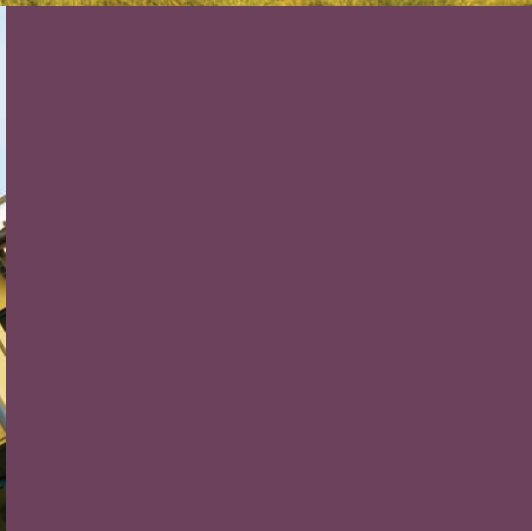


# core strategy

## issues and options report



for consultation with  
the community and  
stakeholders

September 2008

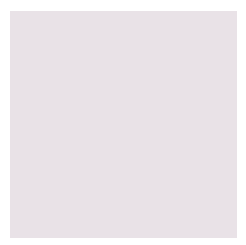
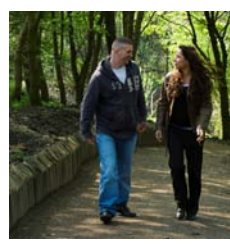
### Rochdale Local Development Framework

- ....delivering the community strategy 'Pride of Place'
- ....supporting the Borough Renaissance Masterplan
- ....planning sustainable communities



**ROCHDALE**  
METROPOLITAN BOROUGH  
**COUNCIL**

[www.rochdale.gov.uk](http://www.rochdale.gov.uk)



## Foreword

Rochdale borough is changing. With over a billion pounds of public and private sector investment planned over the next five years, we are transforming the borough into an exciting, thriving and progressive place. Rochdale is also set to play an ambitious role in the Manchester City Region, strategically located between the regional centre and the rural beauty of the Pennines. How we plan the future development of the borough will be influenced by national environmental, economic and planning policy, by the North West Regional Spatial Strategy, by the Manchester City Region growth agenda and by our own ambitions and those of our partner agencies. We need to look ahead and decide now what kind of place we want to live, work and raise our children in. We will have some difficult choices to make and it is the role of this Local Development Framework to develop our planning policies to promote, guide and manage future growth and development. Consultation on this Core Strategy Issues and Options report is the first stage in preparing that framework. If you live, work or visit the borough, it will affect you so get involved and have your say.

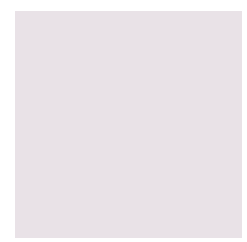
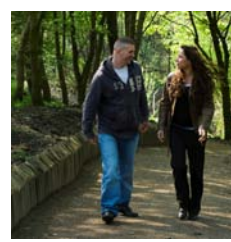
### **Councillor Wera Hobhouse**

Cabinet Member for Environment & Sustainability



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foreword



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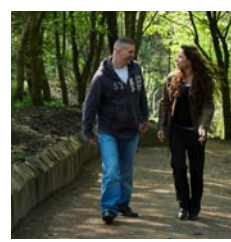
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# 1 Introduction

Welcome to this first formal stage in the preparation of Rochdale Borough's Local Development Framework Core Strategy. The Core Strategy is the leading document of the Local Development Framework and it will set a strategic framework for growth and development in the borough up to at least 2026.

This is a **consultation paper** prepared by the Borough Council to start the process of reviewing planning policy in the borough and preparing the Core Strategy.

***This is therefore not a draft plan setting out the Council's proposals. It is a document aimed at exploring with the local community and stakeholders what really matters in shaping the future of the borough (the 'issues' to be tackled) and what 'options' and approaches should be explored further, before draft proposals are published for further consultation.***

## We need your views

The document invites your views on many issues, including the following:

- *What level of housing and employment growth should we plan for? In which parts of the borough (or Townships) should we accommodate that growth?*
- *How many more houses do we need? Where? What type?*
- *Do we need to release employment land for housing development? Do we need new employment sites? Where?*
- *Where do we focus regeneration once we've tackled our current regeneration areas?*
- *Should we be protecting all green areas or releasing some of them for development?*
- *How do we tackle climate change and health issues through spatial planning?*
- *How can we ensure quality housing jobs, shops and community facilities are accessible?*
- *How do we improve the image of the borough?*
- *What will be the borough's role in the future of the Manchester City Region?*

The consultation focuses on the following:

- We want to know if you agree or disagree with how we have described the borough as it is now in the '**Spatial Portrait**' (chapter 2). It is important we can agree what the borough's unique social, economic and environmental characteristics are, the problems and opportunities they present.
- We want to know if you agree or disagree with the **Strategic Issues**, that are based on the Spatial Portrait, that we want to tackle (chapter 4).
- We want to know if you agree with our '**Vision**' of what we want the borough to be like in 2026 (chapter 5)
- We want to know if you agree with our draft '**Strategic Objectives**' which set out broad directions we need to go in to deliver the Vision (chapter 5).
- We want to know if you agree with the thematic **Issues** (e.g. on housing, climate change, accessibility and transport etc) we have identified in order to meet the Strategic Objectives, and on the Options or approaches for tackling the issues (chapters 6 to 12).

- We want your views on the **6 ‘Spatial Options for future development’** or the various elements within them. These Spatial Options explore how development could be distributed within different parts of the borough, how far they meet the the strategic objectives, and the level of housing and employment growth that could be achieved. We also want your comments on where the urban areas could be extended if this is necessary to achieve required levels of growth. (chapter 13)
- We want your views on the **Site Options** for the sites which have the potential to deliver the level of growth in the Spatial Options. (chapter 14)

### How to use this document

This is a long and complex document and this reflects the complexity of spatial planning, which is how we look at the physical relationship between uses (e.g. housing, jobs, community facilities) and transport and other essential infrastructure, when planning development. Consequently, depending on your level of interest, you may wish to read and respond to all or just some of the questions. In any event, the report is structured very simply, as follows:

First, the report sets the background and considers what the borough is like (Spatial Portrait - chapter 2) and what are the most important issues that affect its future (Strategic Issues - chapter 4).

Secondly, it sets out what the Vision and Strategic Objectives (chapter 5) are for the future of the borough.

Thirdly, the report is divided into separate sections (chapters 6 to 12) that set out the Issues and Options that need to be addressed to meet the Strategic Objectives (e.g. 1. Economy). Essential background information is given to illustrate why the Issues are relevant and what the implications are of each option or policy approach.

Fourthly, there is a section on the Spatial Options (chapter 13). This sets out 6 Spatial Options which look at alternative ways of distributing future growth within the borough. You can comment on which option you think is best or which elements of each you support. The maps for each Spatial Option show possible regeneration areas, transport schemes and development sites which are all numbered and referred to in more detail elsewhere in the report.

Fifthly, there is a section the Site Options (chapter 14), which gives more information on some of the sites that have been identified through the Spatial Options for possible development.

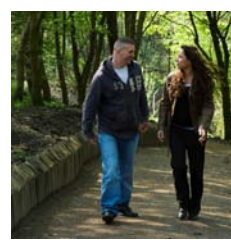
Remember, you can respond to as few or as many of the questions as you wish.

(Note: Issues are in pink boxes, objectives in green boxes, options in blue boxes and questions in yellow boxes).

### Other available documents

Further background information can be found in:

- The **Core Strategy Background Paper** (our evidence base) which summarises the influences, information and data (e.g. studies and research) that have been taken into account in identifying the Issues and options; and



- An **Interim Sustainability Appraisal Report (ISA)** on the Options which identifies the positive and negative social, economic and environmental impacts of the Options. This has been used to inform and test the objectives options put forward in the consultation document. It has also been used to assess the sustainability implications of the spatial options and the advantages and disadvantages of each one. A further more detailed sustainability appraisal will be necessary to assess the preferred options and policies.
- A **summary leaflet** is also available which provides an overview of the issues and options and basic information about how to find out more and how to comment.

### How to access the documents and submit your views (by 20 October 2008)

You can access these documents online, at the Planning Office at Telegraph House (full address below), and at libraries and information points.

- To view and download documents and submit comments online, go to our web site at: [www.rochdale.gov.uk/yourviews](http://www.rochdale.gov.uk/yourviews). Here you can register with our on-line consultation host, Limehouse. Once registered you can access the Issues and Options Report and comment whenever you like, see what comments others have made and keep up to date with progress on the Core Strategy.
- Alternatively, you can visit us or write to us at: Strategic Planning, Planning and Regulation Services, PO Box 32, Telegraph House, Baillie Street, Rochdale, OL16 1JH (8.45 - 5pm Monday to Friday). **A Comments Form**, is available on request. (These are available at most libraries and Council information points or can be downloaded from the Council's web site, above)
- Or telephone us on (01706) 924210
- Or e-mail us at: [strategic.planning@rochdale.gov.uk](mailto:strategic.planning@rochdale.gov.uk)

To assist people with particular needs in terms of accessing the documents, we can make them accessible in large print, Braille and provide translations. For further information, please use the above contact methods.

**Please Note: All representations received will be published on the Council's web-site along with your surname and address but we will not publish your signature, telephone number or e-mail address.**

### More about the Local Development Framework

A Local Development Framework (LDF) is the spatial planning strategy for a borough or District. It was introduced by the Planning and Compensation Act 2004. Rochdale Council's LDF will, over time, replace the Rochdale Borough Unitary Development Plan adopted in June 2006.

The new system introduced by the Act replaces a single development plan with a portfolio of policy documents, called Development Plan Documents (DPDs), aimed at addressing planning issues or physical regeneration in an area as and when they are needed. Supplementary Planning Documents will support policies in DPDs by further expanding, explaining and providing guidance on how policies should be interpreted.

Traditionally development plan policies have been based on a more regulatory planning approach which focused on the use of land. However, LDF policies are expected to take a wider 'spatial



planning' approach in delivering the authority's vision and sustainable development. This means ensuring that:

- land-use and development is better integrated spatially;
- development is co-ordinated with vital infrastructure and services;
- development is better geared to meeting the community's needs and issues of health, education, crime, deprivation and accessibility.; and
- development can be delivered through collaborative and partnerships working.

LDFs are also expected to involve stakeholders and the community more at early stages in the preparation of documents.

### More about the Core Strategy

The Core Strategy is the lead element of the LDF. It sets out the overall direction of growth in the borough over the next 15 years, setting out what the overall scale of development needs to be and broadly where it should be focused within the borough. It must conform with the Regional Spatial Strategy and all other LDF documents must conform with the Core Strategy. The Core Strategy needs to set out how, in physical and spatial terms it supports the local Community Strategy 'Pride of Place 2' and existing as well as inform new strategies and initiatives.

Its will include:

- a spatial portrait;
- a vision;
- strategic objectives;
- a spatial strategy, including strategic land allocations and designations;
- core policies (including generic policies to management development\*); and
- a monitoring and implementation framework

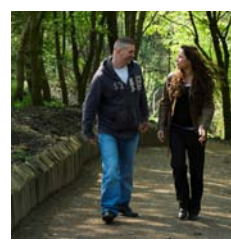
The Council expects to finish and adopt the Core Strategy in December 2010, and it will then have formal status to guide spatial planning, regeneration and decisions on planning applications up to 2026.

Note: \*It is possible however, that some development management policies in the UDP will be 'saved' if it is more appropriate to review them at a later time or through another Development Plan Document.

### Next Steps

Work so far has involved collecting information from various sources, stakeholders and partner agencies, to inform the preparation of the Core Strategy. Through the Issues and Options consultation, we will involve stakeholders and the local community in a formal engagement process.

We will consider all the submissions we receive on the Core Strategy Issues and Options and use them to outline 'preferred options' or policy approaches and identify strategic land allocations and designations on a map base, as a basis for further consultation. We will also be carrying out some targeted consultation on criteria-based draft policies for managing different types of



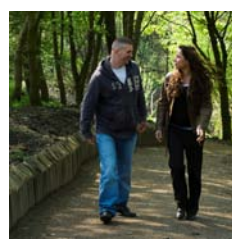
development. The Council will then publish a pre-submission draft Core Strategy for further consultation. It will then make amendments as necessary before submitting the Core Strategy to the Secretary of State. At this stage formal objections will be considered by an Independent Inspector, and an Examination in Public will be held. The Inspector will issue a report and recommendations which will be binding on the Council.

A timetable is set out below.

| Stage  | Month/Year                         |
|--|------------------------------------|
| Commencement   | March 2007                         |
| Pre - publication consultation Reg 25: Issues and Options  | 8 September 2008 - 20 October 2008 |
| Pre - publication consultation Reg 25: Preferred Options   | February 2009 - April 2009         |
| Publication of the Core Strategy (Pre - submission) Reg 27 | October 2009                       |
| Submission of final version to Secretary of State Reg 32   | March 2010                         |
| Examination in Public                                      | July 2010                          |
| Binding Report   | October 2010                       |
| Adoption   | December 2010                      |

Table 1 Core Strategy Timetable





## 2 Spatial Portrait

This spatial portrait of the borough provides a description of the borough and its characteristics, problems, needs and opportunities. It provides the background for identifying the issues and considering the options for the future of the borough.

### Location and Setting

#### Fact Box - Location and Setting

- Current population stands at 206,500
- The borough covers an area of 62 square miles
- Manchester city centre is 12 miles to the south west of Rochdale
- Middleton is only 6 miles from Manchester city centre
- Manchester is accessible by train in 13 minutes
- The borough has four townships – Heywood, Middleton, Pennines and Rochdale

The borough of Rochdale forms part of the Greater Manchester conurbation and is located centrally in the “Northern Way” which is the strategic growth corridor that connects Liverpool, Manchester, Hull and Newcastle. Rochdale is part of the Manchester City Region, which is the economic centre of the north-west and represents over a fifth of the north of England’s economy. Manchester Airport in the south of the city region is a key economic and transport hub accessed from the borough via the M60.

The regional centre, Manchester city centre, is to the south-west of the borough and attracts residents as a major destination for shopping, leisure and employment. Manchester city centre is easily accessible from the borough by road, rail and bus with a Metrolink extension into the borough to be operating by 2012.

The borough has boundaries with the West Yorkshire district of Calderdale to the east ,the Lancashire district of Rossendale to the north and with three of the other Greater Manchester districts: Oldham to the south, Manchester to the south-west and Bury to the west (see map 1).

Rochdale town centre is located equidistant between Oldham and Bury, both only about 6 miles away. The area that Rochdale town centre serves covers all of Rochdale borough, some of Oldham and the peripheral areas of Calderdale and Rossendale.

Rochdale is the second largest in area of the ten districts that make up Greater Manchester, but it has the second smallest population.

Two thirds of the borough is non-urban land made up of green belt and protected open land, comprising river valleys and the South Pennine foothills and Moors. The Roch Valley and other smaller water corridors are key features of the urban area.

The borough’s main urban settlements are Rochdale, Heywood, Middleton, Littleborough and Milnrow, and are separated from each other, and from the neighbouring towns of Oldham, Bury and Manchester, by narrow areas of countryside (designated as Green Belt). Littleborough is

physically connected to Rochdale by ribbon development along the A58 but is otherwise surrounded by countryside. The borough's rural population is small but there are some notable settlements in the green belt, including Wardle and Ogden.

The four townships in the borough (Rochdale, Middleton, Heywood and Pennines - see map 2) each have their own distinctive character and identity. This township dimension and their democratic structure are one of the borough's key strengths.

Rochdale is the largest of the townships with nearly half of the borough's total population. It is the main centre for shopping, services and employment and it forms the major part of the urban area.

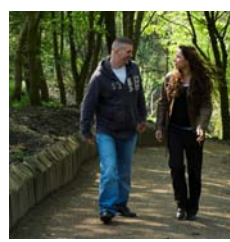
Middleton is situated halfway between Rochdale and Manchester and is more closely related economically and socially to the latter. It is next largest township at half the size of Rochdale and contains a large social housing estate at Langley.

Heywood is located midway between Rochdale and Bury town centres and accesses both towns for employment, retail, services and leisure opportunities. It has the smallest population and is surrounded by green belt and attractive rural landscapes made up of river valleys and moorland to the north and agricultural land to the south.

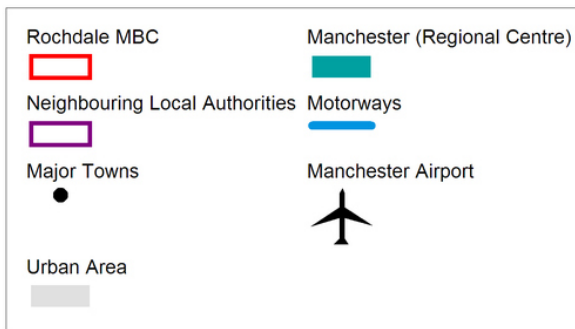
The Pennines township is made up of several settlements the largest of which is Littleborough followed by Milnrow, Newhey Smithy Bridge and Wardle. Pennines township has the smallest urban area, the second smallest in population and the largest area of countryside.

There is a more detailed description of the townships at the end of this Spatial Portrait.

Maps 1, 2 and 3 show the borough's location in the sub region, its key characteristics and the existing constraints on development respectively.



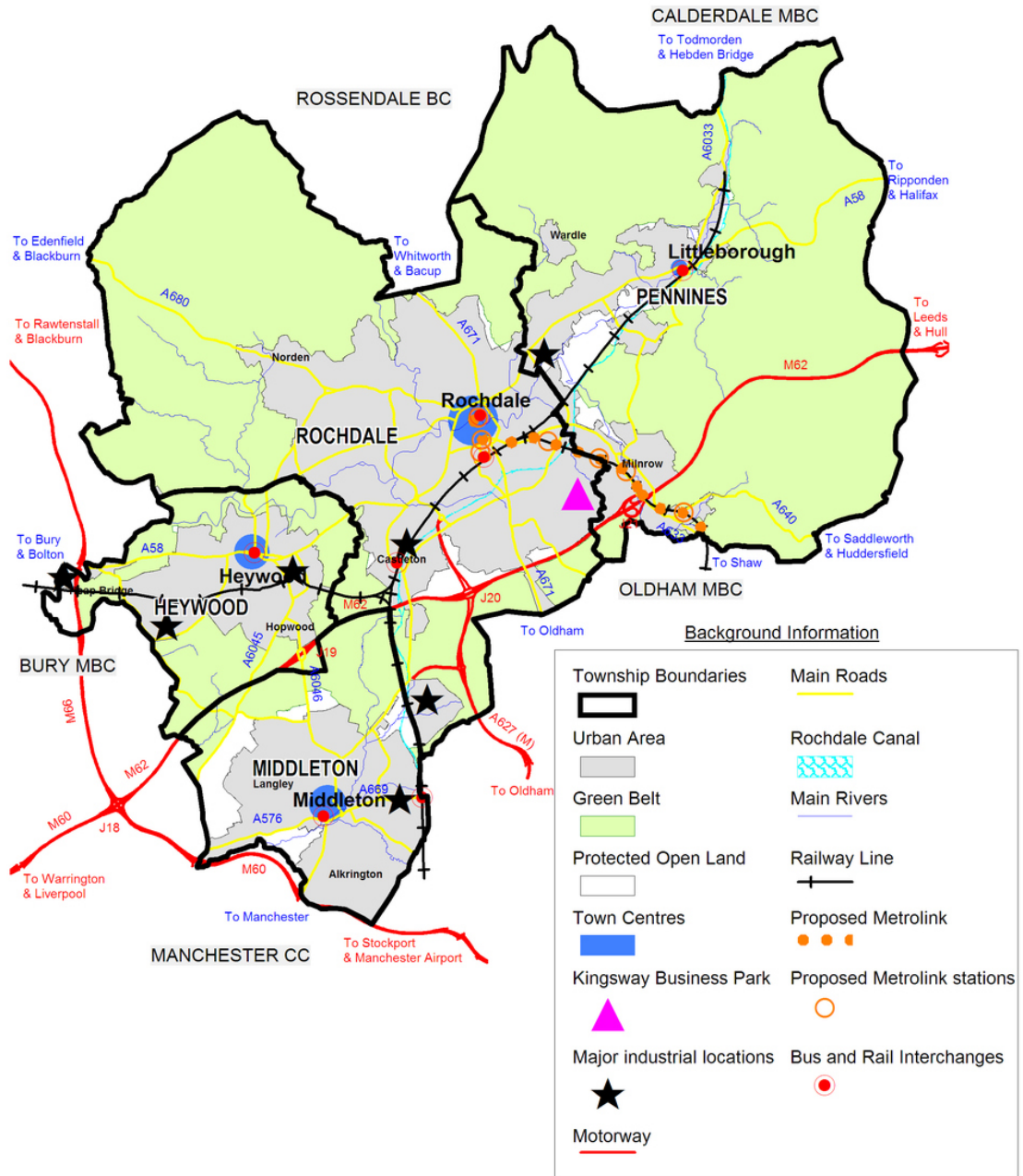
# Sub Regional Context



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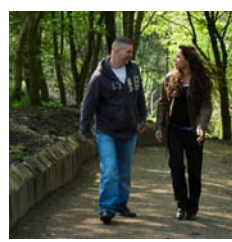
Map 1 Sub Regional Context

