

**Report to CABINET / COUNCIL**

**Places for Everyone Publication Plan 2021: A Joint Development Plan Document for 9 Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan)**

**Portfolio Holder:**

Councillor Hannah Roberts, Cabinet Member for Housing

**SRO:** Helen Lockwood, Deputy Chief Executive – People and Place

**Officer Contact:** Emma Barton, Director of Economy

**Report Author:** Elizabeth Dryden-Stuart, Team Leader (Strategic Planning)  
Ext. 1672

**Cabinet: 26 July 2021**

**Council: 28 July 2021**

---

---

## **Reason for Decision**

The purpose of this report is to approve Places for Everyone Publication Plan 2021: A Joint Development Plan Document for 9 Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for publication and submission to the Secretary of State for Housing, Communities and Local Government following the recommendation by Places for Everyone Joint Committee on 20 July 2021 (see Appendix 1).

A copy of the full Joint Committee report is available at Appendix 1.

## **Executive Summary**

The purpose of this report is to approve Places for Everyone Publication Plan 2021: A Joint Development Plan Document for 9 Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for publication and submission to the Secretary of State for Housing, Communities and Local Government following the resolution made by the Places for Everyone Joint Committee on 20<sup>th</sup> July 2021.

Following approval by the nine districts, consultation on the Places for Everyone Publication Plan 2021 will commence not earlier than 9 August 2021 for a period of 8 weeks.

When it is adopted Places for Everyone would become part of the development plan for Oldham. It will replace parts of Oldham's Core Strategy and change the Proposals Map. A list of Core Strategy policies that would be replaced by Places for Everyone is contained in Appendix 2.

Places for Everyone Publication plan 2021 can be found at Appendix 3 and supporting documents are available on GMCA's website at <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>. The full Places for Everyone Joint Committee report can be found at Appendix 1 to this report.

This report summarises the main components of the Places for Everyone Publication Plan 2021, what it means for Oldham and implications for the review of Oldham's Local Plan.

## **Recommendations**

It is recommended that Cabinet:

1. Approve the Places for Everyone: Publication Plan 2021, including strategic site allocations and Green Belt boundary amendments, and reference to the potential use of compulsory purchase powers to assist with site assembly, and the supporting background documents, for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for an 8 week period for representations to begin not earlier than 9 August 2021.
2. Delegate authority to the Oldham Council Cabinet Member for Housing in consultation with the Executive Director to approve the relevant Statement of

---

Common Ground(s) required pursuant to the National Planning Policy Framework 2019.

It is recommended that Council:

3. Approve submission of the Places for Everyone Publication Plan 2021 to the Secretary of State for examination following the period for representations.

## **PLACES FOR EVERYONE PUBLICATION PLAN 2021**

### **1 BACKGROUND**

- 1.1 Up until December 2020 a joint development plan document (DPD) of the ten Greater Manchester local authorities was being prepared - Greater Manchester's Plan for Jobs, Homes & the Environment (known as the "GMSF"). The GMSF 2020 had reached the Regulation 19 (Publication) stage of the process. However, the withdrawal of Stockport Council from GMSF signalled its end as a joint plan for the ten Greater Manchester districts.
- 1.2 As explained in the attached PfE Joint Committee report a joint DPD can continue to progress in the event of one of the authorities withdrawing, provided that the plan has "substantially the same effect" on the remaining authorities as the original joint DPD being prepared. Through doing so the plan can proceed to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 'Publication stage' rather than have to go back to an earlier (Regulation 18) informal stage of consultation.
- 1.3 The 'Publication stage' is a formal consultation on the draft joint DPD pursuant to Reg. 19 of the Local Planning Regulations. It is a statutory stage that provides an opportunity for organisations and individuals to submit their final views on the content of the plan.
- 1.4 Following consultation on the Publication Plan, the draft joint DPD and the representations made in the Publication stage will be sent to the Secretary of State in early 2022. This is called the 'Submission stage', pursuant to Reg. 22 of the Local Planning Regulations and requires approval of each of the nine Full Councils of the participating local authorities.

### **2 CURRENT POSITION**

#### ***Differences between GMSF 2020 and Places for Everyone 2021***

- 2.1 The text of the GMSF 2020 has been revised following the withdrawal of Stockport. The Places for Everyone Publication Plan 2021 (PfE 2021) is attached at Appendix 3. The revisions made to PfE2021 (as compared to GMSF 2020) fall into five broad categories. These are detailed in the Joint Committee report at Appendix 1 and summarised as follows:
  - (i) **As a direct result of the withdrawal of Stockport Council from GMSF**  
Policies relating specifically to Stockport Council's area have been removed (e.g. strategic allocations). Housing and employment land requirements and supply have been recalculated to reflect the withdrawal of Stockport Council and the change in the Plan period (updated from 2020-2037 to 2021-2037), as has the extent of the proposed release of Green Belt in the remaining nine districts.

