

## **Report to CABINET**

# **Holcroft Moss Planning Obligations Supplementary Planning Document**

**Portfolio Holder:** Cllr Elaine Taylor Cabinet Member for Decent Homes

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

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

**24 March 2025**

---

### **Reason for Decision**

To adopt the Holcroft Moss Supplementary Planning Document (SPD), attached at Appendix 1, and for the Deputy Leader and Cabinet Member for Decent Homes and Assistant Director Planning, Transport and Housing Delivery to be given delegated authority to agree the date on which the SPD takes effect; to agree to provide Warrington Metropolitan Borough Council (as the responsible authority for implementing a mitigation strategy for Holcroft Moss), as necessary and through an appropriate mechanism, with S106 funds collected in accordance with the Holcroft Moss SPD; and to delegate approval to the Assistant Director Planning, Transport and Housing Delivery to make minor, non-material modifications to the Holcroft Moss SPD before final publication, subject to consultation and agreement with the eight other relevant Places for Everyone authorities.

### **Executive Summary**

N/A. Main body fewer than five sides in length.

### **Recommendations**

That Oldham Council:

- 
- i. Agrees to adopt the Holcroft Moss Supplementary Planning Document (SPD), attached at Appendix 1, and for the Deputy Leader and Cabinet Member for Decent Homes and Assistant Director Planning, Transport and Housing Delivery to be given delegated authority to agree the date on which the SPD takes effect.
  - ii. Agrees to provide Warrington Metropolitan Borough Council (as the responsible authority for implementing a mitigation strategy for Holcroft Moss), as necessary and through an appropriate mechanism, with S106 funds collected in accordance with the Holcroft Moss SPD.
  - iii. Delegates approval to the Assistant Director Planning, Transport and Housing Delivery to make minor, non-material modifications to the Holcroft Moss SPD before final publication, subject to consultation and agreement with the eight other relevant Places for Everyone authorities.

**Holcroft Moss Planning Obligations Supplementary Planning Document****1 Background**

- 1.1 The Places for Everyone Plan (PfE Plan) is a joint development plan document of nine Greater Manchester authorities which was adopted on 21st March 2024.
- 1.2 The PfE Plan sets out a clear spatial strategy for delivering new homes and businesses along with infrastructure to support development and to protect and enhance our towns, cities and landscapes. It covers a timeframe up to 2039.
- 1.3 The Holcroft Moss Planning Obligations Supplementary Planning Document (SPD) applies across the whole PfE Plan area and has, therefore, been prepared jointly by the nine PfE Plan authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan).
- 1.4 Through the Habitats Regulation Assessment (HRA) process in support of the PfE Plan (and also the recently adopted Warrington Local Plan), the Manchester Mosses Special Area of Conservation (SAC), and in particular Holcroft Moss, has been identified as being at risk of harm from increased air pollution caused by the cumulative impact of traffic resulting from development in the Warrington Borough Council (WBC) area and the PfE Plan area. To mitigate against this harm, there is a need for the delivery of long-term ecological resilience works, involving hydrological restoration measures to benefit Holcroft Moss. As Holcroft Moss lies within the area of WBC, it will administer the implementation of the mitigation works on behalf of it and the nine PfE authorities.
- 1.5 The aim of this jointly produced SPD is to provide guidance on, and to facilitate, the timely provision of required mitigation at Holcroft Moss, within the Manchester Mosses SAC, see Appendix 1 for the location and extent of Holcroft Moss. It provides further guidance on how criterion 17 (in particular) of Policy JP-C8: Transport Requirements of New Development of the PfE Plan will be implemented. Criterion 17 seeks to ensure new development does not have an adverse impact on the protected habitats and species of Holcroft Moss, which lies in Warrington, within the Manchester Mosses SAC. The SPD is applicable to all nine PfE Plan local authority areas (excluding that part of Oldham within the Peak District National Park).
- 1.6 PfE Policy JP-C8 seeks to ensure new development does not have an adverse impact on the protected habitats and species of Holcroft Moss, which lies within Warrington, in the Manchester Mosses SAC. Where appropriate, housing and/or employment developments make a financial contribution to the provision of mitigation.
- 1.7 The aims of the Holcroft Moss Planning Obligations SPD are to:
  - Ensure that advice is consistent with the latest Government regulations and associated Planning Practice Guidance;
  - Ensure that new development is consistent with the provisions of the recently adopted PfE Plan;

