separate annual reports are due for Cabinet consideration once again, which includes CaBP financial matters, as part of the annual budget setting procedures.
- 1.4 Strong progress is being made against the priorities identified through comprehensive and ongoing consultation with members, residents and businesses to deliver family friendly activities, improved accessibility, sustainability, green energy, new businesses, new jobs and apprenticeships, filling empty shop units, more things to do and places to visit. The update contained within this report evidences our progress in delivering against these key priorities.

2.0 Creating a Better Place: Strategic Updates

- 2.1 The CaBP Programme continues to make a strong positive impact to the regeneration of the town, The programme is not purely focussed creating new buildings and spaces, it is equally focussed on creating Social Value and delivering financial savings. The programme has delivered **£3.7m of revenue savings to date** through better utilisation of corporate buildings and embracing new ways of working / energy savings with further additional savings projected. The programme has in addition delivered **capital receipts to date of £14.3m**.
- 2.2 Working closely with various partners locally, regionally, and nationally Oldham's strong vision, plans and ability to deliver schemes have resulted in the CaBP Programme **securing external funding in excess of £138m to date** with the Council continuing to identify additional funding opportunities moving forward. The details have been reported separately through Cabinet reports to accept the grants or through Capital Treasury reports.
- 2.3 The Council's Green New Deal continues to progress at pace with various schemes in development and delivery, these include large capital infrastructure schemes including the Oldham Town Centre Low Carbon District Heat Network and Wrigley Head Solar Farm.

Formal Market Engagement for the Delivery Partner procurement was published on Friday 25th April 2025. The Green New Deal Programme continues its strong track record of securing external funding with further details contained within this report.

- 2.4 The programme continues to act as a catalyst for new jobs within Oldham through the various projects both planned and in delivery. The Broadway Green development is a prime example delivering **500,000sq feet of employment space, creating up to 2,000 new jobs and over 500 new homes** on the development. The Hollinwood Junction development will have a new LIDL store bringing additional jobs, with planning obtained for **192,000 sq. ft of employment space and plans for upto 150 new homes** on the former Kakenmoor school site. These developments clearly evidence the private sector investing in Oldham. Jobs and apprenticeships are also being created through the construction work both planned and underway within the Town Centre and across the town.
- 2.5 We continue to perform well against our housing targets across Oldham with the delivery over the period 2022-2025 of **1,401 new homes significantly exceeding the target of 1,212 homes** under Places for Everyone.
- 2.6 A key component of the CaBP programme is generating social value, which has substantial opportunity to benefit both individual residents and our wider communities. Social value is firmly embedded within CaBP as part of our procurement processes and secures a contractual commitment from our partners and contractors to deliver wider / additional benefits for Oldham's residents and communities. Achievement against these targets is proactively managed to ensure delivery. Examples include new apprenticeships, job creation and educational sessions at local schools and colleges etc.
- 2.7 To date the CaBP Programme has **generated £31.6m worth of Social Value with an average 25% SV against contracts**. The social value benefits and outcomes measured / monitored have been reported previously to Scrutiny Committee as part of a performance related update on CaBP, but in summary the approach has delivered a number of benefits to date including:
- 1,005 weeks of apprenticeship training
 - 4,479 hours of Career Support sessions
 - 173 locally employed individuals/ new job opportunities created.
 - £46.9m of additional local spend (use of local suppliers, materials, donations to communities etc.); and
 - 700 Volunteer Hours

Below are a few case study examples of where the Council's construction partners have contributed to community action:

Case Study

Contractors supporting the Christmas Gift Campaign including Tilbury Douglas, Armstrong Interiors Ltd, Weststone Construction, Ellis Williams Architects, and Tranco Ltd.



Case Study

Resurfacing of the access road and Car Park of Sholver & Moorside Community Centre.by Rowan Ashworth.Ltd



Case study

First year Plumbing T level students from Oldham College alongside Tilbury Douglas at the Oldham Old Library restoration project passing on essential skills to the next generation, ensuring craftsmanship, like restoring stained-glass windows and traditional carpentry isn't lost to time.



Case study

West End Playing pitches clean up supported by various contractors, local businesses. and residents.



- 2.8 The following section of this report provides an overview of the projects' progress. There is more commercially sensitive, legally sensitive, contractual and / or financial information within this Part B report. Much of this latter information will be publicly available in due course, but for now, it is reported separately to protect the commercial and legal position of the Council and / or third-party partners or businesses.

