The application site is irregular in shape and extends to approximately 49 hectares (121 acres). It lies around 1.5 miles west of Oldham town centre within Chadderton and approximately 1 mile from Junction 21 of the M60 motorway. The site is separated into two parcels of agricultural land divided by Foxdenton Lane. The northern parcel comprises approximately 44 hectares (109 acres) and the southern parcel approximately 5 hectares (12 acres) and is currently in use for open grazing land with a number of public rights of way extending across the site.

There are three farm complexes within the site boundary which comprise farm houses and outhouses/barns and agricultural land. These farms are known as Fernley Field Farm (towards the western site boundary), Foxdenton Farm (to the north of Horseshoe Lane) and Matthew Fold Farm (to the north of Newman RC College). A former railway line bisects the site east to west and the embankment can still be seen as can an old railway bridge.

**SITE ALLOCATION BACKGROUND**

A large portion of the site was allocated in the Oldham Development Plan (UDP) in 1986, and subsequently in 1996, as 'Other Protected Open Land' (OPOL) which served to protect valuable open spaces and land which performed a Green Belt function but which were earmarked for future development. The 2006 Replacement UDP (RUDP) was adopted in July of that year and this allocation was changed with the whole of the application site now allocated as 'Land Reserved for Future Development' across the western part and 'Other Protected Open Land' across the eastern part of the site.

In November 2011, the Council adopted the Oldham LDF Joint Core Strategy and Development Management Policies Development Plan Document (Joint DPD), which
superseded the UDP. The vast majority of the application site was allocated as a new 'Business and Employment Area'. Policy 13 of the adopted Oldham LDF Joint DPD identifies the Foxdenton site and Policy 14 goes on to outline the types of uses that will be acceptable on the site. This policy identifies the potential for the Foxdenton site to provide approximately half of the Borough's additional employment land up to 2026 and states that an element of residential development (up to 25%) would be acceptable to support the required infrastructure. The Inspector in the examination of the Joint DPD agreed that there were ‘no realistic alternatives to Foxdenton which might function as an equivalent contribution to the Preferred Way Forward’. The Inspector concluded that ‘in identifying land at Foxdenton as employment land to provide a premium business location with some residential development the Joint DPD is justified, effective and consistent with national policy’.

The new allocation for the Foxdenton site was in response to a significant shortfall of good quality employment sites across the Borough identified in the Council's Employment Land Review and at various stages in the Oldham LDF Joint DPD process. It was concluded that the Council would need to identify 82 hectares of employment land up to the end of the LDF plan period (year 2026) and the release of the Foxdenton site was crucial if the Council was to achieve the employment land required. Alongside the desirability of the site as a key development site in terms of its size, the excellent strategic location of the site was highlighted in the Oldham and Rochdale Economic and Skills Agency (ORESA) 'Prospectus Report' and in the Mancheser Independent Economic Review (MIER) 'A Greater Manchester Strategy Report'. The site was considered to have the potential to form a significant, quality employment site that lies in to an 'arc of opportunity' of desirable locations around the M60 motorway network and extending to Chadderton (Chadderton Technology Park, Broadgate/Greengate Business Park), Hollinwood (Hollinwood Junction) and the Foxdenton site. These sites were considered to be key strategic development sites that link in with the ORESA 'M60 Employment Zone' whereby the right conditions for economic growth are created.

A small rectangular piece of land, bounded by Chilton Avenue, Broadway and the Newman School, of approximately 2 hectares in size is incorporated into the application site. This piece of land is unallocated in the Oldham LDF Joint DPD but was previously allocated as public open space in the Oldham RUDP 2006.

THE PROPOSAL

This planning application is submitted on behalf of Foxdenton LLP which is a joint venture created by the Seddon Group and Grasscroft Property to bring forward the 110 acre Foxdenton site. It is in hybrid form with part of the scheme seeking 'full' planning permission and part seeking 'outline' consent.

A) Full planning application

This element of the scheme relates to the following:
1. A new spine road connecting the A663 'Broadway' and B6189 'Foxdenton Lane' with associated ground re-modelling;
2. The means of vehicular access into the site;
3. The demolition of all existing buildings within the site.

The following documents support this element of the scheme:
- Application drawings;
- Design and Access Statement;
- Energy Statement;
- Statement of Community Involvement;
- Supporting Planning Statement;
- Environmental Statement.

B) Outline planning application
Outline planning consent is sought with access only to be considered and all other matters reserved for subsequent 'reserved matters' applications for the delivery of an employment-led mixed use development for the following:
1. Office (Use B1a use); Light Industrial (B1c use); General Industrial (B2 use) and Storage and Distribution (B8 use) floorspace;
2. Residential (C3 use) units;
3. Area of public open space in the form of a new linear park.

The following plans and documents support this element of the scheme:
- Indicative Masterplan (Development Zones) Parameter Plan;
- Building Heights and Topographical Parameter Plan;
- Design and Access Statement;
- Energy Statement;
- Statement of Community Involvement;
- Supporting Planning Statement;
- Open Space Analysis and Proposals;
- Supplementary Housing Statement;
- Commercial Mix Statement;
- Environmental Statement.

The application seeks approval of parameter plans in the form of a land use zone plan and a building heights plan (maximum) with annotations to indicate some finished spot levels. The indicative masterplan shows that the site would be split broadly into two employment zones on either side of Foxdenton Lane (B1, B2, B8 uses) and a number of smaller residential zones (C3 use). A large area of on-site public open space is also indicated and this would be located within the existing river valley between Broadway and Foxdenton Lane.

The following table indicates the maximum land use parameters:

<table>
<thead>
<tr>
<th>USE CLASS</th>
<th>COMMERCIAL</th>
<th>RESIDENTIAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>B1(a) (Light industrial)</td>
<td></td>
<td>C3 (Dwellings)</td>
</tr>
<tr>
<td>B1(c) (Light Industrial)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B2 (General industrial)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B8 (Storage and distribution)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>AMOUNT (MAX)</td>
<td>66,460sqm floorspace</td>
<td>500 dwellings</td>
</tr>
</tbody>
</table>

The building heights parameter plan identifies the commercial and residential phases as distinct in terms of maximum height parameters. Within the phase identified as C1 the tallest buildings would be located to the north-west of the site to a maximum height of approx. 30m.

Matters of access are to be addressed as part of the outline planning consent application with matters of appearance, landscaping, scale and layout are reserved for subsequent reserved matters applications.

**Indicative phasing strategy**

A planning consent of 15 years for the submission of reserved matters applications pursuant to the outline extent of this permission is requested by Foxdenton LLP. The applicant has submitted an indicative phasing plan which indicates that the development may be developed over two commercial phases (C1 and C2) and six residential phases (R1-R6) alongside the demolition of the existing properties and the provision of the spine road, accesses and the public open space.

**Amendments**

A number of revisions have been made to the application and additional information (an Addendum) has been submitted in relation to the ES, which contains assessments of socioeconomics, landscape and visual, ecology, archaeology and heritage, drainage and
flood risk, and transport. The amendments include:

- Vehicular access to the residential components from Derwent Drive and Milton Drive will be restricted and will serve no more than 40 dwellings each;
- An access strategy has been developed which seeks to demonstrate that traffic utilising Foxdenton Lane will be reduced and increased road traffic safety for pedestrians, cyclists and road users. A dedicated cycle route, along the new spine road, is also proposed to provide a safe and accessible route for cyclists in the area.
- The new Linear Park, known as Milton Valley, will comprise 6.9 hectares of natural and semi natural green spaces, 0.7 hectares of amenity green space and 0.37 hectares of open space provision for children and young people. As part of this provision, 1 Neighbourhood Equipped Area of Play (NEAP) and 2 Local Equipped Areas of Play (LEAP) are proposed. A management strategy has been developed for the Linear Park to ensure its long term maintenance and management at no cost to Oldham Council or the local community. Additional tree planting is also proposed around the commercial zones to provide additional screening.
- Where possible residential components have been reconfigured to offer greater areas of frontages onto the Linear Park in order to provide greater surveillance of this open space.
- Further visual impact work has been carried out to assess the southern commercial site (Parcel C2) due to the sensitivity of the views from Foxdenton Hall. Building heights in this area of the site have been reduced from a maximum height of 10m to 6m. The positioning of the units closest to the entrance has been reconfigured to allow viewpoints from Foxdenton Hall through to the Swan Mill Building. The commercial unit closest to the eastern boundary with Foxdenton Park has also been relocated to increase the separation distance between the building and Foxdenton Park.
- The extent of the commercial zone setting a maximum building height of 30m has been extended.
- The existing culvert at the site will be diverted to create a new open watercourse.

Subsequent revisions to the Indicative Masterplan include increased landscape buffers to the north and north west of Parcel C1; increased landscape buffers between Parcels R2 and R3 and the commercial/office units; a balancing pond has been introduced in the south west corner of Parcel C1; the spur road initially proposed to connect Parcel C1 with the adjoining employment land has been removed; overhead electricity lines and pylon locations have been added; and pockets of green areas have been introduced through out the residential parcels.