## Setting the Scene

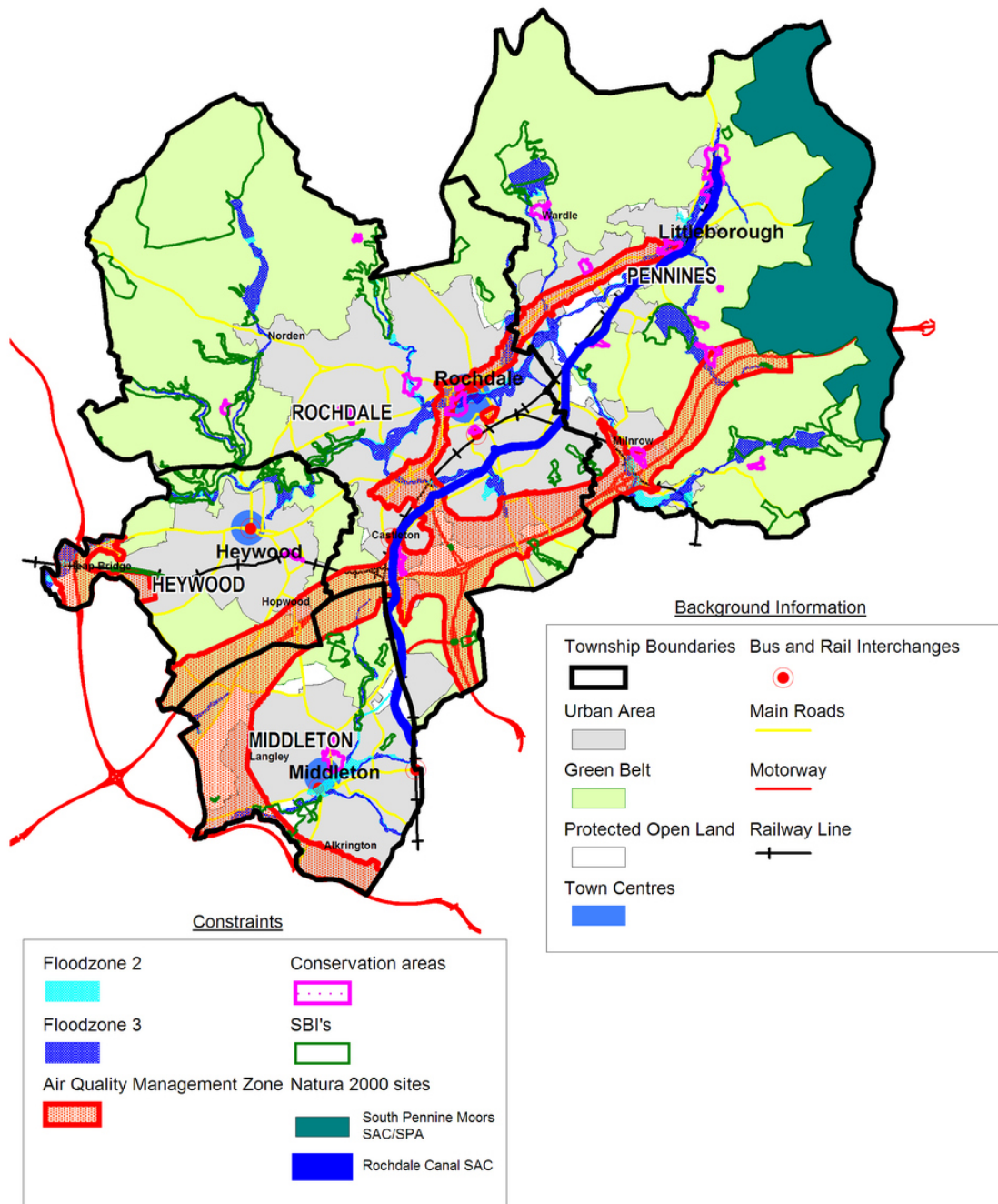


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Map 2 Setting the Scene



# Constraints



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Map 3 Constraints



## Economy

### Fact Box - Economy

- Unemployment rate is 3.7% - higher than the national and Greater Manchester rates
- 20.7% of the working population claim out of work benefits
- 76,259 jobs were available in 2005
- 19.5% of workers are employed in manufacturing compared to 11% nationally
- 5000 jobs are forecast to be lost in manufacturing over the next ten years
- 50% of the borough's businesses are medium sized and account for 72% of all employment
- A further 3,000 people need to enter employment in order to close the gap between the borough and the national employment rates

Rochdale's local economy has been identified as underperforming in comparison to Greater Manchester and the rest of the north west. Its performance has tracked the trends that have been seen in the national economy but there is little evidence that the gap between the two is being closed.

In comparison with the national average, the borough's local economy has an over concentration of manufacturing industries whose employees are low skilled and on low wages. This sector has been contracting and restructuring over the last two decades. There is an under-representation of financial and business services within the borough.

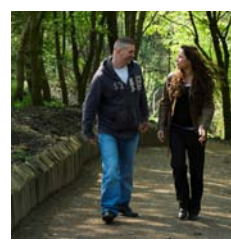
Economic forecasts show a further likely decline in the manufacturing sector. 35% of the manufacturing businesses located in the borough are involved in exports, making them vulnerable to international trade fluctuations and their survival rates are lower in comparison to the rest of the north-west and the United Kingdom as a whole. The Council has sought to address the decline in manufacturing, and through the LDF and Borough Masterplan, it is looking to identify 21st century employment sites to support local industry.

The manufacturing industries have left a legacy of old commercial properties which are not suitable for modern industrial needs, have inappropriate facilities and are in poor locations. Three quarters of industrial premises date from before 1970 and as a result are unattractive and outdated for potential occupiers. This is limiting the opportunities local businesses have to develop further.

In recent years there has been a decline in farming, and overall the rural economy is not a significant source of employment.

Employment within the borough is predominantly in small and medium sized firms, so there is no over reliance on a few large firms. These businesses employ nearly three quarters of the borough's workforce.

The proportion of the population in employment has risen over recent years but it still remains below the national average. In order to help address this, and the general underperformance of the local and regional economy, the Kingsway Business Park is being developed.



Kingsway is a site of regional importance and will create major opportunities for inward investment into the local and regional economy. The site to be developed for business covers 110 hectares, is the largest employment site in the borough and will be one of the biggest business parks in the United Kingdom. It is located on a strategic greenfield site to the south east of the Rochdale township adjacent to, and accessed directly from, J21 of the M62. It will employ in excess of 7,000 people in a mixed-use development when complete.

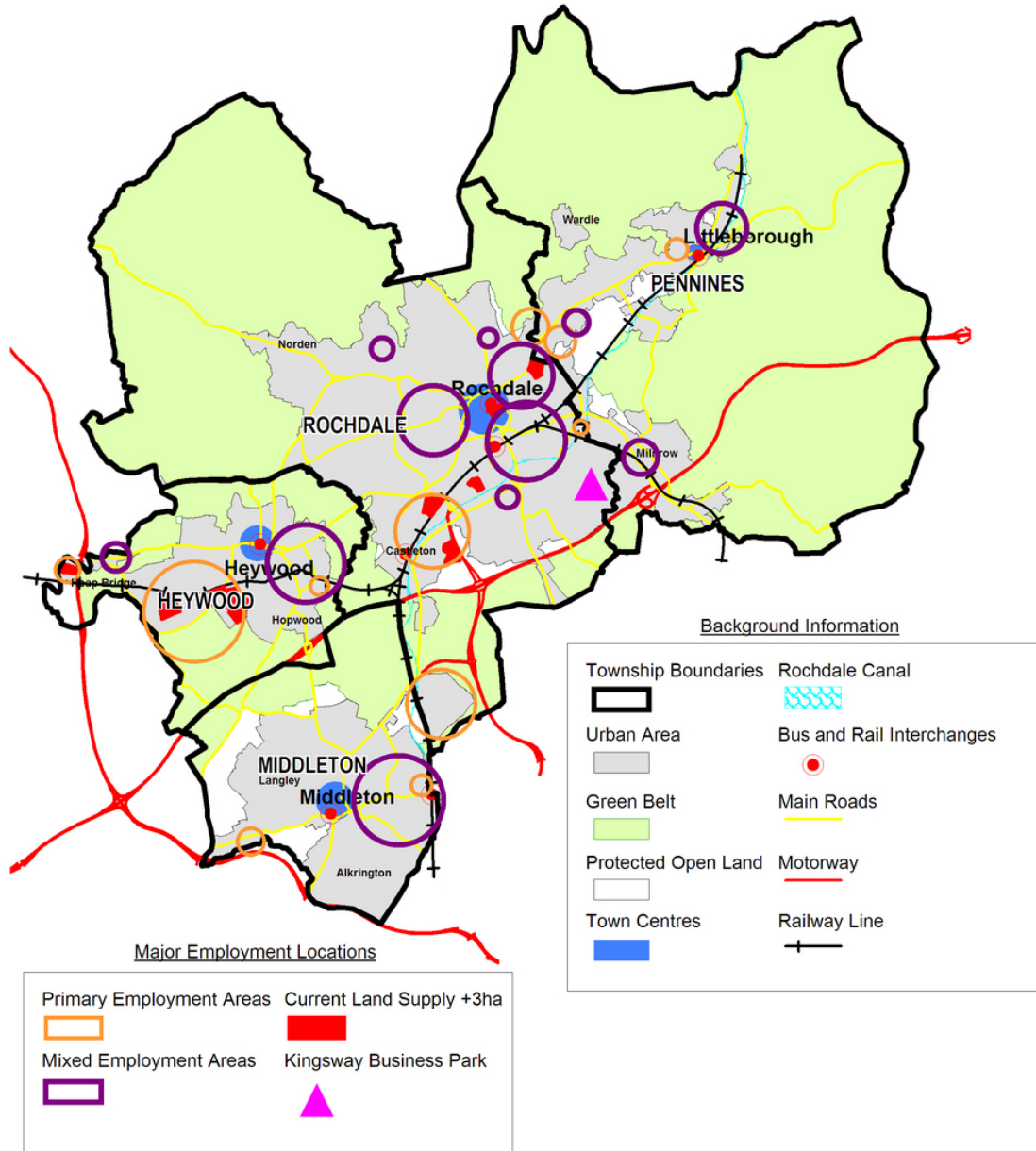
Other large employment sites in the borough can be found at Heywood Distribution Park to the south of Heywood and Stakehill Industrial Estate in the north east of Middleton. (See map 4). The total good quality employment land supply currently available is 180 hectares and this includes Kingsway.

Previous under-investment in town and district centres has meant that the retail offer of the borough does not compare well with competing towns resulting in all centres underperforming and a high level of leakage of expenditure out of the borough. Rochdale is the largest of the town centres in the borough, followed by Middleton, Heywood and then Littleborough with one district centre at Milnrow in the Pennines township. Rochdale town centre is a sub-regional shopping centre and is the borough's main focus for retail, commercial, employment, social, community and civic activities. It has a large number of multiple national retailers.

Heywood, Middleton and Littleborough also perform town centre functions and serve the needs of their local residents. People in Heywood look to both Bury and Rochdale for further shopping choice but residents of Middleton depend more on Manchester city centre than they do on Rochdale. Both Littleborough town centre and Milnrow district centre contain small convenience stores and a limited range of independent comparison shops and have smaller catchment populations than the other town centres.

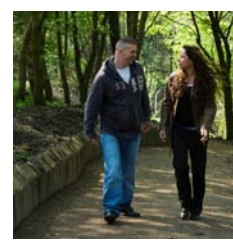
There are 38 local centres of varying size scattered around the borough that serve the day-to-day needs of their local walk in catchment's population, with Castleton being the largest. The majority of the borough's population lives within five hundred metres of a town, district or local centre.

## Major Employment Locations



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 Scale 1:100,000

Map 4 Major Employment Locations



## Housing

### Fact Box - Housing

- The average house price in the borough is £123,508
- 39% of the borough's housing stock is terraced properties
- 29% of these terraced houses are considered unfit for human habitation
- 5.1% of all private stock is considered unfit for human habitation
- Regional Spatial Strategy (RSS) requires an additional 400 houses per year
- Owner occupation in the borough is at 66.4% which is lower than the national average
- The Pennines township will have the largest proportion of household growth – 57.8% of the borough's total growth

The borough is made up of distinct housing market areas with very different housing issues. They can be generally categorised as inner urban areas of Heywood, Middleton and Rochdale, socially rented suburban areas (e.g. Langley, Kirkholt and Darnhill) and outer suburban areas (e.g. Norden, Bamford and Alkington) and key examples of these areas are shown on the Major Housing Areas map (map 5). The existence of such distinct housing areas means that there is a polarisation in the character and quality of residential areas within the borough.

Much of the inner urban area shows the characteristics of a weak housing market and high levels of deprivation, including low house prices, poor quality housing, a dominance of terraced properties, overcrowding and neighbourhood problems such as high crime levels. The inner urban areas of the borough also have their own distinct demographic characteristics. Inner Rochdale has a large Asian population whereas inner Heywood and Middleton have a large proportion of elderly people.

The socially rented suburban areas, often located next to the inner urban areas, are made up of large rented estates from the 1950's, 60s and 70s which are predominantly of a single tenure and suffer from low demand coupled with a high rate of turnover. Problems of high levels of deprivation in these estates are deep rooted and it is accepted that public intervention has been, and will be, the way to solve these issues. A large proportion of the socially rented properties currently available are unsuitable for the needs of today's residents.

The character of the outer suburban areas of the borough completely contrasts with the inner and socially rented suburban areas. In these areas the house prices are higher, the turnover is lower and the environment is of a better quality. These areas are considered more desirable places to live containing sought after properties and a better quality of life. Outer suburban areas experience demand outstripping supply and there is a clear shortage of affordable housing.

However, there are still pockets of deprivation within some outer suburban areas due partly to them being home to a large proportion of the borough's elderly population.

The borough does not have enough housing of the right size, type, tenure and quality to meet current demand or the anticipated increased demand which will come from the forecast 11.5% per cent rise in the number of households between 2008 and 2026.

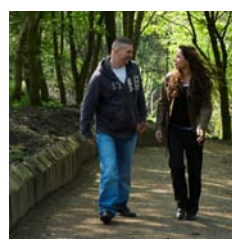
The population has changing needs and aspirations that need to be accommodated. There is a great cultural diversity in the borough and the needs of different groups are not well reflected in the current housing supply. Communities are not mixed in nature and there are problems with the segregation of ethnic groups in both urban and semi rural settlements.

The housing stock in the borough is made up predominantly of terraced properties with nearly a quarter of all houses dating from before 1919. Most of the terraced properties are located in the inner urban area where there is currently an oversupply. Over 5% of the properties in the borough are considered to be unfit for human habitation or seriously defective and this is reflected in the lower than national average house prices.

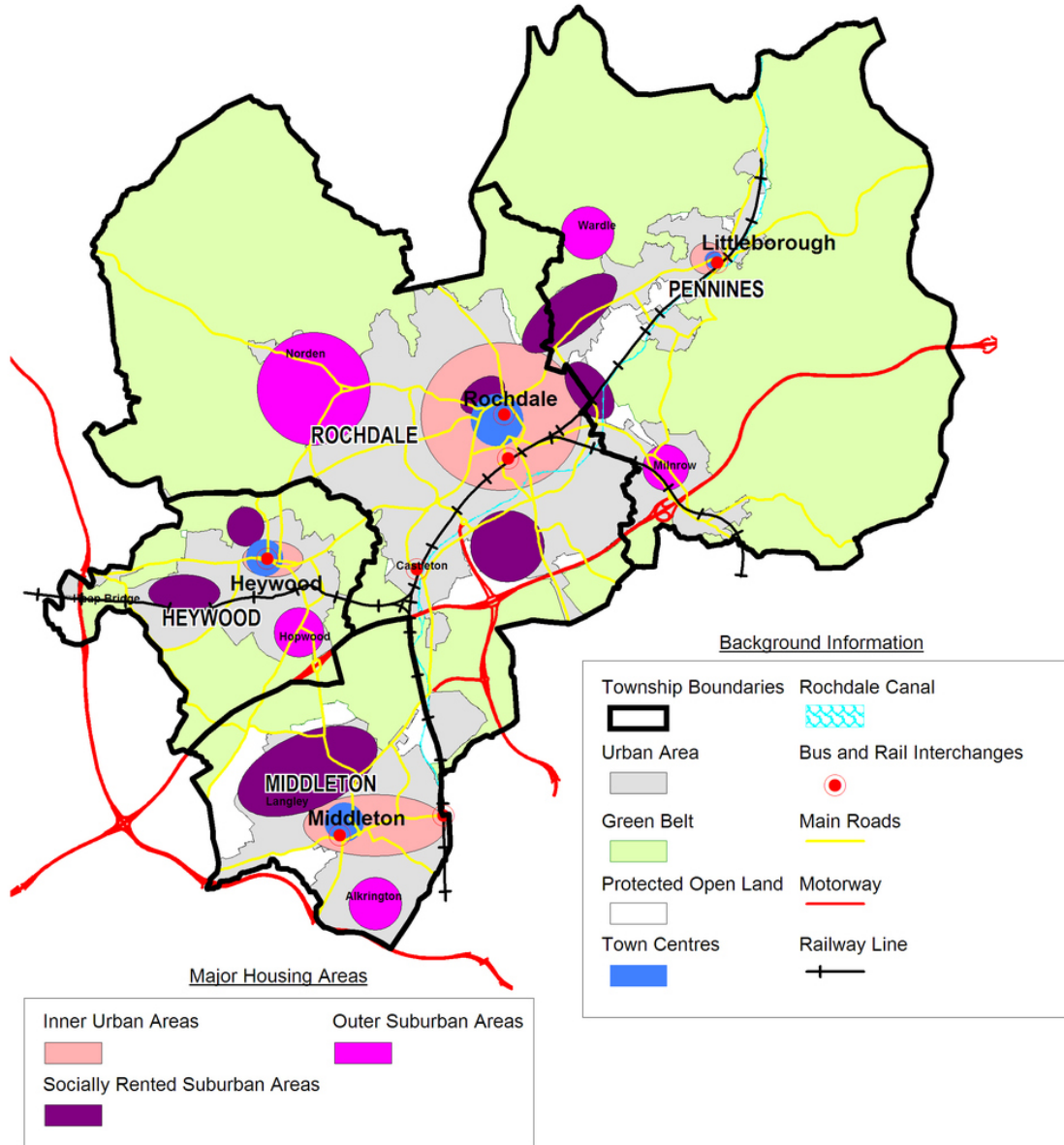
Despite relatively low house prices, affordability has become a real issue across the borough as a result of increases in house prices relative to incomes. A large proportion of households in the borough have low incomes and are therefore now struggling to find appropriate and affordable housing.

There is also an issue with the lack of higher value homes across the borough. The more affluent areas with higher value houses are mainly in the Pennines, north and west Rochdale, and south Middleton but elsewhere there is generally a lack of supply.

The Council currently operates one site for travellers off Chichester Street, close to Rochdale town centre.



# Major Housing Areas



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 Scale 1:100,000

Map 5 Major Housing Areas

## Quality of Place

### Fact Box - Quality of Place

- The borough has 21 Conservation Areas (with 5 proposed extensions) and 334 listed buildings.
- There are 4 Grade II\* listed buildings in the Borough which are on the English Heritage Buildings at Risk Register 2008
- Tourism was worth an estimated £268 million to the local economy in 2006 and supported some 4,200 jobs.
- The day visitor market dominates the local tourism sector with these constituting 93% of all visits in 2006

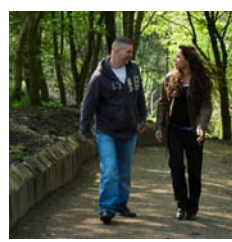
The quality of places within the Borough varies significantly and impacts on the quality of life, health and image of the Borough. The built environment of the borough has been shaped by industrialisation, the expansion of settlements along the River Roch and its tributaries, more recent housing expansion, the development of peripheral industrial estates and the influence of the motorways.

The decline of traditional industries in the borough has left behind inappropriate land use patterns. Vacant and underused sites in both urban and rural locations are frequently difficult to redevelop or re-use due to physical constraints (e.g. contamination), coupled with a lack of investment. In the urban area they are generally smaller, scattered former industrial sites. In the urban fringe and rural areas derelict land includes former industrial land, railway land and former quarries and tips.. In rural locations, past activities or general lack of investment has meant that the landscape has suffered. But reclamation programmes have led to many sites being re-used whilst some have been regenerated naturally.

Within the urban area, the conflicts between uses in the largely 19th century dense mixed employment and housing of the inner areas, and the problems of the socially rented suburban estates results in many areas with a poor quality of place (see Economy and Housing). In town centres inappropriate development from the 1960's and 70's, for example the bus station in Rochdale, has detracted from the environment and quality of place. Key gateways and some main transport corridors have a poor environment and image. The quality of the rural environment is described under Green Infrastructure.

Views are an important part of the borough's character. From a number of places in the borough there are views towards the centre of Rochdale as well as out to the Pennine hills and moors. The greenery and open spaces of the urban area, the river valleys and its Pennine Edge landscapes are valued and distinctive features. Approaching Rochdale from the south, views down into the Roch Valley with the Pennine Hills in the distance to the north show the quality of the borough's setting.

The Roch Valley is the most significant visible feature which has defined the pattern and history of development within Heywood, Rochdale, and Littleborough. The valley defines much of the borough's character and is a major asset, providing not only an attractive setting but an



environmental and recreational resource. The Rochdale Canal also runs through much of the borough, and has created an industrial corridor that has problems of poor environments, obsolete buildings and difficult access, but also massive opportunities for regeneration, recreation and conservation.

The borough has a strong heritage that is reflected in a variety of notable buildings, such as Rochdale Town Hall, Middleton Parish Church and the Old Middleton Grammar School. Heritage has been used successfully to promote regeneration and improve image, to provide attractions and lift design quality. However, some parts of the borough lack character and diversity and need a new image.

Whilst the borough does have problems of a poor image and quality of place in some areas, its heritage, countryside facilities and setting mean that it already has a thriving visitor economy that has the potential to increase.

### Climate Change, Pollution and Natural Resources

#### Fact Box - Climate Change, Pollution and Natural Resources

- In 2005, the amount of CO<sub>2</sub> produced in the borough was 6.1 tonnes per capita.
- Over 60% of the pollution emissions that lead to the exceeding of health based standards are from transport
- 69% of waste in Rochdale borough is sent to landfill (2006)
- Approximately 4% of the borough is within the highest risk Flood Zones 2 and 3 (Greater Manchester Strategic Flood Risk Assessment 2008).
- Approximately 10,000 sites affected by past contamination have been identified.
- In 2006, 43,740 kWh of energy was produced in the borough from renewable sources.
- Around 11% of the borough is high quality agricultural land of Grade 3 classification. This is largely grade 3b land and there is no land classified as Grades 1 or 2.

The borough's natural environment is one of its strongest assets. There is a great variety of countryside type, topography and a range of water bodies. These resources support biodiversity and economic activity but are under pressure from a variety of developments and activities.

Water bodies in the borough include rivers, lakes and reservoirs. Whilst these have recreational potential, significant areas of the borough are potentially at risk from flooding and are designated as flood zones 2 or 3 on the Environment Agency Flood Map. These areas include east central Rochdale and significant areas of Littleborough. This flooding danger could increase with climate change and inappropriate developments.