3.0 Creating a Better Place: Project Updates

3.1 Town Centre

- 3.1.1 The transformational plans for the town centre can also be viewed via a refreshed fly through video, bringing the town centre plans to life with the film outlining what we have achieved, plan to do and where – including the redevelopment of Spindles Town Square Shopping Centre which has received a number of awards to date, and the creation of a brand-new 5.7 acre town centre park. The video can be viewed here [Building a Better Oldham](#). Visible progress can be seen at various locations in the town centre, and regular updates are shared via various communication channels as projects work their way through the planning process combined with those currently on site. All town centre projects are supporting the future footfall and vibrancy within the Town Centre and already starting to see an increase.
- 3.1.2 Town Centre projects include: the soon to complete redevelopment work at the Spindles for a new archives centre, the new Market Hall, a new Food Court, and new Event Space. In addition, the new office accommodation, training centre, TfGM travel shop and new entrepreneurial growth hub and co-working space (The Hive) are all now complete and operational within the Spindles with increased footfall being experienced within the centre which is creating a positive thriving environment. To further compliment and support market traders design work is underway to relocate the outdoor Market to George Square releasing the existing Tommyfield indoor market site for redevelopment. Other schemes currently on site in the town centre to safeguard and ensure the future sustainability of heritage buildings, include the refurbishment of the Coliseum Theatre on Fairbottom Street and work at the Old Library which is now nearing completion as part of our ongoing development of Oldham's Cultural Quarter and initial environmental cleaning works are underway at the recently acquired Prudential Building. Wider than the town centre other schemes include the now complete comprehensive refurbishment of Royton Town Hall and Library, strong progress of the Chadderton Levelling Up Partnership and initial design work now underway on refurbishment of Foxdenton Hall.
- 3.1.3 Whilst the CaBP vision for the town centre and wider programme is clearly articulated we continue to explore further opportunities for a sustainable town centre that is safer, cleaner and greener with an improved shopping experience and regular events for all generations within the Town Centre. Further details on the various projects in development or delivery can be viewed here: [Building a Better Oldham | Oldham Council](#)
- 3.1.4 Members will recall that CaBP programme continues with its track record of comprehensive consultation with our local communities and businesses to help clearly define and ensure wider awareness and engagement on our regeneration ambitions. This work has also helped ensure that local priorities, ideas and suggestions from local communities and businesses were embed into the programme and associated project work in various stages from planning through to delivery.
- 3.1.5 The engagement process formed part of the Big Oldham Conversation, with additional and more recent specific consultation and engagement events taking place both digitally and in person with specialist groups, residents, town centre businesses and market traders, most recently on the proposals for homes within the town centre. These engagement sessions

helped raise awareness about the proposals and allowed officers to seek feedback on the various town centre projects and the overall vision for the future of the town.

3.1.6 Further project consultation will take place at the appropriate time in conjunction with standard practice for project development / planning application considerations, however feedback from residents, local business, visitors, and market traders continues to be positive and really helpful for shaping the following projects ahead of seeking approval for progression.

3.1.7 The following section provides a summary outline of the progress being made with each project.

3.2 Old Library Building

3.2.1 In direct response to requests from residents to help protect our important local heritage buildings and bring them back into use, the Council are investing in the Grade Two listed Old Library building on Union Street within the Town Centre as part of the ongoing development of the Cultural Quarter.

3.2.2 The building is currently undergoing significant restoration with the first phase to protect the integrity of the building, preserve and restore where possible the historical features including the central staircase, replace steel work where appropriate and installation of a new roof now complete.

3.2.3 The final phase of the project is now underway with a full internal refurbishment, retaining and retro fitting where possible historical features, that will create a new council chamber and function facilities, a gallery and 'flexible spaces' linked to Gallery Oldham for local artists and performers to display their work and embrace creative collaborations whilst also hosting family friendly events.

3.2.4 The building holds a special place in the hearts and memories of Oldham residents and will play a pivotal role as part of the Town Centre regeneration forming a cornerstone of the Cultural Quarter. The scheme is due to complete in Summer 2025 for which we are organising a community open day, so that our residents and communities can come and see how the heritage building has been brought back into public use.