- 
- (ii) **As a direct result of changes to government policy since October 2020**  
Government published the revised methodology for calculating Local Housing Need (LHN) on 16 December 2020. The methodology for the Greater Manchester Authorities other than Manchester City Council was largely unchanged, however the new methodology resulted in a 35% uplift for the Manchester City Council area. The revised LHN methodology states that the 35% uplift is to be met within the district and not redistributed. This resulted in the Manchester LHN increasing by 914 homes per annum or almost 15,000 homes over the plan period which has been reflected in Manchester City Council's housing land target in PfE 2021.
- (iii) **As a direct result of new evidence/information being made available since October 2020**  
The evidence base underpinning the PfE 2021 builds on that compiled for GMSF 2020. Addenda have been produced where appropriate to outline the additional work which has been undertaken to take account of the changes between GMSF 2020 and PfE 2021 and the passage of time.
- (iv) **Clarification of policy wording**  
This category includes minor changes to a limited number of policies as a result of ongoing collaboration with statutory consultees, and to provide more clarity regarding implementation.
- (v) **Minor typographical changes**  
This category relates to the correction of spelling and grammatical errors only.

### ***Assessment of the proposed changes***

- 2.2 The revisions set out above have been reviewed in order to consider their impact on the effect of PfE 2021 on the remaining nine authorities, compared to the GMSF 2020. Details of the assessment can be found section 2 and 3 of the PfE Joint Committee report at Appendix 1. The assessment has concluded that Places for Everyone and the spatial strategy for the remaining nine districts will have substantially the same effect as the GMSF 2020 would have had on the nine remaining districts.
- 2.3 As a result of the change in plan period to 2021 - 2037, the overall (and individual) housing and employment land targets have been amended and the ability of the land supply to meet these revised targets has consequently altered. Whilst a small number of changes have been made to allocations in Oldham (and Salford), as a result of this, the resultant spatial strategy will have substantially the same effect as the GMSF 2020 would have had on the nine remaining districts. Details of the changes in relation to Oldham are set out below within this report.
- 2.4 Having considered the impact of the five different categories of changes above, it is necessary to consider if their cumulative impact would result in a plan which has a substantially the same effect on the participating nine districts as GMSF 2020. In this context, it is important to note that, as with the above assessment, "substantially the same effect" does not mean "the same effect". It allows for flexibility to address the fact that the plan now covers a different geographical area, with consequently different levels of needs and resulting changes to allocations. Further details

---

regarding the cumulative assessment can be found in section 3 of the PfE Joint Committee report at Appendix 1.

- 2.5 It is concluded that the impact of the proposed changes on the overall strategy of the joint plan and its effect on the remaining nine districts is limited, as such Places for Everyone 2021 has substantially the same effect on the nine boroughs as the GMSF 2020 and it is recommended that the plan proceed to a Publication stage (Regulation 19) consultation.
- 2.6 Leading Counsel has provided a note, which can be found as an appendix to the appended Places for Everyone Joint Committee Report, confirming the relevant statutory provisions and endorsing the approach and conclusions of officers that the plan has substantially the same effect.

### ***Places for Everyone Publication Plan 2021***

- 2.7 PfE 2021 provides an important opportunity to create the conditions for inclusive economic growth and the provision of much needed homes, whilst protecting and enhancing the natural environment. The Plan is not being prepared in isolation. It is supported by the Transport 2040 Delivery Plan, which will outline the interventions required to achieve the transport vision for the city region and is one of a suite of strategic documents setting out how Greater Manchester can achieve the ambition set out in the Greater Manchester Strategy. It sits alongside the Local Industrial Strategy, Housing Strategy, 5 Year Environment Plan, Digital and Cultural Strategies.
- 2.8 PfE 2021 is our plan for sustainable growth in the 9 boroughs, it;
- sets out how they should develop up to 2037;
  - identifies the amount of new development that will come forward in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
  - identifies the important environmental assets which will be protected and enhanced;
  - allocates sites for employment and housing required outside of the urban area;
  - supports the delivery of key infrastructure, such as transport and utilities; and
  - defines a new Green Belt boundary for the 9 boroughs.

### ***Spatial Strategy***

- 2.9 The spatial strategy seeks to deliver sustainable, inclusive growth. It has three key spatial elements – significant growth in jobs and housing at the core, sustaining the competitiveness of the southern districts and (most importantly for Oldham) boosting the competitiveness of the northern districts through the provision of significant new employment opportunities and supporting infrastructure and a commitment that collectively the northern districts meet their own local housing need.

### ***Jobs***

- 2.10 Economic prosperity is central to the overall strategy. It is essential to raising incomes, improving health and quality of life, and providing the finances to deliver better infrastructure, services and facilities. There is a growing body of evidence that the worst effects of the Covid-19 pandemic have amplified pre-existing patterns of

---

not only health, but also economic inequality. This gap is linked to economic inequality with overall pay levels and salary growth in Greater Manchester lagging behind UK averages. Growing inequalities have a major impact on quality of life for Greater Manchester residents such as the ability to afford decent housing, good quality food and services.