- 
- Provide a robust basis upon which the nine PfE Plan authorities can secure contributions from developers to ensure that the impacts of schemes on Holcroft Moss are appropriately mitigated; and
  - Provide clear advice to developers as to what is expected in applications to ensure an efficient process for consultation and determination.
- 1.8 The SPD sets out the national and local planning policy context before setting out the approach to be taken in seeking developer contributions to mitigate adverse impact(s) on the protected habitats and species of Holcroft Moss.
- 1.9 The need for, and amount of, financial contributions will be identified at the planning application stage. As set out in Policy JP-C8 of the PfE Plan, where planning applications are required to be accompanied by a Transport Assessment, they will need to consider air quality impacts on Holcroft Moss, within the Manchester Mosses SAC. Any proposals that would result in increased traffic flows on the M62 past Holcroft Moss of more than 100 vehicles per day or 20 Heavy Goods Vehicles (HGVs) per day must devise a scheme-specific range of measures to reduce reliance on cars, reduce trip generation, promote ultra-low emission vehicles, and provide a contribution towards restoration measures at Holcroft Moss.
- 1.10 Developer contributions towards mitigation at Holcroft Moss will be gathered in line with national regulations. The tests for planning obligations including S106 developer contributions, are that they must be: necessary to make the proposed development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development.
- 1.11 Financial contributions will be negotiated at planning application stage and will be secured through a planning obligation. The planning obligation will specify the amount of the contribution and when it will be paid. The SPD sets out how to calculate the amount of contribution required in each case.
- 1.12 Working with Natural England and WBC, the nine PfE authorities have established the scope and estimated cost of the mitigation works. As at December 2023, the cost of the mitigation works - including design and feasibility, land, capital costs, professional fees, monitoring, contingency and ongoing maintenance were estimated at approximately £880,000.
- 1.13 The exact scale of contributions for an individual site will depend upon the particular development proposed, and its impact upon Holcroft Moss. The proposed level of contributions is set out in the statement of estimated project costs and required contributions, which is available alongside the SPD. In consultation with WBC, the PfE authorities will keep the mitigation scheme costs, the housing and employment land supply and the level of contributions received under review in calculating the proportionate contribution required from a qualifying development. A schedule setting these out will be available alongside the SPD.
- 1.14 The nine PfE authorities and WBC have agreed that the cost of the mitigation works will be apportioned between the two plans. The apportionment will be based on the potential impact on Holcroft Moss identified in the respective Plan's HRA. On this basis the PfE authorities will be responsible for 53% of the total costs and WBC will be responsible for 47% of the total costs.
- 1.15 Contributions will be sought on commencement of development to ensure the mitigation measures can be provided in a timely manner to offset the impacts. Individual legal agreements will specify timeframes for financial contribution(s) to be spent.
-