3.3 Old Library: Community Garden / Green Space

3.3.1 Located between the Old Library and Old Post office is Oldham's first public park, this new public realm space will further strengthen and become a key component of the growing Cultural Quarter offer. The scheme brings together and connects key buildings – the current Central Library and Gallery and the restored Old Library. The space will be able to hold an outdoor stage and will also be adaptable to suit activities such as outdoor arts classes, theatre performances and more.



3.3.2 As part of the work, improvements will also be made to Southgate, Ashworth, and Greaves Street to include planting, new trees, seating areas, external lighting and improved paving. Improvements will be made to pedestrian and vehicle access to the town's growing cultural quarter to ensure increased visitor numbers to the area are adequately managed.

3.4 Oldham Coliseum Theatre

3.4.1 The Oldham Coliseum theatre on Fairbottom Street, which was first constructed in 1885, is currently undergoing renovation. The venue will be incorporated into an innovative co-operative model of ownership and operation within Oldham and beyond that will help ensure that the Coliseum Theatre is more resilient and sustainable ensuring it is able to continue inspirational work for generations to come.

3.4.2 The reopening of the Coliseum puts culture at the heart of this new town centre neighborhood while attracting visitors, supporting businesses, and creating/producing cultural performances and opportunities for local people.

3.4.3 Delivery of the project inevitably has complexities due to the nature and age of the historic building with work progressing at pace.

3.5 New Market Hall

3.5.1 We continue to pro-actively work with the market traders and have regular discussions about the process of transitioning across into the new indoor Market within the Spindles Town Square Shopping Centre.

3.5.2 The new market will link directly into the Spindles shopping mall and out onto Parliament Square. The scheme is expected to deliver increased footfall for the traders who recognise the constraints of their current location. The plans are for a split-level market with a retail market and a wide range of services at mall level whilst on the lower level, linking to Parliament Square, a food court is to be created where visitors can enjoy food and drink.

3.5.3 The creation of the new indoor market within the Spindles complex will enable the existing Tommyfield Market site to be redeveloped as part of the new Town Centre Park and new homes.



The scheme is due to complete in Autumn 2025.

3.6 New Event Space

- 3.6.1 Our regeneration plans include an exciting new event space which will be located above the new indoor market and food court within the Spindles with linkages directly into the Spindles shopping centre and out onto Parliament Square boosting Oldham's cultural, leisure, entertainment and events offer. The design ensures a sustainable, modern, and flexible town centre location for future business events, weddings, ceremonies, conferences, and other creative performances. Cabinet have previously considered the future of the QE Hall and the significant cost implications for maintaining the building, as it has exceeded its life expectancy. However, this new space will ensure events can continue in the heart of the town centre, with seated cabaret space for c.500 people, theatre style seating for c.700 people and standing room for c.1,000 people as a music venue (*for example*) – this space can also be sub-divided as needed to host smaller public and private functions.
- 3.6.2 Available both day and night, access to the facility will be via Parliament Square and a second entrance on Ashcroft Street with an adjacent car park. Consultation on the Town Centre regeneration confirmed that local communities would welcome this new facility, with a wider selection of activities and a more diverse offer to support the future of the town centre for all generations to enjoy.

The pictures below illustrate the progress on site where TJ Hughes was previously located, and which will house the indoor Market, Food Court and new Events Space against the original artist's impression of the new façade onto Parliament Square and is expected to complete in Autumn 2025.



- 3.6.3 To further enhance connectivity between the events space and Parliament Square we are currently in the design stage of a new entrance. The approach will create a grand entrance enabling smoother movement into the venue from Parliament Square and increase the appeal of the new venue for various events including Weddings, conferences and leisure activities including music events. The location will further enhance the connectivity with the food and beverage offer within parliament square supporting local businesses and job creation.
- 3.6.4 Below is an initial illustration of the new entrance design.



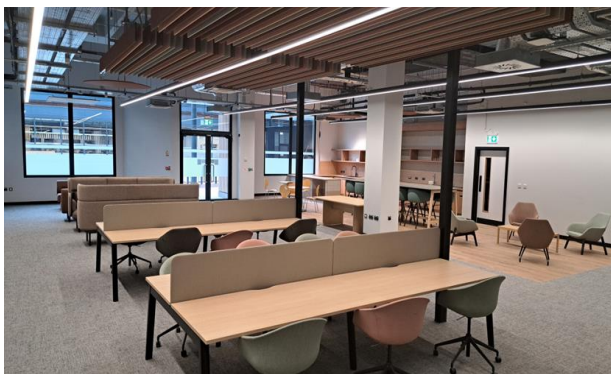
3.7 New Archive and Heritage Facility

- 3.7.1 Some of Oldham's archives and museum artefacts are currently stored in various locations within council-owned buildings, due to the lack of a specialist storage space. The consolidation of artefacts distributed across various buildings also makes it difficult to allow viewing of items as they are not readily accessible. The proposed Accessible Archive & Collections Centre will enable members of the public to view the museum and archive items that are not on display, in a safe and accessible environment within the Spindles shopping centre. Initial design options are currently under consideration.
- 3.7.2 Members of the public welcomed this new facility during the consultation and engagement events, especially with opportunities to provide enhanced accessibility for some of the collections.