ENVIRONMENTAL STATEMENT

The Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 (EIA Regulations) require for certain planning applications to be accompanied by an Environmental Impact Assessment (EIA). Schedule 1 of the EIA Regulations outlines developments that always require an EIA. Schedule 2 of the EIA Regulations outlines developments that may require an EIA should it be considered that it gives rise to significant environmental impacts. Given the scale of the proposed development, it was agreed that any planning application should be accompanied by an Environmental Statement.

The applicant voluntarily submitted a request for an EIA Scoping Opinion in September 2012, and following consultation with a number of statutory and non-statutory consultees, the Local Planning Authority adopted a Scoping Opinion in November 2012. This document advised the applicant on the scope of the information to be gathered during the Environmental Impact Assessment (EIA) preparation process. The findings of the EIA process has been reported through the Environmental Statement which is submitted with this planning application.

The Environmental Statement provides specific boundaries or ranges of development within the overall design of the project. These are referred to as the 'parameters'. The key parameters underpinning the Environmental Statement are provided on the drawings submitted as part of the planning application with the most significant being building heights, floorspace and access points.
Environmental Statement Addendum

Following the Council's request under Regulation 22 'Further information and evidence respecting Environmental Statements' of the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2011, an Addendum to the Environmental Statement (ES) (December 2013) has assessed the revised proposals. The Addendum contains supplementary information and assessments of socioeconomics, landscape and visual, ecology, archaeology and heritage, drainage and flood risk, and transport. All other assessments remain as presented in the original Environmental Statement (July 2013).

RELEVANT HISTORY OF THE SITE:

There have been numerous planning applications for this site over a long period of time which relate to individual parts of the site (rather than to the site as a whole). None of these previous applications are considered directly relevant to the determination of this planning application.

SITE SPECIFIC LDF POLICIES

CAS  Coal Authority Standing Advice
GCL  Green Corridors and Links
BEA  Business Employment Areas
BIA  Business & Industry Allocations
AQM  Air Quality Management Area
CHZR  Rochdale Canal Hazard Zone
SFH  Surface Flooding - High Susceptibility Surface Flooding
SFL  Surface Flooding - Low Susceptibility Surface Flooding
SFM  Surface Flooding - Medium Susceptibility Surface Flooding
MRV  Main River
PRoW  Public Right of Way 37/38/39/40/41/42/43/44/45/46/47/48

CONSULTATIONS

Secretary of State  No comments received.
Greater Manchester Archeological Advisory Service  Recommends condition relating to a programme of archaeological works in accordance with a Written Scheme of Investigation. GMAAS consider that there is a considerable amount of detailed archaeological investigation and recording to be undertaken at this site, should the development go ahead, which would lead to a range of heritage assets with archaeological interest being damaged or destroyed.
United Utilities  Makes various technical recommendations relating to drainage and water supply.
Coal Authority  Recommends condition relating to the need for ground investigation works recommended within the Coal Mining Risk Assessment.
Chadderton Historical Society  Raises a number of concerns relating to loss of open/green space, problems of traffic and access, lack of justification for new housing and industry, inadequate health and education facilities, and impact on Foxdenton Hall.
Greater Manchester Police  Raises no objections subject to Crime Impact Assessments being submitted in each development
Highways Agency

No objection, subject to conditions. The Highways Agency has agreed with the applicant what mitigation schemes are required in order to mitigate the impact of the development on the strategic road network. These include the new A663 Broadway signal controlled junction and the link road into the site; the A663 Broadway/Foxdenton/Eaves Lane signal controlled junction; and the A663 Broadway/M60 Junction (21).

Health and Safety Executive

Comments to be reported.

Environment Agency

No objection following receipt of updated indicative surface water drainage strategy, subject to conditions. The EA objected to the scheme as originally submitted due to the development increasing risk elsewhere by increased run-off to the receiving watercourse.

English Heritage

Recommend refusal. Concerned that this application makes no provision to secure a long term future for Foxdenton Hall; the development will harm the setting of the Hall and may also compromise its future repair and re-use. The applicant has failed to set out plans or appropriate designs to mitigate harm and loss to the significance and setting of heritage assets. There is insufficient information and necessary expert advice in order to properly assess heritage significances and this developments impact on these significances across the site, particularly in respect of Foxdenton Hall. This means that no proper assessment of whether heritage assets will be preserved or conserved can be made. As such the planning authority cannot properly take into account the statutory requirements of Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), relevant NPPF policies at Section 12 and specific policies in your Core Strategy. Also question the design and positioning of visually “massive” industrial units close to the West front of Foxdenton Hall and their potentially overbearing impact on the setting of the Hall particularly during winter months when tree screens will not be effective. The size of this urban expansion, the existence of nationally designated heritage assets and the developments potential impact upon existing communities and neighbourhoods suggests that the application ought to be referred to independent national or NW “Design Review” prior to its determination.

Conservation Officer

Is not against development on the site but cannot support the current application due to the level of heritage significance attributed to the setting of the heritage assets, the level of detail provided to establish the impact the development will have on the heritage assets, and the impact the proposed development will have on Foxdenton Hall. The settings assessment and impact assessment should
be much more extensive and should be made and evidenced in the application, to inform the parameters for development. The submitted Assessment should have gone further to establish the heritage impact of developing the site and the potential impact of the proposed uses and scale of development, in order to ensure the parameters are set for a development which will have a positive impact on the heritage assets. At present the proposed uses and the parameters for development suggest industrial type units on the development land closest to Foxdenton Hall, which the Conservation Officer does not believe would enhance the setting of the Grade II* listed Hall and it is considered a detailed assessment may well conclude that other uses would be more appropriate in this location.

Considers it imperative that the proposed development should not impede future viability of the hall. It may be possible to use this development opportunity as a means of facilitating its return to full use and its removal from the 'at risk' register. Considers that the potentially 30m high units will impact strongly on this area of Chadderton and the proposed landscaping would seem inadequate to mask such large structures. Minimal information regarding impact on the setting of Grade II listed Foxdenton Farm, though believes this will have a lesser impact on heritage value of this asset. Would like to see the Crossley Bridge retained due to its local heritage significance and supports option 2 proposals.

**Canals and Rivers Trust**

Request that the developer provides details of measures to discourage site traffic from using the Grimshaw Lane route (over canal lift bridge) to access the development, as part of any construction management plan.

**Manchester Council**

No comments received.

**Rochdale Council**

Recommends condition/Section 106 contribution relating to bridge signage at junction of Joshua Lane and Mills Hill Road.

**Transport for Greater Manchester**

Recommends Section 106 contribution for bus, cycle, and walking measures. Provides advice on public transport improvements.

**Environmental Health**

Recommends conditions to mitigate impact on residential amenity.

**Energy**

The applicant has shown in the revised energy submission that they have looked in detail at the possibility of using CHP and a district heat network to supply the proposed new development, something which was lacking in the original energy statement. They have concluded that a heat network is not technically feasible or financially viable. In conclusion, accepts the developer's in-depth review of options for energy supply and accepts the revised
energy statement for the proposed development.

Traffic Section

No objection, subject to conditions and Section 106 contributions. The Highway Engineer has assessed the likely impact of the development on the local highway network, and requires mitigation measures to reduce the impact of traffic generation and improve highway safety. They include improvements to the strategic cycle network, pedestrian links and traffic calming measures along Foxdenton Lane.

OMBC Education

Raise some concern about the impact on the provision of school places in the area. There is a strong case for a section 106 contribution to educational basic need on required school places.

OMBC Health

No objections.

Oldham Clinical Commissioning Group

No objections.

Sport England

No objection. Recommend that consideration be given to on-site provision of sports facilities, or a developer contribution is sought, to address additional demand. Also advise that the layout at reserved matters should take account of the relationship of sports facilities and the proposed dwellings, and that mitigation measures such as ball protection fencing, screening etc. should be included as appropriate.

OMBC Drainage

No objection.

Tree consultations

Comments to be reported.

National Grid Company plc

Makes various technical comments and guidance provided on responsibilities and obligations.

Electricity North West

Makes various technical comments relating to easements and existing infrastructure.

The Ramblers Association

Recommends refusal. Raise issues relating to ownership and extent of application site; the amount of residential development proposed when there are 1,000 plus houses for sale in Oldham; loss of greenfield site; impact on public footpaths and consequent health impact; questions the need for additional commercial units when there are so many vacant in the area; increased noise; increased pollution; loss of outlook; increased risk of accidents from traffic; and lack of accessibility to railway/tram stations.

Greater Manchester Ecology Unit

No objection following receipt of additional information. Recommend conditions. The applicant has provided detailed ecological information and outline commitments to provide high quality mitigation. There is a requirement for a section 106 contribution to deal with off-site enhancement of semi-natural greenspace.

Natural England

No objection. The LPA should consider measures to
enhance the biodiversity of the site in accordance with Paragraph 118 of the NPPF.

Street Lighting

Comments to be reported.

REPRESENTATIONS

The proposed development, as originally submitted and as amended, has been advertised by means of press notices, site notices erected around the site and individual consultation letters sent to neighbouring properties. Prior to submission of the application, there were a number of meetings and exhibitions with the developer. During the application process there have been three meetings - a public meeting with the Council’s Regeneration Team, further exhibitions by the developer, and a technical meeting with Council officers. The Council is satisfied that this satisfies the requirements of Tier 1 and 2 public consultation.