- 2.11 PfE 2021 supports high levels of economic growth across Greater Manchester and seeks to put in place the measures that will enable such growth to continue in the even longer-term. However, delivering these high levels of growth means that Greater Manchester will need to continue to invest in the sites and critical infrastructure that will make it an even more attractive place for businesses to invest, bringing high-value, well paid jobs, to the city region; invest in skills and business development to support the foundational economy, and promote the continued progress towards a low-carbon economy.
- 2.12 In pursuit of the above PfE 2021 sets a target of at least 1,900,000sqm of new office floorspace and at least 3,330,000sqm of industrial and warehousing floorspace across Greater Manchester over the plan period.

### *Homes*

- 2.13 Greater Manchester is facing a housing crisis and the impact of Covid 19, with potential increases in unemployment will exacerbate this. Although the Greater Manchester authorities have built more houses in recent years, wages have not been keeping pace with property price increases and affordability issues have intensified.
- 2.14 Applying the government's current standard methodology for calculating local housing needs means that around 10,300 homes are required in per annum, equating to just under 165,000 new homes over the plan period (2021-2037). The plan supports Greater Manchester's commitment to deliver more affordable housing - 50,000 homes over the plan period, including 30,000 for social or affordable rent.

### *Environment*

- 2.15 The Plan is not solely concerned with accommodating development. It also includes a range of policies designed to protect and enhance our many and varied green spaces and features which are used in many different ways and afforded many different values by the people who live, work or visit the city-region.
- 2.16 The Plan supports the important role of our natural assets by:
- Taking a landscape scale approach to nature restoration;
  - Seeking to protect and enhance our network of green and blue infrastructure;
  - Seeking a significant overall enhancement of biodiversity and geodiversity; and
  - Seeking to maintain a new and defensible Green Belt which will endure beyond the plan period.
- 2.17 Furthermore, the plan supports wider strategies around clean air, walking and cycling and underpins Greater Manchester's ambition to be a carbon neutral city-region by 2038. A key element of this is to require all new development to be net zero carbon by 2028 and to keep fossil fuels in the ground.

---

### *Brownfield land preference*

- 2.18 As detailed in the Joint Committee report at Appendix 1 there is a strong focus in PfE on directing new development towards sites within the existing urban area, which are often in sustainable locations, close to facilities and served by existing infrastructure. Maximising the use of land in the urban area reduces the need to release greenfield and Green Belt land for development.
- 2.19 There are however significant viability issues in parts of the conurbation and there is a need to continue to press Government for support to remediate contaminated land, to provide funding for infrastructure and to support alternative models of housing delivery. The recently announced Brownfield Housing Fund is targeted at Combined Authorities and begins to help to address viability issues but it is not enough to enable the full potential of our brownfield land supply to be realised.

### *Green Belt*

- 2.20 The PfE 2021 Plan proposes a limited release of a Green Belt for both housing and employment. The net loss of Green Belt proposed is 1,760 hectares. This represents a significant reduction from the 4,363 hectares which were proposed for release by the nine PfE districts in the 2016 GMSF. This has been achieved through:
- Removing a number of sites
  - Reducing the extent of Green Belt release within sites and retaining more Green Belt within some sites
  - Proposing a limited number of Green Belt additions

### ***What Places for Everyone 2021 means for Oldham***

- 2.21 At a local level it is considered that the PfE 2021 will support and strengthen the council's ambition to be a productive and cooperative place with healthy, aspirational and sustainable communities. In particular, it will help support delivery of the Oldham Model and the fundamental aspects of inclusive economy and thriving communities.
- 2.22 PfE, along with the Local Plan, will help to support delivery of the council's Covid Recovery Strategy and a range of strategies and initiatives such as:
- Creating a Better Place – supporting the council's ambition to build more homes for our residents, create new jobs through town centre regeneration, and ensure Oldham is a great place to visit with lots of family friendly and accessible places to go.
  - Green New Deal Strategy – through supporting the council's commitment to becoming carbon neutral as an organisation by 2025, and the UK's first "Green New Deal Council" with a target of 2030 for carbon neutrality for the borough as a whole.
  - Oldham's Housing Strategy – through supporting delivery of Oldham's Housing Offer and providing the opportunities to deliver a diverse range of housing that is attractive and meets the needs of different sections of the population at different life stages.
  - Delivering our key growth sectors will be crucial in meeting Oldham's economic ambitions.