The scheme is due to complete in Autumn 2025

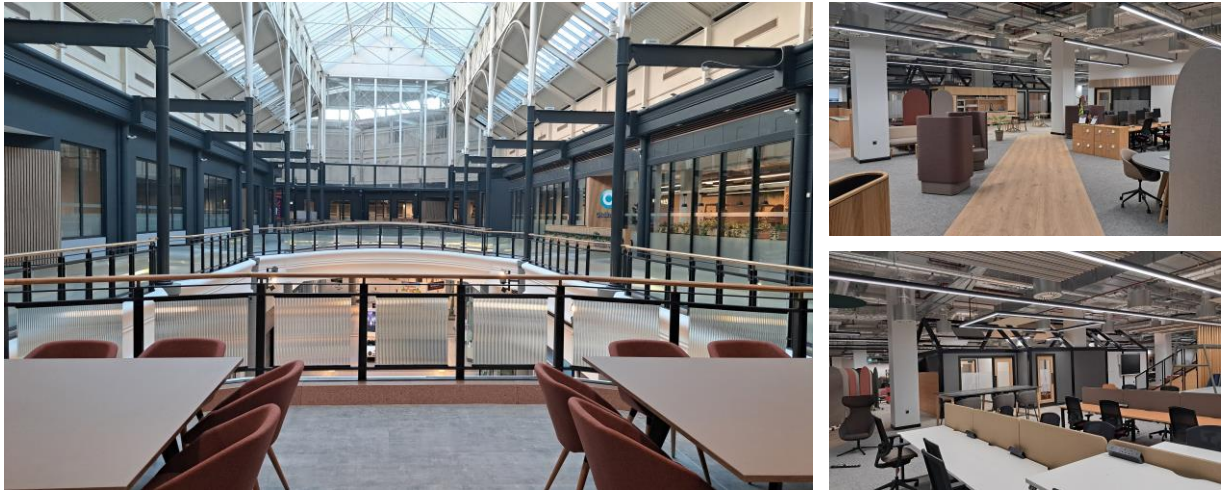
3.8 The Hive – Flexible / Social Enterprise Space

- 3.8.1 As part of our economic recovery plans, we are very keen to continue to support new business startups, and social enterprise opportunities in the town centre: therefore, a new dedicated workspace has been created on the upper mall of Spindles and is now operational.
- 3.8.2 The space supports businesses such as start-ups, micro-enterprises, social enterprises, and small businesses, as well as larger, more established, businesses looking for contemporary workspace as part of their post-pandemic ways of working. Oldham previously had nothing similar to offer, and this is an opportunity to inject something new and of high quality into the local economy.
- 3.8.3 We particularly want to support growing sectors such as creative design and media, in order to deliver new jobs for local people. The area will provide a flexible co-working space, creating room for businesses to collaborate and flourish. To encourage and support local entrepreneurs, we are working with partners and other stakeholders bringing together the Council's business growth and investment team and Hive (Social Enterprise) within the workspace. This team will help local entrepreneurs in a wide range of ways – whether it's advice on getting their business idea off the ground, business growth assistance, or support with accessing funding and grants.
- 3.8.4 The space has been designed to include rooms for private meetings, hot desking, consultations, and the whole space will be inclusive for all, including people with additional needs. The proposal is to keep the workspace open into the evening – providing complementary networking opportunities, training and panel discussions, so that as businesses grow, we will support them to establish a more permanent base.



3.9 Workspace / Offices

- 3.9.1 Similar to lots of other organisations post pandemic our new Spindles office accommodation reinforces our New Ways of Working post pandemic, which means no one will have an allocated desk, but teams will have a zone with plenty of working space. Having been operational for over twelve months feedback has been positive for both staff, partners and visitors. In addition to meeting rooms there are meeting pods, single person pods for focused work or confidential calls, soft furnished areas creating an alternative space for conversations, traditional desks and kitchen areas throughout.
- 3.9.2 The new office has been designed to support staff's health and wellbeing and includes new kitchen areas, bike storage, shower facilities and a prayer room.