259 no. letters objecting to the application as originally submitted, and 47 no. letters objecting to the revised scheme, have been received, including separate submissions from Foxdenton and District Protection Group, in which the following issues are raised:

TRAFFIC

- Broadway cannot be improved anymore (e.g. widened) and cannot cope with the additional traffic.
- Local highway network at capacity due to heavy traffic using the M60 and the M62.
- There is a record of highway accidents (including deaths and injuries) as a result of highway network being at capacity and the highway layout particularly at the junction of Derwent Drive and Broadway.
- Concerns about the proposed access arrangements from Derwent Drive and Milton Drive onto Broadway.
- There are already too many pedestrians crossings and traffic-light signals in the area which slows traffic to a stand-still along Broadway.
- Derwent Drive and Milton Drive are too minor / narrow to be able to cope with additional traffic and services (e.g. water, gas, electricity).
- The Foxdenton Lane/Eaves Lane junction is an accident blackspot and increased traffic will add to the dangers.
- Emergency vehicles using the local road network are already delayed travelling between hospitals due to traffic.
- Foxdenton Lane is already at capacity and could not cope with the additional traffic generated by the proposed development.
- A number of properties close to existing waterways experiencing subsidence and traffic would exacerbate this problem.
- Lack of a right-turn into Foxdenton Lane from the Middleton Road will inconvenience residents living on this part of Foxdenton Lane.
- Any speed-bumps on the new link road will be opposed by local residents.
- Proposed access roads are inadequate to cope with the additional number of houses.
- Additional access should be incorporated onto the new link road to alleviate the Derwent Drive highway.
- The bridge at the canal over the Middleton junction does not help.
- Increased danger to cyclists – particularly Broadway which does not have a cycleway.
- New houses at Hunt Lane already put pressure on the highway network.
- Increased traffic during construction.
- Current weight restriction is ignored by heavy vehicles using Foxdenton Lane.
- Police response from Chadderton Police Station will be hampered.
- Excessive street parking will be worsened by the development.
- Queries the submitted traffic accident statistics as damage-only accidents are not recorded.
- Increased risk of accidents as a result of additional traffic.
- Canal bridge along Foxdenton Lane is lifted regularly which backs up traffic.
- The development is not close to transport accessibility – metrolink, train stations.
- Accesses from Broadway are on blind bends.
• Extensions to the proposed roads will potentially be required.
• The Foxdenton site is not well sited in relation to motorway links.
• The Traffic Assessment Reports finds that traffic in the area operates above practical capacity.
• Concerns about speed bumps onto Foxdenton Lane and lack of consultation about this.
• Concerns about changes to junction of Broadway and Foxdenton Lane.
• Concerns about adequacy of Horseshoe Lane to accommodate traffic with significant blind spot – lack of footway on both sides of the road, lack of space to widen the road.
• Routes to and from Foxdenton from the motorways are congested and pass residential properties.
• Safe and usable routes to public transport modes have not been demonstrated.
• Inadequate facilities for cycle storage at light and heavy rail stations.

NOISE
• Noise and disturbance for residents on Ferney Fields Road as a result of the new industrial units (e.g. air conditioning units).
• Noise pollution from additional heavy vehicles.
• Noise and disturbance from loading and unloading of heavy vehicles.
• Noise and disturbance during the construction phase.
• Noise and disturbance from pilling, music, machinery, refrigeration units, tannoy.
• 24hr employment operations would be excessive.
• Concerns that local residents will not be able to open their windows.

RESIDENTIAL AMENITY
• Loss of privacy.
• Loss of light.
• Loss of outlook for residents on Ferney Fields Road.
• Loss of view.
• Light pollution.
• Disruption due to construction works.
• Concerns about impact of new access road off Crossley Bridge on nearby properties.
• Loss of grass verge adjacent to residential properties.

AIR QUALITY
• Air pollution from additional heavy vehicles.
• Carbon dioxide levels will increase which is detrimental to health.
• Dust and dirt from heavy vehicles already – dirty and health risks e.g. allergic reactions – will be exacerbated by the proposed scheme.
• Already high levels of nitrogen dioxide on Broadway – will be worsened.
• Harmful to school staff and pupils – air pollution.
• Concerns about the methodology used for the air quality assessments – no stations used locally but used in Rochdale.
• Health problems from air pollution (CO2 and NO2) – bronchitis, asthma, emphysema).
• Lack of mitigation of current and forecasted increases in pollutions.

VISUAL AMENITY
• The proposed development, by reason of its scale and bulk, would be out of keeping with the design and character of the area, and would have an adverse effect on the visual amenity of the area as a whole.
• Design does not reflect or respect local street patterns or context.
• Out of character with the area.
• Scale of buildings excessive.

FOOTPATHS
• Loss of footpaths.
• The walkways should be improved through the development.
• Seven footpaths will be diverted to busy estate roads rather than green space.

LOCAL SERVICES
• Local services will not be able to cope with additional residents (e.g. local healthcare, dentists, schools) as these are at capacity already.
• Other service impact e.g. refuse collection.

ECOLOGY
• Loss of wildlife, including bats, badgers, birds etc. and significant habitat loss / destruction.

CONSULTATION
• Lack of pre-application consultation with the community by the developer and Council, lack of consultation during the LDF process, and lack of consultation during planning application process.
• Particular lack of consultation on the proposed link road.

STRUCTURAL DAMAGE
• Houses in the immediate area are already experiencing significant damage e.g. structural cracks as a result of vibration from heavy vehicles using roads.

FLOODING AND DRAINAGE
• There are already flood problems on Foxdenton Lane following heavy rainfall.
• The drainage network will struggle to cope.
• General concerns regarding increased flooding in and around the site.
• The brook has overflowed following heavy rainfall.
• Sewage has overspilled onto the highway network following heavy rainfall.
• Concerns about adequacy of drainage system to cope and sewage disposal.
• Does not take account of the Oldham SFRA on flooding.

OPEN SPACE
• Loss of open space would be detrimental to exercise, recreation etc.
• Loss of a peaceful and calm environment.
• Sports facilities for the wider environment should be provided through the development.
• Contrary to PPG17 and Companion Guide in that it loses open space.
• Open space should be positioned around the schools.

INDUSTRIAL UNITS
• There is already an over-supply of industrial units within the area as indicated by so many units being vacant and still marketed.
• Proposed Units are not designed as high-tech.
• B8 uses will not attract significant employment and is low skilled.
• Warehouses are not consistent with need to attract high quality businesses and would not achieve significant amount of jobs.
• Old Roxy Cinema and Windsor Mill, Hollinwood employment sites should be considered prior to Foxdenton.
• As per Employment Land Review – if all allocated sites come forward then 9.49 hectares will be over-supplied and this should be discounted from Foxdenton development.
• This area has high unemployment 16-18years and low education attainment – therefore not suitable area.
• B8 uses does not reflect Planning Inspector’s report.
• Large business will not be attracted to the site given its poor links to road and public transport.

HOUSING SUPPLY
• Already problems of empty homes in the Chadderton area and additional housing is not required in the area.
• Housing does not meet policy Housing H1 – over-supply of housing for the area on
Greenfield site.
- Therefore residential land proposal equates to around 40% of total developable area.
- No need for additional affordable housing.
- The application does not comply with policy on affordable housing.
- What is there to stop the developer changing their plans and adding additional residential properties rather than employment?
- 138 acres brownfield land is available within 4km.
- Area outside of the Employment Zone is a greenfield site and within Green Corridor and Link – not properly consulted on, and is contrary to various LDF policies.
- Area outside of the Foxdenton Zone - This area of land is clearly indicated in white but has been omitted from the map which was appended to the 'Response to the matter relating to Foxdenton and the Sustainability Appraisal by OMBC -2011. Therefore one assumes the land in question did not form part of the consultation process as it does not appear to be separately referred to in either the council’s or the Planning Inspectors reports relating to the re-designation of the land at Foxdenton. Therefore as the current LDF includes this land within the 'Foordenton Employment Zone' it has been adopted without proper consultation.

LAND CONDITIONS
- Ground instability from previous uses of the land e.g. mining, filling.
- Concerns about potential hazardous substances, methane, asbestos etc. underground.

FOXDENTON HALL AND PARK AND HERITAGE
- The excessive scale of the development will adversely affect the openness of the Foxdenton Hall and Park.
- Loss of heritage.
- Destroy the character of the Grade II* listed Foxdenton Hall.
- The development should include proposals to renovate Foxdenton Hall and bring it back into use.
- Foxdenton site is a heritage asset – farming tradition.
- Adverse impact on the listed building on Horseshoe Lane.

LAND ON THE OPPOSITE SIDE OF FOXDENTON LANE
- Concerns that the land across the road adjacent to Foxdenton Lane – no options for Foxdenton LLP on this site.
- Is the land outside of the Employment Zone available and developable in the short term?

