

Report to CABINET

Oldham Local Heritage List

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21 September 2026

Reason for Decision

This report seeks approval to undertake public consultation on a List of Local Heritage Assets, and the accompanying guidance note on the future revision of the Local Heritage List.

Recommendations

To approve public consultation on the List of Local Heritage Assets and the accompanying guidance note on the future revision of the Local Heritage List.

Oldham Local Heritage List

1 Background

- 1.1 Heritage assets are an irreplaceable resource that should be conserved in a manner appropriate to their significance so they can be enjoyed for their contribution to quality of life.
- 1.2 Oldham, with its hugely significant industrial past, is rich in history and heritage with both designated and non-designated assets.
- 1.3 National Planning Policy Framework (NPPF) 2024 makes clear in the definition of heritage assets that this includes non-designated heritage assets: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).
- 1.4 Chapter 16 of NPPF states that Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.
- 1.5 NPPF requires that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 1.6 A review of NPPF is underway. Whilst the final NPPF is yet to be published the draft version makes clear through draft Policy HE1 that development plans should be supported by a Local List to identify non-designated heritage assets that are important to the local community.
- 1.7 In 2021, Oldham Council was selected as a pilot area as part of the Greater Manchester Local Heritage List for the Local List Campaign funded by the Ministry of Housing, Communities & Local Government (MHCLG). The project was also supported by Historic England, the Greater Manchester Combined Authority (GMCA) and managed by the Greater Manchester Archaeological Advisory Service (GMAAS).
- 1.8 An initial tranche of heritage assets potentially meriting consideration for inclusion on Oldham's Local Heritage List (hereon referred to as the Local List), was drawn up using existing entries on the Historic Environment Record (HER). In addition to those already on the HER, the Oldham Town Centre Conservation Area Appraisal and Management Plan also identified buildings for inclusion on a potential local list. Furthermore, GMAAS also collated a list of possible mills to assess using the Mills Survey (2016) and the Oldham Mills Strategy (2022).

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- 1.9 Nominations for a draft List of Local Heritage Assets were assessed and compiled following an extended public consultation period between September 2021 and February 2022. Consultation included a dedicated website platform where nominations could be received, supported by communications, information boards and leaflets distributed as part of Oldham Histories Festival. Parish Councils, civic societies, local historic societies and other interest groups were contacted.
- 1.10 Nominations were received from communities in Oldham, with a strong response from across Saddleworth. The nominations were assessed and the lists compiled by GMAAS.
- 1.11 Following the nomination period, GMAAS collated a series of gazetteers of the nominations. The gazetteers have been organised by ward, and each entry includes a summary of the information that has now been recorded in the HER. The current Gazetteers cover:
1. Alexandra and St Mary's
 2. Chadderton North
 3. Chadderton South
 4. Failsworth East
 5. Failsworth West
 6. Hollinwood
 7. Medlock Vale and Bardsley
 8. Royton
 9. Saddleworth North
 10. Saddleworth South
 11. Saddleworth West and Lees
 12. Shaw and Crompton
 13. St James and Waterhead
 14. Werneth and Coldhurst
- 1.12 The nominations were assessed against the nine criteria as shown in the Guidance for future revision of the Local List in Table 1 and includes:
- Historic Interest
 - Architectural Interest
 - Local Interest
 - Landmark Status
 - Aesthetic Interest
 - Group Value
 - Social or Communal Value
 - Rarity
 - Archaeological Interest
- 1.13 A local listing panel was arranged to verify the nominations. This consisted of GMAAS, two volunteers from heritage societies and Council officers. The Panels took place over five dates between June and July 2025.
- 1.14 The exercise has resulted in a total of 280 assets being proposed on the Local List. These range from public houses, places of worship and associated buildings, cemetery buildings, parks, milestones, canal locks, bridges and war memorials.
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- 1.15 Of the 280 assets, 50 falls within Oldham Council's ownership. The Council has a duty to conserve heritage assets in line with national planning policy. These assets are non-designated heritage assets regardless of whether they are included on a Local List, but Local Listing makes the process of identifying non-designated heritage assets easier and more accessible. However, non-designated assets are not statutory and are not protected by legislation i.e. they do not have the same level of protection as listed assets.
- 1.16 Inclusion on a Local List does not have any direct financial implications but there may be some indirect costs as works are needed such as maintenance – traditional materials may be required for repairs, for instance, to ensure that the historic character of the asset isn't degraded, for example replacement windows requiring a joiner to repair rather than replacement with uPVC frame. It is not anticipated that any further security for assets would be required.
- 1.17 For some works a heritage statement will need to be commissioned to support any planning applications for alterations to a Locally Listed asset depending on the proposal. However again this may be requested even if the asset is not included on the Local List as the planning officer may recognise that the asset has heritage value.
- 1.18 Equally, Local Listing can strengthen eligibility for grant funding from various heritage bodies.
- 1.19 At this stage this report seeks to carry out public consultation and a further report to approve the final local List will follow.
- 1.20 The decision links to a Great Place to Live by conserving and celebrating Oldham's historic environment. The reuse of assets is also good for the environment in terms of saving energy related to construction and the minerals needed and so in this way it also contributes towards Green and Growing.
- 1.21 In terms of the purpose of the report there are 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 – Some assets may fall under Council ownership (see above section).
 - (c) If relevant, Co-operative Implications, Human Resource Implications, IT implications, Property Implications, Procurement Implications and Environment and Health and Safety Implications. As above. In addition, the Local List would be published on the Council's website.