The area straddling the borough's motorways, the A58 and the A664 have been designated as an Air Quality Management Zone, where air pollution is likely to exceed national objectives due to road traffic (see map 3). Industry and its pollution is no longer a significant problem within the borough; however it has left a legacy of contamination on many sites.

There is significant potential in the borough for the development of renewable energy schemes



based on a number of technologies with a variety of scales of operation. The most notable renewable energy scheme is the Scout Moor wind farm which is located on moorland between Rochdale and Rossendale. When complete it will be the largest onshore wind power station in the United Kingdom to date.

There may be pressure for other stand-alone wind power schemes in the borough to help meet regional targets for renewable energy. Much of the borough's moorland is underlain with peat which acts as an important carbon sink, and creates an important landscape for biodiversity, landscape character, local distinctiveness and recreation. It is a key challenge to promote sustainable and renewable energy sources whilst also protecting fragile and important landscapes from inappropriate development and harm. Apart from the Scout Moor wind-power scheme, there is limited renewable energy generation at present, largely comprising demonstration installations by social housing providers and public institutions as well as a limited number by private households. However, there may be scope for biomass production in some areas.

In the borough there are significant areas to the south of Rochdale and around Heywood and Middleton that are underlain by sand, whilst there are sandstone/gritstone outcrops from the Pennine hills to the east and on higher ground north of Heywood and Rochdale. Historically, shales in the coal measures have been worked for brick making at Shawclough, Newhey and Summit and coal was extensively mined. Whilst the current level of extraction within the borough is low, and reserves within Greater Manchester as a whole sufficient, significant changes may occur in supply and demand patterns over the next 15 years. Economic benefits from extraction may have potential environmental and social costs.

Recycling rates in the borough are currently about 25% of household waste and are rising due to newly introduced waste collection systems including an increase in the types of materials collected.

### Accessibility and Sustainable Transport

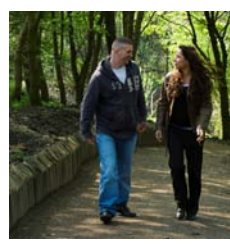
#### Fact Box - Accessibility and Sustainable Transport

- Borough car ownership levels are 66.5%, lower than the national and Greater Manchester averages
- Good connections to the M60, M62 and M66 motorways
- Rail services to Manchester, Oldham, Calderdale, Bradford and Leeds

The M62, the main strategic route across the country passes through the borough offering access east to Leeds and the Humber Ports and west to Manchester and Liverpool. Access to the borough is at junctions 19 south of Heywood, 20 south of Rochdale via the A627 and 21 south east of Milnrow which also serves Kingsway Business Park.

At J18 the M62 connects with the M60 and M66 west of Middleton just outside the borough. The M60 Manchester Orbital Motorway passes south west of the borough with two junctions serving Middleton. It also provides a strategic link to other Greater Manchester authorities to the south and west as well as Manchester Airport which is a key transport and economic hub.

The M66 runs to the west of the borough into Lancashire. Heywood is served by two junctions



off the route providing another access to Rochdale via the A680.

Car ownership rates in Rochdale borough are lower than in Greater Manchester and England and Wales yet the proportion of journeys to work in the borough made by car is higher than the national and Greater Manchester averages. Travel to work by train or tram is much lower than the national average reflecting the need for Metrolink and improved access to, and capacity of, the rail network serving the borough.

Bottlenecks at specific junctions and sections of the highway network inhibit its efficiency at peak times. Routes connecting Littleborough to the M62, Summit to Healey, Middleton to the A58 and Newhey to Rochdale town centre in particular suffer from peak time congestion.

There are frequent bus services between Rochdale and Manchester and to neighbouring centres (Oldham, Bury, Rawtenstall, Ashton and Halifax) as well as local communities within the borough. Services are focussed on Rochdale bus station, and travel by bus across the borough requires changing services, which incurs both time and financial costs to passengers.

This inhibits connectivity for workers coming from locations that require travel into and out of Rochdale to access employment opportunities, for example travelling from Heywood to Kingsway Business Park. There is the least public transport service coverage in the Heywood and Middleton townships where the proportion of non-car households is the highest (around 35%). These areas experience the greatest difficulty in accessing jobs and community services, emphasising the need for developments and key community services to be accessible by a choice of transport modes if the borough's regeneration, environmental, air quality, accessibility and social exclusion aspirations are to be achieved.

Rochdale railway station, the key station in the borough, is about half a mile south of the town centre. Other stations are at Littleborough, Smithy Bridge, Milnrow, Newhey, Castleton and Mills Hill, east of Middleton. The rail network offers a direct, quick and frequent service between the regional centre, Rochdale and West Yorkshire, however the quality and travel experience of local and commuter services is poor compared with other similar services to and from Manchester. A step change increase in strategic investment in infrastructure and rolling stock is required to address the poor experience and overcrowding on trains at peak times to meet passenger demand. Links from Manchester Victoria across the city region also need to be upgraded.

Access to Manchester Airport is a key issue for the borough's economy. Network Rail and the Northern Waypartners have commissioned studies to develop business cases to enhance rail capacity and access across the regional centre as part of the "Manchester Hub" initiative. When implemented these measures will enhance links to and through the borough and between city regions.

The Oldham Loop heavy rail line, serving Milnrow and Newhey will be converted and linked into Greater Manchester's Metrolink Tram System. New stations will be constructed to serve Kingsway Business Park and Newbold. It is proposed to extend Metrolink from Rochdale railway station to the regenerated town centre, terminating at the new Rochdale Public Transport Interchange.

The Rochdale Canal extends from Calderdale at Summit, through Littleborough, Rochdale and Middleton into Oldham. It forms part of a Pennine ring of canals providing a circular route for broad boats across the north west linking to the Bridgewater, Leeds / Liverpool and Huddersfield

Narrow canal navigations.

### Green Infrastructure

#### Fact Box - Green Infrastructure

- 3% of borough woodland, primarily located in the river valleys and reservoir catchments
- 43 Sites of Biological Importance (SBI) cover around 15% of the total land area
- 2 European protected ecological sites – the Rochdale Canal SAC and South Pennine Moors SAC/SPA
- 3 Local Nature Reserves – Alkrington Woods, Healey Dell and Hopwood Woods
- 20 reservoirs – 14 are Sites of Biological Importance (SBI)
- Natural greenspace assessment in priority urban neighbourhoods (14,000 households) shows only 38% of household have good access
- 5 parks currently with Green Flag Award status
- Approximately  $\frac{3}{4}$  of borough's land area is rural
- Borough includes more than 80% of Greater Manchester's blanket bog in the south Pennine fringe

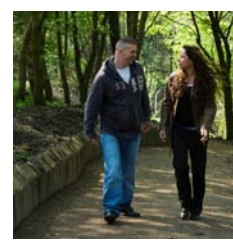
Around three quarters of the land area in the borough is open space. The uplands provide a distinctive, prominent landscape setting for the borough, supporting important biodiversity and containing significant historic and archaeological interest. There are historic and current land uses and economic activity based on agriculture, recreation and tourism, renewable energy, water catchment, mineral extraction and power transmission. The pressure of such activity on the quality and character of the landscape and its biodiversity and heritage assets can be significant. The moorland fringe to the north east and east of Littleborough, Milnrow and Newhey includes part of the South Pennine Moors Special Protection Area (SPA) for Birds and Special Area of Conservation (SAC).

The Pennine Way and Pennine Bridleway National Trails pass through the uplands to the north and east of the borough and there are substantial areas of open access land and urban common. Hollingworth Lake Country Park in Littleborough is the major countryside facility in the borough and other significant locations include Watergrove Reservoir, Ogden and Piethorne Reservoirs, Healey Dell Local Nature Reserve and the Ashworth Valley.

The principal river valley is the Roch Valley and other significant valleys include the Ashworth, Beal, Irk, and Spodden valleys. Although recreational access within the countryside is generally good, connections with the countryside and natural environment from many urban neighbourhoods are poor, especially inner urban neighbourhoods with high levels of poor health and economic disadvantage.

Woodland in the borough is limited and heavily concentrated in the urban fringe river valleys and reservoir catchments.

The traditional agricultural base in rural areas is declining. This will bring new challenges to the protection and enhancement of the landscape resource.



The Rochdale Canal and its corridor are important features of local industrial heritage and today is managed as a recreational asset based on narrow boating, angling, walking and cycling. It is also designated as a Special Area of Conservation over much of its length in the borough supporting significant European Protected Species.

Urban areas in the borough contain a mix of open spaces both formal and informal and of varied size, function and location. Whilst there are areas with good access to the countryside and well managed urban recreational open spaces, there are some parts of the borough where access to the countryside or to good quality recreational open space both formal and informal or 'natural' is poor and in need of significant improvement. This is the case particularly in and around the inner urban areas of Heywood, Middleton and Rochdale and larger areas of social housing. In some urban fringe river valley locations, inappropriate development and a legacy of derelict and neglected industrial land has reduced environmental quality and connectivity.

## People and Community

### Fact Box - People and Community

- The population is expected to rise to 217,000 by 2021
- 22.8% of population aged under 16, higher than the national average and 6.5% aged over 75, lower than the national average
- 86% of total population white British
- Over 90% population in Heywood, Middleton and Pennines white British but only 75% in Rochdale township
- 15% in Rochdale township Pakistani and 2.5% Bangladeshi
- 35 out of 135 small output areas amongst 10% most deprived in England. 30% of borough's population live in these areas
- Borough between 12th and 46th most deprived at district level in the Index of Multiple Deprivation
- Life expectancy lower than national average for both men and women
- 38 local centres in the borough which provide local services and facilities

The population in the borough is expected to grow over the next 15 years, with the largest increases set to be in the south Asian population. There is a strong representation of young Pakistani and Bangladeshi communities in parts of the borough, who typically have larger numbers in their families and larger proportion of the population under the age of 16 compared to the national average. When this group in the population move into adulthood and have families it will lead to an increase in the population.

A smaller proportion of the population are currently aged over 75 than the national average, which can be partially attributed to a lower life expectancy in the borough. This population group however is expected to increase as the disproportionately large number of young people gets older. The Pennines township currently has the lowest number of elderly and young people.

The majority of the population across the borough is white British; however, in some central wards of the Rochdale township the white British population is in the minority due to large Pakistani and Bangladeshi communities. There is also a relatively large Pakistani community in the Pennines township. In recent years there has also been an increase in the number of

eastern European migrants moving into the borough in line with national trends. These migrants are in need of employment, housing and health care.

It is expected that due to an increase in the proportion of the south Asians, and ageing populations, the Pennines and Rochdale townships can be expected to see the greatest rise in the predicted population by 2021. This is backed up by evidence from the household projections which show that Pennines is set to have the largest increase in numbers of households followed by Rochdale.

Rochdale borough has one of the highest levels of overall deprivation compared to the rest of England. Almost a third of the population are living in parts of the borough which are classed as among the most deprived in the country. The high levels of deprivation across the borough are shown in the Indices of Multiple Deprivation map (map 6) and these are in the problem housing areas (see section on Housing). The low ranking (meaning high deprivation) in some areas is attributable to the large number of residents claiming benefits or who are employed on relatively low pay in the manufacturing sector. There are a large number of young people who live in the most deprived areas who have few or no formal qualifications and have little aspiration to get any. Education is undervalued and this perpetuates a trend of low aspirations, with poor GCSE results and most students leaving school at 16. Post-16 results are poor with a majority of students choosing to study outside the borough. Only 14% have a degree or higher qualification which shows that a low proportion of people over the age of 16 are choosing to enter higher education.

There is poor health across the borough, but in the most deprived areas physical and mental health is very poor, coupled with some of the highest levels of early death. This makes Rochdale one of the boroughs with the highest levels of poor health in the region. Within the most deprived areas, people are not living long in comparison to the national average, with men having lower life expectancy rates than women. The number of the borough's residents who see themselves as having 'good general health' is also below the national average. Locations in the borough such as Bamford, which have a population with a life expectancy of ten years longer than places such as Spotland and Wardleworth, have a need for increased healthcare provision and homes suitable for the elderly.

The area with the highest number of people with good general health is in Norden and the highest proportion of the population with general health that is classified as being 'not good' is in west Middleton. Adult obesity is currently lower than the national average but this picture is subject to change and, on average, obesity in childhood within the borough is just slightly lower than the regional picture.

Rochdale borough is beginning to see major development and regeneration. However alongside investment in new homes, transport and commercial property, investment in community infrastructure is central to improving the lives of both existing and future residents of the borough and creating and maintaining sustainable communities. Thus the provision of adequate community infrastructure is an important part of the overall Local Development Framework.

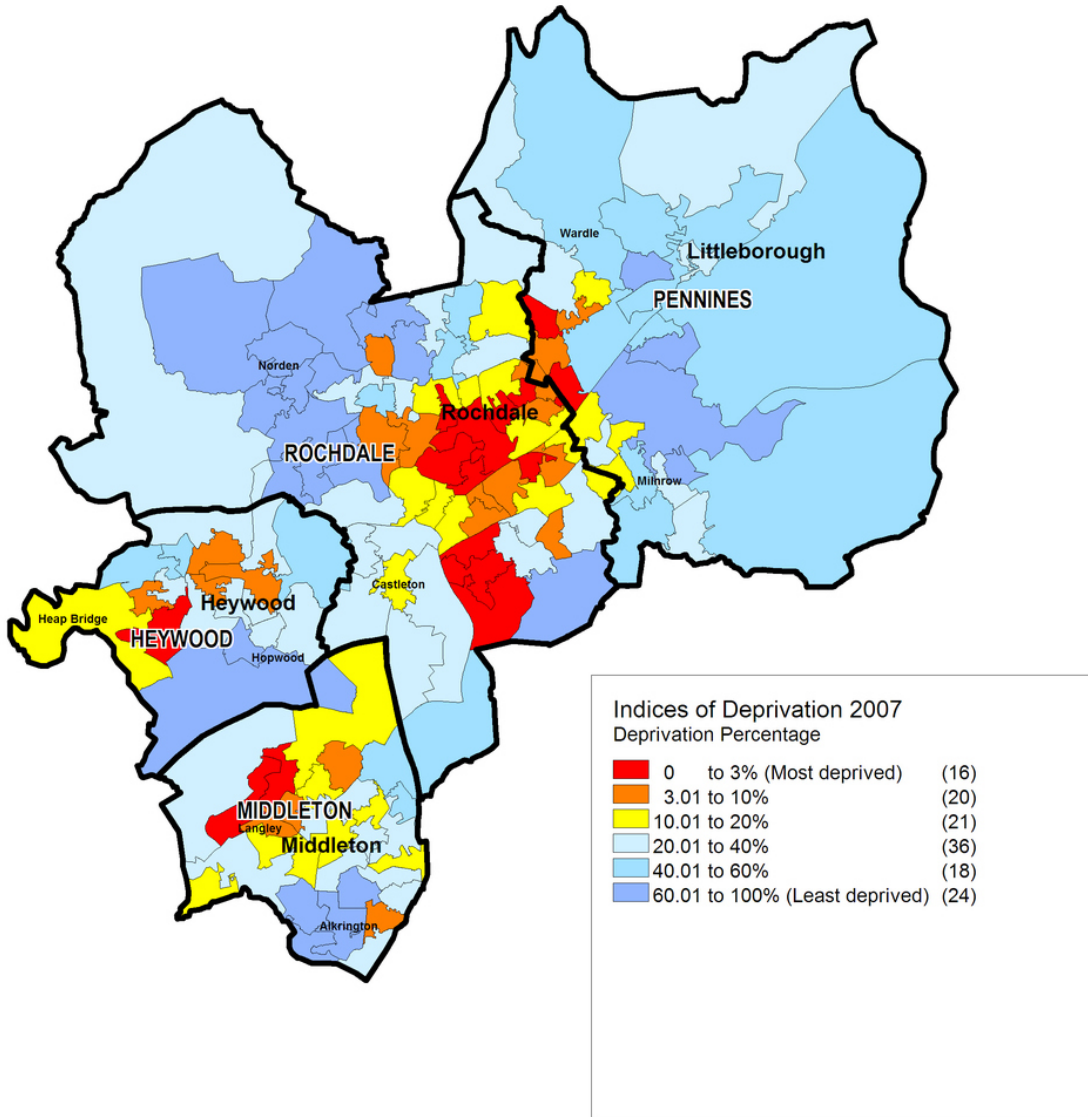
Community infrastructure includes: education, health, social care, child care, recreation, community centres, village halls; places of worship; libraries; and shops etc. Such facilities need to be provided in accessible locations that meet need with a minimum need to travel by private car; facilitate social inclusion, and reinforce the hierarchy of town and local centres. There are presently 38 local centres in the borough which differ in size, facilities, character and



condition with many other facilities scattered across the borough outside these centres.

The number of recorded domestic burglaries and vehicle crime has fallen although this could be due to fewer crimes reported to the police and officially registered. The fear of crime remains high and has not fallen in line with the actual figures that are recorded. Within each of the townships there is a higher crime rate in the areas with larger populations such as the town centres.

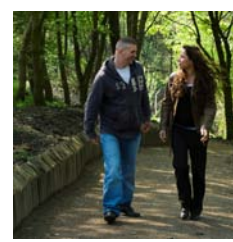
### IMD 2007 - Overall Ranking



The key shows the level of deprivation in areas of the Borough, known as Lower Super Output Areas (LSOAs), as a percentage of the total of all LSOAs in England. Those areas of the Borough which fall within the worst 3% nationally are in red (i.e. most deprived), and those which fall in the worst 60.01 to 100% of areas nationally are in dark blue (i.e. least deprived).

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Scale 1:100,000

Map 6 IMD 2007 - Overall Ranking



## The Townships

As mentioned earlier the borough has four townships, which have their own strong identity and character. The following table sets out the key statistics for each of the townships, followed by a description of their defining characteristics.

| The Townships Fact Box                    |                  |                  |                |               |
|---|------------------|------------------|----------------|---------------|
|   | Heywood          | Middleton        | Pennines       | Rochdale      |
| Land areas as % of borough                | 22%              | 13%              | 22%            | 43%           |
| Population size                           | 30,000           | 47,500           | 32,400         | 99,100        |
| Number of households                      | 12,000           | 19,400           | 16,310         | 35,700        |
| Population under age of 16                | 23%              | 22%              | 22%            | 24%           |
| Population over age of 75                 | 7%               | 7%               | 6%             | 6%            |
| % of properties which are terraced        | 46%              | 38%              | 39%            | 36%           |
| % of population white British             | 95%              | 95%              | 93%            | 76%           |
| Largest ethnic minority group in township | White Irish 1.5% | White Irish 1.6% | Pakistani 2.6% | Pakistani 15% |
| % of population with good general health  | 66%              | 65%              | 67%            | 66%           |
| Township unemployment rate                | 4%               | 4%               | 3%             | 4%            |
| Township JSA claimant rate                | 3.53%            | 3.36%            | 3.45%          | 5.11%         |
| Most common work destination              | Heywood          | GM (not borough) | Rochdale       | Rochdale      |
| A* to C GCSEs obtained                    | 49%              | 60%              | 56%            | 47%           |
| A* to G GCSEs obtained                    | 88%              | 93%              | 93%            | 92%           |
| % of households with at least one car     | 63%              | 63%              | 74%            | 67%           |

Table 2 The Townships Fact Box

### Heywood

The centre of Heywood is located between and only three miles from both Rochdale and Bury town centres. Heywood is the only township in the borough that is completely surrounded by green belt, which gives the town good access to an attractive landscape. This landscape is characterised by the valleys of the Roch, Ashworth and Cheesden rivers, moorland to the north



and areas of flat farmland to the south. There is however, in places, a poor connection between the urban and rural communities who live within the township.

The high proportion of terraced properties in the township reflects its industrial legacy. As discussed previously in this spatial portrait, the condition of many of these terraced properties is poor and there is considerable potential for improvement in the quality of homes available in Heywood.

Heywood Distribution Park is a major business location for the township, borough and Greater Manchester, located to the south of the town centre. The distribution park is home to many international companies. There is large amount of land within and close to the site available for employment development. There is also a large employment area around Green Lane and underused employment sites for example at Crimble, Hooley Bridge and Mutual Mills.

The M62 runs to the south of the township, connecting directly to the M60 Manchester Orbital motorway, and the M66 through the western tip of the township. The East Lancashire Railway extends into the township from Bury. This is a privately owned line but the feasibility is being explored of connecting it with Network Rail lines which will help to provide commuter as well as further leisure and tourism trips and improve connectivity.

There is poor quality access to the M62 and the M66, with heavy goods vehicles impacting on the town centre causing environmental and amenity problems.

New retail development has boosted the town centre in recent years and the services that are now available can provide for most of the needs of the local population. Despite this many of the residents look to Rochdale, and in particular Bury, town centres for leisure, retail and employment opportunities. Heywood town centre needs many more improvements to its retail and employment offer to compete with those centres.

New regeneration strategies are being prepared for the Heywood township and its town centre with housing regeneration and intervention schemes in selected areas. The Heywood New Deal for Communities Partnership was awarded £52 million in 2001. This partnership brings together residents, voluntary organisations and public agencies to deliver better outcomes for Heywood residents through jobs, training and learning, health, well being, young people, neighbourhood management and community safety.

In Heywood the main housing areas (mentioned in the housing section) are the inner urban areas around the town centre, socially rented suburban area to the north at the Back o' th' Moss and Darnhill to the south west and outer suburban areas at Hopwood in the south.

### **Middleton**

Middleton, is separated from Heywood by green belt and the M62 but is physically connected to north Manchester around the M66, and to Chadderton, within Oldham. It has strong connections with Manchester in relation to jobs, leisure, culture and shopping but it still has connections with Oldham as well as Rochdale.

To the west, open land wraps around the town separating Middleton from Bury. Open land immediately adjoining the urban edge is currently protected from development but does not perform a green belt role. An important greenspace corridor into the borough can be found at Alkrington Woods, a large site of geological and ecological importance to the south west of the



township.

Housing types and environments in Middleton are mixed, with the higher end of the market housing in suburban Alkrington, and inner urban areas with terraced housing in east Middleton. The environment of some of these terraced areas is in need of improvement.