OTHER
- Lack of response from the applicant as a result of responses received during the pre-application public consultation process.
- The canal should be restored through the development.
- Local schools should be able to access the site as an outdoor resource learning centre.
- Over-development of site.
- A large portion of the site is not developable or deliverable.
- Loss of house value.
- Loss of the local stables business which provides recreational opportunities for local residents.
- This is the only Green Belt land left in the surrounding area.
- Concerns about the release of harmful substances being released into the watercourses during construction.
- The football fields adjacent to Springs Road would be dominated by the new industrial units to its detriment.
- The land in question could be utilised for leisure purposes solely.
- The new layout of the site will not be usable for horse-riders.
- Landscaping screening should be implemented to protect existing houses from the new development.
• The riding school facilitates disabled users – loss will be acutely felt.
• A new bridlepath should be provided on the route of the old railway embankment linking to the bridal path which runs adjacent to Chadderton Park.
• Lack of genuine benefits from the Section 106 proposals.
• Will the remains of the old Stock Brook cotton mill (1776) be dug up?
• Part of the land is Council-owned and should be better utilised in the interests of residents.
• Potential increase in crime.
• Could be a conservation area with visitors centre and public amenities.
• Inadequate information submitted on the types and layout of the development.
• Additional information on existing and proposed levels, banks, retaining walls, treatment of existing water courses is required.
• Against Human Rights Act.
• Add to climate change and global warming.
• As the sewage works is being extended to cope with additional housing, there will be increased odour nuisance.
• No provision for leisure and eating facilities for potential employees.
• Some of the land was left to residents of Chadderton as a land gift in trust.
• Detrimental to dog walkers, horse riders, bird watchers.
• Increased litter.
• Loss of trees.
• Loss / demolition of buildings on the site.
• Lack of information/concern relating to works to the Crossley Bridge.
• Council’s land should be sold only in a transparent manner.
• Ownership issues – no options on some parcels.
• Objection to the cost of road improvements being met by council tax payers in times of austerity.

Oldham and Saddleworth Green Party has raised the following concerns:
• Exacerbate traffic issues Foxdenton Lane and Broadway which is already at capacity.
• Noise, air pollution.
• Increased risk of accidents as a result of additional traffic.
• Result in decrease in active travel options.
• Loss of one of the few green spaces in the eastern part of the Borough.
• 10 footpaths lost or re-routed – detrimental to users.
• Detrimental impact on physical exercise and loss of recreational opportunities.
• Loss of woodland.
• Loss of wildlife including bats.
• Oversupply of industrial units already in the Borough.
• Undermines Council’s approach to sequentially prefer previously-developed sites.
• Detrimental impact on school and healthcare provision.
• Detrimental impact on local drainage system as surface water run-off will be increased, and flooding issues.
• Insufficient benefits put forward by the developer.
• Potential damage or movement to neighbouring properties.
• Car insurance costs increase.

PLANNING CONSIDERATIONS

The majority of the application site is allocated within the Local Development Framework as the Foxdenton Business and Employment Area (BEA). Additionally, the eastern section of the northern parcel of the site and the former dismantled railway line which bisects this parcel from east to west, are allocated as a Green Corridor and Link. There is also a portion of land in the south eastern corner of the northern land parcel which falls outside of the BEA allocation, although it is designated as part of the Green Corridor and Link area. The proposed development must be determined against local and national planning policy, including the relevant policies of the Core Strategy and Joint Development Plan Document and the National Planning Policy Framework (NPPF), and any other material planning considerations.
In determining the application, the main issues to consider are:

1. Principle of Development
2. Affordable Housing
3. Public Open Space
4. Socio-economic Impact
5. Viability
6. Landscape and Visual Amenity
7. Impact on Heritage Assets
8. Impact on Amenity
9. Transport, Access, and Highway Safety
10. Ecology and Green Corridor and Link
11. Flood Risk and Drainage
12. Energy
13. Other matters

1. Principle of Development

Employment Land

Core Strategy Policy 4 'Promoting Sustainable Regeneration and Prosperity' states that "the Council will allocate approximately 82 hectares of employment land in the Site Allocations DPD, for the period 2008 to 2026. Approximately half of this land will be provided at Foxdenton...". The employment proposals at Foxdenton will make a positive contribution towards Oldham’s employment land requirements set out in Core Strategy Policy 4 and the economic benefits of the proposed development must be acknowledged. The proposed development will deliver a premium business location within the Council’s defined ‘Arc of Opportunity’. In full accordance with Core Strategy Policy 14 ‘Supporting Oldham’s Economy’, the application proposes a premium business location with high quality employment uses extending to 66,460 sq m. The employment development comprises offices (use class B1 (a)), light industry (use class B1 (c)), general industry (use class B2), and storage and distribution (use class B8). The range of employment uses proposed will provide significant employment opportunities during both the construction and operational phases. The development will secure approximately 165 FTE jobs over the construction period and, once fully operational, the employment component of the scheme will create over 1,500 new FTE employment opportunities. Core Strategy Policy 13 ‘Employment Areas’ allocates the Foxdenton site as a BEA in the Core Strategy. The supporting text to Policy 13, at paragraph 6.40 states: "Foxdenton has been identified as a new employment area. The Employment Land Review has identified the site as being key to meeting the employment land requirements of the borough." The employment proposals positively respond to the sites BEA allocation in the Core Strategy and the application accords with Policy 13.

A Supplementary Employment Statement has been prepared by WHR Property Consultants on behalf of the applicant, which seeks to justify the proposed mix of employment uses. Prior to deciding the amount and type of uses, an extensive survey was undertaken of the commercial property market both within the Borough of Oldham and Greater Manchester as a whole. In brief, the principal factors considered by WHR were the availability of alternative buildings and sites both within the Borough of Oldham and throughout the whole of Greater Manchester; sites which have an existing employment allocation and / or planning permission and those sites in the planning process which were likely to become available for development over the course of the next 3 - 5 years; and the take up of employment space over the last 3 years across the use sectors to identify shifts in demand for different types of buildings in different locations. Having undertaken this research, WHR came to the conclusion that the proposed mix of uses that should be promoted as part of the planning application are:-

B1 – 72,000 sq ft
B2 – 350,000 sq ft
B8 – 300,000 sq ft

A level of flexibility has been built into these figures to reflect any ongoing changes in what can sometimes be a volatile market particularly as WHR are seeing signs of improvement
in demand for commercial property. The real area of demand is in the use class B8 sector where WHR are seeing increasing demand from e-retailers and their parcel distributors. These new enquiries from the e-retailing sector tend to employ a far greater number of staff than traditional use class B6 users as a significant element of their operation is manual picking. Furthermore, these users tend to have a higher than normal office content which again provides significantly more jobs than the traditional use class B6 user. A number of the major online retailers have active requirements for the Greater Manchester area for this new kind of operation, and would consider the Foxdenton site. WHR understand that a number of major online retailers have active requirements within the area. For example, it is understood that ASDA will have an active requirement in the New Year for a “dark store” (a shop or warehouse which is only used by staff and not by customers and is intended for storing goods for purchase online) which would again, create far more jobs than a standard B8 use. In this context, the proposed mix of employment uses is considered appropriate for this site and compliant with local and national planning policy.

Residential Development

Although Policy 14 allocates the majority of the application site for a range of employment uses as discussed above, it also recognises that residential development is an essential component to delivering a high quality mixed use development at the site. Policy 14 states that 'residential development on up to 25% of the site will be permitted'. The supporting text to Policy 14 at paragraph 6.50 of the Core Strategy recognises that residential development will be required to facilitate the infrastructure requirements of the area.

The entire application site is not allocated as a BEA. The application site extends to approximately 49 hectares and the sites BEA allocation extends to approximately 47 hectares. There is approximately 2 hectares of land in the south east corner of the northern portion of the site which is outside of the BAe allocation. The 25% threshold set out in Policy 14 relates to the 47 hectares of land which makes up the BEA allocation only and not the 2 hectares of land which falls outside of the BEA. Of the 47 hectares of allocated land, the net residential developable area extends to 10.88 hectares which equates to 23% of the BEA allocation. The extent of residential development proposed has been subject to viability testing and is required to assist with the delivery of the overall scheme and the implementation of infrastructure. Policy 14 recognises that residential development is required to assist with the delivery of infrastructure and the extent of housing proposed is based on the findings of a Confidential Viability Assessment.

Policy 3 ‘An Address of Choice’ indicates the Council will allocate sufficient land, in whole or as part of a mixed use scheme in the Site Allocations DPD, to accommodate at least 289 dwellings per year, net of clearance, on average over the LDF plan period up to 2026, informed by the findings of the SHLAA. As of 1 April 2012 the Council reported a deliverable housing supply of 6.5 years in its Annual Monitoring Report (April 2011 to March 2012). Although the Council reports a deliverable five year supply of housing, it does not mean that there is a presumption against new housing development. The Council’s housing target as set out in Policy 3 should be treated as a minimum and not a maximum. The proposed development is deliverable because the site is available, suitable, and achievable in accordance with the NPPF. Policy 3 seeks to deliver 80% of the Council’s housing provision on previously developed land and up to 20% of residential development will be directed towards sustainable greenfield sites, such as the application site. Through preparation of the Core Strategy, the Council indicated that the site’s release from its previous LRFD and OPOL allocation in the RUDP, would not have a detrimental impact on the Council’s target to develop 80% of housing on brownfield land given the size of the site. The Council’s 2011 Sustainability Appraisal states that: “The development of land at Foxdenton, Haven Lane, Warren Lane and Lancaster Sports Club would, however, reduce the focus on using previously developed land. These are, however, relatively small areas compared to the Borough as a whole.”