### *Jobs*

---

2.23 In Oldham PfE 2021 identifies:

- 70,826sqm office employment floorspace from 2021-2037, made up of sites within the borough's existing employment land supply; and
- 268,241sqm industry and warehousing employment floorspace from 2021-2037, made up of 131,521sqm within the borough's existing employment land supply and 136,720sqm as part of the proposed strategic allocations at Stakehill and Broadbent Moss (see table Appendix 4 below).

2.24 The PfE 2021 Key Diagram also identifies the High Crompton Broad Location, which will remain in the Green Belt until such time that a review of PfE and / or the Oldham Plan can demonstrate that its release is fully justified. The opportunity presented by the High Crompton Broad Location would serve to meet future employment and housing needs and demand of businesses and local communities in this part of the conurbation well beyond the end of the plan period. Well designed, sustainable development at this Broad Location would diversify further the employment and housing offer in Oldham by ensuring truly inclusive growth could be achieved which would help to reduce further the levels of deprivation and poverty. The development of the area must ensure that necessary infrastructure is delivered to accommodate the likely scale of development.

### *Homes*

2.25 In Oldham, PfE 2021 identifies an average housing requirement of 680 homes a year or 10,883 homes from 2021 to 2037, proposing a three stepped requirement of:

- 352 homes a year from 2021 to 2025;
- 680 homes a year from 2025 to 2030; and
- 868 homes a year from 2031 to 2037.

2.26 The existing housing land supply in Oldham as at 1 April 2020 totals 10,955 homes and is made up of:

- 7,712 homes on brownfield sites;
- 1,276 homes on greenfield sites;
- 1,410 homes on mixed (brownfield and greenfield) sites; and
- 557 small sites allowance.

2.27 The Council has sought to increase the land supply within the urban area, particularly on brownfield sites in order to minimise the release of Green Belt land across the borough. This has been through increasing opportunities for residential living with Oldham Town Centre as part of our plans for regeneration and securing its sustainable future as place for Oldham residents to live, work and visit. As well as looking at other opportunities for new homes such as redundant and under-utilised mills identified through the emerging draft Mill Strategy and the use of council owned assets where appropriate.

2.28 However, this is still not enough to meet the overall housing requirement for the borough and provide an appropriate buffer to ensure that we have flexibility within

---

the supply should sites not come forward as anticipated. As such, there remains the need to release some land from the Green Belt to meet our housing requirement.

- 2.29 The allocations proposed in PfE 2021 have the potential to provide a further 2,176 homes over the plan period (2021 – 2037). They are as follows:
- Beal Valley – around 480 homes
  - Bottom Field Farm (Woodhouses) – around 30 homes
  - Broadbent Moss – around 21,000sqm employment floorspace and around 1,450 homes (with 874 plan period)
  - Chew Brook Vale (Robert Fletchers) – around 90 homes and around 6,000sqm mixed use (retail, leisure and commercial)
  - Land south of Coal Pit Lane (Ashton Road) – around 175 homes
  - South of Rosary Road – around 60 homes
- 2.30 Further information about how the allocations have changed between GMSF Draft Plan 2019, GMSF Publication Plan Draft for Approval October 2021 and PfE 2021 can be found in Appendix 4. These changes have been made to reduce the loss of Green Belt and increase the use of brownfield land, whilst ensuring that Oldham continues to meet its local housing need and contributes to the overall spatial strategy set out in PfE 2021.

### ***Integrated Assessment***

- 2.31 As part of the development of the GMSF 2020, an Integrated Assessment (IA) has been undertaken incorporating the requirements of Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Equality Impact Assessment (EqIA), and Health Impact Assessment (HIA). The IA has contributed to the development of the GMSF through an iterative assessment, which reviews the draft policies and the discrete site allocations against the IA framework.
- 2.32 As was the case with GMSF, PfE 2021 is regarded as a Plan which is considered likely to have significant effect on one or more European protected site and has therefore been informed by a Habitat Regulation Assessment (HRA) with mitigation measures identified as appropriate.
- 2.33 Given the conclusion that PfE 2021 has substantially the same effect as the GMSF 2020 would have had on the nine districts as outlined above it is considered that the environmental assessments carried out at previous stages remain valid (including their scope). That said, addendum reports have been prepared to assess the impact of the changes between GMSF 2020 and PfE 2021 against the IA framework and these are available alongside the GMSF 2020 IA documentation.

### ***Evidence base***

- 2.34 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. This evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. This evidence base has been reviewed and updated in the light of the change to the PfE2021 and, where appropriate addendum reports have been produced.

- 
- 2.35 One key supporting document is the Statement of Common Ground. This will set out the key matters between the 9 authorities agreeing on the distribution and quantum of development contained in the Publication Plan. It will also deal with any matters with other organisations, including Stockport as one of our neighbouring local authorities, that need to be agreed to enable the Plan to be submitted next year. There may be a need for additional Statements of Common Ground to deal with specific matters linked to the proposed site allocations and these will be the responsibility of the relevant local authority to draw up if required.
- 2.36 The PfE2021 and supporting documents can be found at (<https://www.greatermanchester-ca.gov.uk/placesforeveryone> ). This website will be updated following the district approval process and the consultation portal (GMConsult.org) will become live at the start of the formal consultation.