Langley, a large social housing estate and neighbourhood renewal area, is in the process of being regenerated through the Housing Market Renewal Pathfinder as the estate suffers from a poor residential environment with a mismatch of type and tenure. Connectivity to the rest of the township needs to be enhanced. There are other socially rented estates in the township (e.g. Hollin).

In terms of life expectancy, four out of five wards fall within the worst fifth in England. Lung cancer is more common in Middleton than in the rest of the borough and coronary heart disease is worse in the Middleton North and Middleton West areas than elsewhere in the borough.

There is a need within Middleton to increase local employment opportunities as a significant proportion of the workforce currently travels outside of the township for work. Employment in the township is concentrated in and around the town centre, east Middleton and the Stakehill Industrial Park, a large industrial estate to the north east of the town.

Middleton has excellent motorway linkages which allow for easy commuting to elsewhere in the borough as well as to the rest of Greater Manchester and the north west.

There is a well used rail service running from Mills Hill which connects Middleton with Rochdale and Calderdale to the north and Manchester city centre in the south. With improved facilities and services this station has further potential to reduce car trips into Manchester.

Middleton town centre has been losing trade to Manchester in recent years but a new bus station, planned retail and other developments, including a new superstore, civic centre and leisure centre now underway will considerably improve the centre.

## **Pennines**

The Pennines township includes the small town of Littleborough (11,800) as well as the villages of Milnrow and Newhey (11,700) and Smithy Bridge and Wardle (8,900). Milnrow is adjacent to Junction 21 of the M62 and the major Kingsway Business Park. The proposed Metrolink corridor also passes through Milnrow.

Wardle is physically separate from the main urban settlement, surrounded by green belt, whereas the other larger settlements are joined. Littleborough is connected to Rochdale by development along the A58 corridor but the Roch Valley creates some open separation between the towns. There are also some small rural hamlets, such as Rakewood and Ogden. The Roch Valley corridor has a multifunctional value for recreation, farming, wildlife, flood management and as a landscape feature.

There are extensive areas of countryside to the north and east of the township, which include moorland reservoirs, hills, wooded valleys and important natural habitats. The nature of the landscape is much more varied and less managed than that to the south and west of the borough.

There is a major visitor attraction at Hollingworth Lake, near Littleborough and other countryside gateways (e.g. Watergrove Reservoir at Wardle), which also offer public informal recreation alongside a nature conservation attraction. Both of these locations provide visitors with access to the Pennine Hills, including stretches of both the Pennine Way and Bridleway. The Township Committee promotes better access to the countryside and sustainable tourism, with the gateways, rural attractions and canal corridor providing further potential.

The housing areas of Pennines comprise a mixture socially rented suburban areas, particularly where it adjoins Rochdale, and outer suburban areas. The population of the Pennines is a mixture of those who are more affluent and those who are less so and therefore, there is a need for both up market housing as well as a provision of affordable housing because of the high levels of need within the township.

There are high levels of people with low incomes in the Smallbridge and Firgrove, Wardle and Littleborough wards, which fall within the worst fifth nationally in terms of life expectancy.

The main employment areas in the township are in Littleborough, with smaller pockets in Milnrow and Newhey, however, most residents commute to jobs in Rochdale and elsewhere. Littleborough town centre's retail offer and leisure facilities are in need of updating as it cannot compete with the larger centres and facilities elsewhere. Most of the residents of the Pennines township rely on Rochdale town centre for their retail and leisure needs.

## Rochdale

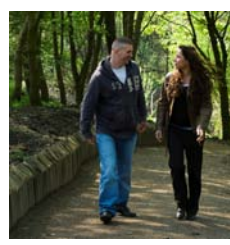
The Rochdale township is centrally located in the borough extending to the north and north west of the borough boundary. The township is predominantly urban but there are large areas of green belt land extending to the north.

The township has very good road, rail and bus connections. The A627(M) motorway runs from the south of the town connecting with the M62 and on to Oldham. There is a planned Metrolink extension which will run right into the town centre, providing access to Oldham and Manchester city centre as well as other areas in Greater Manchester. There will continue to be a direct rail service to Manchester city centre as well as services to Calderdale, Bradford and Leeds from Rochdale Railway Station.

Half the borough's population lives within the town, which is also the centre for shopping, services, leisure, local government and employment. A major redevelopment is proposed in the east of Rochdale town centre with new retail and office development planned to bring an extra 1,766 jobs to the borough. The scheme is proposed to improve the shopping provision in the town to help it compete with adjoining towns such as Oldham and Bury. At present the town centre does not provide sufficient quality and choice and consequently there is a large leakage of retail expenditure out of the borough.

There is a large South Asian population in the Rochdale township, particularly in the wards of Central Rochdale, and Milkstone and Deepdish which have less than 50% of the population who classify themselves as White British. Elsewhere in the borough this figure does not fall below 70%. This larger representation of different ethnicities in the township means that there is a great deal of cultural diversity and varying needs that must be catered for.

Examples of inner urban areas in Rochdale are around the town centre at Spathbottoms, Wardleworth, Milkstone and Deepdish. Socially rented suburban areas can be found at Falinge,

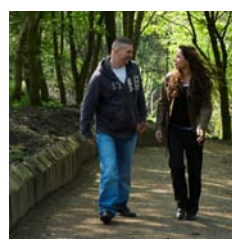


Kirkholt and Newbold and outer suburban areas at Norden, Bamford and Balderstone.

Six of the wards in the township fall into the worst fifth nationally in terms of life expectancy and there are large areas of housing that need updating as they are currently sub standard.

The area in the east of the town centre is the focus for housing market renewal schemes and is currently undergoing large scale regeneration. These schemes are focused around Wardleworth and Hamer.





## 3 Key Evidence

The strategic issues and options put forward are informed by national, regional and local policies and programmes and the latest information (i.e. research and studies available). Further information and research will be required before policies can be formulated and consultation on this document will provide useful evidence on what policy approaches are appropriate.

The national Planning Policy Statements and Guidance ([www.communities.gov.uk](http://www.communities.gov.uk)) cover a full range of subjects and must be complied with at all times throughout the Core Strategy. Planning Policy Statement 12, states that Core Strategies should be in general conformity with the Regional Spatial Strategy and should closely relate to any Sustainable Community Strategy for the area ([www.nwra.gov.uk](http://www.nwra.gov.uk)).

A summary of each of these policy and strategy documents can be found in the Core Strategy Background Paper that has been published in conjunction with this document.

### National Policy

- The Northern Way - strategy launched in 2004 ([www.thenorthernway.co.uk](http://www.thenorthernway.co.uk))
- National Planning Policy Statements and Guidance ([www.communities.gov.uk](http://www.communities.gov.uk))

### Regional Strategies and Programmes

- North West Regional Spatial Strategy (Proposed changes to the draft, March 2008)
- North West Regional Economic Strategy (2006) ([www.nwra.gov.uk](http://www.nwra.gov.uk))
- Greater Manchester Economic Development Plan (2004/5 - 2006/7) ([www.manchester-enterprises.com](http://www.manchester-enterprises.com))
- 'Sharing the vision' - A Strategy for Greater Manchester (2003) ([www.agma.gov.uk](http://www.agma.gov.uk))
- Manchester City Region Development Programme (2006) ([www.manchester-enterprises.com](http://www.manchester-enterprises.com))
- Manchester City Region Sub-Regional Action Plan ([www.manchester-enterprises.com](http://www.manchester-enterprises.com))
- Greater Manchester Local Transport Plan ([www.gmltp.co.uk](http://www.gmltp.co.uk))
- Greater Manchester Joint Waste Development Plan Document ([www.gmwastedpd.co.uk](http://www.gmwastedpd.co.uk)) (currently under preparation)

### Local Policies, Strategies and Studies

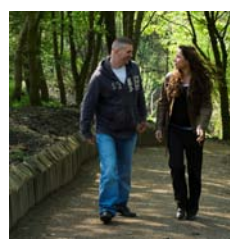
- Rochdale Borough Unitary Development Plan
- The Community Strategy - 'Pride of Place'
- The Corporate Plan - 'Aiming High'
- The Borough Renaissance Masterplan
- Township Plans for Heywood, Middleton, Pennines and Rochdale
- Greater Manchester Biodiversity Action Plan
- Borough Healthy Lifestyles Strategy
- Building Schools for the Future
- Children and Young People's Plan 2006-2010
- Community Cohesion Strategy
- Contaminated Land Strategy

- Cultural Strategy
- Education Development Plan 2002-2007
- Employment Land Study (2008)
- Equality and Diversity Policy
- Greater Manchester Joint Waste Development Plan Document
- Heywood, Middleton and Rochdale Primary Care Trust (PCT) LIFT Programmes
- Housing Needs Study update
- Local Area Agreements
- Local Improvement Finance Trust
- Neighbourhood and Area Renewal
- North East of Greater Manchester - Proposed LIFT Centres
- Oldham and Rochdale Housing Market Renewal Pathfinder
- Pennine Edge Forest
- Pennine Prospects
- RMBC Air Quality Local Strategy and Action Plan
- RMBC Local Agenda Strategy 21
- RMBC Partners in Sport - District sport and recreation strategy for the borough
- RMBC Safer Communities Strategy
- Rochdale Borough Economic Development Strategy
- Rochdale Borough Retail Study (2006) and update (2008)
- Rochdale Canal Corridor Regeneration Strategy
- Rochdale Health Profile
- Rochdale's Housing Strategy
- Rochdale Safer Communities Partnership 2008-2011
- Strategic Housing Land Availability Assessment (due to be completed Autumn 2008)
- Strategic Housing Market Assessment (due to be completed July 2008)
- Urban Capacity Study
- Visitor Strategy

### Other Strategies and Studies

- The NHS Plan: A Plan for Investment, A Plan for Reform
- Best for Health, Healthy Futures
- UK Emissions Inventory ([www.defra.gov.uk](http://www.defra.gov.uk))
- UK Sustainable Development Strategy 'Securing the Future'
- Climate Change Bill
- Future Water
- National Biodiversity Strategy for England

For a full list of all national, regional and local guidance and documents please see the background paper that is available with this document.



## 4 Strategic Issues

### Strategic Issue 1 - Economy

The local economy continues to under perform resulting in the borough having low levels of economic activity in the inner areas and lower than regional average levels of prosperity. The borough fails to fully utilise its good position on the transport network and to contribute as much as it could to the regeneration and economy of the Greater Manchester city region. The issues it faces are:

- A legacy of economic under-performance;
- Low business start up levels;
- Over-dependence on declining manufacturing sectors with low skills and low wages, especially in the older inner areas;
- A legacy of old commercial properties, particularly in the river valleys and in residential areas, which are unsuitable in terms of their location and layout for modern businesses;
- A poor image, especially on the gateways and corridors into the borough, may act as a deterrent to inward investment;
- Poor public transport links to Manchester city centre and major employment sites;
- Under-developed ICT infrastructure;
- Poor skills profile in the workforce and a failure to retain people who get skills;
- High levels of worklessness, resulting in high levels of the workforce on benefits in particular in the inner areas and social housing areas, constrains economic growth;
- Town centres, in particular Rochdale town centre, which have suffered under investment and are failing to meet the retail and leisure needs of residents of the borough.
- A failure to utilise its potential for leisure and tourism given its countryside assets such as Hollingworth Lake, the Rochdale Canal, and proximity to the Pennines.

It does have some major opportunities, which are:

- Good access to the M62, M60 and M66 motorways network in the southern part of the borough, it's location on the Manchester / Leeds main railway line and proposed substantial investment in transport infrastructure (e.g. Metrolink);
- Kingsway Business Park, which will be one of the biggest in the UK, will have a major impact on the sub regional economy.
- Major and successful employment developments at Heywood Distribution Park, Stakehill, Middleton and other sites providing a good supply of modern premises;
- Attractive green infrastructure and countryside setting close to the Pennines
- Close to Manchester city centre and mid way on the Northern Way, on the M62, between Liverpool and Hull.



### Strategic Issue 2 - Housing

The Rochdale and wider northern Manchester housing market is less attractive when compared to other housing markets in the City Region and the North West. There are a number of factors which are currently contributing to this and collectively mean that the boroughs housing fails to meet the needs of its residents or provides the quality of housing expected in a thriving City Region. These are:

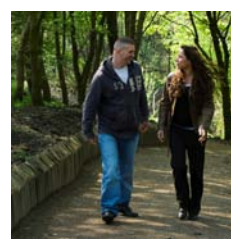
- Housing areas in the borough are polarised in terms of quality and price of housing
- Relatively low levels of new homes being built in the borough in recent years has restricted housing choice and limited the social and economic benefits of new development.
- Too many poor quality terraced houses, particular within inner Rochdale but also around Heywood and Middleton town centres.
- Large single tenure estates which have historically high turnover and fail to provide a choice of appropriate housing.
- There are large parts of the borough where the existing housing is of a type and size which does not meet existing needs or those of future residents.
- The concentrations of house types and tenures has created segregation in the housing market and led to segregation of communities e.g. the Black Minority and Ethnic (BME) community.
- The overall quality of facilities, services and open space in some areas reduce the attractiveness of residential areas.
- This, along with the general lack of higher value housing, means that the borough fails to retain and attract those people with higher incomes.

However there are also a number of positive factors which provide opportunities to create good quality sustainable neighbourhoods. These are:

- The location of the borough which offers the benefits of living in a town but which has an attractive countryside setting.
- High demand, particularly within the Asian community, continues to support the terraced housing market in inner Rochdale.
- A wide range of existing and planned regeneration across the borough with the potential to deliver better quality housing and improve the residential environment.

### Strategic Issue 3 - Quality of Place

'Quality of place' varies considerably within the borough and impacts on the quality of life, health and well being of residents and the image of the Borough. The borough's built environment is not of a sufficient standard in terms of its design, layout and quality. Regeneration and new development needs to do more to create places which project a strong and positive image and sense of belonging, and also take on additional responsibilities in relation to climate change, heritage and environmental protection.



- Some of the borough's Conservation Areas, such as Littleborough Town Centre Conservation Area, are degraded by inappropriate and poor quality development, much of which is unauthorised or not requiring authorisation.
- Large areas of the built environment in the borough consist primarily of buildings of 100 years old or more, which are not necessarily suited to the needs of modern residents and businesses.
- A lack of maintenance of spaces and buildings, degraded environments and underused land and buildings, all affect living conditions, undermine civic pride and give a poor image.
- The main gateways and corridors in the borough do not give a strong, positive and welcoming introduction to visitors.
- The treatment of spaces between buildings is often not given sufficient attention in new developments, resulting in poor quality street scenes and communal / recreational areas.
- The treatment of existing public and communal spaces, such as Town Hall Square and the Butts in Rochdale, does not maximise their potential as assets for the enjoyment of residents and visitors.
- Much recent development in the borough lacks originality and/or local distinctiveness.

It does have some major opportunities, which are:

- There are built heritage assets which have more potential to give the borough a strong and positive character and image than is currently being achieved.
- The Roch Valley has potential for improvement and to play a key role in supporting growth and enhancing the environment and promoting local character.
- The Rochdale Canal and other water corridors have potential for encouraging regeneration, leisure activities and image enhancement.

#### **Strategic Issue 4 - Climate Change, Pollution and Natural Resources**

The sustainable use of natural resources is increasingly important due to climate change and its impacts, and it is necessary that all new development in Rochdale borough has minimal carbon dioxide emissions, does not exacerbate flood risk and does not contribute to increased pollution levels. Development should also seek to minimise its impact on the borough's landscape and natural resources.

- There is a local commitment to ensuring all new developments in the borough are carbon neutral by 2020. The borough has also chosen National Indicators 188 (Adapting to Climate Change) and 186 (Per capita reduction in CO<sub>2</sub> emissions) for the Local Area Agreement.
- The borough must realise its potential for renewable energy resources. There are particular pressures for wind farm development on the South Pennine moors around Rochdale but such development could affect the natural carbon sink function of the peatlands, as well as landscape character.
- There are opportunities to encourage renewable energy installations in urban areas and the urban fringes of the borough through domestic, industrial and

community schemes for biomass, small scale wind power and a range of micro-renewables.

- Certain rural areas of the borough may be suitable for biomass production.
- Significant parts of the borough's urban areas, particularly in Rochdale and Littleborough, are designated flood zones 2 or 3 in the Environment Agency Flood Map.
- Significant areas of the borough fall into Air Quality Management Zones, and this may constrain new development in some areas such as the A58 corridor.
- Light pollution can affect living conditions and can be detrimental to biodiversity.
- Aspirations for rural diversification could lead to pressures for new buildings which could be detrimental to the natural landscape and biodiversity.

### **Strategic Issue 5 - Accessibility and Sustainable Transport**

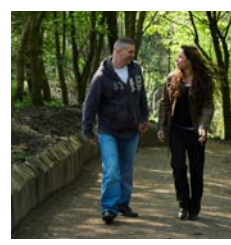
Rochdale borough, on the fringe of the city region with good links to the regional centre has a favourable strategic location. The borough's transport network however does not meet travel demands of its communities. The challenge is to provide an affordable, sustainable, reliable, accessible and integrated transport network that serves its communities and supports social inclusion and the regeneration of the local economy through:

- Addressing specific bottlenecks, journey reliability and emissions from traffic affecting air quality on the selected major routes,
- Address peak time capacity issues and service quality on the Caldervale Line linking the Leeds and Manchester City Region,
- Widen travel choice and enhance accessibility to employment opportunities, shopping, education and local services particularly for Heywood and Middleton Townships and peripheral rural communities,
- Minimise the impact of additional development traffic on the motorway and main local highway network,
- Strengthen transport interchange with the rail network at stations, particularly in Rochdale, Littleborough, Mills Hill and Castleton as well as future Metrolink stops and in town centres.

### **Strategic Issue 6 - Green Infrastructure**

The borough contains an extensive and diverse network of open spaces and countryside together these provide a multi functional green infrastructure resource that supports the quality of life and place in the borough and contributes to sustainable development and growth.

The Green Infrastructure network varies in quality and is under pressure from the impacts of urban communities, the need to support economic and housing growth and regeneration and to help tackle the effects of climate change both locally and in the city region.



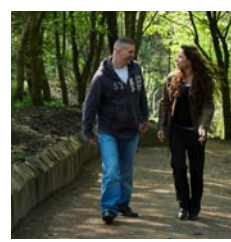
- Attractive countryside is close to urban centres, for example in the Roch Valley and the South Pennine fringes, but access to the countryside is poor in many parts of the borough, particularly for some poorer communities with high levels of ill health.
- The river valleys and urban river frontages are an underused asset and their value and connectivity has been eroded over time through insensitive development.
- The biodiversity of the borough is significant and varied but it is under pressure from development, poor management and design and the loss of key features such as urban garden spaces.
- Urban open spaces vary significantly in quality and diversity throughout the borough with some poorly located. There is not enough appropriate open space to meet local recreational need or to provide amenity in some communities.
- Flood risk is significant in many urban centres and priority regeneration areas, including East Central Rochdale and Rochdale Town Centre. Flood risk management needs to manage on site risks and also not increase risk downstream.
- Adapting to and mitigating the effects of climate change will require an imaginative and positive approach to urban greening in the public realm such as green roofs and street trees as a part of protecting and regenerating townscapes.

### Strategic Issue 7 - People and Community

Rochdale has some of the highest levels of social disadvantage in the country, with many households with low incomes, poor health and low educational attainment concentrated in the inner urban areas and peripheral social housing estates. The issue is how to address this problem whilst ensuring a better quality of life for all the community.

- All the other Strategic Issues and Objectives interrelate with and impact on this issue.
- There is a need to focus on improving the quality of housing, the local environment, access to employment, leisure, education and other community facilities to foster overall a wealthier and healthier population.
- Health facilities are required to meet the needs of different communities and in particular to address the major health inequalities in the borough.
- Educational attainment and technical skills in the borough, particularly in deprived areas, are low and accessible education and training facilities are needed to address this.
- Crime and fear of crime is a problem in some parts of the borough, particularly in the inner areas, town centres, some large housing estates and less secure employment areas. Design and other policies need to address safety and security.





## 5 Spatial Vision and Strategic Objectives

### Spatial Vision

*Rochdale borough will be an attractive, vibrant and thriving place where people want to live, work, visit and do business.*

*Its population will be more prosperous, better educated and healthier and will have pride in their place.*

*It will offer locally distinctive places and towns, with sustainable neighbourhoods, cohesive communities, safe, well designed and maintained streets and excellent local facilities. It will have attractive gateways into its towns and centres.*

*Our impact on the local and global environment will be reduced. Air pollution within air quality management areas will be have improved, Carbon Dioxide emissions will be very low and development will have much reduced energy and water needs. Levels of waste will be reduced and will be treated / recycled more effectively and locally. Biodiversity will be thriving and our countryside, parks and open spaces will be accessible, well used and well maintained.*

*Its employment sites will be fit for the 21st century and provide for a range of jobs which are accessible for business and people.*

*It will make the best use of its location, with its towns surrounded by attractive countryside on the edge of the Pennines, close and accessible to Manchester city centre. Its character will more strongly reflect the Roch Valley corridor which will provide a unique and attractive setting, and an environmental resource.*

#### Question V&O1 - Spatial Vision

Do you agree with the above Spatial Vision for the borough?

In order to deliver the Spatial Vision, seven Strategic Objectives have been developed which have a number of sub-objectives (see below). The delivery of these Strategic Objectives is considered under the Thematic Issues and Options (chapters 6 to 12) and the Spatial Options (chapter 13). Where a Strategic Objective links to a policy within the Manchester City Region section within the Regional Spatial Strategy (RSS), this is indicated below.

#### Question V&O2 - Strategic Objectives

Do you agree with the following Strategic Objectives and sub-objectives?

The objectives below are not presented in any order of importance. Do you think that a higher priority should be given to achieving any of the Strategic Objectives (e.g. to meeting the Climate Change, Pollution and Natural Resources objective)? If so, which Strategic Objective(s) and why?

## Strategic Objectives

### Strategic Objective 1 - Economy

To diversify, modernise and strengthen the local economy in a sustainable manner so that the borough becomes more prosperous and makes a greater contribution to the economic growth of the city region through:

- increasing the number, and diversity of types of businesses and the productivity of existing businesses;
- increasing the number and quality of jobs;
- improving business environmental performance;
- reducing worklessness and increasing employment.