Policy 3 states: “Proposals on a non-allocated site for residential development will be considered favourably where it meets the three criteria listed under b above or it is for a small development, comprising a change of use or conversion or not identified in the Council’s SHLAA.” Policy 3 requires one of the following three criteria to be addressed:
(i) "A deliverable five year supply of housing land cannot be demonstrated; or
(ii) It contributes to the delivery of the Borough's regeneration priorities; or
(iii) It contributes to the delivery of affordable housing that meets the local housing needs".

The application proposals fully accord with criterion (ii) and (iii) above. In particular, the scheme proposals will deliver high quality 'aspirational' family housing. A mix of property types and sizes are proposed which responds to one of the Council's key regeneration objectives and will assist in retaining existing residents as well as attracting economically active new households to the Borough. The application proposals will make a contribution to the delivery of affordable housing.

The proposals fully comply with the first part of Policy 11 'Housing'. The proposed development will meet an identified need because it will deliver family housing (including 3, 4 and 5 bedroom properties to widen the choice of housing available and address issues of overcrowding. Furthermore, the housing will be located in the vicinity of Chadderton town centre (encouraging people to live in these areas) and will also be of high quality housing when compared to Oldham's existing housing stock to retain and attract economically active residents. The second part of Policy 11 sets out 4 criterion (d-g) which the Council will have regard to when determining the appropriate mix on a specific site. A high quality 'aspirational' family housing development at the application site is acceptable because a sustainable and inclusive community will be created; the type and size of dwellings proposed will meet an identified housing need within the site and the surrounding area; the proposed development will address the identified need for housing within the Borough as identified in Oldham's Strategic Housing Market Assessment; the location and characteristics of the site are suitable for a family housing development as the site is situated in an accessible and sustainable location in close proximity to public transport facilities and key services; the shape, topography, landscape, historic environment and biodiversity features of the site do not present a barrier to development; and the proposed development is compatible with the surrounding uses and characteristics of the site.

The site is situated in a highly sustainable location in close proximity to a wide range of local shops, amenities and services. Within an easy 1km walking distance of the site the following shops and services are available:

- Radclyffe School;
- Blessed John Henry Newman RC College;
- St Herbert's RC Primary School;
- St Luke's Church of England Primary School;
- Mills Hill Primary School;
- Christ Church of England Primary School;
- St Herbert's Catholic Church;
- St Lukes Church;
- Lidl Foodstore;
- Total Petrol Station on Broadway;
- Power Petrol Station on Middleton Road;
- Firwood Dental Practice;
- Bus stops;
- Niccy's News Corner Shop;
- Chadderton News Corner Shop; and
- Best One Convenience Store.

The submitted Sustainability Plan identifies the location of the site in proximity to the range of shops, services and amenities described above. There is a network of numerous footpaths and cycle ways which are easily accessible from the application site. The site is also readily accessible by a range of public transport modes including metrolink services from Freehold providing onward travel to Oldham, Manchester and the wider Greater Manchester area. Additionally there are a number of bus services that run on Broadway (A663) linking the site to Manchester City Centre and Rochdale. A number of services also run on Foxdenton Lane providing connections to Oldham and Middleton.

With regard to the proposed residential development on the portion of land in the south eastern corner of the northern land parcel which falls outside the BEA allocation, the applicant has submitted a Supplementary Housing Statement which seeks to demonstrate that the proposals for residential development on these 2 hectares of the site are
acceptable. The land was previously allocated as Public Open Space (OPOL 3) in the adopted Oldham Unitary Development Plan (UDP) (adopted July 2006) however the land is not designated as Public Open Space on the LDF Proposals Map. The proposed residential development on the 2 hectares of the land will assist with the costs, and therefore the delivery, of the proposed employment development, including necessary infrastructure improvements, on the land allocated as the Foxdenton strategic employment site. The housing therefore will assist in the delivery of regeneration priorities through the creation of much needed employment opportunities on Oldham's premium strategic employment site. It is considered that the proposed development of these 2 hectares accords with criterion (ii) and (iii) above. In addition, this part of the site is situated in a highly sustainable location in close proximity to a range of amenities, services and public transport provisions. In relation to the loss of this Public Open Space, this must be considered against Policy 23 ‘Open Space and Sports’. Policy 23 states 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...". The proposed housing on the 2 hectare parcel of land would bring substantial benefits that would outweigh the harm resulting from the potential loss of open space. The Open Space Analysis and Proposals Report demonstrates that there is a surplus of semi natural / natural open space in the area in terms of accessibility (within 15 minute walk or 720 m) and quantity (1.95 hectares per 1000 population). Therefore, the potential loss of this open space will not impact in quantitative terms on the level of semi natural / natural open space provided within the area. The proposed Linear park, which will be delivered by the employment led mixed use development, will be of high quality and will be maintained in perpetuity by the Land Trust. It will become a publically accessible open space which will be a substantial benefit to the local community. The 2 hectare parcel of land which is proposed for housing is moderate in size and is not of the quality that is proposed in the Linear Park. The Confidential Viability Report sets out the need for the residential development to assist with the delivery of the infrastructure required as part of the employment led mixed use development. The application will provide open space provision which in terms of usefulness, attractiveness, quality and accessibility will offset the potential loss of the 2 hectare parcel of land.

The employment areas require large development platforms and as a result the location of the proposed housing has been dictated by the shape of land and the undulating topography of the site. Much of the land proposed for housing does not lend itself to employment development because of the shape and topography of the land. The land proposed for housing will provide a sensitive buffer between the proposed employment and existing adjoining residential areas. A Noise Assessment, at Chapter 15 of the ES, has been undertaken to ensure that the proposed development during the construction and operational stages will have an acceptable relationship with adjoining residential amenities. Furthermore, design principles have been adopted in the preparation of the masterplan to ensure that there is an appropriate relationship between the proposed residential and employment areas.

Taking all of the above into account, the principle of this development is considered acceptable.

2. Affordable Housing

Policy 10 'Affordable Housing' requires that: "All residential development of 15 dwellings and above, in line with national guidance, will be required to provide an appropriate level of affordable housing provision. The current target is for 7.5% of the total development sales value to go towards the delivery of affordable housing, unless it can be clearly demonstrated to the council's satisfaction that this is not viable". Policy 10 of the Core Strategy provides sufficient flexibility to agree a reduced level of affordable housing below the current target of 7.5% of the total developments site value provided there is economic viability evidence.

A proportion of affordable housing is proposed as part of this application. As discussed above, the extent of residential development proposed is required to assist with the delivery
of the infrastructure needed to deliver this strategic development. It will not be possible for the earlier phases of the residential development to deliver affordable housing because the monies generated by the development will be required to cross fund the delivery of the required infrastructure. However, it will be possible for the later phases of the residential development to contribute towards affordable housing. The extent of affordable housing proposed will be agreed, based on the findings of the Confidential Viability Assessment and will be enshrined within a legal agreement. The application proposals therefore accord with Policy 10 of the Core Strategy.

3. Public Open Space

Policy 23 states that 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.

In order to address deficiencies in the open space typologies of Natural/Semi-Natural Green space, Amenity Green space, and provision for Children and Young People, it is proposed to create a new Linear Park, known as Milton Valley. This will include the significant enhancement of existing provision at Milton Nature Reserve and additional provision is also proposed to extend southwards, following the watercourse to link with the Jacobs Field locality and northwards to Hunt Lane SNS. The Linear Park will be managed for wildlife conservation, biodiversity and environmental education and awareness and as such would include a rich mosaic habitat including species rich grassland, enhanced hedgerows and waterbodies. The informal enjoyment of these greenspaces will be supported through a hierarchy of accessible routeways, informal sitting opportunities and interpretation points. It is proposed that amenity green space is proposed in close association with other typologies both at the interface between Milton Valley and the development areas and within the valley itself to support a vibrant and safe park environment. Amenity green space will be provided in close association with the Neighbourhood Equipped Area of Play (NEAP) at the juncture of the Spine Road with the office development, thus forming a ‘gateway’ to the development from Broadway. This will support the development of a strong community hub for existing and new residential and worker communities at a highly visible interface in the scheme. It will also serve as a ‘stepping stone’ into the wider Linear Park, thus supporting the wider objectives for POS provision. Within the Linear Park itself three areas of amenity space are proposed as an integrated part of the proposed circulation and landscape mosaic. This will focus use of the specific (level) areas in the valley whilst allowing other areas to be managed for conservation objectives. These spaces will meet quality benchmarks and be laid out to enable informal kickabout and other outdoor activities an pursuits. The deficiency in provision for Children and Young People will be addressed through the provision of one NEAP (1000sqm) and two Local Equipped Areas of Play (LEAP) (400sqm) easily accessible (for both new and existing residents) by way of new and enhanced routeways. They will be centrally located and well overlooked but with the appropriate offset distances. The NEAP will be designed as an integrated part of the wider amenity space associated with the Spine Road. LEAP proposals will be designed as integrated parts of wider natural play areas in accordance with Good Practice standards supporting safe facilities for children and easy access to the wider natural and semi-natural areas of Milton Valley. The on-going maintenance and management of the open space will be undertaken by a Management Company, the terms of which will be enshrined within a legal agreement.