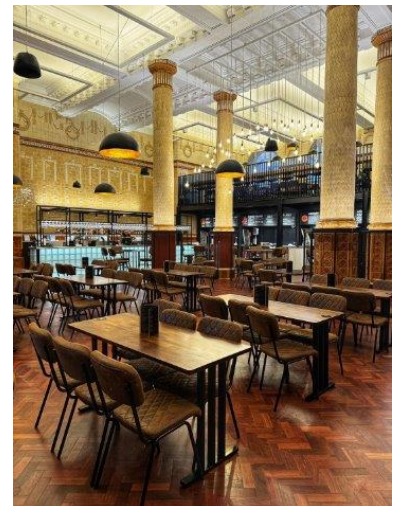
- 3.9.3 Relocating staff out of the Civic Centre and other sites into the Spindles office accommodation enables the Council to save money and release buildings no longer required whilst also redeveloping the Civic Centre site as part of our strategic partnership with Muse Places and our ambition to build 2,000 new homes in the town centre strengthening its sustainability and Creating a Better Place.
- 3.9.4 The new office accommodation continues to strengthen our collaboration with partners ensuring a strong a resident focus. MioCare, Northern Care Alliance, Pennine Care, and Greater Manchester Police are now co located in our new office accommodation with the opportunity for other partners to co locate moving forward.

3.10 Metropolitan Place Building

- 3.10.1 A key mitigating response to the current housing challenge will be to look at flexible delivery models in order to quickly deploy stock that can be accessed by households in temporary accommodation against need and provide preventative services to avoid homelessness. Through the housing recovery board, work is underway to establish various approaches to address the issues being experienced.
- 3.10.2 As we consolidate our office accommodation to realise financial savings and ensure increased collaboration this releases sites for redevelopment. One of these sites is Metropolitan Place that provides a unique opportunity to create a bespoke space for residents to access temporary accommodation provision, and the Housing Options Service which is a multi-disciplinary team of council and partners providing a variety of preventative services, including Social Prescribing and the Get Oldham Working employability team.
- 3.10.3 The scheme is currently in the design stage and programmed for completion in 2026.

3.11 Egyptian Room

- 3.11.1 The transformation of the Old Town Hall's Egyptian Room is now complete. It's a significant milestone in the plans for the future of the historic building – which has been transformed into a modern food hall, featuring various casual dining-style food stalls, a bar and a central seating area. Catering for around 150 people, the Grade Two-listed space offers both indoor and outdoor seating and will complement the Food Court across Parliament Square within the Spindles. The Egyptian Room has received positive press coverage including high profile food bloggers.
- 3.11.2 The Egyptian Room has been converted into a bespoke contemporary food hall, all while preserving its historic character and original features. The scheme is another example of the Council restoring and ensuring the sustainability of historic buildings across Oldham. The Egyptian Room is a prime example of restoration of Victorian architecture with historical significance. It features original decorative glazed wall and column tiling, parquet and terrazzo flooring, plastered ceilings and original arched windows and doors.
- 3.11.3 Oldham Food Hall Ltd, part of The Northern Lights Group (NLG), which runs some of the north west's most exciting and renowned restaurants and entertainment venues, has signed a long-term lease for the Egyptian Room. The company has recruited new staff for the venue, through the Get Oldham Working initiative, providing another boost for employment within Oldham.



- 3.11.4 The scheme has been partially funded by the Future High Street Fund with the Council working in partnership with the Town Deal Board. The venue opened in November 2024 and received positive coverage including high profile food bloggers.

3.12 New Town Centre Park

- 3.12.1 The redevelopment of Spindles Town Square Shopping Centre and relocation of Tommyfield Market will free up previously developed land across the town centre to enable brownfield sites to be repurposed for much-needed new homes. With a commitment to over 2,000 new homes in the town centre, this was fed into the PfE to significantly reduce the amount of development in the Green Belt across the borough.



- 3.12.2 To complement these significant residential areas, we are also developing design plans following feedback during the consultation events for a the 5.7-acre town centre park to create new green, open space for residents to exercise, play, or spend time with friends, family and for town centre workers to enjoy outdoor space in their lunch breaks. Work is already complete at the Rock Street end of the site and the remaining elements of the park are currently planned to open in Spring 2026, with pictures below showing progress on site.