### ***Places for Everyone Process***

- 2.37 Details of the GMSF process to date can be found in the PfE Joint Committee report at Appendix 1.
- 2.38 As stated earlier in this report the next stage in the PfE process is the Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 2.39 At this stage, whilst anyone can make a representation on any point, only those pertaining to ‘soundness’ will be taken into account by the Inspector(s). As set out in paragraph 35 of the National Planning Policy Framework, plans are sound if they are;
- a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs 19 ; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
  - b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
  - c) **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
  - d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in NPPF.
- 2.40 Inspectors also consider submissions concerning legal compliance issues, for example the Integrated Assessment, the Habitats Assessment Regulation and the Duty to Co-operate.

### ***Communications and Engagement Plan***

- 2.41 Information on communications and engagement can be found in the Joint Committee report at Appendix 1.

---

2.42 Alongside this report, approval is also being sought for an update to the Statement Community Involvement to reflect the change in terminology between GMSF and Places for Everyone.

### ***Relationship with Oldham's Local Plan***

2.43 PfE 2021 is key to creating the foundations for the scale of growth and ambition across the nine boroughs, including Oldham.

2.44 Once adopted the PfE Joint DPD becomes part of the Local Plan for Oldham, which currently consists of the following:

- Oldham's Joint Core Strategy and Development Management Policies Development Plan Document (Core Strategy);
- Proposals Map;
- The Greater Manchester Minerals Plan; and
- The Greater Manchester Waste Plan.

2.45 PfE will replace parts of Oldham's Core Strategy and change the Proposals Map.

2.46 There are policies contained in the PfE 2021 that duplicate and / or add to policies contained within the current Joint Core Strategy and Development Management Plan Development Plan Document (Core Strategy). A review of the Core Strategy has therefore been carried out to identify those policies that would be replaced, partially or their entirety, once PfE is adopted. Details of this review can be found in Appendix 2.

2.47 The Proposals Map would be changed through the addition of allocations for housing and employment development, and changes to Green Belt boundaries, as proposed in PfE 2021.

2.48 Whilst PfE will be part of our Local Plan it is a high level, strategic plan and does not cover everything that a district local plan would. Local plans will continue to be important to take forward the strategic policies set out in PfE and interpret these at a more detailed local level to support the creation of locally distinctive high-quality places/neighbourhoods. The council is keen to progress the Local Plan review so that more detailed 'local' policies are in place as soon as practicable to support implementation of PfE. Consultation on Local Plan Issues and Options is scheduled to take place summer 2021.

2.49 Alongside this report, approval is also being sought for a revised Local Development Scheme 2021. This reflects the timetable for PfE and sets out the revised timetable for reviewing our Local Plan.

## **3 Options / Alternatives**

3.1 Option 1: Members approve the Places for Everyone Publication Plan 2021 and supporting background documents for publication and submission to the Secretary of State for examination as per the report recommendations above.

---

3.2 Option 2: Members do not approve the Places for Everyone Publication Plan 2021 and supporting background documents for publication and submission to the Secretary of State for examination as per the report recommendations above.

#### 4 **Preferred Option**

4.1 The preferred option is for members to approve the Places for Everyone Publication Plan 2021 and supporting background documents for publication and submission to the Secretary of State for examination as per the report recommendations above.

#### 5 **Consultation**

5.1 Consultation has been carried out on previous versions of the GMSF (now Places for Everyone) details for which are contained in the report above. The 'Publication stage' is a formal consultation on the draft joint DPD pursuant to Reg. 19 of the Local Planning Regulations. It is a statutory stage that provides an opportunity for organisations and individuals to submit their final views on the content of the plan.

##### *Communications comments*

5.2 If the preferred option is agreed, a final stage of consultation will commence. This will give the community the opportunity to submit their final views on the content of the plan before it is submitted to the Secretary of State.

5.3 This is a statutory stage and in line with the SCI, it will be publicised to enable interested parties to engage in the consultation.

5.4 Oldham Council will work alongside GMCA to communicate this opportunity widely and ensure interested parties can access documents and have their say.

(J Beckett)

#### 6 **Financial Implications**

6.1 The preparation and examination of the Places for Everyone Publication Plan 2021 generates a revenue cost for 9 local authorities. A substantial evidence base has been assembled to support the plan which has involved commissioning of specialist and independent experts. There are no current revenue implications. Following this consultation, the PfE plan will be submitted to the Secretary of State for examination. There will be further revenue costs associated with the examination process, including appointment of a Programme Officer(s) and the cost of the examination itself, including procurement of a venue, Planning Inspectors and legal advice. Further reports will be provided to the Joint Committee as appropriate.