The applicant is not proposing to address deficiency in the open space typologies of Parks and Gardens and Outdoor Sports Facilities given the good accessibility and high quality nature of Foxdenton Park, together with the substantial improvements in recent times to a wide range of sporting facilities in the locality including at Newman RC College, Radclyffe Athletics Centre, RC College and Crossley Playing Fields.

In summary, it is considered that the proposals for the new Linear Park would satisfactorily address the deficiencies of open space in the area and, in this respect the proposed development complies with the requirements of Policy 23 of the Joint DPD.
4. Socio-economic impact

While the proposed development will delivers benefits including employment creation, increased working age population, increased household expenditure in the local economy, and increased supply of skilled labour, the additional residents will place further demands on local educational provision. While there is capacity at secondary school level to absorb additional children, current capacity at primary school level is only just sufficient to meet all of these needs. Additional demands will also be placed on GP healthcare provision. However, it has been concluded that there is capacity amongst existing GP practices in the local area to sufficiently accommodate this demand from residents. The proposed development has not included any standard mitigation measures for most socio-economic impacts. This has not been necessary given the assessment judged the impacts to be of moderate-major beneficial significance for the Borough. The only socio-economic effect that will require mitigation is the demand placed by the scheme on local primary school provision. The assessment shows there is sufficient current capacity to meet needs but that the effect of the scheme would be to leave virtually no spare capacity in the system. As such, a contribution towards new school places will be required via a legal agreement.

5. Viability

Paragraph 173 of the NPPF states that: 'Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.'

At the time of preparation of this report, negotiations were on-going with the applicant as to the exact level of contribution towards the costs of appropriate infrastructure improvements and to mitigate the effects of the proposed development. It is expected that contributions will be required towards affordable housing, transport/highway upgrades, education provision, and off-site enhancement of semi-natural greenspace.

As the exact quantum of development may change at a reserved matters stage, it is proposed that a formula mechanism is utilised within the legal agreement which calculates the level of contribution required at the reserved matters stage based on the exact quantum of development proposed.

6. Landscape and Visual Amenity

Development Management Policies 20 'Design' and 9 'Local Environment' are key in considering the design of the scheme and impact on surrounding amenity. In assessing visual impact and design of the proposed development, it should again be noted that permission is sought in outline only, with all matters reserved.

The submitted Landscape and Visual Assessment finds that there would be an overall negative effect on the landscape of the site due to the change from agricultural land to built development. However, this is an unavoidable consequence of development on this type of land and the site has been allocated for this type of development by the Council. The assessment of visual impacts identified that there would be substantial changes to local views that are unavoidable in the context of the development of houses and some large employment units on an open area of land such as this. The Landscape and Visual Assessment evaluates the magnitude and significance of the visual effects from certain Visual Receptors, including neighbouring residential properties. The Assessment finds that the development would have a major effect on the views of many residential properties bordering the site, however these views are all of relative low importance and primarily within the immediate surrounding area with limited views from further afield. The only views
that are of higher importance are from Foxdenton Hall, Foxdenton Farm and the Church of St. Luke.

The significance of visual effects has been evaluated for each visual receptor based on an assessment of sensitivity, importance and magnitude of change. The evaluation of visual effects is considered for Day 1 and Year 15. This allows for the consideration of the effects of any screen planting incorporated into the development. In terms of effects on twelve residential receptors seven have been judged as being of major adverse significance of effects, one as minor adverse significance and four as Negligible – No Change significance. The primary areas of adverse effects relate to Milton Drive, Chilton Avenue, isolated locations on Broadway, Foxdenton Lane and Springs Road. Whilst the magnitude of change is predominately large adverse in these locations, due to the relatively limited number of properties effected, the context of the development and nature of the proposed form of development the significance of these effects is considered to be of major adverse significance. In terms of effects on twelve Public Rights of Way receptors, six have been judged as of substantial adverse significance, three as major adverse significance, one as moderate adverse significance, and two as minor adverse significance. The primary area of adverse effects obviously relates to within the development site and to the north of Milton Valley where substantial change to visual amenity is proposed. Effects on the PROW within Milton Valley and beyond the site boundary are much reduced (moderate-minor adverse significance). In terms of the four Places of Work receptors, the effects on Radcliffe School are of greatest significance (major adverse) whilst significance of effects at Newman RC College, the industrial areas west of Springs Road and Waste Water Treatment Works are minor adverse. The effects at Radcliffe School arise as a consequence of the proximity of proposed development to the existing facility combined with an absence of structural landscape elements. Elsewhere effects on Places of Work are less significant because views are generally more distant, filtered by intervening landscape structure and part of a wider industrial landscape experience. Effects on Public Highway, encompassing Broadway and Foxdenton Lane, are of moderate to minor adverse significance. Only glimpses of the development will be possible a; junctions between existing urban fabric. The most significant effects on visual amenity will be on Foxdenton Lane, north of the village if travelling east. However the relatively low number of users on this routeway warrants a lower level of significance in overall terms. The most significant adverse effects of the proposed development at Day 1 is that on Public Rights of Way (six substantial adverse) predominately within the site to the north of Milton Valley, and residential amenity (eleven major adverse) associated with those areas immediately abutting the site area. Effects on Places of Work, Public Highways and Listed Buildings are generally minor adverse – negligible with the exception of the Radcliffe School.

During the delivery (construction phase) of the scheme over a 15 year period the effects on the visual amenity of the locality will vary. In broad terms during the construction phase existing landscape structure in the locality including the cycleway, Hunts Lane woodland and Milton Valley woodland along with existing boundaries abutting residential neighbourhoods will substantially limit the effects on the locality. During the initial phases of work, effects will relate primarily to activity associated with site access and preparation. As such construction activity including vegetation loss will effect visual amenity on Foxdenton Lane and Broadway at this early stage along with associated structural (advance) planting of substantial new native planting and strengthening proposed at these existing boundaries. Once site infrastructure is in place effects on visual amenity will centre on those nearest to C1 and R1 development parcels; such as Radcliffe School and properties at Derwent Drive. Effects at receptors within the Ferney Field locality are judged as limited with the exception of views of large plant and lighting potentially. Distant views of construction activity will also be experienced by receptors to the south (Foxdenton village) and east (Newman RC College School and Thatch Leach) during this time. The anticipated visual impact in the short term is therefore considered to be minor to moderate adverse depending on proximity to the site. Effects on visual amenity in later phases of development (parcels R2 – R6) are expected to be limited due to the presence of the new development to the north (which provides a screening effect) and the nature of the development form under delivery. Therefore the impacts would be negligible in the long term.
The site is well contained by existing built development and a framework of woodland
together with the surrounding land and built form, limit
the views of the site to its very immediate locality as well as the influence of the site on the
wider landscape and urban character of Chadderton. The baseline assessment identified
the Milton Valley and associated semi-natural area as areas of the site with the highest
landscape sensitivity and value, although sensitivity was also significant in the broader area
due to the predominance of pastureland. The mass of the proposed built development will
be located within the northern and western quadrant of the site and residential
development located as an intermediary land use to it and existing residential areas. In this
way the integrity of the valley area is retained and opened up for much improved public
access and visual amenity. Furthermore, the wider development area provides the
opportunity to introduce significant new landscape features which will support the
development of a renewed landscape structure into this locality appropriate to Chadderton
and building on existing resource and characteristics in so far as possible. The new
woodland infrastructure will have the dual purpose of softening visual effects of the new
development from the immediate area. It will also contribute to and enhance the local
landscape character of the site. New tree lined roads and planted edges to the site will
screen views as far as possible (around 425 new street trees are proposed). Furthermore,
the site will be subject to long term landscape management to enhance and maintain the
appearance of the site. This will ensure that the site improves in landscape terms over time
as vegetation matures. The Landscape and Visual Assessment concludes that at Year 15,
once the new planting has established, the overall significance of landscape and visual
effects will be generally of moderate-minor adverse significance, which is to be expected of
a development of this type on a greenfield site. However, this should be viewed in the
context of the site being allocated for this type of development and that the use has
therefore been determined to be appropriate.