2 **Current Position**

- 2.1 Approval is now sought to carry out public consultation on the Local List, alongside the guidance note on the future revision of the Local List.
- 2.2 It is considered good practice to consult on the Draft Local List, particularly with the owners of assets, before formalising and adopting the Local List.
- 2.3 As such, Strategic Planning intends to carry out public consultation on the Local List for eight weeks. This will involve writing to the owners of assets to make them aware their asset has heritage value and explain what Local Listing means. The intention is also to display site notices and publish the draft Heritage List consisting of Gazetteers, maps and scores on Oldham Council's website, place copies of the relevant Gazetteers in the most relevant

library e.g. copies of Gazetteers covering Saddleworth in the Greenfield, Uppermill and Delph Libraries.

- 2.4 An asset being on the Local List is seen as positive and something that owners and the Borough can be proud of. However, if anyone wishes to request that an asset is removed from the Local List this request must be made in writing and supported by evidence to demonstrate that the asset does not meet the selection criteria and combined score of at least 9 to merit inclusion on the Local List.
- 2.5 A draft guidance note on the future revision of the Local List has been prepared and views are welcome on this as part of the public consultation.
- 2.6 The note outlines that non-designated heritage assets can be identified through various sources of information, including:
- Local and Neighbourhood Plans;
 - Historic environment assessments;
 - Conservation area appraisals and reviews;
 - Decision-making on planning applications;
 - HER held by GMAAS; and
 - Nominations by the public.
- 2.7 In the future nominations by the public must be made by completing the nomination form in Appendix 3 of the guidance and considering which of the criteria the entry meets against the criteria set out in Table 1 of the guidance. The nomination form when finalised will be available on the Heritage and Conservation page of the Oldham Council's website as a separate form/ web-form.
- 2.8 Requests to remove assets from the Local List must be made in writing and supported by evidence to demonstrate that the asset does not meet the selection criteria and no longer merits inclusion on the Local List.
- 2.9 The guidance explains where nominations should be sent to and outlines that the Council will review all nominations for the Local List approximately every two years. This period of time reflects the fact that the Council is quite heavily dependent on GMAAS undertaking the analysis and assessment in the absence of conservation officers.
- 2.10 Candidates will be scored on a scale of 0 to 3 for each of the nine criteria by GMAAS in consultation with the Local List Panel. Nominations that score a combined total of 9 or above will be considered sufficient to progress to validation.
- 2.11 The guidance note sets out the process for considering nominations.
- 2.12 It also outlines how inclusion on the Local List affects development. The inclusion of an asset on a Local List is a 'non-statutory' designation, which does not affect permitted development rights. The Local List is not intended to cause a barrier to development. It seeks to encourage the re-use of existing buildings, structures and sites which contribute to the local distinctiveness and character of an area and ensure that new development is sensitive to their setting.
- 2.13 The Local List will provide clarity for owners, the local community, developers and officers, so that they are aware of the interest of a heritage asset as early as possible. Identification on the Local List will also highlight that development proposals affecting heritage assets and their settings will need to be supported by a Heritage Impact Assessment proportionate to the work proposed and significance of the asset. The Local List will require the integration