- 3.12.3 Concerns have been registered about future maintenance and anti-social behaviour: this has been factored into the emerging design ideas with indirect surveillance from the neighboring residential areas, new opportunities to ensure the space is used for outside events, and local schools and community groups have access to the space for leisure and sensory activities.

3.13 Accessible Public Realm Improvements

- 3.13.1 The Accessible Oldham public realm improvements programme is currently in various stages from design through to delivery and will improve the streets and roads across the town centre making it easier and more enjoyable to get around – especially for pedestrians and cyclists. The Albion Street, Henshaw Street, West Street, Rock Street, Cheapside are now complete with the next phase currently underway including Market Place, Curzon Street and High Street underway. The scheme will progress throughout the Town Centre creating new rain gardens, seating areas and quality clean public space

that will complement the other projects already underway and planned. The programme has secured external funding in excess of £16m to date.

- 3.13.2 A site office is located in one of the units in Tommyfield Market, so members of the public, traders or town centre businesses have easy access to the project team for any questions or queries that might arise during the construction works. However, we continue to ask for patience and support from local residents and businesses as we continue to minimise the impact on the local community while the work takes place.
- 3.13.3 The various schemes including pedestrianisation, public realm improvements, cycle routes creation of residential and leisure spaces, St Mary's Way and works associated with the new Town Centre Park have various timelines and further information can be provided on request.



3.13 Snipe Gardens

- 3.13.1 The Snipe Gardens project is currently on site and will create a landscaped gateway to Oldham's town centre. Snipe Gardens has been named after the 130-year-old Snipe Inn pub, which has been demolished to enable delivery of the gateway. The approximately 12,300 sq. ft site will be a "vibrant" green space providing a safe and attractive connection between Oldham bus interchange through to the Town Centre opening up to the new town centre park. The scheme will complement the Accessible Oldham work underway within the Town Centre. Expected completion: June 25.



3.14 New Outdoor Market at George Square

- 3.14.1 The relocation of the outdoor market from its current location, at the rear of the Tommyfield indoor market, is another key component to the ongoing transformation of the town centre. It will radically transform George Square, a small plot of communal space between Spindles Shopping Centre and the police station progressing up to the edge of the bus station. The location will create a strong link between the new homes proposed on the Old Magistrates Court site, connecting with many independent businesses on George Street. The location is well placed to benefit from strong connectivity to the bus station, the existing Spindles car park and the Metrolink for both residents and visitors to access the new market.
- 3.14.2 The new space will be multi-functional, when not in use for the outdoor market the location can be used for various events, and with proposals including new seating and greening of the space it will provide a tranquil space for relaxation.
- 3.14.3 The scheme is currently in development and additional information will become available as the scheme progresses in the coming months. An illustration, purely for information, is below and is subject to change as the scheme continues through the required design stages.



3.15 The Green New Deal Partnership

- 3.15.1 The Oldham Green New Deal (OGND) Strategy deals with the upgrade of energy infrastructure in the Council's estate and Oldham borough to achieve stretching carbon neutrality targets. The strategy aims to achieve this by securing investment and delivery capacity in low carbon infrastructure to realise a range of benefits such as jobs and training opportunities for residents in this key growth sector, contracts for Oldham's local Green Technology and Service sector businesses, lower energy bills for businesses and residents and improvements in local green infrastructure for communities.
- 3.15.2 The OGND delivery programme comprises a range of initiatives and projects including large capital infrastructure schemes such as the Oldham Town Centre Low Carbon District Heat Network (£27m with potential for up to £300m with the new national Heat Network Zoning programme of which Oldham is one of the trailblazers with GMCA and DESNZ), decarbonisation retrofit of Spindles (£4m) and Wrigley Head Solar Farm (£2m).