### Objectives - Economy

**O/EC/1:** To ensure the provision of a good range of employment sites and premises to meet the needs of modern business in the borough and wider city region.

**O/EC/2:** To have the right level of protection of existing employment sites (such as Heywood and Stakehill distribution parks) so that there is sufficient land and premises to meet the needs of business but ensure the opportunities for regeneration and redevelopment and are not restricted in the older industrial areas of Heywood, Middleton and Rochdale.

**O/EC/3:** To get the right location of premises for different uses to meet business need and at the same time be accessible to the workforce, in particular in the inner urban areas of Heywood, Middleton and Rochdale.

**O/EC/4:** To get the right type of premises to meet the varied needs of businesses.

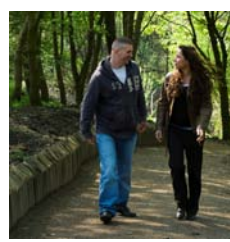
**O/EC/5:** To support, improve, modernise and diversify manufacturing industry in the borough as well as seeking diversification of the economy into a larger number of sectors, building on the opportunities offered by Kingsway.

**O/EC/6:** Improve the quality and range of retail and leisure provision in all the borough's town centres, but in particular Rochdale as the sub regional centre, to re-establish them as the main focus for shopping, commerce and culture and develop them as economic hubs.

**O/EC/7:** Enhance the viability and vitality of Primary Shopping Areas in Heywood, Middleton and Rochdale town centres.

**O/EC/8:** To increase the strength of the leisure and tourism industry in the borough by developing an attractive, exciting, varied tourism offer, with the borough recognised in particular for its stunning countryside and its fascinating heritage (e.g. the Co-operative movement and the Town Hall).

**O/EC/9:** Develop the urban environment and promote the environmental offer to encourage investment and retain and attract talent.



**O/EC/10:** Ensure an appropriate and attractive housing stock to meet the needs of the workforce.

The above objectives reflect those in the Rochdale Economic Development Strategy (REDS).

## Strategic Objective 2 - Housing

To deliver an appropriate amount, choice and range of housing to meet the household and economic needs, and support the regeneration of, the local housing market. This will in turn support sustainable growth of the wider City Region.

### Objectives - Housing

**O/H/1:** To provide sufficient housing land to meet, as a minimum, the requirement for additional homes set out in Regional Spatial Strategy. This means providing land for at least an additional 450 dwellings per year between 2007 and 2026 to support the forecasted growth in new households and the economic growth and regeneration of the borough.

**O/H/2:** To set out an approach to ensure new housing is in a location that supports the sustainable growth and regeneration of the borough and that fits in with the growth objectives of the North West and Manchester City Region.

**O/H/3:** To ensure that housing is delivered in appropriate locations which either takes advantage of existing facilities and infrastructure or where new facilities or infrastructure can be provided in a sustainable way.

**O/H/4:** To ensure a greater mix and choice of homes in terms of type, size and tenure. This is particularly important in areas dominated by a single type and tenure, such as the inner terraced areas of Rochdale, Heywood and Middleton and large estates such as Langley, Kirkholt and Back o' th' Moss. This will promote the development of mixed and balanced communities and discourage segregation of communities.

**O/H/5:** To ensure the provision of high quality housing in terms of both design and layout which improves the overall image of the borough and supports the growth of the local economy. This includes the need to deliver higher value homes across the borough to retain and attract people with higher incomes and satisfy 'aspirational' housing need.

**O/H/6:** To provide appropriate levels of affordable housing so as not to exclude people and communities from the homes required to meet their needs.

**O/H/7:** To ensure that the accommodation needs of the growing elderly population and other vulnerable groups is appropriately met within the borough. This includes addressing the need for any additional sites for gypsies, travellers and travelling showmen.

**O/H/8:** To encourage and guide appropriate housing densities which provide a balance between maximising the use of land, high quality design and providing the right type of



homes.

### Strategic Objective 3 - Quality of Place

To strengthen and enhance the borough's image, and the quality of life of its citizens and visitors, by improving the design quality and sustainability of new buildings and spaces whilst protecting, in a sustainable manner, those elements of the built environment which make a strong contribution to the borough's heritage.

#### Objectives - Quality of Place

**O/QP/1:** Protect and enhance those elements of the borough's built heritage which make a strong and positive contribution to its image, local distinctiveness and the regeneration of town centres and housing regeneration areas.

**O/QP/2:** Ensure that new developments in the borough respond positively to their context whilst at the same time being original and forward-looking in their design.

**O/QP/3:** Ensure that the design and layout of new development is environmentally responsible, engenders civic pride and responds to public involvement, is safe, accessible and fit for purpose.

**O/QP/4:** Ensure that the design and function of streets and spaces is considered as important as that of buildings.

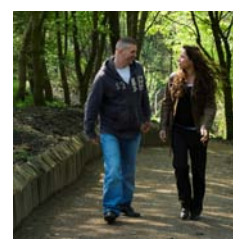
**O/QP/5:** Improve the image of the borough through strengthening the positive visual impact of key gateways into the borough (e.g. on the A627M), into Rochdale, Heywood and Middleton towns and town centres, at motorway junctions and key transport corridors (e.g., Oldham Road, Rochdale).

**O/QP/6:** Ensure that all new development in the borough is designed for minimal energy use.

### Strategic Objective 4 - Climate Change, Pollution and Natural Resources

To protect and enhance the natural resources of the borough and region, including air, water and rural landscape, and tackle climate change and its impacts, by:

- aligning policies with the UK Sustainable Development Strategy;
- increasing the energy efficiency of new buildings;
- encouraging renewable energy developments where appropriate;
- adapting to climate change (e.g. by guarding new and existing developments against flood risk);
- ensuring that new development does not increase pollution or nuisance levels;



- protecting rural landscapes against inappropriate development;
- minimising waste;
- sustainable construction and use of resources;
- improving local air quality;
- reducing water consumption;
- ensuring all development identifies opportunities to conserve and increase biodiversity.

### **Objectives - Climate Change, Pollution and Natural Resources**

**O/C/1:** To apply stringent standards to ensure new development has reduced carbon emissions to the point of all new development being carbon neutral by 2020; these improvements to be achieved by reducing the demands made on energy and natural resources (e.g. through building design, construction and use of recycled and sustainable materials, water and waste recycling and management, energy efficiency and the use of renewable energy).

**O/C/2:** Encourage the development of renewable energy technologies, such as biomass and wind power, in appropriate locations.

**O/C/3:** Protect the value of the peatlands of the upland areas of the Borough as an ecological resource and carbon sink.

**O/C/4:** Ensure that all new development is safeguarded against flood risk and does not contribute to flood risk elsewhere, in particular avoiding new development on flood zones in places like the Roch valley between Rochdale and Littleborough.

**O/C/5:** Prevent harm and nuisance to people and biodiversity from potential sources of pollution, e.g., minimising traffic levels and air pollution along the A58 and the M62 corridors and minimising light pollution in rural areas of the Borough.

**O/C/6:** Ensure that all new development is safeguarded against pollution from surrounding and nearby uses.

### **Strategic Objective 5 - Accessibility and Sustainable Transport**

To enhance transport access and connectivity and support the sustainable delivery of the other strategic land use objectives, exploiting the borough's geographical location, improving strategic transport links to and from key development and renewal areas and strengthening transport interchange to provide a seamless, safe and affordable multi-modal transport network that enables good access to jobs, shops and essential community services.

#### **Objectives - Accessibility and Sustainable Transport**

**O/A/1:** Locate development where it is accessible by a choice of transport modes, meets business needs and regeneration priorities.

**O/A/2:** Target strategic transport infrastructure improvements on priority issues and areas where future growth is focused within the borough.

**O/A/3:** Maximise the use of the existing transport infrastructure to enhance and provide sustainable access to local facilities and across the borough.

**O/A/4:** Ensure that accessibility to and within new development, and transport improvements, follow the Council's accessibility hierarchy which prioritises sustainable modes (walking, cycling and public transport measures) above other forms of travel.

### **Strategic Objective 6 - Green Infrastructure**

To provide a high quality multi functional Green Infrastructure network to protect, extend and enhance the borough's environmental assets, support sustainable growth and communities and help adapt to and mitigate the effects of climate change in the borough and the city region.

#### **Objectives - Green Infrastructure**

**O/G/1:** Ensure that physical regeneration areas and all new development proposals contribute positively and appropriately to the protection, enhancement and creation of green infrastructure resources and functions.

**O/G/2:** Protect and enhance a functional ecological framework supporting the conservation of key habitats and species, sites, corridors and networks to sustain the diversity of urban and rural ecology.

**O/G/3:** Ensure positive urban design to create and enhance urban greening which contributes to climate change adaptation and helps to minimise risk to the economy and communities by protecting and enhancing robust natural flood risk management assets.

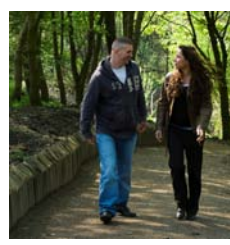
**O/G/4:** Protect and enhance the river valley network as a strategic multi functional green infrastructure resource for the borough.

**O/G/5:** Ensure an appropriate, well located and accessible mix of high quality spaces for play, sport and informal recreation to meet the needs of communities and promote healthy lifestyles.

**O/G/6:** Protect and enhance the character, quality and diversity of the borough's rural landscapes.

**O/G/7:** Improve the character, distinctiveness and environmental quality of urban centres and the borough's strategic corridors and gateways through high quality public realm and open spaces.

**O/G/8:** Improve and extend access to the countryside and natural environment including the South Pennine Moors, woodland, river valleys, the Rochdale Canal corridor, strategic



routes and trails and recreational management areas.

### **Strategic Objective 7 - People and Community**

To improve the quality of life for residents and visitors and help ensure accessible health, education and leisure facilities and safe and secure living.

#### **Objectives - People and Community**

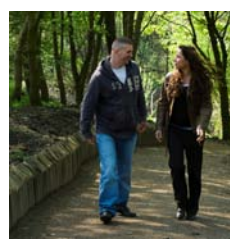
**O/PC/1:** Ensure that, there is a healthy, clean and safe environment and good access to health facilities and jobs so that residents are able to experience good physical health and mental wellbeing particularly in areas where poor health is a problem (e.g. west Middleton and Spotland and Wardleworth).

**O/PC/2:** To work in partnership with education providers to ensure that facilities are accessible to areas of growth and where educational attainment is poor. To secure the development of a new Hopwood Hall College/University to attract more people in the borough into higher education and vocational training. To take opportunities to provide training through funding secured from economic development.

**O/PC/3:** To ensure local centres and neighbourhoods offer better quality retail, employment and community facilities within the borough.

**O/PC/4:** To reduce both the opportunities for committing crime and the fear of crime, through improving the relationship of uses and the design of buildings and spaces.





## 6 Economy - Issues and Options

To achieve the Economy strategic objective, and other related objectives, the following issues need to be addressed.

### Issue EC1 - Employment Land Supply

The amount of employment land that should be identified through the Core Strategy.

Sufficient employment land needs to be made available to meet the needs of businesses within, and wishing to locate in, the borough. Employment uses are generally defined as offices (use class B1), industry (B1 and B2) and distribution / warehousing (B8) activities. However, dependent on planning policy choices referred to later under Issue EC4, a range of other employment generating uses (such as garages, trade counters, gyms etc) could also be allowed on land identified for employment.

The current supply of employment land that is of sufficient quality to attract potential investors is around 180 hectares, a large part of which (about 110 hectares) is on Kingsway Business Park.

Projections using an economic model, based on past trends in employment in various sectors, indicate an overall decline in the need for employment land, with a major decrease in land for manufacturing and slight growth in the land needed for offices and distribution.

Based on the past rate of development of employment land, which has averaged 9.28 hectares per annum, a simple annual projection suggests a need for a total of 139.2 hectares of land for new development for the 15 year plan period to 2026. The methodology used in producing the draft Regional Spatial Strategy (RSS) suggests that an allowance of 6% be made for additional land take up and a 20% flexibility factor is added to this figure. This results in a total requirement for 176.4 hectares of land for employment up to 2026. However the future take up rate could be higher due to the impact of Kingsway Business Park.

The draft RSS published by the government requires a net additional 893 hectares of employment land be provided in Greater Manchester between 2003 and 2021. If this figure is split equally between the 10 districts it suggests a possible need to find up to an additional 89 hectares of land in the borough on top of the 180 hectares already available, resulting in a total supply of 269 hectares. The only way this figure could be achieved would be through the allocation of greenfield sites.

The large difference between the above figures is mainly because the economic model forecasts provide a net requirement for land and take account of the loss of employment land for other uses, whereas past take up rates do not allow for the loss of employment land for other uses and just reflect the amount of land that may be needed for new development. The RSS figure for Greater Manchester is even higher because it reflects the shortage of land in other parts of the conurbation. Overall there is clear evidence that there will be continuing change in the economy, resulting in the closure of existing businesses and their premises being no longer needed for future employment use. At the same time there is a need for new land and premises

to meet the needs of modern business.

Other issues that need to be taken into account in deciding how much land should be allocated for employment uses include:

- The existing supply of employment premises, which is slightly above average;
- The locations available for employment development (see Issue EC2 and the Spatial Options);
- The amount of land that is allowed to be lost from employment use (see Issue EC3);
- The type of land and premises needed in future (see Issue EC4);
- The density of jobs in employment development, the higher the density the less amount of land required (see Issue EC4);
- The impact new allocations may have on the success of existing employment sites such as Kingsway.

Taking account of the above issues, an employment land study for the Council suggests that another 35 hectares is needed for the plan period. The release of this land supply could be phased based on the rate of take up of existing sites and the amount of land left available for development.

#### Questions EC1 - Employment Land Supply

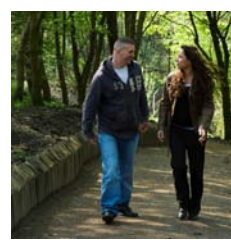
Should the release of greenfield / Green Belt sites for employment development be phased, with the release of land only being allowed when the total land and premises supply reaches a set minimum level?

Which of the Spatial Options in chapter 13 do you think would provide the most appropriate supply of new employment land and premises?

**Implications of Spatial Options 1 and 2** - These Options would rely on the current supply of around 180 ha, a large part of which is at Kingsway Business Park. They do not propose any major new allocations. If development rates on Kingsway are higher than expected there could be a shortage of employment land later in the plan period. These options do not allow for major loss of employment land for other uses, in particular housing, and would not allow for higher growth rates in the economy. They would not meet the RSS requirement to have a significant net increase in land supply.

**Implications of Spatial Option 3** - This would enable partial delivery of the RSS land requirement on greenfield land outside the urban area. However the sites available to the south of Rochdale are not particularly suitable for major employment development and the area of land available would be less than the 35 ha recommended for the borough. Some additional land could become available through the closure, or relocation, of existing businesses, however previously developed sites are often less attractive to business and may be more appropriate for other uses such as housing.

**Implications of Spatial Option 4** - This offers the opportunity for major employment development on a choice of greenfield sites south of Heywood and north of Middleton. It could



provide a wide range of additional land, from the 35 ha more land recommended for Rochdale in an employment land study to the potential requirement arising from RSS for up to 89 ha more land. Either figure could deliver higher levels of economic growth and job creation. However the option would involve the major release of greenfield / Green Belt land and RSS indicates that this should be avoided unless there is a strong justification. Therefore, if such sites are allocated, it would be necessary to ensure that the strategic green belt can still function effectively and that the choice of sites takes account of the intrinsic value of the open land. Large new sites could compete with Kingsway Business Park and undermine its development. The release of large strategic greenfield sites would therefore have to be phased, with them only being released when the total land and premises supply drops below a minimum level.

**Implications of Spatial Options 5 and 6** - Both these options include the sites identified under Spatial Option 3, which provide the majority of the additional land under these options, plus the possibility of additional sites in Rochdale, and under Option 6 also in Pennines. These options, as well as have the same implications as option 4, offer a wider choice of sites and employment opportunities. Both options have similar implications to Option 4 in terms of Green Belt and the need for phasing of land release but have the potential for a greater negative impact.

#### **Issue EC2 - Location of Employment Land and Premises**

Employment development has to be in the right locations to meet the needs of business and the workforce.

The following issues need to be taken into account in seeking the best location and distribution of employment land to achieve the sustainable development of the borough:

- Employment development should be within easy reach of the workforce and accessible by sustainable forms of travel, but should also have good access to the strategic transport infrastructure to be attractive to business (see Issue A3).
- Employment needs to be accessible particularly to neighbourhoods with high levels of unemployment and economic inactivity. Within areas of high housing led regeneration activity there is pressure to redevelop existing employment sites for housing.
- Sites on gateways and corridors and on the edge of the urban area offer some of the most accessible and desirable sites for business but they can also be the most visible sites that have the greatest impact on the image of the borough (see Issue QP3)

It is also important to get the right broad balance across the borough between housing and employment, so that jobs are available for people locally to reduce the level of commuting and congestion and create more sustainable patterns of development.

Heywood and Rochdale townships already have good supplies of employment land available for development, with 29 and 142 hectares respectively, with most of the sites close to the motorway corridor. Middleton, and the northern part of Pennines township in the Littleborough area, have very little land currently available with only 7.5 and 5.5 hectares respectively.

The northern parts of Rochdale, Heywood and Pennines townships have poor access to the



strategic highway network and have employment sites generally with poor accessibility and are not appropriate for major new employment development. The southern parts of Rochdale and Heywood townships, and the north of Middleton township, close to the motorway corridor all have good accessibility and offer locations most attractive to the market. (See Spatial Options 3, 4 & 5)

#### Questions EC2 - Location of Employment Land and Premises

Are there parts of the borough that need more, or less, employment land identified for development?

Which of the Spatial Options in chapter 13 do you think offers the most appropriate locations for new employment development?

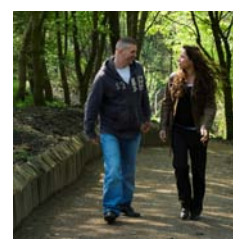
**Implications of Spatial Option 1** - This would restrict new employment development to existing brownfield and greenfield sites within the urban area. This option would not direct development to any particular part of the borough and would not deliver much additional employment land apart from through windfall developments and would not address shortfalls in certain parts of the borough.

**Implications of Spatial Option 2** - This is the same as option 1 but puts additional focus on delivering new sites in existing employment areas within the urban area with good access to the strategic highway network and public transport based on categories identified by the Oldham and Rochdale Economic and Skills Alliance (ORESAs) (see Issue EC4). This option focuses employment development in the most accessible parts of the borough for the workforce but does not offer the opportunity for new greenfield strategic sites and therefore may not meet the longer term needs of business or allow higher rates of development. It would not concentrate development in any particular township and would therefore not address shortfalls in certain parts of the borough.

**Implications of Spatial Options 3** - This is the same as option 2, but with a focus on new employment sites in Rochdale and restrictions on employment development in the north of the borough. The possible new greenfield sites do not have very good access from the motorway network but could be reasonably accessible for the workforce.

**Implications of Spatial Options 4** - This is the same as option 2, but with a focus on new employment sites in Heywood and Middleton and restrictions on employment development in the north of the borough. This option makes the best use of the opportunities available for employment sites with good access to the motorway network. It therefore best meets the needs of business and would improve the land supply in Heywood and Middleton. This new development however could be less accessible to the workforce living elsewhere in the borough and would require transport improvements.

**Implications of Spatial Options 5** - This is the same as option 2, but with a focus on new employment sites in south Rochdale and Pennines, Heywood and Middleton and restrictions on development in the north of the borough. This option, which combines the sites available under options 3 and 4, would offer the widest choice of the most accessible employment sites for both business and the workforce and offer the opportunity to address the shortfall in certain



parts of the borough.

**Implications of Spatial Option 6** - This would allow major employment development in the northern parts of the borough. It provides the opportunity for additional employment development in parts of the borough which have an inadequate supply of employment land; however these are locations which are relatively inaccessible and therefore unsuitable for major new employment development.

### **Issue EC3 - Change of Use of Employment Land and Premises**

How to manage the change of use of existing employment areas and premises to non-employment uses.

In order to ensure a sufficient supply of employment land the current Unitary Development Plan protects 342 hectares of existing employment areas in Primary Employment Zones (PEZ) entirely for office, industrial and warehousing employment uses (use classes B1, B2 and B8), and 251 hectares in Mixed Employment Zones (MEZ) for a wide range of employment and commercial uses. This means that other uses like housing are generally not allowed in these areas. In addition the change of use of existing employment sites outside PEZs and MEZs, which cover an area of about 109 hectares, is not allowed except when it can be demonstrated the land is not needed or suitable for employment use.

Because of changes in the economy, in particular the shift from manufacturing, the demand for some employment premises has declined and pressure has increased to allow the redevelopment of industrial sites for other uses, in particular for housing. The economic forecasts referred to under Issue EC1 above indicate that this trend will continue.

Restrictions on building houses on greenfield sites mean that the land likely to be available for housing development is mainly former employment sites. Some employment land may therefore need to be released to help meet Regional Spatial Strategy housing requirements. Over the plan period an additional 70 hectares may be needed for housing, and a further 35 hectares be required if the Council sought to exceed the RSS figure by 20% (see Issue H1).

In housing regeneration areas there are many employment sites and premises that cause amenity problems for local residents. Allowing redevelopment will overcome these problems and assist delivery of new housing. However these are also the areas with high levels of economic inactivity and providing local and accessible employment is desirable.

The future of major developed sites in the green belt is also an issue. They are predominantly in employment use and a significant proportion of them are poorly located, contain buildings unsuitable for modern industrial needs and house low value tertiary uses with low investment in maintenance and poor environmental standards. Consequently there is a need to review the future of these sites and consider whether they are more suited to other uses, particularly if there is potential to enhance the sites and their surroundings rather than allowing them to decline.

A study for the Council has identified the areas that could be retained, allowed to change gradually, and be lost entirely from employment use. This information will be used in allocating

future employment areas.

### Question EC3 - Change of Use of Employment Land and Premises

Should a charge be put on any development that results in the loss of employment land, in order to provide funding to improve employment areas and deliver new employment sites and economic infrastructure?

Which of the following options offers the best approach to both protecting and allowing change of use of existing employment areas?