of heritage considerations, early in the design process to minimise harm and identify enhancement opportunities.

2.14 Where planning permission for work is required, the significance of the non-designated heritage asset, including its setting, will be taken into consideration in determining the planning application.

2.15 The guidance will be updated when the Local List is finalised, with feedback from the Public Consultation and published.

3 Options/Alternatives

3.1 **Option 1:** To give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local List. This decision will mean that Oldham is recognizing, celebrating and making information on non-designated heritage assets worthy of inclusion on the Local List accessible to the public and is in line with proposed changes to national planning policy, specifically stating for development plans to be supported by a Local List to identify non-designated heritage assets that are important to the local community. There are no disadvantages to this option.

Option 2: To not give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local List. This will mean that a Local List is not progressed which will make information on non-designated heritage assets less accessible to the public and applicants and will not support a positive strategy for heritage. There are no advantages.

4 Preferred Option

4.1 To give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local List. This decision will mean that Oldham is recognising, celebrating and making information on non-designated heritage assets worthy of inclusion on the Local List accessible to the public and is in line with proposed changes to national planning policy, specifically stating for development plans to be supported by a Local List to identify non-designated heritage assets that are important to the local community. There are no disadvantages to this option.

5 Consultation

5.1 An extended public consultation took place between September 2021 and February 2022. Consultation included a dedicated website platform where nominations could be received, supported by communications, information boards and leaflets distributed as part of Oldham Histories Festival. Parish Councils, civic societies, local historic societies and other interest groups were contacted.

5.2 This report seeks approval to carry out public consultation for eight weeks.

6 Financial Implications

6.1 The proposal will incur minimal printing costs, as gazetteers will be published and displayed in libraries. Postage costs for owner notifications are estimated at around £255, alongside minor mileage costs for erecting site notices. These costs will be met from the existing budget within the Strategic Planning Service

6.2 At this stage, the report does not result in any direct financial implications. Local Listing recognises assets of local heritage value but, as these are non-designated and non-

statutory, it does not automatically require spending or create financial obligations for the Council.

- 6.3 There may be potential indirect financial implications for Council owned assets in the future should works or alterations be proposed. These could include the need for traditional materials or specialist repairs to preserve historic character, and in some cases the commissioning of heritage statements to support planning applications.
- 6.4 Any such costs would only arise if works are undertaken and would be considered through existing asset management, maintenance, or capital works.
- 6.5 In addition, inclusion on the Local List may support eligibility for external heritage grant funding from relevant funding bodies. This has the potential to help offset future repair, restoration, or conservation costs associated with locally listed assets.

(Mohammed Hussain)

7 Legal Implications

- 7.1 Non-designated heritage assets are locally-identified buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets. It is important that decisions on inclusion in the Local Heritage List of are best made on the basis of published criteria, publicly available, so that clarity and certainty on the location and significance of the asset is available for communities, developers and decision-makers, therefore ensuring that they are given due consideration when change is proposed.

(A Evans)

8. Procurement Implications

- 8.1 There are no immediate procurement implications at this stage.

(Tom Pyne – Head of Procurement)

9 Equality Impact, including implications for Children and Young People

- 9.1 No – see impact assessment below.

completed/last updated by Georgina Brownridge on 17/04/2026

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Equality Characteristics

Our Mission



- 8