- 3.15.3 With the exception of Wrigley Head, most of these capital schemes have either secured grant funding (e.g. by the Public Sector Decarbonisation Scheme) or the intention is that they will be funded and delivered by the private sector should the Council wish to proceed on this basis (e.g. Town Centre District Heat Network which has secured £8.7m grant funding from the Green Heat Network Fund and will be the ‘anchor’ project for the Oldham Green New Deal Partnership – see below).
- 3.15.4 The OGND Partnership initiative is the most significant of all of the projects within the OGND programme, and aims to establish a cross-sector investment and delivery partnership which will procure a major commercial infrastructure developer partner to work with Oldham’s anchor organisations and communities to develop and deliver a pipeline of low carbon infrastructure projects to meet local needs and priorities (including the reduction of energy bills for residents and businesses).
- 3.15.5 The Council has secured £1.3m of revenue grant funding from DESNZ via GMCA from the national Local Net Zero Accelerator programme which will fund all costs associated with establishing the OGND Partnership. The partnership will be designed to be self-funding on an ongoing basis. Formal Market Engagement for the forthcoming Delivery Partner procurement was published on Friday 25th April 2025 and it is anticipated that the Full Tender will be published around August 2026.
- 3.15.6 Working with GMCA, the Council continues to develop area-based housing retrofit schemes for ‘able to pay’ Oldham residents to support them to improve the energy performance and comfort of their homes and reduce their energy bills over the longer term, and Oldham is also a pilot under the DESNZ / GMCA Local Net Zero Accelerator programme for an Electric Vehicle Charging Infrastructure Strategy which will provide a template for the other nine GM local authorities.

3.16 Town Centre Heat Network

- 3.16.1 The Council has been carrying out feasibility work looking at the potential for a wide-scale low carbon district heat network to serve civic, commercial and residential buildings in Oldham Town Centre. This process has been supported by revenue grant funding from the Department of Energy Security and Net Zero (formerly BEIS) Heat Network Delivery Unit. The Town Centre heat network project, and the wider £300m designated Oldham Heat Network Zone, form the ‘anchor’ project for the procurement of the Oldham Green New Deal Partner.
- 3.16.2 Construction of the new heat network will take place in phases and will be aligned with current regeneration works in the town centre and the programme of residential development being delivered by the Council’s Master Developer Partner Muse. The Council is working with Muse, Buro Happold and Triple Point (the GHNF funder) to scope a programme of “early works” which could see heat network infrastructure being installed at the same time as Highways works associated with the Town Centre regeneration programme.

3.17 Royton Town Hall

- 3.17.1 The Victorian styled Royton Town Hall and Library buildings is an example of our commitment to retain, invest and ensure future sustainability of heritage buildings for local communities, the town and future generations. The comprehensive restoration has brought back the historic building to its original Victorian splendour.



- 3.17.2 A new community garden has also been created at the rear, named in the memory of a local war hero, Sergeant John Hogan who received the Victoria Cross in 1914 for his bravery during WWI.
- 3.17.3 The community have welcomed the transformation with strong positive feedback, the works have included a new-look library, community space, Changing Places facility and garden area.



3.18 Alexandra Park Eco Depot

- 3.18.1 Work to build a new environmentally friendly depot at Alexandra Park is now complete providing a modern working space for our Environmental Services teams and will also play an active role in the community through a range of uses such as spaces for events, education and recreation.



- 3.18.2 The new energy efficient building, which is part of our commitment through the Green New Deal to decarbonise our estate where possible, is the first phase of our plan to create a sustainable hub at the park that will be heated by air source heat pumps providing sustainable heat and hot water.

3.19 Northern Roots Visitor Centre and Forestry Hub

- 3.19.1 The Northern Roots project is creating the UK's largest urban farm and eco-park on 160 acres of urban greenspace in the heart of Oldham. The contractor for the construction of the new Visitor Centre and Forestry Hub has been appointed with works on site commencing and completion currently programmed for 2026.



3.20 Foxdenton Hall

- 3.20.1 Chadderton Together have successfully secured funding to commence the planning to refurbish Foxdenton Hall. Continuing to support historical buildings within Oldham is a key theme of Creating a Better Place, Oldham Council will work alongside Chadderton Together on the scheme. The initial phase will be to confirm the refurbishment works required and a plan for its ongoing sustainability moving forward, similar to the approach with other historical assets ensuring they are retained for future generations.



3.21 Heritage Building Feasibility work

- 3.21.1 Oldham's town centre benefits from a wealth of important heritage buildings thanks to the town's rich economic and cultural history. A number of these buildings have become vacant, underutilised and require investment to protect the buildings and seek to ensure their future sustainability whilst enhancing economic and social value these buildings can bring to the local economy.
- 3.21.2 The Council are working with Historic England and GMCA to deliver a Vision and Delivery Plan for selected heritage assets within the town centre. Developing this vision will require detailed surveys, development appraisals and analysis of potential future uses and needs. Engaging with key partners the ambition is to establish a clear pathway to understand what is required to bring the buildings back into viable and sustainable use. As part of the engagement with partners, the Council has been awarded external grant funding by Historic England and Greater Manchester Combined Authority to deliver the Heritage Building feasibility initiative, these grants are further supported by Council match funding.