Given the substantial enhancement and improved public access to the Milton Valley the
residual significance of the effect of the proposed development on landscape character in
Year 15 is minor adverse. In terms of residual effects on twelve residential receptors in
Year 15 those areas identified with the greatest adverse effects (Milton Drive, Chilton
Avenue, isolated locations on Broadway, Foxdenton Lane and Springs Road) will remain as
such although where existing properties front/back on to new POS or proposed structure
planting (at Foxdenton Lane West and Springs Lane) visual amenity will be improved and
the significance of the adverse effect is moderate adverse in Year 15. In terms of residual
effects on the visual amenity of Public Rights of Way receptors, in Year 15 effects will be
reduced as a consequence of the establishment of the new landscape structure proposed
as primary mitigation within the scheme. The residual effects on the visual amenity of
Places of Work receptors in Year 15 will be reduced as a consequence of the
establishment of the new landscape structure proposed as primary mitigation within the
scheme. Residual effects on the visual amenity of Public Highways, encompassing
Broadway and Foxdenton Lane, will be reduced to a certain degree in Year 15 as a
consequence of the establishment of new landscape structure related to POS and the
spine road, however views of built elements will not be mitigated entirely. Residual effects
on Foxdenton Hall are judged to be no change – negligible in Year 15 following the
establishment of mitigation proposals which will strengthen existing screening vegetation so
as to limit glimpsed views in part of the view in the long term.

Informal and formal open space has been positioned around retained landscape features
within the proposals to deliver an enhanced, coherent and robust network of spaces within
which development is set. The principal landscape feature to be retained and enhanced on
the site will be Milton Valley. A generous green spine road, which will include provision for
sustainable movement users, is proposed running east to west from Broadway to the
principal employment areas along the former railway corridor. This links to the Cycleway
and a new open space at the entrance to the application site from Foxdenton Lane. These
principal public open spaces are linked together and to the wider green infrastructure of the
locality by way of the Cycleway, tree cover associated with Hunts Lane allotment area,
Crossley Fields and open spaces of Foxdenton Park. Further incidental open space for
amenity and ecology are integrated within residential and employment areas. Over time
the retained and proposed landscape features and planting will mature providing a mature
landscape setting for the development and the provision of visual screening.
Whilst there will be significant hedgerow and tree losses during the development stages the proposed development layout has been shaped to ensure the retention of as much of the existing high quality hedge and tree cover as possible. Removed trees and tree groups are compensated for five fold in additional new trees and structural planting. As such the magnitude of change on hedgerows and trees has been judged as small adverse. Other important factors include the substantial loss of pastureland, loss of farmsteads, the effects of earth remodelling, and impact on views from public rights of way. In time new landscape features and structural planting will help to soften views of uncharacteristic elements, particularly the new industrial units. The Indicative Masterplan includes substantial areas of landscaping to the north and north west of the proposed industrial units within Parcel C1 and between Parcels R2 and R3 and the commercial units, and these landscape buffers have been increased in order to further soften the long term effects of the development. In total over 180 individual trees and 21 groups will be retained including the majority of the highest value features (Category A and B). Largely in the confines of the site 180 individual trees and 16 groups will require to be removed, which are largely in Category C. Further areas of existing largely scrubby vegetation are proposed to be sensitively managed, through thinning and canopy lifting, to enable improved surveillance into Milton Valley. Approximately 1,000sqm of advance planting will be undertaken on a phased basis prior to development on the site except around the spine road, where it will be installed once the road is completed but prior to construction of surrounding buildings. Advance planting is an integral component of the overall structure planting strategy of the scheme.

In summary, the Landscape and Visual Assessment has demonstrated that the site is well contained by existing built development and a framework of woodland areas, tree belts and hedgerows that together with the surrounding land and built form, limit the views of the site to its very immediate locality as well as the influence of the site on the wider landscape and urban character of Chadderton. It is recognised that the proposed development will have a significant impact on the open character of the existing landscape, however, this greenfield site is allocated for this type of development and the proposed mitigation measures, including improvements to Milton Valley and the development of a renewed landscape structure, will mitigate the effects of the proposed development. Notwithstanding the above conclusion, approval of details of appearance, layout, scale and landscaping for the commercial and residential elements would be the subject of reserved matters applications which will allow the Council to fully consider the detailed design and appearance of the individual parcels of development.

Crossley Railway Bridge

An options and feasibility report has been submitted in order to identify the technical challenges, risks and constraints associated with the formation of the new spine road junction at the site of Crossley Railway Bridge. Wilde Consultants Ltd have been appointed by Foxdenton LLP to develop options and assess the feasibility (and budget costs) for these options. Early consultative discussions have taken place between the Foxdenton LLP, Curtins, the Highways Agency and their Asset Support Contractor Balfour Beatty Mott MacDonald (BBMM) about the concept of forming a new junction at this position. Concern has been expressed by BBMM about the potential for vehicles to leave the carriageway at right angles to the west parapet in the new junction arrangement. DfT departmental codes have been researched, and, whilst the formation of a new junction at an existing bridge position is uncommon, there is no specific requirement for additional containment above that which is currently provided by the existing 1.5m high “P2” aluminium parapet. This report considers 4 options for the formation of a new junction on the A663 Broadway to the west of Crossley Railway Bridge. In summary, Option 2 is the preferred option. This would involve the construction of a new retaining wall along the line of the west stringcourse/parapet to the bridge to support fill to the new approach embankment. The bridge would remain live. It is estimated that it will take 20 weeks to construct the measures proposed in Option 2. The options and feasibility report recommends that Option 2 is chosen for the following reasons:

- Low initial and lifecycle cost
- Low risk
- Aesthetically pleasing solution.
• No major service diversions required.
• Minimises disruption to traffic on the bridge.
• Short construction time.
• Minimum environmental impact

The proposed works to the bridge are a important aspect of the delivery of the proposed spine road and it is considered that the works required would not significantly affect the visual amenities of the area. A detailed design for the alterations to the bridge can be agreed by way of condition, in consultation with the Highways Agency.

7. Impact on Heritage Assets

Under the NPPF, plan making and decision taking is informed by 12 core planning principles including the requirement for the planning system to conserve heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life for this and future generations (paragraph 17). Where heritage assets are to be affected by development, local authorities should require the applicant to describe the significance of the assets affected (including the contribution made to the significance of the asset by its setting); the level of detail being proportionate to the asset’s importance and which may include a field evaluation. In determining applications, the NPPF stipulates that 'great weight' should be given to the assets conservation and that substantial harm to or loss of a Grade II listed Building should be exceptional whilst substantial harm to or loss of assets of highest significance should be wholly exceptional. Developments resulting in substantial harm to or total loss of significance of a heritage asset should be assessed against specific tests and should deliver substantial public benefits which outweigh any loss or harm. Less than substantial harm to a designated asset require public benefits including the securement of an optimum viable use (paragraph 134). Impacts to the significance of non-designated assets will require a balanced judgement based on the level of significance and the scale of harm (paragraph 135), although non-designated assets which are of equivalent significance to designated assets will be considered as such (paragraph 139). The NPPF also requires developers to 'record and advance understanding of the significance of any heritage assets to be lost' through archaeological excavations and reporting (paragraph 141).

The proposed development has the potential to impact upon the setting of one Grade II* Listed building (Foxdenton Hall) and one Grade II Listed Building (Foxdenton Farmhouse). These impacts are likely to be 'up to slight adverse' and 'slight adverse' respectively. In addition it has been concluded that other buildings, not listed but identified as requiring to be considered by impact assessment, may experience setting impacts as a result of the proposals, including Foxdenton Hall Farm and Swan Mill.

The Landscape and Visual Assessment evaluates the impact on views from key listed buildings bounding the site, including Foxdenton Hall, Foxdenton Hall, and Church of St Luke. From the main entrance of Foxdenton Hall the development will be visible intermittently through existing parkland vegetation in a small portion of the view at its eastern extent. The development will not exceed the ridgeline of properties along Foxdenton Lane. From the north elevation of the hall the development will not exceed the ridgeline of properties along Foxdenton Lane in large majority of view. From the west elevation the proposed industrial development will be visible above the existing roof lines of Denton Hall Farm in the middle distance in part of the view however this will be perceptibly little different from that experienced now. From the Upper Bowling Green views of proposed industrial development will be glimpsed in middle distance in front of existing units. However, intervening buildings and the mature landscape structure of the park will limit the effects.

In response to English Heritage’s original consultation response of September 2013, the Parameter Plan (dwg ref 05060_MMP-02_002_Rev E) has been revised to include greater separation distances between the proposed commercial development and Foxdenton Hall to minimise the effect on the setting of this important listed building. The impact of the revised proposals on Foxdenton Hall has been assessed in the ES Addendum. Further visual impact work has been carried out to assess the southern commercial site (Parcel C2)
due to the sensitivity of the views from Foxdenton Hall. In light of this, the heights of the buildings have been reduced from a maximum height of 10m to 6m and the commercial units at the entrance of the site have been reconfigured to allow for viewpoints from Foxdenton Hall through to Swan Mill. Additional Photomontages have also been produced illustrating winter views from the grounds of Foxdenton Hall as well as views from windows within the Hall itself. It is concluded that this represents a slight improvement over the previously assessed position but that the impact upon the setting of the Hall remains as stated in the original ES, i.e. that a slight adverse impact could be expected as a worst case. This impact, and the views expressed by English Heritage in their consultation response, must be weighed against the significant economic benefits arising from the development, as identified in section 1 above.