(GMCA)

6.2 There will be revenue expenditure required to deliver Places for Everyone publication plan. The costs will relate to the examination process, including Planning inspectors, once the plan is submitted to the Secretary of State and the appointment of a Programme Officer. The exact costs cannot be forecast at this

---

stage, but it is currently anticipated that they can be met by the use of Earmarked Reserves held for the Places for Everyone publication.

- 6.3 Plans for new homes and business development will be influential in supporting the calculation of the Council Tax and Business Rates taxbases as well as requirements for further service provision and development. These will inform the Councils Medium Term Financial Planning processes.

(James Postle)

## 7 **Legal Services Comments**

- 7.1 Pursuant to Regulation 4(2) of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the Cabinet is responsible for the approval of the Places for Everyone Publication Plan 2021 for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Pursuant to Regulation 4(3)(ca) of the Local Authorities (Functions and Responsibilities) (England) Regulations, the approval for the purpose of its submission to the Secretary of State for independent examination under section 20 of the Planning and Compulsory Purchase Act 2004 of the Places for Everyone Publication Plan 2021 is a Council function.

(A Evans)

## 8. **Co-operative Agenda**

- 8.1 PfE 2021 supports delivery of the council's co-operative agenda and its ambitions in relation to delivering an inclusive economy and thriving communities. It will contribute to delivery of these ambitions through setting a strategic planning framework that will:
- help to meet our local housing need and diversify our housing stock;
  - create opportunities for our key growth sectors and for businesses to expand and locate to;
  - protect and enhance our green infrastructure and natural environment, ensuring that communities have open spaces to enjoy and support their health and well-being.

## 9 **Human Resources Comments**

- 9.1 Not applicable.

## 10 **Risk Assessments**

- 10.1 There is a Statutory Requirement to agree the Places for Everyone Publication Plan 2021. As this identifies sites for future development the risk of future challenge to certain sites as being suitable is high.

(Mark Stenson)

## 11 **IT Implications**

---

11.1 Not applicable.

## 12 **Property Implications**

12.1 PfE 2021 provides an important opportunity to create the conditions for inclusive economic growth, provide opportunities for provision of much needed homes, whilst protecting and enhancing the natural environment. It will provide a platform for development that enables us to attract central government funding to deliver affordable housing and infrastructure; enable utilities to deliver their infrastructure investment; give confidence to i; provide a route by which construction can proceed, providing short term economic stimulus; and provide a mechanism for accelerating the low carbon / sustainability agenda. At a local level this will therefore support and strengthen the Council's ambitious Creating a Better Place agenda.

12.2 Creating a Better Place' incorporates significant programmes of work that have been progressed over the past eighteen months in order to set out a comprehensive vision and strategic framework for the borough.

12.3 Creating a Better Place focuses on building more homes for our residents, creating new jobs through town centre regeneration, and ensuring Oldham is a great place to visit with lots of family friendly and accessible places to go.

12.4 This approach has the potential to deliver 2,000 new homes in the town centre designed for a range of different budgets and needs, 1,000 new jobs and 100 new opportunities for apprenticeships, and is in alignment with Council priorities to be the Greenest Borough.

12.5 PfE 2021 is the high-level framework that will create the foundations for the scale of growth and ambition for Greater Manchester. It will be part of the Development Plan for each Greater Manchester local authority, but it is a high level, strategic plan and does not cover everything that a district local plan would. Local plans will continue to be important to take forward PfE strategic policies and interpret these at a more detailed local level to support the creation of locally distinctive high-quality places/neighborhoods.

(Bryn Cooke)

## 13 **Procurement Implications**

13.1 Not applicable.

## 14 **Environmental and Health & Safety Implications**

14.1 An Integrated Appraisal has been prepared to support PfE 2021.

## 15 **Equality, community cohesion and crime implications**

15.1 An Equality Impact Assessment has been carried out as part of the Integrated Appraisal for PfE 2021.

## 16 **Implications for Children and Young People**

---

16.1 An Equality Impact Assessment has been carried out as part of the Integrated Appraisal for PfE 2021.

17 **Equality Impact Assessment Completed?**

17.1 An Equality Impact Assessment has been carried out as part of the Integrated Appraisal for PfE 2021.

18 **Key Decision**

18.1 Yes

19 **Key Decision Reference**

19.1 HSG-06-21

20 **Background Papers**

20.1 Background documents for GMSF and PfE 2021 are available on GMCA's website at <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/> or by contacting Strategic Planning and Information at [spi@oldham.gov.uk](mailto:spi@oldham.gov.uk).