- 
- 1.16 The SPD has been prepared in the context and parameters of the PfE Viability Assessments which were undertaken as part of the preparation of the PfE Plan. It is therefore assumed that the requirements set out in the SPD are viable. If viability issues are encountered on a site-by-site basis, PfE Plan Policy JP-D2 states that the Local Planning Authority will determine the weight to be given to a viability assessment alongside other material considerations, this will include, where necessary, the need to mitigate air quality impacts on Holcroft Moss from relevant development.
- 1.17 The financial contribution(s) secured via this mechanism will enable the nine PfE Plan authorities, in conjunction with WBC, to fund mitigation works to address air quality impacts on Holcroft Moss from relevant development.
- 1.18 Each of the nine PfE Plan authorities will monitor progress of individual developments to which this SPD applies. WBC will monitor the implementation of the mitigation scheme, which will be funded by money secured by planning obligations in accordance with this SPD and transferred to WBC as necessary. Regular reporting will be provided by WBC to the nine PfE Plan authorities. The outcome of this monitoring will be included in authority monitoring report(s) as necessary.
- 1.19 The SPD will link to the Council's Corporate Plan Priority for "Green and Growing" through protecting the integrity of the Holcroft Moss SAC (this SAC sits outside of Oldham).
- 1.20 The SPD therefore aims to have a positive impact on the environment. Other implications will be limited in terms of implications on:
- a) Community Cohesion Implications, including crime and disorder implications under Section 17 of the Crime and Disorder Act 1998 – Not applicable.
  - b) Risk Assessments – the SPD aims to protect the integrity of the Holcroft Moss SAC.
  - c) Co-operative Implications, Human Resource Implications, IT implications, Property Implications, Procurement Implications and Health and Safety Implications – any development proposals on council assets that are required to be accompanied by a Transport Assessment will need to consider air quality impacts on Holcroft Moss, within the Manchester Mosses SAC, in line with PfE Policy JP-C8 - Transport Requirements of New Development and guidance within this SPD.

## **2 Current Position**

- 2.1 The SPD is being proposed for adoption following a six-week period of public consultation between 1 November 2024 and 12 December 2024 (see consultation section below for further details).
- 2.2 Members are asked to adopt the document presented at Appendix 1. Following its adoption, the SPD will be a material consideration in planning decisions. If development proposals do not comply, the SPD and the PfE policy it supplements (JP-C8) may be used as a reason for the refusal of planning permission.

## **3 Options/Alternatives**

- 3.1 Option 1 - That Oldham Council i. Agrees to adopt the Holcroft Moss Supplementary Planning Document (SPD), attached at Appendix 1, and for the Deputy Leader and Cabinet Member for Decent Homes and Assistant Director Planning, Transport and Housing Delivery to be given delegated authority to agree the date on which the SPD takes effect; ii. Agrees to provide Warrington Metropolitan Borough Council (as the

---

responsible authority for implementing a mitigation strategy for Holcroft Moss), as necessary and through an appropriate mechanism, with S106 funds collected in accordance with the Holcroft Moss SPD; and iii. Delegates approval to the Assistant Director Planning, Transport and Housing Delivery to make minor, non-material modifications to the Holcroft Moss SPD before final publication, subject to consultation and agreement with the eight other relevant Places for Everyone authorities.

This option will ensure that the Holcroft Moss SPD can become a material consideration in the determination of planning applications and that developer contributions required to mitigate adverse impact(s) on the protected habitats and species of Holcroft Moss can be collected and appropriately handled. There are no disadvantages to this option.

- 3.2 Option 2 - To not approve the Holcroft Moss SPD for adoption. This would prevent the SPD from becoming a material consideration in the determination of planning applications and hinder the collection of developer contributions required to mitigate adverse impact(s) on the protected habitats and species of Holcroft Moss. There are no advantages to this option.

#### **4 Preferred Option**

- 4.1 Option 1 - That Oldham Council i. Agrees to adopt the Holcroft Moss Supplementary Planning Document (SPD), attached at Appendix 1, and for the Deputy Leader and Cabinet Member for Decent Homes and Assistant Director Planning, Transport and Housing Delivery to be given delegated authority to agree the date on which the SPD takes effect; ii. Agrees to provide Warrington Metropolitan Borough Council (as the responsible authority for implementing a mitigation strategy for Holcroft Moss), as necessary and through an appropriate mechanism, with S106 funds collected in accordance with the Holcroft Moss SPD; and iii. Delegates approval to the Assistant Director Planning, Transport and Housing Delivery to make minor, non-material modifications to the Holcroft Moss SPD before final publication, subject to consultation and agreement with the eight other relevant Places for Everyone authorities.

This option will ensure that the Holcroft Moss SPD can become a material consideration in the determination of planning applications and that developer contributions required to mitigate adverse impact(s) on the protected habitats and species of Holcroft Moss can be collected and appropriately handled.