### Options EC3 - Change of Use of Employment Land and Premises

**EC3A:** Maintain the current policy approach in the Unitary Development Plan (UDP) of strongly protecting the best employment areas for B1, B2 and B8 uses (in Primary Employment Zones) and in other employment areas allow most other employment uses (in Mixed Employment Zones). Review their suitability and boundaries and delete the least appropriate zones. Protect existing employment sites outside these areas. (Spatial Option 1)

**EC3B:** Same as option EC3A plus adopt a more flexible criteria based approach on the majority of employment areas (Mixed Employment Zones) and existing employment sites outside employment areas, dependent on their location, their potential for regeneration and suitability for different types of development (Spatial Options 2 &3).

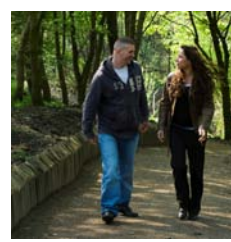
**EC3C:** Same as option EC3B but restrict change of use in the north of the borough and be less protective in the high growth zones identified under Spatial Options 3,4 or 5.

**EC3D:** Do not identify employment zones through the Core Strategy.

**Implications of Option EC3A** - The best existing employment areas, such as Stakehill and Heywood Distribution Park, would remain strongly protected. Continued restructuring of the economy and likely decline of manufacturing could mean that there is continued pressure to allow change of use of other employment sites contrary to policy. An inflexible policy approach could result in less control over where change takes place and may not allow sufficient land for housing development.

**Implications of Option EC3B** - The more flexible approach to protection, that would apply to most employment areas, would allow the possibility of getting the most appropriate type of development on a site, considered in terms of its location and wider regeneration priorities. It could reduce the strength of protection against change of use and increase the rate of employment land loss but support more house building and broader regeneration objectives.

**Implications of Option EC3C** - Same implications as Option EC3B but the loss of employment land could be offset by new land being allocated (under Spatial Options 3, 4, 5 or 6,).



**Implications of Option EC3D** - This could result in a large increase in loss of employment land and a lack of control over where it happens which could detract from regenerating the local economy.

#### **Issue EC4 - Type of Land and Premises**

A range of types of employment land and premises is required to meet the different needs of modern business, to encourage the diversification of the local economy and attract key sectors. How do we encourage the modernisation of existing business premises? How do we create the most jobs out of employment development?

The amount, location and level of protection of employment land needed to achieve the economic objectives have been considered above; this section considers the type of land required. The Rochdale Economic Development Strategy identifies the following key sectors that should be increased in the borough, to achieve the modernisation and diversification of the economy:

- Manufacturing: Food and drink, Chemicals, Technical textile, Advanced engineering, Environmental services / technologies (use class B1 & B2)
- Logistics (use class B8)
- Financial and professional services (use classes B1 & A2)
- Creative, cultural and media (use classes B1 & D2)
- Business administration (use class B1)
- ICT and digital (use class B1)
- Hospitality and tourism (use classes A3 - A5, C2) (see Issues EC5 & EC6)
- Retail (use class A1) (see Issue EC6)
- Public sector, health and social care (use classes B1 & D1)

A variety of appropriately located and sized sites and premises need to be made available to meet the requirements of these and other growth sectors. To meet the various needs of business the Oldham and Rochdale Economic and Skills Alliance (ORESAs) has proposed the identification of the following range of types of site:

- Strategic locations, with good access to the motorway network (e.g. Kingsway) - The key sectors in use classes B1, B2 and B8, including offices, modern manufacturing and distribution uses, will be attracted to these sites.
- Economic corridor sites - These could attract the same key sectors plus hospitality and tourism and retail related businesses such as the motor trade, builders' merchants, trade counters etc
- Town centre employment sites (and edge of centre sites) - These will attract all the above sectors that are office based (in use classes B1 & A2), including the creative, cultural and media industries, and hospitality, leisure and tourism. However there is currently a shortage of appropriate sites.
- Regeneration sites in urban areas - These will generally attract the more secondary uses in manufacturing and distribution as well as a variety of commercial uses.
- Rural sites to meet local employment needs (see Issue EC3 re Green Belt sites)

This classification of sites could be applied to the provision of new employment sites (see issues

EC1 & EC2) and the protection of employment sites (see Issue EC3).

Draft Planning Policy Statement (PPS) 4 Planning for Sustainable Economic Development provides a broad definition of 'economic development' and indicates that wherever possible sites should not be designated for single uses and that plan policies should be flexible and able to respond to economic change.

Other related issues that need to be considered are:

- How to ensure that the levels of employment created are maximised. Some new employment development, particularly distribution and storage uses, create few jobs relative to the size of the development and land taken. One option would be to set minimum employment densities for new development.
- There is also a lack of freehold land available for employment development, which is in particular demand from manufacturing.
- Draft PPS 4 indicates that retail uses should be regarded as an employment use; however PPS6 requires that retail be primarily located in town and local centres and not out of centre. Retail uses are therefore restricted on employment sites under the options proposed below.

#### Questions EC4 - Type of Land and Premises

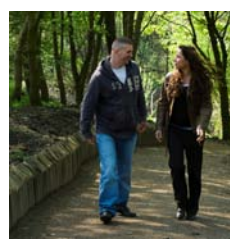
Do you agree with the ORESA classification being used to designate sites?

Should some sites be identified only for freehold development?

What other policy approaches could assist the diversification of the economy?

Should higher density employment uses be sought to reduce the amount of land needed for employment development and to increase the number of jobs created?

Which of the following options, or combination of options, could best assist in the growth and diversification of the economy?



### Options EC4 - Type of Land and Premises

Identify a range of employment sites and areas, using the ORESA classification, and within these:

**EC4A:** Identify sites restricted to specific business sectors or use classes dependent on their location (e.g. town centre sites for office development for Financial and Professional Services)

**EC4B:** Identify broad areas or locations suitable for specific business sectors or use classes but not restrict other uses.

**EC4C:** Allow only B1, B2 and B8 uses on employment allocations on the best employment sites and allow a wider range of uses, apart from retail, in most employment areas (see Option EC3B)

**EC4D:** Allow a wide range of employment generating uses, apart from retail, in all employment allocations and employment areas.

**Implications of Option EC4A** - This may encourage higher levels of development in key sectors; however draft government guidance advises against being specific, or overly restrictive, about the uses allowed on employment sites.

**Implications of Option EC4B** - This may encourage higher levels of development from key sectors and would comply with government guidance.

**Implications of Option EC4C** - This retains the best sites for key sectors and meets wider business needs elsewhere (see implications of Option EC3B).

**Implications of Option EC4D** - This could result in the best employment sites being developed for uses that are not the best employment generating uses.

### Issue EC5 - Visitor Economy

How the the visitor economy can be increased.

With its good access to the South Pennines and Manchester City Centre as well as its own countryside, heritage, leisure and retail attractions, the borough has the potential to benefit from the visitor economy. Currently the borough attracts mainly day visitors, with the greatest percentage visiting friends and family. Growth of the visitor economy could benefit the local economy by broadening its base, providing additional employment and improving the image of the borough.

**Questions EC5 - Visitor Economy**

Are there any other locations / broad areas suitable for promoting tourism development?

Which of the following options, or combination of options, could most help improve the visitor economy?

**Options EC5 - Visitor Economy**

**EC5A:** Identify specific locations (e.g. the canal basin) to focus and encourage tourism investment and development.

**EC5B:** Identify broad areas and corridors (e.g. the canal corridor) to promote investment and development in tourism.

**EC5C:** Do not specify specific sites or areas for promoting tourist development, but support a general approach to improving town centres, heritage attractions and recreational and countryside facilities throughout the borough to attract visitors.

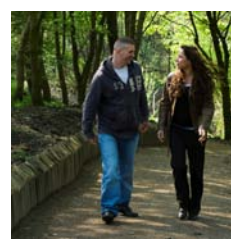
Note: Spatial Options 3, 4 or 5 put more emphasis on promoting tourism in particular parts of the borough.

**Implications of Option EC5A** - Specific locations could be identified through the Core Strategy with more detailed development guidance provided through Supplementary Planning Documents. This option could provide a greater focus on specific opportunities and increase the likelihood of their delivery. The possible locations, which are linked and accessible to major tourism assets, include:

1. The Canal Basin in Rochdale - linked to Rochdale Canal and Cycleway
2. Sefton Street, Heywood - linked to East Lancashire Railway
3. Castleton, Rochdale - link between East Lancashire Railway and Rochdale Canal
4. Durn, Littleborough - opportunity for a marina on Rochdale Canal
5. Rochdale town centre - links with the Town Hall, Toad Lane, the river and proposed new retail and leisure development
6. Littleborough town centre - links with the countryside, canal and Hollingworth Lake
7. Middleton town centre - linked to the Conservation Area and Parish Church

**Implications of Option EC5B** - Broad tourism areas and corridors could be identified through the Core Strategy with more detailed development guidance provided through Supplementary Planning Documents. This option offers the benefits of interconnecting a number of tourism opportunities, thereby increasing the potential across a wider area. The possible areas and corridors, which are linked to existing major tourism assets, include:

1. Rochdale Canal and Cycleway corridor
2. River Roch valley corridor



3. South Pennine Moors area
4. Pennine Way and Pennine Bridleway corridor
5. Area covering Hollingworth Lake and Country Park, Rochdale Canal and Littleborough town centre
6. Area covering Ashworth Valley, East Lancashire Railway corridor and the River Roch valley
7. Area covering Middleton town centre, its diverse countryside, woodland assets and architectural heritage.

**Implications of Option EC5C** - Development may lack focus and investment be dispersed throughout the borough, preventing the development of tourist destination hubs linked to existing key assets. This piecemeal approach would make it difficult to address accessibility issues and not maximise the potential for developing the visitor economy within the borough.

#### **Issue EC6 - Town Centres, Retail and Leisure**

How to improve the scale, quality and choice of retail and leisure provision in the borough, in particular in its town centres, to meet the needs of the borough's residents.

The borough's town centres, in particular Rochdale, are failing to meet all the retail and leisure needs of residents and visitors. A lack of good quality shops, retailers and other complementary uses needed for thriving and successful town centres is discouraging shoppers. More people are going outside the borough to do their shopping creating a problem of leakage of expenditure, with retail expenditure being lost to towns outside the borough. This creates a circle of decline, with retailers less interested in investing in the borough's town centres due to low visitor numbers and people less inclined to use them due to poor choice and facilities.

A retail study for the Council has examined these problems and recommended that additional non food retail development is required in the main town centres, in particular in Rochdale, to reverse this cycle of decline.

The Council and its partners are pursuing a number of initiatives to regenerate the boroughs town centres. In Rochdale, major redevelopment and regeneration is proposed in the Rochdale Town Centre East Area (RTCE), centred on demolition of the old bus station and Municipal Offices to be replaced with major new retail, leisure and office development and a new transport interchange. An SPD has been approved for this area and a Masterplan is being prepared for the whole town centre. In Middleton a new food store and leisure centre are being built. In Heywood regeneration proposals are being prepared for parts of the town centre through the Heywood SUN initiative.

Government guidance is that subject to the sequential approach major retail and leisure development should be located in town centres. The hierarchy of town centres in the borough is Rochdale, which is defined in RSS as a sub regional centre, followed by Middleton, Heywood and Littleborough.

Note: Local retail and service provision and the role of local centres are considered in People



and Community under Issue PC3.

#### Questions EC6 - Town Centres, Retail and Leisure

Do any of the existing town centre boundaries, as identified in the UDP, need to be amended?

How else could the Core Strategy promote the improvement and regeneration of town centres?

Which of the following options would improve the retail and leisure provision in town centres and the borough?

#### Options EC6 - Town Centres, Retail and Leisure

**EC6A:** Review and then identify the boundaries of Rochdale, Middleton, Heywood and Littleborough town centres through the Core Strategy. Rely entirely on PPS6 Planning for Town Centres to provide planning policy for determining planning applications for retail and leisure development inside town centres and in the rest of the borough.

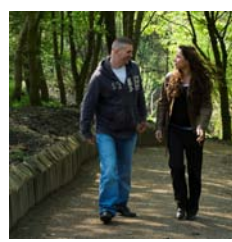
**EC6B:** Same as option EC6A plus policy guidance for town centres which emphasises the general actions and initiatives required to regenerate the town centres and edge of centre locations. No policy for retail and leisure development in the rest of the borough.

**EC6C:** Same as option EC6B plus identification of specific regeneration opportunities and sites within and adjoining town centres, such as the Rochdale Town Centre East Area and parts of Heywood town centre. No policy for retail and leisure development in the rest of the borough.

**EC6D:** Same as option EC6C plus policy for retail and leisure development in the rest of the borough.

Note: Spatial Options 3, 4 and 5, put more emphasis on improving the town centres within the zones where investment is focused.

**Implications of Option EC6A** - This would provide the minimum policy guidance for town centres, retail and leisure development. It would do little to promote the regeneration of town centres and would detract from achieving the strategic objectives. Lack of local retail policy could result in increased out of centre developments which compete directly with the existing town centres, drawing shoppers and users away, affecting the vitality and viability of town centres.



**Implications of Option EC6B** - This would help enhance the role of town centres in delivering better quality retail and leisure provision and could be backed up by town centre Masterplans either adopted as, or supported by Supplementary Planning Documents. The same drawbacks as Option EC6A apply for out of centre development.

**Implications of Option EC6C** - This would have the advantages of Option EC6B and would provide additional Core Strategy policy support for specific regeneration initiatives and opportunities. The same drawbacks as Option EC6A apply for out of centre development.

**Implications of Option EC6D** - This would have the advantages of Option EC6B but may be contrary to government guidance by providing retail policy guidance in addition to PPS 6.

### Issue EC7 - Primary Shopping Areas

The quality of Primary Shopping Areas in town centres is poor and needs to be improved.

Primary Shopping Areas (PSAs) are the areas with the highest concentration of shops (Use class A1) and are defined in the Unitary Development Plan for Rochdale, Middleton and Heywood town centres. The UDP policy at the moment seeks to protect these areas purely for shopping by restricting other non retail uses such as banks and cafés. However, the health and vitality of the PSAs in all the boroughs town centres has been in decline over recent years and action is needed to reverse this trend.

### Question EC7 - Primary Shopping Areas

Which of the following options would help improve the level of activity in town centre Primary Shopping Areas?

### Options EC7 - Primary Shopping Areas

**EC7A:** Primary Shopping Area policy should only allow retail uses and resist all non-retail uses.

**EC7B:** Primary Shopping Area policy should allow retail uses and some non A1 retail uses such as food and drink and leisure but resist uses such as banks and offices at street level.

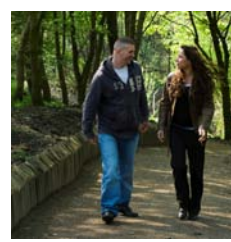
**EC7C:** Primary Shopping Areas should not be defined in the Core Strategy.

**Implications of Option EC7A** - The retail character of PSAs will be protected however a concentration of retail provision alone may not draw people to the town centres.

**Implications of Option EC7B** - A mix of uses, such as food and drink (but excluding drinking

establishments) can contribute to a vibrant shopping area, but it is important that primary frontages do not lose their mainly shopping character. The option could improve the character of the town centres and the vitality and viability of the PSAs.

**Implications of Option EC7C** - This could shift the focus of retailing further away from the PSAs, which are at the core of the town centres, and increase the distance from one part of the shopping area to another. The vitality and viability of the town centres, especially the PSAs, could be adversely affected.



## 7 Housing - Issues and Options

To achieve the housing strategic objective, and other related objectives, the following issues need to be addressed.

### Issue H1 - Amount of New Housing

There is a need to provide sufficient additional homes to support the forecast growth in new households, and the economic growth and regeneration of the borough.

The draft Regional Spatial Strategy (RSS) sets a target to provide an additional 400 homes per annum in the borough between 2003 and 2021. This target was based on the following:

- The delivery of urban regeneration objectives within the borough, particularly in relation to Housing Market Renewal;
- The need to deliver new housing to take account of projected household growth within the borough and
- The capacity of the urban area to accommodate new dwellings.

The delivery of this annual additional requirement would equate to 7200 additional homes in the period 2003-2021. If the requirement in draft RSS is continued to 2026 to fit in with the period covered by the Core Strategy, this means 9200 additional homes need to be provided between 2003 and 2026. Because of high levels of clearance in the period 2003-2008 the borough has not been meeting the draft RSS requirement, with just 1074 net completions over that time. This means that in the period 2008-2026 there will be a need for 8126 (i.e. 9200 - 1074) additional homes in the borough which equates to approximately 450 per annum.

The recently published proposed changes to the RSS no longer indicate that these are maximum figures. In light of this there are options in relation to the level of provision of new housing in the borough.

### Question H1 - Amount of New Housing

Which of the following is the most appropriate option for the amount of new homes to be built in the borough up to 2026?

### Options H1 - Amount of New Housing

**H1A:** Seek to plan for additional homes in line with the requirement in RSS. This will mean providing on average 450 additional homes per year between 2008 and 2026.

**H1B:** Seek to go beyond the existing draft RSS requirements in RSS to support additional growth e.g. up to a maximum of 20% above draft RSS which would equate to 550 per annum.

**Implications of Option H1A** - An Urban Potential Study suggests that sites will come forward to accommodate this amount of housing within the borough. Given that the Urban Potential Study in identifying new sites only considered previously developed land, this means that this level of new housing could be accommodated in a way which meets the brownfield target of 80% within RSS and would require little if any additional greenfield land release.

**Implications of Option H1B** - The Housing Green Paper and Planning Policy Statement (PPS) 3 support the increased delivery of new homes to accommodate the projected increase in households and tackle problems of affordability. This, coupled with the proposed change to RSS that means that the figures are no longer maximums, may give some scope to go beyond the target in draft RSS if it is justified to support social and economic regeneration. There are however some potential physical and economic implications to delivering more housing as follows:

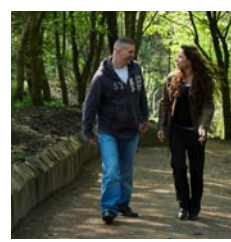
- It may require greater redevelopment of existing employment sites. Whilst focus would remain on those sites which are vacant, underused or less suited to modern employment needs, it would still result in the increased loss of land for employment; and
- It may require the allocation of greenfield sites, either within the urban area or through planned urban extensions.

### Issue H2 - Location of New Housing

In order to promote sustainable neighbourhoods new residential development should be well served by local facilities and have good accessibility to a range of services including employment, schools and town centres by sustainable forms of travel. It also needs to take account of environmental constraints e.g. flood risk.

Where the new homes should be built in the borough is influenced by a number of factors. These can be summarised as follows:

- Where are most of the new households expected to be formed in the borough over the period up to 2026?
- Where do the opportunities exist for new house building within the borough?
- Where is new house building required in order to support existing and planned regeneration activity e.g. within HMR neighbourhoods?



Based on these factors 6 Spatial Options have been devised which look at different ways of delivering sites for housing over the Core Strategy period.

### Question H2 - Location of New Housing

Which of the Spatial Options in Chapter 13 do you think is most appropriate in terms of focusing the location of new housing?

**Implications of Spatial Option 1** - This option would require little or no change to the current policy approach and would also mean a limited number of new housing allocations. There is some degree of flexibility in this approach as it does not imply any restraint in parts of the borough. There are disadvantages however, as it fails to accord with national policy which requires sites to be identified for new housing; provides little certainty in terms of meeting RSS targets; and may undermine regeneration if development is limited to those areas of the borough where developers want to build.

**Implications of Spatial Option 2** - This approach supports regeneration of those areas in need of physical, social and economic improvement. It also has the potential to maximise the use of previously developed land. This approach may however lead to a loss of employment land given that many sites in regeneration areas that come forward are often in employment use (see issue EC3).

**Implications of Spatial Options 3, 4 and 5** - These options add to the regeneration focus by also concentrating additional development across the southern parts of the borough. This has advantages in that these areas are well related to the core of the City Region, have good access to the motorway network and are well served by existing public transport or potential public transport improvements. There are also greater opportunities for development outside the urban area, particularly for housing, employment or mixed use development.

**Implications of Spatial Option 6** - This option considers higher levels of growth across the borough with the potential for development outside the urban area. This option offers the potential for maximum housing growth along with employment development. However, as with option 3, there is a risk that it could take focus away from regeneration due to a greater number of competing sites elsewhere. For this option, and to a lesser extent option H2C, phasing of sites would be important to ensure regeneration alongside high levels of growth.

### Issue H3 - Priority Areas for Housing Regeneration

Housing led regeneration is necessary in some areas of the borough to tackle social and economic deprivation and improve the quality and choice of housing for existing and future residents in order to create sustainable neighbourhoods.

Some areas of the borough currently offer a poor quality residential environment. This is being tackled in some areas through Housing Market Renewal and other initiatives such as New Deal for Communities. At present the priority areas in terms of housing led regeneration are:

(See maps for spatial option 2 for location of regeneration areas)

1. East Central Rochdale
2. Milkstone and Deeplish, Rochdale
3. Kirkholt, Rochdale
4. Langley, Middleton
5. Central Heywood

Whilst these areas are different, and there are distinctive local issues, the principal objectives are the same. They are to broaden the quality and choice of housing, improve the local environment and create better patterns of land use e.g. not having housing next to 'bad neighbour' employment uses. Tackling these issues will create sustainable neighbourhoods which have broader appeal and consequently strengthen the local housing market.

The Core Strategy needs to provide a policy context to support the regeneration of these areas and identify other areas which should be a focus for future regeneration. This could include being specific about the type of development expected in these areas and by linking the regeneration of the areas to infrastructure improvements and the provision of services. It is important that all the policy areas within the Core Strategy support regeneration across the borough.

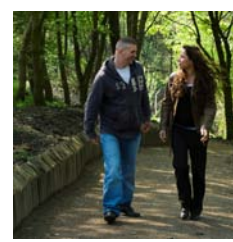
### Questions H3 - Priority Areas for Housing Regeneration

Do you agree that the Core Strategy should identify broad regeneration areas and give clear policy guidance on the priorities for regeneration and redevelopment? If not what should the alternative approach be?

Are there other areas of the borough which you think should be identified for regeneration? Where are they and what do you think the priorities for regeneration and redevelopment should be?

### Issue H4 - Type of New Housing

In some areas of the borough, particularly inner Rochdale, there is a mismatch between the size and type of the property and the needs of households. This leads to significant overcrowding in some areas.