21 **Appendices**

21.1 Appendix 1 – Places for Everyone Joint Committee Report  
Appendix 2 – List of Core Strategy policies that would be replaced by Places for Everyone 2021  
Appendix 3 – Places for Everyone Publication Plan 2021  
Appendix 4 - Strategic allocations as proposed in PfE 2021

---

## **Appendix 1 – Places for Everyone Joint Committee Report**

**See separate document**

**Appendix 2 – List of Core Strategy policies that would be replaced by Places for Everyone 2021**

<b>Core Strategy Policy</b>	<b>Replaced by PfE 2021 policy/policies</b>	<b>Reason</b>
<b>3 An Address of Choice</b>	JP-H1 (Partially)	Housing requirement updated. All other parts of the policy remain valid.
<b>4 Promoting Sustainable Regeneration and Prosperity</b>	JP-J3 and JP-J4 (All Partially)	Employment requirement updated. All other part of the policy remain valid.
<b>5 Promoting Accessibility and Sustainable Transport Modes</b>	JP-C3, JP-C4, JP-C5 and JP-C7 (All Partially)	Majority of replaced by PfE 2021 policies. Parts remain valid.
<b>18 Energy</b>	JP-S2 (Partially)	Majority of replaced by PfE 2021 policy. Parts remain valid.
<b>19 Flooding</b>	JP-S5 (Partially)	Majority of replaced by PfE 2021 policy. Parts remain valid.
<b>20 Design</b>	JP-P1	Whole policy superseded.
<b>22 Protecting Open Land</b>	Partially superseded by JPA12 Beal Valley, JPA 14 Broadbent Moss, JPA15 Chew Brook Vale (Robert Fletchers), JPA16 Cowlshaw and JP-G 10.	Partially superseded by JP Allocation and JP-G 10.
<b>25 Developer Contributions</b>	JP-D2	Whole policy superseded.
<b>Saved UDP Policy B1.1.24 – Royton Moss, Moss Lane, Royton (Business and Industrial Allocation)</b>	Partially superseded by JPA14- Broadbent Moss	Part of UDP allocation included in Broadbent Moss Allocation (JPA14)
<b>Saved UDP Policy H1.2.17 – Danisher Lane, Oldham (Housing Land Release Phase 2)</b>	Superseded by JPA17 - Land south of Coal Pit Lane	UDP allocation included in Land south of Coal Pit Lane (Ashton Road) (JPA17)
<b>Saved UDP Policy OE1.8 Major Developed Site in the Green Belt</b>	Superseded by JPA15 Chew Brook Vale (Robert Fletchers)	UDP allocation included in Chew Brook Vale (Robert Fletchers) (JPA15)

---

## **Appendix 3 – Places for Everyone Publication Plan 2021**

**See separate document**



Appendix 4 - Strategic allocations as proposed in PfE 2021



Ref No	Name	2019 Draft Plan	Change from 2019 Draft Plan to 2020 Publication Plan	Change from 2020 Publication to PfE 2021 Council	As proposed in PfE 2021
<b>GM 2</b>	<b>Stakehill (cross-boundary)</b>	149,000sqm employment floorspace (Oldham portion only)	Employment floorspace has reduced across the whole site to 155,000sqm. This is split approximately 35,00sqm in Rochdale and 120,000sqm in Oldham.	Employment floorspace has reduced across the whole site to 150,000sqm. This is split approximately 35,000sqm in Rochdale and 115,000sqm in Oldham.  Part of site in the southern part of the allocation (XXha) is now to be retained as Green Belt.	Employment floorspace is around 150,000sqm.  Allocation boundary remains the same. Area of Green Belt in southern part of allocation to be retained.  New reference is Policy JP Allocation 2
<b>GM 3</b>	<b>Kingsway South (cross-boundary)</b>	518 homes / 180,000sqm employment floorspace (Oldham portion only)	Cross-boundary Kingsway South allocation deleted.  Proposed as broad location. Site would remain in the Green Belt until it's release was justified through a future review of the GMSF or Local Plan.  Now referred to as High Crompton Broad Location.	No change	High Crompton Broad Location.  Site remains in the Green Belt until it's release is justified through a future review of the GMSF or Local Plan.

Ref No	Name	2019 Draft Plan	Change from 2019 Draft Plan to 2020 Publication Plan	Change from 2020 Publication to PfE 2021	As proposed in PfE 2021
GM13	Ashton Road	264 homes	<p>Land at Bardsley Vale has been deleted.</p> <p>Capacity and boundary increased at land south of Coal Pit Lane to provide 273 homes. This includes an existing saved UDP housing allocation for 18 homes at Danisher Lane which already falls within the existing housing land supply and as such has been removed the capacity set out in the policy.</p> <p>Note: This is now numbered Policy GM Allocation 14. Name has changed to Land south of Coal Pit Lane (Ashton Road). Policy wording is for around 255 homes.</p>	<p>255 homes</p> <p>Site boundary changed to reduce Green Belt release. Capacity reduced to 175 homes.</p>	<p>Site boundary changed to reduce Green Belt release. Capacity reduced to around 175 homes.</p> <p>New reference is Policy JP Allocation 17 – Land south of Coal Pit Lane (Ashton Road)</p>
GM14	Beal Valley	482 homes	<p>No change</p> <p>Note: This is now numbered Policy GM Allocation 8.</p>	No change	<p>Around 480 homes</p> <p>New reference is Policy JP Allocation 12</p>