#### **5 Consultation**

- 5.1 The Holcroft Moss SPD has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. The Regulations set out that a draft SPD must be:
- Screened to determine whether Strategic Environmental Assessment or Habitat Regulation Assessment is required. The outcomes of the screening opinion were published alongside the draft SPD.
  - Made available for public consultation for a 4-week minimum period. This SPD was made available for six weeks.
  - Made available for inspection, at a Council's principal office and at other places within its area as the local planning authority consider appropriate, during normal office hours. Details of where the SPD was made available can be found in the consultation statement for the SPD, presented at Appendix 3.
  - Made available as an online copy. The draft SPD was hosted on the GMCA's website, on behalf of all nine PfE authorities, with links provided from the individual authorities' websites.

- 
- 5.2. Letters/emails were also sent to consultees and the consultation was advertised via social media platforms.
  - 5.3. A total of 24 responses were received to the consultation draft SPD.
  - 5.4. Natural England, Highways England and Warrington Borough Council all submitted statements of support.
  - 5.5. Several responses considered the scope of the SPD should not be limited to providing protection and/or mitigation to the Holcroft Moss part of the Manchester Mosses SAC. The scope of the SPD is correctly determined by Policy JP-C8 of the PfE Plan and in turn the conclusions of the PfE HRA. To widen the scope beyond this would not be supported by the evidence base.
  - 5.6. Similarly, a number of responses considered that the proposed mitigation should include investment in alternatives to private vehicles and improvements to air quality more generally. Measures exist elsewhere in the PfE Plan to improve air quality and to increase public transport patronage.
  - 5.7. It is not considered necessary to make any changes to the Holcroft Moss SPD, as a result of the consultation responses, a fuller summary of which can be found in Appendix 2.
  - 5.8. Change has been made, however, to the accompanying cost schedule (Appendix 2) to make reference to employment “development”, rather than employment “floorspace”. This change ensures consistency between the cost schedule and the SPD.

## **6 Financial Implications**

- 6.1 Following adoption of the SPD the council must make the SPD and adoption statement available (at the principal office and other places such as libraries and on the council's website) and send a copy of the adoption statement to anyone that has asked to be notified of the adoption of the SPD. This will incur a minimal cost against strategic planning budget.
- 6.2 The estimated project cost is £879,554. It is agreed that the PfE authorities will be responsible for 53% of the total costs and Warrington MBC will be responsible for 47% of the total costs. It is not yet confirmed how much of the percentage Oldham are likely to fund as this is dependent on development that comes forward. No Section 106 funds have been received to date in relation to mitigation works at Holcroft Moss. Any future Section 106 funds secured will be reported through the council's Infrastructure Funding Statement.

(Mohammed Hussain)

## **7 Legal Implications**

- 7.1 An SPD is defined in Regulation 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012 as a local development document which is not a local plan. A local plan is prescribed by the Regulations as a development plan document. Thus an SPD falls outside the category of town and country planning and development control documents which cannot be approved by a local authority's executive, namely local development documents which are development plan documents.
- 7.2 Under the Council's scheme of delegation for the local development framework, adoption of a SPD is delegated to the Cabinet. As soon as reasonably practicable after the SPD is adopted it must be published on the Council website and made available for public



---

inspection at the Council's principal office and such other places within the area as we consider appropriate. (A Evans)

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

8.1 No. See Appendix 4.

**9 Key Decision**

9.1 Yes

**10 Key Decision Reference**

11.1 ESR-06-25

**12 Background Papers**

12.1 Places for Everyone Joint Development Plan Document, available to view online at <https://www.greatermanchester-ca.gov.uk/media/9578/places-for-everyone-joint-development-plan-document.pdf>.

**13 Appendices**

13.1 Appendix 1 – Holcroft Moss Planning Obligations SPD

13.2 Appendix 2 – Holcroft Moss SPD Project Costs

13.3 Appendix 3 – Consultation Statement

13.4 Appendix 4 - Oldham Council Impact Assessment