4 Financial Comments

- 4.1 The financial implications are either contained the Part B report, have already been reported in separate reports, or will be included in future reports as and when individual Creating a Better Place Projects progress.

(James Postle, Capital Finance Manager)

5 Human Resources Comments

- 5.1 There are no HR implications identified at this time.

(Rebecca Jones, HR)

6 Legal Services Comments

- 6.1 Specific legal information relating to various projects is contained within the part B report.
- 6.2 Part B contains information as is detailed in Paragraph 3 of the revised Part 1 of Schedule 1A of the Local Government Act 1972. The exclusion from publication is justified for the reasons stated.
- 6.3 All legal issues will be reviewed and kept under advisement during the process and as Schemes and Projects come forward and progress.

(Rebecca Boyle – Group Solicitor, Corporate Team)

7 Co-operative Implications

- 7.1 The refreshed programme, continued direction and approach provides numerous opportunities to support the development of a Co-operative Borough both through how decisions are taken and the engagement of key partners, service providers and communities in this; and the creation of new opportunities for development that includes more co-operative businesses.

(Jonathan Downs – Corporate Policy Lead)

8. Risk Assessments

- 8.1 All risk information is contained within the Part B report.

Joanne James (Risk, Insurance and Information Governance)

9 Property Implications

- 9.1 All property information is contained within the Part B report.

(Alison Evans, Corporate Property)

10 IT Implications

- 10.1 IT are engaged in many of the projects identified here and are feeding into the respective projects.

Lindsey Al Basri, IT Head of Projects

11 Procurement Implications

- 11.1 All procurement information is contained within the Part B report.

Jasmin Banks-Lee, Commercial Procurement Unit

12 Environmental and Health & Safety Implications

- 12.1 CaBP is an essential transformational element in achieving environmental targets and wider economic regeneration objectives such as reducing carbon emissions, supporting growth for Oldham's green economy, securing inward investment for green infrastructure, and reducing the impacts on residents, businesses and the Council from national increases to energy bills.

(Andrew Hunt, Green Energy and Sustainability Manager)

13 Community cohesion disorder implications in accordance with Section 17 of the Crime and Disorder Act 1998

- 13.1 There has been a detailed stage one Equality Impact Assessment completed for the CaBP programme. Colleagues in Policy have reviewed this document and have provided feedback. At the heart of the projects contained within this programme there is the desire to enhance community cohesion and promote equality.

(Sarah Whittle, Public Health Policy and Strategy Officer)

14 Oldham Impact Assessment Completed (including Impact on Children and Young People)

- 14.1 An Equality Impact Assessment was completed as part of the CaBP Programme. This will be reviewed again as the projects progress and are further developed.

(Gail Aspinall, Capital Programme and Special Projects Manager)

15 Key Decision

- 15.1 Yes

16 Key Decision Reference

- 16.1 ESR-05-24

17 Background Papers

- 17.1 Please find below a link to the CaBP web page that also includes a fly through video. In addition, for information please find below previous CaBP update reports.

Creating a Better Place Website Link:

https://www.oldham.gov.uk/info/201248/creating_a_better_place#:~:text=Creating%20a%20Better%20Place%20is,jobs%20and%20100%20apprenticeship%20opportunities.

File Ref : [\(Public Pack\)Agenda Document for Cabinet, 17/02/2022 16:00 \(oldham.gov.uk\)](#)

Name of File : Agenda Documents for Cabinet 17-02-22

File Ref : [\(Public Pack\)Agenda Document for Cabinet, 16/10/2023 18:00](#)

Name of File : Creating a Better Place Update Spindles

File Ref : [\(Public Pack\)Agenda Document for Cabinet, 15/07/2024 18:00](#)

Name of File : Creating a Better Place Update: Spindles Redevelopment

Records held in Democratic Service, Civic Centre Oldham

Officer Name : Peter Thompson

Contact No :0161 770 4705

18 Appendices

Appendix A - Oldham Impact Assessment (EIA)



Creating a Better
Place 2023 EIA.pdf

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