It is important to provide an appropriate choice and mix of housing across the borough. Widening housing choice broadens the appeal of an area and assists in meeting the needs of existing residents as well as attracting new residents to the borough.

It is important to ensure that new housing in the borough takes account of local need and existing provision to create neighbourhoods where there is a genuine choice of the right housing to meet local need, both at neighbourhood and borough wide level. It will be important to take account of up to date Strategic Housing Market Assessments (SHMAs) at the regional, sub-regional and local level in order to deliver the right type of housing.

#### Question H4 - Type of New Housing

What is the best approach to ensure we deliver the right type of new housing?

#### Options H4 - Type of New Housing

**H4A:** Seek to prescribe a mix of housing that should be achieved across the borough or within specific areas within the borough.

**H4B:** Continue to allow the types of new houses to be led by the market but still ensuring that larger developments incorporate a mix of property types.

**Implications of Option H4A** - This option would seek to deliver a range of housing over the Core Strategy period which meets the need and demand identified by up to date research. This would ensure that the accommodation provided is appropriate and would prevent the mismatch between need and provision which currently exists in the borough. It could also address imbalances in areas where there is one prevalent housing type or size. The disadvantages of this are that it may restrict development and make some sites unviable. As need and aspiration changes over time such a policy approach may also be too inflexible to deal with changes in the market. It is also difficult to be very prescriptive on individual sites.

**Implications of Option H4B** - This option could be based around a general requirement for certain types of housing over the plan period but be less specific about the mix to be achieved on individual sites or within particular areas. This approach would still require schemes to deliver an appropriate mix based on local need and demand and to address local shortfalls or surpluses of particular housing types and tenures. Such an approach could be made flexible enough to react to changes in the local housing market. The disadvantage of this is that failing to be specific may limit the Local Authorities ability to achieve a genuine mix of housing on individual sites.

#### Issue H5 - Affordable Housing

Although on average house prices are lower than the national, the relatively low incomes prevalent across the borough mean that it is difficult for many people to access open market



housing.

The need for affordable housing has increased in recent years due to an ever-increasing gap between housing costs, particularly for owner occupation, and household incomes. This national trend is evident throughout much of the Rochdale MBC area, in particular in the borough's terraced market where in the first quarter of 2002 average prices were under £39,000, but by the January 2008 the average price had risen to around £85,000 (HM Land Registry).

The borough's Housing Needs Study Update was completed in 2006 and highlights a shortfall for the whole borough of 451 units per annum. This applies to all sizes of accommodation, but with the largest shortfall being for three bedroom units. In terms of tenure the study shows that there is a need for both rented and intermediate housing (e.g. shared ownership).

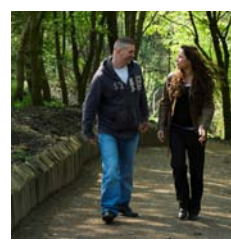
Given this need it is important that the Core Strategy delivers an appropriate level of affordable housing to meet the overall level of new homes required in RSS.

#### Question H5 - Affordable Housing

Do you agree with this approach to delivering affordable housing? If not what should the alternative approach be?

#### Approach H5 - Affordable Housing

**H5:** The current approach, which is set out in a Supplementary Planning Document, seeks the provision of affordable housing on all sites of 15 dwellings or more. The proportion of affordable housing and level of discount required is also set out and ensures the cost to the developer is the same whether the provision is on-site, or in exceptional circumstances, through an off-site contribution. The targets set are boroughwide, as advised within the Housing Needs Study, since the scale of affordable housing need means that only a boroughwide approach is appropriate. It is intended to continue this approach, but enable the proportions and discounts be varied to reflect the most up to date evidence.



### Issue H6 - Density of New Housing

There is generally a lack of sites available for new housing and therefore it is important to ensure the efficient use of land available.

In order to make efficient use of land for housing, local authorities are advised to make effective use of land by encouraging new residential development to be at appropriate densities. PPS3 sets an indicative minimum density of 30 dwellings to the hectare with higher densities encouraged on sites in and around town centres and those that are well served by public transport and local services.

In recent years the density of residential development has significantly increased. Whilst this has helped to make efficient use of land it has led to growth in some types of housing, particularly apartments. It is therefore important to ensure that a balance is achieved between making efficient use of land and delivering the right type of housing (see Issue H4). This also links to the issues of design and impact on climate change. It is important that whatever densities are sought it does not affect the quality of design and layout and also takes account of the potential impacts development can have on the environment e.g. through reducing areas of impermeable surface.

### Question H6 - Density of New Housing

What is the best option in relation to the density of new build housing?

### Options H6 - Density of New Housing

**H6A:** Set a borough-wide range for density with potential for higher densities in sustainable locations e.g. in and around town centres and in locations with good access to public transport.

**H6B:** Set a range of densities across the borough. These could be based around different locations e.g. town centres or the nature / character of Townships.

**Implications of Option H6A** - This option reflects the current approach to residential density and allows flexibility on sites depending on specific characteristics. The current lack of control on higher densities however has led to the development of some high density schemes in locations which are not readily accessible by sustainable modes of transport and which do not reflect the character of the local area.

**Implications of Option H6B** - This enables more specific density ranges to be set for particular areas. This means that densities can be set which reflect the characteristics of particular areas. It also offers greater control over development densities which could create more sustainable patterns of development. The main disadvantage with this approach is that it limits flexibility to deal with other housing issues. For example whilst areas around town centres can support higher density development, further high density housing would fail to offer larger housing which may be required to match local needs.

#### **Issue H7 - Gypsies, Travellers and Showmen**

There is a need to consider the needs of gypsies, travellers and showmen and set out an approach to deal with demand and the possible need to provide additional accommodation.

The Council is required to assess the housing needs for Gypsies and Travellers. It has to demonstrate how their accommodation needs will be met as part of the borough's wider housing strategies. Studies at both the regional and Greater Manchester levels are currently underway looking at the needs and demands of Gypsies and Travellers and their findings will inform the development of the Core Strategy. These studies also consider the specific needs of travelling showmen and this would also need to be taken account of in the development of the Core Strategy.

#### **Questions H7 - Gypsies, Travellers and Showmen**

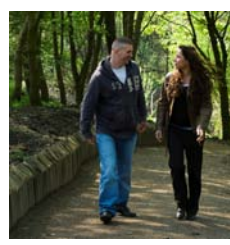
Should the Core Strategy identify a broad location(s) for a Gypsies and Travellers site and/or travelling showmen's site?

Should the Core Strategy only list the factors that will be used to identify location(s) for a Gypsies and Travellers and/or travelling showmen's site? If so, what factors should be included in a policy?

#### **Issue H8 - Older People and Other Vulnerable Groups**

There is a need to consider the needs of older people and other vulnerable groups and set out an approach to deal with demand and the need to provide additional, specific accommodation.

Following the national trend, the borough is forecast to see a significant growth in the proportion of older people and older person households. Consideration needs to be given to identifying land specifically to meet their needs and to setting the design standards for new older person housing developments - private or public sector.



In terms of vulnerable groups, the 'Supporting People' programme covers a number of groups including older people, ex-offenders, people at risk from domestic violence, homeless, mentally and physically disabled, people with alcohol and drug problems, and young people at risk. The main objective of this programme is to give people the opportunity to improve their quality of life by providing a stable environment which enables greater independence. This includes providing high quality, cost effective, accessible housing related support services that meet identified need. This is likely to result in the need to develop specific types of accommodation.

### **Questions H8 - Older People and Other Vulnerable Groups**

Should the Core Strategy identify a broad location(s) for sites / accommodation to meet the needs of older people and other vulnerable groups?

Should the Core Strategy only list the factors that will be used to identify location(s) for sites / accommodation to meet the needs of older people and other vulnerable groups?  
If so, what factors should be included in a policy?

## 8 Quality of Place - Issues and Options

To achieve the quality of place strategic objective, and other related objectives, the following issues need to be addressed.

### Issue QP1 - Protection of the borough's heritage

There is a need to balance protection of the borough's heritage with the creation of a modern built environment which meets the needs of modern businesses and residents in a sustainable manner.

In recent years there have been a number of new Conservation Areas created in the borough and much of its 19th century character has been protected. There are still buildings outside Conservation Areas however which are not deemed suitable for listing and have no statutory protection, but which are considered important in a local context because of their contribution to the area's character. An over-emphasis on preservation of historic buildings and areas can stifle the creation of original architecture and buildings that meet the needs of modern businesses and residents. Within regeneration areas, the Council has sought to strike a balance between the protection of the built heritage and creating a new vibrant character for areas.

### Questions QP1 - Protection of the borough's heritage

Do you think that planning policies in Rochdale place too much, or too little, emphasis on conservation of the historic environment?

Which of the following options do you support?

### Options QP1 - Protection of the borough's heritage

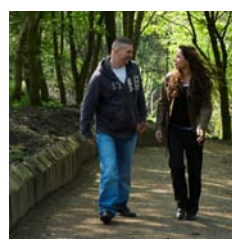
**QP1A:** Increase the number of Conservation Areas in the borough.

**QP1B:** Introduce a system of local listing.

**QP1C:** Place more emphasis on protecting those buildings and areas covered by existing designations and not attempt to protect those which fall outside the designations.

**QP1D:** Use and protect our built heritage more as an aid to regeneration and renewal.

**Implications of Option QP1A** - Extending or increasing the number of Conservation Areas in the borough would allow stricter controls and may have the advantage of creating a stronger character for the borough in the long term. However, it could also be conceived as a negative 'stuck in the past' approach, and the development of modern residential and commercial



environments could be compromised.

**Implications of Option QP1B** - This would protect buildings which are not listed and not in Conservation Areas, but which are of local importance. As with option QP1A above, this may in some cases stifle more contemporary and sustainable design.

**Implications of Option QP1C** - This could potentially mean a loss of local character and distinctiveness. However, it would enable the borough to pursue a more flexible regeneration agenda which could be an opportunity to re-invent and produce a more sustainable environment.

**Implications of Option QP1D** - This would protect local character and associations with the area and strengthen community identity. However, it might limit opportunities for redevelopment and creating a new vibrant character.

#### Issue QP2 - Design quality of new development

The design quality of new development in the borough is often below the standards needed to make a positive contribution to the environment and the image of the borough.

New development in the borough has not always taken opportunities to improve the design, character and quality of an area. Similarly, the importance of the design of streets and the spaces around buildings is often not recognised.

Achieving the balance between local character and original, forward-looking design is a key challenge. Too often, developments comprise unsatisfactory 'pastiche' of historical styles which lack innovation and originality and do not necessarily meet emerging challenges such as helping to reduce energy use to tackle climate change.

#### Questions QP2 - Design quality of new development

Do you think that, in design terms, new developments in the borough achieve the right balance between reflecting their context and being original and forward looking?

Do you think that enough emphasis is placed on the design and function of streets and spaces, as well as the design of buildings themselves?

Which of the following is the most appropriate option for improving the design quality of new development in the borough?

**Options QP2 - Design quality of new development**

**QP2A:** Identify those areas of the borough which have a strong local distinctiveness and require new developments to significantly conform to the local style. Allow much more innovative and forward-looking design in all other areas.

**QP2B:** Identify locations in the borough, such as town centres, key gateways / corridors or renewal areas, where design would be required to be contemporary and innovative or have to satisfy specific design guidance.

**QP2C:** Identify a network of key public spaces which could be prioritised for improvement, including possible pedestrianisation / traffic restrictions.

**Implications of Option QP2A** - This option allows those areas with a strong historic identity to be further strengthened by appropriate new development, and other areas to develop a new and forward-looking identity. However, this option could stifle innovative and sustainable design in the locally distinctive areas and prevent them from meeting the needs of businesses and residents. Outside these areas 'pockets of strong character' could be lost.

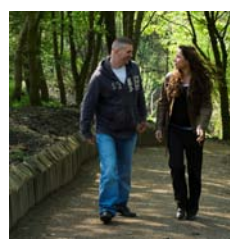
**Implications of Option QP2B** - This option would bring those locations which are most crucial to the image of the borough up to a higher standard, and this may encourage higher standards in adjoining areas. However, it may be difficult to agree on which areas should be prioritised and it could be argued that standards should be universally high across the borough.

**Implications of Option QP2C** - Key public spaces are important for the image and attractiveness of the borough, as well as providing focal points for communities and green infrastructure, but they need to have a clear role and relationship with adjoining development and areas.

**Issue QP3 - Image**

The borough needs to project a stronger and more positive image.

A good image for the borough is vital to encourage investment and to improve the quality of life for residents. Image is strongly influenced by buildings, spaces and landmarks. The quality of gateways and corridors can also help to improve the image of the borough for visitors. The image of areas which are visitor focal points, such as town centres and areas around transport interchanges is particularly important. Public art can also contribute to improving image and creating places that local communities can identify with and have pride in.

**Question QP3 - Image**

In which of the following areas should improvements be prioritised?

If you agree with option BE3A below, which gateways / corridors should be focused on?

If you agree with option BE3B below, which town centres or parts of centres should be focused on?

If you agree with option BE3C below, which areas in particular should be focused on?

**Options QP3 - Image**

**QP3A:** Transport and corridors / gateways (including public transport gateways) into the borough.

**QP3B:** Town centres.

**QP3C:** Housing and mixed use areas.

**Implications of Option QP3A** - The main gateways and transport corridors have a critical role in affecting the perception and image of the borough to visitors, and there are some major investment opportunities in these areas. However, this approach may be perceived as 'window dressing' which will only give a superficially positive image.

**Implications of Option QP3B** - This option has the advantage that it will benefit local people and visitors to centres. However, visitors may have to experience less-than-satisfactory gateway environments prior to reaching town centres, and this may cloud their impression of the borough.

**Implications of Option QP3C** - This option would benefit local residents and businesses in improving local areas but would not improve the image of strategically visible areas such as centres or gateways and corridors.



## 9 Climate Change, Pollution and Natural Resources - Issues and Options

To achieve the strategic objectives, the following issues need to be addressed.

### Issue C1 - New development and climate change

The location, design and construction of new development can determine the impact it has in relation to climate change, and how well it can adapt to climate change.

Climate change is widely recognised as one of the most serious issues facing the world today. There is a need to combat it through reductions in greenhouse gases (mainly carbon dioxide) and there is a local commitment to ensuring all new developments in the borough are carbon neutral by 2020, this being achieved through enhanced energy efficiency and use of renewable energy technology. Alongside efforts to reduce emissions, there is also a need to tackle the effects of climate change that we already experience and will experience on a more regular and severe basis e.g. greater instances of flooding and extreme weather conditions. The effects of an 'urban heat island' in more densely developed areas will also increase over time. It will need to be managed through measures such as building design and the use of green infrastructure, such as street trees, to create more comfortable microclimates in buildings and their surroundings in town centres and dense residential areas.

### Questions C1 - New development and climate change

The borough is committed to ensuring all new developments are carbon neutral by 2020 achieved through renewable energy and energy efficiency. Should the Core Strategy include even more ambitious targets than this?

Which of the following options should be pursued to tackle greenhouse gases?

### Options C1 - New development and climate change

**C1A:** Require a high standard of energy efficiency and low CO<sub>2</sub> emissions through the use of renewable energy technologies for all new development in the borough.

**C1B:** Go beyond existing commitments by requiring even higher standards of energy efficiency and renewable energy production in key parts of the borough e.g. regeneration areas and areas of growth.

**C1C:** Introduce strict design standards to ensure that new development takes full advantage of natural systems for reducing energy consumption (e.g. controlling orientation and siting) and incorporates full measures for climate change adaptation (e.g. green roofs).



**Implications of Option C1A** - This option has the advantage of ensuring that all new developments will share responsibility, and there will be no perception of developments in some areas being more able to shirk these responsibilities. The borough could be a leader in tackling climate change through the planning system.

**Implications of Option C1B** - This would enable areas to be exemplars of good practice and encourage joint schemes within a geographical area, or as part of a major scheme or initiative. The disadvantage of this approach may be that outside of these areas the approach would be too lax.

**Implications of Option C1C** - It will be expected that design requirements might include such things as orientation of buildings to optimise natural systems of lighting and cooling, green roofs, street greening, tree planting and shelter belts. Government policy increasingly requires such measures. A disadvantage is that some measures may be considered to be detrimental to the appearance of buildings.

### Issue C2 - Renewable energy

Renewable energy generation must be promoted and encouraged in the borough. Such development can however have significant effects on landscape and townscape character, ecology and amenity.

It is important that the borough positively encourages and accommodates renewable energy generation as much as possible and in many cases it should be possible to successfully develop renewable energy technologies of various scales and types. Larger scale wind farm development would inevitably need to be located in the Borough's uplands and such development could conflict with Green Belt objectives, such as its openness, and significantly alter the rural landscape. Such developments could also damage peatlands, which are in themselves important carbon sinks and for biodiversity. Urban areas also have significant opportunities for incorporating renewable energy into domestic, industrial and community settings. Renewable energy installations in urban areas could affect the setting and character of buildings and townscape, for example for town centres, Listed Buildings and Conservation Areas.

### Question C2 - Renewable energy

Do you agree with the following policy approach for encouraging renewable energy developments in the borough?

### Approach C2 - Renewable energy

**C2:** The borough is committed to maximising its potential for the sustainable development of renewable energy technologies of various scales and types in order to help deliver its contribution to meeting regional renewable energy targets. Larger scale renewable energy

developments including wind farms will be supported in the borough's rural uplands where they can be satisfactorily accommodated in the landscape without significant harm to acknowledged qualities or features of the landscape or its ecology. Within urban areas and the urban fringes of settlements, renewable energy installations including biomass and other appropriate technologies for domestic, industrial and community development will be strongly encouraged and supported where they do not cause significant harm to townscape, historic character and local amenity.

**Implications of Approach C2** - The approach recognises that wind power in the borough's rural fringes could generate large amounts of renewable energy making a significant contribution to regional and national targets. A large wind farm is located at Scout Moor, which is currently one of the largest in the region. Individually and cumulatively such development can significantly alter landscape character and cause harm to upland ecology and to carbon sink peatlands which could reduce the benefits of such developments in tackling climate change. This requires a positive approach to new development which also includes appropriate and robust safeguards for sensitive landscapes, ecological assets (e.g. peatland) and the amenity of residents and visitors to the borough's countryside.

In urban and urban fringe areas this approach supports the development of a diverse range of technologies at a range of scales through domestic, industrial and community schemes and free standing technologies such as biomass. There are significant efficiency gains from renewable energy developments being close to where the energy will be used. Whilst small scale and micro renewable developments can often be accommodated successfully in the urban fabric there can be significant adverse impacts of development which need to be recognised and managed which can include their visual impact upon buildings and townscapes e.g. historic buildings, Conservation Areas and their settings and the amenity of residents.

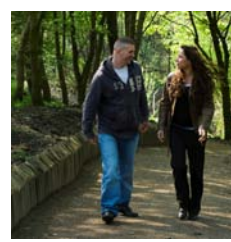
#### **Issue C3 - Development and flood risk**

There is a possibility that new development could increase flood risk in the borough and elsewhere, including by reducing the natural flood defences in the area.

Climate change increases the risk of more intense and extreme weather conditions and recent incidences of severe flooding across the country, as well as problems locally, have brought renewed attention to the issue of the impact of development upon flood risk, as well as the vulnerability of existing development to flooding. All development can contribute to flood problems, e.g. through water 'run-off' into drains and rivers, not just development in areas of high flood risk.

#### **Question C3 - Development and flood risk**

Do you agree with the following policy approach to control flood risk in the borough?



### Approach C3 - Development and flood risk

**C3:** Ensure that development is located and designed to minimise flood risk both on site and through increasing flood risk in other areas. Development will be informed by appropriate flood risk assessments and concentrated as much as possible in areas of the lowest flood risk potential (i.e. Flood Zone 1) and avoiding development of functional flood plain and greenfield land. Where development must be exceptionally located within higher flood risk areas (i.e. Flood Zones 2 and 3) such as urban regeneration areas and town centres with established residential, commercial and industrial development, it must be on previously developed land and include suitable measures to control and mitigate flood risk which do not result in increased risk elsewhere and where possible help to reduce wider flood risk potential. All development wherever it is located will be required to include climate change adaptation standards to ensure that they minimise any flood risk and achieve effective and sustainable use, storage and disposal of water.

**Implications of Approach C3** - This approach will provide a robust series of controls and measures to ensure that new development does not contribute towards or is affected by flooding. Development would be guided by the provisions of PPS25 and the Sequential and Exceptions Tests so that it is located away from areas of higher flood risk wherever possible and where it must be located in high risk areas, there must be a clear justification. Strategic and site based Flood Risk Assessment will inform proposals, help to identify risk and robust measures to minimise risk and help manage flood risk more widely. Measures such as green roofs, soft landscaping, permeable surfaces, water storage ponds and sustainable drainage systems can be incorporated into many new developments, and this approach would strengthen requirements for their inclusion in development proposals.

### Issue C4 - New development and pollution

New developments often contribute towards various kinds of pollution and nuisance, and can also be affected by them.

The planning process can potentially help to tackle problems of air, water, noise and light pollution caused by development and ensure new housing and sensitive uses are not permitted where pollution levels are unacceptable and cannot be mitigated by design. Contaminated land is an important local issue and whilst it can place restrictions on development, development can also help to fund the removal of contamination and its remediation. Air quality is another issue of concern, in particular the impact from transport and traffic and the Core Strategy will need to work with the Local Transport Plan (LTP) to address vehicle pollution.

**Question C4 - New development and pollution**

Do you agree with the following policy approach to tackle pollution issues in the borough?

**Approach C4 - New development and pollution**

**C4:** Ensure that development does not result in unacceptable levels of pollution (including air, water, ground and noise) through its location, design, construction, operation and traffic generation. Any potential pollution should be mitigated and minimised through good design and environmental management practices. Where development would have an unacceptable impact on natural resources, residential amenity or other factors which cannot be satisfactorily mitigated, it will not be permitted.

**Implications of Approach C4** -This option recognises the significance of a range of potential pollution which can arise from development and establishes a robust approach towards minimising pollution through planning controls with the aim of achieving no net increase in pollution through development. The Air Quality Management Plan will help to inform and support the Core Strategy. This approach would encourage a range of measures including appropriate design of waste management facilities, land remediation on derelict or contaminated land, tree planting and a requirement for travel plans, to help reduce the effects of pollution on people and the environment.