Ref No	Name	2019 Draft Plan	Change from 2019 Draft Plan to 2020 Publication Plan	Change from 2020 Publication to PfE 2021	As proposed in PfE 2021
			Policy wording is for around 480 homes.		
<b>GM15</b>	<b>Broadbent Moss</b>	878 homes / 21,720sqm employment	<p>No change to overall site capacity:</p> <ul style="list-style-type: none"> <li>• 1,451 homes; and</li> <li>• 21,720sqm employment floorspace as an extension to Higginshaw Business Employment Area.</li> </ul> <p>Amount deliverable plan period has increased from 878 to 950 homes (with 77 homes at Hebron Street discounted as a result of the recent planning permission – total during plan period now is 874). Anticipated that around 500 homes will be delivered post plan period.</p> <p>Note: This is now numbered Policy GM Allocation 10.</p>	874 homes / Around 21,000 sqm	<p>Around 1,450 homes (XX plan period)</p> <p>New reference is Policy JP Allocation 14</p>

Ref No	Name	2019 Draft Plan	Change from 2019 Draft Plan to 2020 Publication Plan	Change from 2020 Publication to PfE 2021	As proposed in PfE 2021
			Policy wording is for around 1,450 homes.		
<b>GM16</b>	<b>Cowlshaw</b>	465 homes	No change  Note: This is now numbered Policy GM Allocation 12. Policy wording is for around 460 homes.	No change	Around 460 homes.  New reference is Policy JP Allocation 16
<b>GM17</b>	<b>Hanging Chadder</b>	260 homes	No change  Note: This is now number Policy GM Allocation 13. Policy wording is for around 260 homes.	Allocation removed	Allocation removed.
<b>GM18</b>	<b>Robert Fletchers</b>	171 homes / around 8,500sqm mixed-use (employment and leisure)	No change to number of homes. 2,500sqm of employment floorspace proposed as an extension to Waterside Mills has been removed due to flood risk evidence. Requirement for a modest expansion of existing holiday lodge facility (of 10 to 15 pods), a boutique hotel and visitor education centre have been removed from the policy wording and	Allocation now relates to the Fletchers Mill complex only to reduce Green Belt release. Capacity reduced to around 90 homes and around 6,000sqm mixed-use (commercial, retail and leisure) as previously proposed.	Around 90 homes Around 6,000sqm mixed-use.  New reference is Policy JP Allocation 15

<b>Ref No</b>	<b>Name</b>	<b>2019 Draft Plan</b>	<b>Change from 2019 Draft Plan to 2020 Publication Plan</b>	<b>Change from 2020 Publication to PfE 2021</b>	<b>As proposed in PfE 2021</b>
			<p>reflected in the reasoned justification as a wider aspiration for the site in line with national planning policy on Green Belt.</p> <p>Note: This is now numbered Policy GM Allocation 11. Name has changed to Chew Brook Vale (Robert Fletchers. Policy wording is for around 170 homes.</p>		
<b>GM 19</b>	<b>Spinners Way / Alderney Farm</b>	50 homes	Deleted.	No change	N/A
<b>GM20</b>	<b>South of Rosary Road</b>	60 homes	<p>No change</p> <p>Note: This is now numbered Policy GM Allocation 15. Policy wording is for around 60 homes.</p>	No change	<p>Around 60 homes</p> <p>New reference is Policy JP Allocation 16</p>
<b>GM21</b>	<b>Thornham Old Road</b>	600 homes	Deleted.	No change	N/A
<b>GM22</b>	<b>Woodhouses</b>	260 homes	Capacity has been reduced from around 260	No change	Around 30 homes.

Ref No	Name	2019 Draft Plan	Change from 2019 Draft Plan to 2020 Publication Plan	Change from 2020 Publication to PfE 2021	As proposed in PfE 2021
			<p>homes to 30 around homes.</p> <p>Proposed to remove:</p> <ul style="list-style-type: none"> <li>• trotting track site; and</li> <li>• land between Farmstead Close, Ashton Road and M60.</li> </ul> <p>Land at Bottom Field Farm to be retained with a reduced site boundary and capacity of 30 homes.</p> <p>Note: This is now numbered Policy GM Allocation 9. Name has changed to Bottom Field Farm (Woodhouses). Policy wording is for around 30 homes.</p>		New reference is Policy JP Allocation 13.
<b>Total no. of homes (2021 to 2037)</b>		<b>4,007</b>			<b>2,176</b>
<b>Total amount of employment floorspace (2021 to 2037)</b>		<b>342,386 sqm</b>			<b>136,720 sqm</b>