The applicant has provided a response to the English Heritage objections. English Heritage has stated that measures ought to be taken to ensure that Foxdenton Hall is repaired and brought back into use if the development proceeds. In terms of the Foxdenton development acting as 'enabling development' for the renovation of the Hall, it is clear that the redevelopment of the site is constrained by a number of significant features including landfill, former mining operations, overhead power lines, watercourses and the need to deliver strategic highways infrastructure improvements. This places severe constraints on the availability of funds for other off-site improvements, as detailed in the confidential viability report. In relation to the comment by English Heritage and the Conservation Officer that there is insufficient evidence to determine the level of harm to the setting of heritage assets, it is considered that an appropriate level of information has been submitted within the ES as set out in the Development Management Procedure Order and NPPF guidance. The park will not be significantly impacted upon. Furthermore, the key views from the Hall that were identified as being important in the Conservation Statement will be largely unaffected by the proposals. The assessment undertaken by Wardell Armstrong concludes that the Hall’s wider setting does not contribute to its significance in such a way that further commercial/residential development would detract from it’s importance. Any harm to Foxdenton Hall, which is considered to be slight adverse at worst, would not result in the complete loss of the Hall’s significance as a heritage asset. This is confirmed by the statements in the ES and is seemingly supported in English Heritage’s own letter, which suggests that the development of the site would be permissible if it were delivered as enabling development for the renovation of the Hall. As this application is to establish the acceptability of the principle of development on the site, the applicant has offered to undertake a detailed setting assessment in relation to any reserved matters or detailed applications that follow on the land south of Foxdenton Lane. It is considered that a planning condition to this effect could be applied to the outline permission. English Heritage has questioned "the design and positioning of visually ‘massive’ industrial units (up to 10m high) close to the West front of Foxdenton Hall and their potentially overbearing impact on the setting of the Hall, particularly during winter months, when screen trees will not be effective". The maximum heights of buildings on the land west of Foxdenton Hall is 6m, not 10m as stated in English Heritage’s letter. This area has the lowest maximum building heights of any part of the site for the specific reason of respecting the setting of Foxdenton Hall. It is not considered that these units are visually ‘massive’ as they are lower in height than the existing 2-storey dwellings that are present around the site and the Hall. In addition to setting the maximum height at 6m, additional analysis confirmed that the positioning of the buildings on the southern land parcel, as shown on the illustrative masterplan, will respect and maintain the views out from the Hall and its grounds. These views will be safeguarded through the use of areas reserved for strategic landscaping, as designated on the parameters plans. This approach ensures that the built development proposed on this allocated site is of a sensitive scale and layout and respects keys views from the heritage asset. The impact on the setting of the listed buildings will be carefully considered at reserved matters stage, when detailed information relating to layout, scale, design and landscaping will be submitted for approval. In addition, as noted above, the applicant will undertake a detailed setting assessment in relation to any reserved matters that follow on the land south of Foxdenton Lane.

Turning to Foxdenton Farmhouse, this Grade II building is located 30m from the boundary of the site. Intervisibility is substantially screened by vegetation. However the land within the site boundary is part of the farm’s historic contextual setting being as it was the
farmland associated with the former farmhouse which in itself can be regarded as making
up to a moderate contribution to the significance of the building. However the farmhouse is
now estranged from its former land-holding being as it is a residential dwelling which now
no longer forms part of the Foxdenton farmstead.

It is considered that there would a negligible impact on views from the Church of St Luke.

The proposed development has the potential to physically impact upon a number of
heritage assets. These comprise extant buildings at Ferney Farmhouse which would be
demolished as part of the proposals and possible below ground remains of other buildings
which were recorded on the 1839 Tithe map and historic Ordnance Survey maps. These
impacts are likely to be of up to moderate adverse significance. Other heritage assets
recorded during baseline collection which may also be physically impacted upon comprise
in-filled sand pits, a trackway, possible mining remains, a rectangular earthwork likely to be
related to sports activity, a ditch of unknown origin and a railway cutting. The likely
significance of impact to these assets is unlikely to exceed that of slight adverse. The
proposed development also has the potential to physically impact upon as yet unknown
buried archaeological remains. The impact upon currently unknown archaeological
features, if realised, is likely to be of moderate significance. A programme of archaeological
work will need to be undertaken in accordance with a written scheme of investigation,
which will be agreed in consultation with Greater Manchester Archaeological Advisory
Service.

8. Impact on Amenity

Policy 9 states that the Council will protect and improve local environmental quality and
amenity by ensuring development does not have an unacceptable impact on the
environment or human health caused by air quality, odour, noise, vibration or light pollution;
in addition, development should not cause significant harm to the amenity of the occupants
and future occupants of the development or to existing and future neighbouring occupants
or users through impacts on privacy, safety and security, noise, pollution, the visual
appearance of an area, access
to daylight or other nuisances.

The Masterplan indicates that careful consideration has been given to ensuring sufficient
separation distances between the employment buildings on the different parts of the site
and existing and proposed residential properties. The maximum height parameters of the
buildings within the northern part of the site would not result in a significant impact on
neighbouring dwellings on Ferney Field Road given the separation distances involved and
the extent of existing and proposed landscaping/tree cover between the dwellings and the
proposed employment buildings. New residential development would closely adjoin
existing residential areas, particularly on Foxdenton Lane, Derwent Drive and Milton Drive.
In principle, it is considered that the impact on existing and proposed residential properties
in terms of privacy and loss of daylight would not be significantly detrimental, though
detailed consideration of these matters would be dealt with at reserved matters stage.
Many existing residents will experience a change/loss of view as a result of this strategic
development, however, the site is allocated for employment development, and loss of view
is not a material consideration.

Air Quality

The NPPF requires that planning policies should sustain compliance with and contribute
towards EU limit values or national objectives for pollutants, taking into account the
presence of Air Quality Management Area’s (AQMAs) and the cumulative impacts on air
quality from individual sites in local areas. Planning decisions should ensure that any new
development in AQMAs is consistent with the local air quality action plan.

Joint DPD Policy 1: Climate Change and Sustainable Development states that: “Access
and movement need to be achieved with as little harm as possible to the environment and
to human health. It is known that there are instances of poor air quality in the borough
where areas are likely to exceed Government targets for air pollution. Traffic congestion needs to be managed and there is a need to reduce the impact of motorised traffic on the global climate and levels of noise, as well as on air quality." Policy 9: Local Environment states that: "The council will protect and improve local environmental air quality and amenity by ensuring development... does not have an unacceptable impact on the environment or human health caused by air quality, odour, noise, vibration or light pollution... [and] does not result in unacceptable level of pollutants or exposure of people in the locality or wider area. Developments identified in the Air Quality Action Plan will require an air quality assessment."

The site is located adjacent to the Oldham Air Quality Management Area (AQMA), which has exceedences of NO2. This is primarily due to vehicle movements on Broadway. A qualitative assessment of the potential impacts of construction impacts identified that during construction works there was the potential for dust to arise. Accordingly, a number of methods to reduce the potential for dust generation are proposed, which will be included in a Construction Environmental Management Plan (CEMP). These include such actions as damping down the site and erecting dust screens during demolitions, earthworks and construction. An assessment of the potential impacts during the operational phase was undertaken to predict the changes in pollutant concentrations that would occur due to traffic generated by the proposed development. The results showed that the proposed development would cause insignificant increases in the level of pollutants and no pollutant limits would be exceeded with the development in place that have not already been exceeded under current conditions. No mitigation measures are therefore required in relation to the completed development. However, it should be noted that sustainable modes of transport, for example walking, cycling and public transport, are encouraged as part of the development to reduce the number of car journeys associated with the proposed development.

Noise and Vibration

The noise and vibration impacts that could arise as a result of the proposed development have been assessed by Environmental Health, who raise no objections subject to appropriate conditions to mitigate the impacts. The submitted noise assessment evaluated the potential noise impacts during the construction phase, the suitability of the noise environment for the proposed development and the potential impacts of traffic noise associated with the proposed development. During the construction phase, the assessment notes that for nearby residential uses some noise and vibration disturbance is likely to occur in relation to activities such as piling, should they be required. In order to address this, a range of mitigation measures have been proposed that will form part of the CEMP. This will include locating any noisy plant further from local residents, the erection of site hoarding, setting of acceptable working hours and other quiet working methods. It is recommended that methods which cause less vibration are used and that the works are monitored and stopped should vibration levels become unacceptable. The noise study assessed the suitability of the sites and the noise environment for residential properties taking into account the surrounding industrial uses, educational uses and highways noise. It notes that with the incorporation of soundings from roadways and the use of double glazing, appropriate ventilation systems and acoustic fencing, levels of noise that comply with best practice guidance can be achieved within the proposed residential areas. The noise assessment also evaluated the effect of the potential increase in traffic on the noise environment. This identified that there would be an increase in the amount of traffic noise as a result of the proposed development against the existing conditions but that this would be of minor significance. As stated above, sustainable modes of transport, for example walking, cycling and public transport, are encouraged as part of the development to reduce the number of car journeys associated with the proposed development to help minimise the impact of additional vehicles on local noise levels.

Mitigation measures will be incorporated into the site design of the proposed employment area to ensure the noise impacts of the premises are reduced to acceptable levels at existing and proposed sensitive receptors. It is considered that mitigation measures may include close boarded fencing around the proposed service yards, fixed plant, and/or nearby proposed sensitive receptors as appropriate. The proposed noise sensitive areas