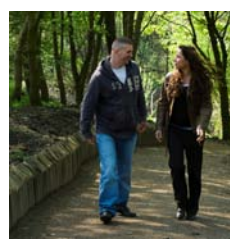
**Issue C5 - Rural landscapes**

Land use in the rural areas of the borough is moving away from its traditional agricultural base towards a more diverse range of activities, and sometimes these can be very harmful to the quality of rural landscapes

The changing agricultural base of the countryside has led to smaller holdings and increasing diversification. Tourism may play an increasing role in the rural economy, but this can create pressures such as demand for new buildings with their potential impact on the landscape. The increasing demand for renewable energy could create opportunities (e.g. for biomass production) but also conflict with landscape protection.

**Question C5 - Rural landscapes**

How can we best accommodate development in our rural landscapes which sustains and



regenerates the rural economy whilst also protecting the character and biodiversity?

### Options C5 - Rural landscapes

**C5A:** Reconsider which major developed sites in the Green Belt should be retained in their current use and which should be redeveloped for other uses where this would improve the environment and the openness of rural areas. Additionally, identify those which should not be redeveloped but should be returned to greenfield sites.

**C5B:** Encourage the reuse of farm buildings for appropriate non-agricultural uses where this contributes to improving rural landscapes and assists farm diversification.

**C5C:** Impose more stringent controls on recreational activities and open uses (e.g. renewable energy installations, recreational and commercial operations) with potential to harm the rural landscape.

**Implications of Option C5A** - There is a need to review the future of developed sites in the green belt (i.e. their operational role and contribution to the landscape). Some sites may be best left to decline, others require new uses to maintain buildings of character or need to adapt through alterations to buildings, and others need redeveloping as a means of tackling environmental problems and meeting local needs.

**Implications of Option C5B** - Most types of built development are not allowed in rural areas (Green Belt) and so opportunities for new business or activities are limited to existing (primarily farm) buildings. The reuse of buildings for bed and breakfast, offices, equestrian and other uses can be acceptable and secure the future of rural buildings subject to satisfactory control of the external appearance, operations and car parking etc through planning conditions or mitigation (e.g. landscaping).

**Implications of C5C** - If controls are not stringent enough, activity could destroy the qualities that attract people to the countryside. If controls are too stringent, this could reduce the potential to make more use of the countryside and to invest in landscape management. In addressing pressure for renewable energy installations, need may outweigh the protection of some landscapes but inappropriately placed installations in moorland areas could harm the peatlands carbon sink (as well as biodiversity), thereby undermining efforts to combat climate change.

### Issue C6 - Waste

The borough, produces too much waste and still sends most of it to landfill sites. This is a wasted resource. Recycling rates are currently low but are rising. Facilities for re-using, recycling and waste recovery are limited and more sites need to be provided within the borough.

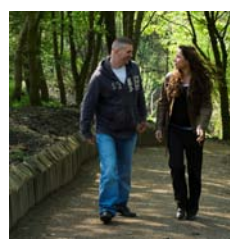
The Council recognises the importance of managing waste in a more sustainable way by increasing waste prevention, re-use and sustainable treatment before opting for disposal. It is important that sites and areas are identified for a range of waste management facilities, including waste disposal, which are acceptable in terms of their impact on the surroundings. The 10 Districts of Greater Manchester are jointly preparing a Waste Development Plan Document which will include detailed policies and the identification of areas and sites for a range of facilities to meet waste needs up to 2025. A separate consultation on Issues and Options for the Waste Plan has started.

#### **Question C6 - Waste**

Do you agree with the following approach to promoting sustainable waste management through minimising waste and its production, increasing reuse, recycling and recovery rates, and managing waste as close to source as practicable?

#### **Approach C6 - Waste**

The Core Strategy should reflect the strategic approach taken by the Waste Plan, in line with the Waste hierarchy and national and regional policy, in identifying sites / areas for waste facilities and for controlling the impact and location of facilities that come forward. It may be possible for the Core Strategy waste policy to acknowledge issues of local need (e.g. demand in relation to the preferred spatial option) and the relationship with other issues dealt with in the Core Strategy.



### Issue C7 - Minerals

Primary minerals resources are important to the economy (for construction, power and manufacturing), but their extraction must be balanced with environmental and social costs. Known reserves need to be safeguarded from other development to prevent sterilisation, as minerals can only be worked where they are found. Policies are therefore required to protect workable resources in the borough, to maximise the use of secondary and recycled aggregates to reduce pressure for primary minerals, and to assess the sustainable movement of minerals.

The borough has significant areas of sand with some sandstone/gritstone, shales. Current levels of extraction are low and a review of permitted reserves suggests that there is a sufficient landbank within Greater Manchester to meet short term requirements. Changes may however occur in supply, and demand may increase throughout the life of Core Strategy. It will therefore be necessary to consider the implications of changes and of any revised guidance on levels of aggregate provision which may be issued in the future. Policies are needed to ensure that the borough will continue to contribute to the maintenance of regional supply patterns and the likely demands for particular minerals in future years. The key minerals extraction issues identified in the Regional Spatial Strategy are:

- Provision of a steady supply of minerals to meet the regions share of aggregates;
- Using opportunities for using rail and water links for transporting minerals;
- Safeguarding mineral resources;
- Promoting sensitively restoration and after-use; and
- Maximize use of secondary and recycled aggregates.

The Greater Manchester Geological Unit has undertaken an investigation into minerals resources in Greater Manchester, and the 10 Greater Manchester districts are considering whether to prepare a Joint Minerals Plan to tackle the above issues on a more consistent basis. This would provide the policy framework for mineral working within the borough.

### Question C7 - Minerals

Do you agree the following planning approach for dealing with minerals extraction?

### Approach C7 - Minerals

The Core Strategy should reflect a Greater Manchester wide policy approach on minerals which makes provision for: future mineral supply; safeguards minerals resources; promotes the use of secondary and recycled aggregates; identifies sites for minerals storage, processing and transfer; promotes the sustainable transport of minerals; and ensures the restoration and aftercare of all mineral sites.



## 10 Accessibility and Sustainable Transport - Issues and Options

To achieve the accessibility and sustainable transport strategic objective, and related objectives, the following issues need to be addressed.

### Issue A1 - Accessibility

Development should be located where it is accessible by a choice of transport modes.

Accessibility to jobs, education, shopping, leisure and other essential facilities is influenced by two factors: where development is located and the quality and choice of transport links available to serve that development.

There are three levels at which accessibility can be tackled:

- the strategic level i.e. access to other parts of the region, and other northern regions, adjoining authorities and Greater Manchester (the sub-regional centre),
- the borough-wide level i.e. access within and across the borough, and
- the local level (i.e. access to local amenities, transport hubs and interchanges).

At the strategic level, the borough needs to draw on and contribute to the prosperity of the city region and the Northern Way. Access to jobs and facilities within neighbouring areas and the regional centre is vital. Any focus for housing and employment growth in the borough must have regard to bus and rail accessibility and motorway connections.

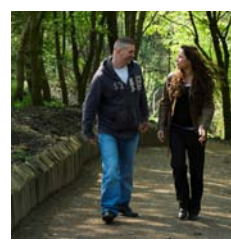
At the borough-wide level, it is important to ensure that, for example, residents in Middleton can access job opportunities at Kingsway Business Park, and that people from all parts of the borough have easy access to Rochdale town centre.

At the local level, good access to community facilities (e.g. schools and parks) and local centres and transport interchanges / hubs (to enable non-local travel) is important to improve quality of life and to meet sustainability objectives.

The spatial options explore different levels of growth and distribution of development to achieve an accessible pattern of development and to contribute to potential transport improvements within the borough.

Development can contribute to accessibility improvements through the appropriate location of development and by helping to deliver transport improvements. Development will need to address the negative impacts of traffic generated, including measures to improve air quality and reduce emissions within Air Quality Management Areas.

Transport Improvements can be funded from various sources (e.g. through the Greater Manchester Local Transport Plan (LTP), Transport Innovation Fund (TIF) proposals, Community Infrastructure Levy (CIL). The introduction of congestion charging will be dependent upon substantial investment in transport infrastructure improvements funded from TIF. Improvement



priorities will still be determined by the specific needs of the borough, the scale of growth sought and where development is located in the borough. The focus will need to be on sustainable transport, (i.e. public transport, rail, cycling and walking) and less on improving access for the car.

### Question A1 - Accessibility

Which of the Spatial Options in chapter 13 do you think provides the most accessible and sustainable pattern of development?

**Implications of Spatial Options 1** - This could lead to longer trips between homes and jobs as development growth will be less co-ordinated and transport infrastructure not planned with new development. Under all the Spatial Options Kingsway Business Park will account for a large proportion of the new trips generated and transport investment will need to be focused on making Kingsway accessible by sustainable transport from across the borough.

**Implications of Spatial Options 2** - This makes best use of the existing network by directing new development around transport hubs, interchanges, gateways and strategic routes. The existing network could be improved by addressing bottlenecks and capacity.

**Implications of Spatial Option 3** - This offers the benefits of option 2. Concentrating new development in Rochdale, which is the borough's public transport hub, could offer a more sustainable pattern of development. The new allocations in the south of Rochdale will generate additional traffic requiring wider coverage and strengthening of the sustainable transport network.

**Implications of Spatial Option 4** - This offers the benefits of option 2. This will require substantial investment in the whole of the transport network to ensure that development is accessible, sustainable and does not impact on local amenity. This option will have a greater impact on the motorway network and will require the support of the Highways Agency.

**Implications of Spatial Options 5** - This option combines the implications of options 3 & 4. To address these will require significant investment in the transport network, which are set out under issues A2 to A4. Without appropriate transport improvements air quality could worsen.

**Implications of Spatial Options 6** - This option has the same implications as option 5, but may cause additional peak time capacity issues on the A58 and the Caldervale railway line.

### Issue A2 - Strategic Transport Improvements

Strategic Transport Infrastructure Improvements are required to meet the strategic objectives and priorities dependent on where future growth is focused within the borough.

In delivering strategic transport improvements, the following problems and opportunities need to be addressed:

**Metrolink**

The need to provide quality rail, Metrolink, bus interchange and park and ride facilities to complement the extension of Metrolink to Rochdale Town Centre.

**East Lancashire Railway**

Maximising the potential of East Lancashire Railway by linking its network from Heywood to Castleton and to Manchester Victoria and Rawtenstall for commuters.

**Improving Bus Reliability between Rochdale and Manchester**

The need to continuously improve bus services between Rochdale and Manchester to enhance journey times to compete with car and rail trips.

**Enhancing Rail Services**

Increasing investment in passenger rail services to improve accessibility to the regional centre and across the city region as required. A balance must be struck between the speed of peak hour connections and ensuring that commuters using local stations have suitable access to services (i.e. Mills Hill, Castleton, Smithy Bridge, Littleborough). The TIF programme includes new rolling stock acquisition to increase capacity, however service frequencies may also need to increase to meet projected future passenger demand.

**Improving strategic routes for industrial traffic in Heywood**

The impact of heavy industrial vehicles travelling through Heywood and its residential areas “en route” to nearby motorway junctions could be addressed through providing a new link road between Heywood Distribution Park and the M62 Junction 19.

**Question A2 - Strategic Transport Improvements**

Which of the following schemes do you support? Should other schemes be considered?

**Options A2 - Strategic Transport Improvements**

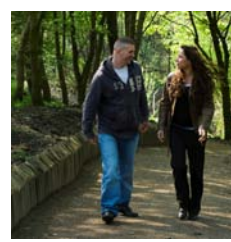
**A2A:** New Interchange facilities at Rochdale town centre and park and ride facilities at Rochdale station

**A2B:** East Lancashire Railway Link to Castleton & Manchester Victoria to Rawtenstall (via Heywood) Rail Commuter Services,

**A2C:** Guided busway, Rochdale to Manchester,

**A2D:** Enhanced Rail Services,

**A2E:** Heywood southern Relief Road to M62 Junction 19.



**Implications of Option A2A** - There will eventually be two transport hubs in Rochdale. At the railway station where the heavy rail, Metrolink and park and ride will connect and in the centre where the town centre redevelopment, bus interchange and Metrolink will integrate. Good connectivity between the two is reliant on the delivery of the Metrolink extension. It is crucial that an alternative high frequency sustainable transport link is provided to maximise the investment benefits.

**Implications of Option A2B** - This rail scheme will enhance service integration and widen commuter travel choice to and from Manchester for both Heywood and Castleton, which have a high proportion of non car households. It will provide a regeneration catalyst around Heywood and Castleton stations where land is available and offers greater travel choice to access employment and amenities in and outside the borough. This would support Spatial Options 4, 5 and 6.

**Implications of Option A2C** - This will establish the sections of the route where guideways can reduce delays and enhance bus journey reliability. Amended junction layouts will accommodate bus movements to and from the guideway. The scheme will improve access to community amenities, land allocations in Spatial Options 4, 5 and 6 and to jobs and amenities in the regional centre. In prioritising buses, car trips may experience moderately increased delay.

**Implications of Option A2D** - By enhancing existing rail capacity and in future, the number of peak time services, more people will be able to access amenities and job opportunities in Manchester and from the borough's stations. Strategic Trans-Pennine links will also enhance connectivity along Northern Way corridors to other city regions and widen the jobs market for the borough's businesses through future interchange of rail and Metrolink services, supporting Spatial Options 3 to 6.

**Implications of Option A2E** - There is the opportunity to address the issue of HGVs travelling through Heywood town centre by creating a more direct link between Heywood Distribution Park and M62 Junction 19. This will reduce HGV impact in the town centre and residential areas. Without appropriate action a focus on growth in Heywood in the future could exacerbate these problems. The release of additional land under Spatial Options 4, 5 and 6 would allow development to contribute to a new road link. The scheme design would need to avoid creating further queues around junctions 18 and 19 of the M62 and will require Highway Agency approval.

### **Issue A3 - Movement within and across the borough**

Transport Improvements are required to enhance accessibility, transport integration and regeneration objectives within and across Rochdale Borough.

The following problems and opportunities need to be addressed:

#### **Improving Cycle Links**

There is a need to establish a cycle network to encourage more and safer cycling. Strategic routes suitable for leisure cycling like the 'Sustrans Connect 2' core proposals can also enable short trips to schools and local facilities.

### **Encouraging Non-Car Trips**

There is a need to encourage more use of alternative forms of travel to the car to reduce congestion and environmental impact (e.g. pollution). For new commercial and residential developments travel plans are required to encourage employees, clients and service users to travel by sustainable means (walking, cycling and public transport).

### **Improving Bus Accessibility and Reliability**

Whilst there has already been substantial investment in bus quality corridors through improving information, shelters, lighting and accessibility of bus stops along the borough's major and feeder routes, more needs to be done to reduce delays (e.g. through installing bus lanes, guided busways and active Urban Traffic Management and Control (UTMC) to give priority to buses. These measures will be financed through the Local Transport Plan and Transport Innovation Fund programmes focusing on corridors that have the most trip demand and address bottlenecks.

### **Improving accessibility to Kingsway Business Park**

Measures to ensure local people can access the job opportunities provided by Kingsway is critical. Cycleways and pedestrian links through and to adjacent areas are being provided and a shuttle bus serving the site from Rochdale bus station is planned.

Phase 3A of Metrolink provides a link between Rochdale Railway Station and Kingsway Business Park. This will offer good access to potential employees from Rochdale borough and beyond. The north west and southern parts of the borough, (particularly Heywood and Middleton which have the highest proportion of non-car households in the borough) are poorly accessed by public transport and users are required to change services at Rochdale Bus station as there is no direct access to Kingsway.

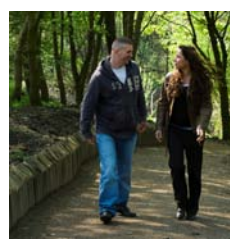
### **Private Contributions to Transport Improvements**

Securing developer contributions towards specific transport schemes is key if the transport network is to continue to meet the efficiency demanded by the local economy. If development and growth is to be sustained and successful, less emphasis will be given on delivering highway improvements and more on public transport and sustainable transport enhancements.

### **A58 Peak Time Congestion Relief**

Peak time delays occur on the A58 between Rochdale and Littleborough, particularly at key junctions. Whilst growth in the Pennines Township will be limited (see spatial options), future traffic generation and patterns need to be assessed.

One approach to address peak time congestion is to implement a series of junction capacity improvements making more effective use of the available road space. Another is to invest in bus and rail services between Rochdale and Littleborough. A third option would be to build a relief road to the south of the A58 in the Roch Valley.



### Question A3 - Movement within and across the borough

Which of the following options best address borough wide and cross-borough accessibility issues? Are there others that should be considered?

#### Options A3 - Movement within and across the borough

**A3A:** Establish and improve cycle links,

**A3B:** Stronger requirement for travel plans

**A3C:** Quality Bus Corridors

**A3D:** Improving Access to Kingsway Business Park

**A3E:** Private Contributions to Transport Improvements

**A3F:** A58 Peak Time Congestion Relief (i) Improve road capacity (ii) Rail and bus improvements (iii) A58 by pass

**Implications of Option A3A** - A co-ordinated cycle network could identify key routes to work, amenities and for recreation, thereby reducing the number of short car trips. A cycling strategy would identify priorities and provide a basis for securing developer contributions.

**Implications of Option A3B** - Some firms can perceive travel plans as burdensome but others will build in travel plan costs at the start of projects and develop a strategy to recoup them through end users and operational efficiencies. Travel Plans and measures identified within them can help to ease congestion and reduce emissions and pressure of development traffic generated from all the Spatial Options being proposed.

**Implications of Option A3C** - Continued investment in Quality Corridors will improve bus journey times and reliability and make it a more feasible alternative to car travel. Technological innovation to prioritise buses through delay points, bus lanes and guideways help to achieve this. Bus fares must also be affordable and competitive with rail fares and parking charges. These measures would mitigate traffic demand from allocations proposed in all the spatial options

**Implications of Option A3D** - Without direct connectivity from all the boroughs townships to Kingsway Business Park, local communities will not experience the local economic benefits and these will leak to other districts whose employees can access the employment opportunities by car and in the future by rail and Metrolink. Direct public transport links will widen the choice for businesses and the local workforce to the job opportunities Kingsway offers.

**Implications of Option A3E** - Private contributions are already secured to contribute to specific transport improvements in the borough; however this occurs on an ad hoc development by

development basis. It is reasonable that businesses which are choosing the borough because it will enhance their profitability should contribute to the local communities and infrastructure that benefits them. This policy will strengthen the network and support the investment through the Local Transport Plan and Transport Innovation Fund.

#### **Implications of Option A3F -**

- Sub option (i) - Improving road capacity will accommodate a moderate increase in traffic but some land acquisition will be required around key junctions and could be quite costly.
- Sub option (ii) - Rail and bus improvements are a more sustainable option. Rail improvements will be costly and bus priority measures will significantly compromise traffic speed on the A58.
- Sub option (iii) - An A58 bypass is significantly more expensive and requires construction through sensitive and protected areas of the Roch Valley. It could also enlarge the A58 Air Quality Management Area by spreading the traffic along two parallel routes and transfer delays from the A58 to the new route. It will offer opportunities for measures to prioritise sustainable travel on both the existing and new route and offer some capacity to accommodate further development in the Pennine township consistent with Spatial Option 6.

#### **Issue A4 - Accessibility to Town Centres, Transport Hubs and Local Services**

Local transport Improvements are required to improve access to community facilities, town centres and transport hubs in the Borough.

The following problems and opportunities need to be addressed:

#### **Improving Pedestrian Links and Safety**

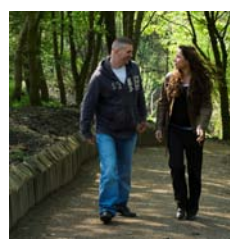
Improvements to the pedestrian network will promote short journeys on foot to access local services and community facilities resulting in health benefits. The pedestrianisation of further areas within town and local centres may enhance their economic vitality and be delivered through the respective town centre regeneration strategies.

#### **Rail Station Improvements and Park and Ride**

The Greater Manchester TIF bid includes provision to upgrade Mills Hill, Castleton, Smithy Bridge, Littleborough and Rochdale Railway Stations. At Rochdale (300 spaces) and Mills Hill (250 spaces) stations, park and ride facilities are also proposed. Further opportunities for Park and Ride at other railway and metrolink stations need to be explored to encourage rail travel.

#### **Congestion and HGV's in Heywood Town Centre**

Community concerns over congestion in Heywood Town Centre, due to conflict between HGVs and shoppers, has given rise to a proposal to construct a one-way eastbound relief road north of the town centre, with complementary measures and environmental improvements to the shopping area. This would be supported through a Freight Quality Partnership bringing



commercial interests, haulage and local community representatives together to devise a strategy and agree issues of routing, method of operation and minor transport improvements. Many of these concerns could be addressed if a Heywood Southern Relief Road was constructed.

#### **Questions A4 - Accessibility to Town Centres, Transport Hubs and Local Services**

Do the following scheme options adequately address accessibility to Town Centres, Transport Hubs and Local services?

Which schemes should have priority?

Are there others that should be considered?

#### **Options A4 - Accessibility to Town Centres, Transport Hubs and Local Services**

**A4A:** Improve Pedestrian Links and Safety

**A4B:** Rail Station Improvements and Park and Ride

**A4C:** Northern Relief Road - Heywood Town Centre

**Implications of Option A4A** - Improvements to the pedestrian network will enhance local connectivity to community amenities and provide a safe environment to make short trips on foot.

**Implications of Option A4B** - The proposed peak time congestion charging scheme would charge traffic travelling inside the M60 around the regional centre. This will influence travel patterns and behaviour and the commercial appeal of the borough, particularly around Middleton, and have implications for land allocations in spatial options 4 to 6 which may appeal to those seeking to avoid congestion charges.

**Implications of Option A4C** - This proposal may ease congestion and conflict and improve the shopping environment in Heywood town centre. It may have a negative impact on frontage properties along the relief road route and there is no information on the level of traffic reduction on the bypassed route. Private sector funding will be required to deliver the scheme and assist growth in Heywood under spatial options 4 to 6.



## 11 Green Infrastructure (Open Space and Countryside) - Issues and Options

The borough contains an extensive and diverse network of open spaces and countryside. Together, the borough's open spaces provide a multi functional green infrastructure supporting quality of life and quality of place in the borough which contributes to sustainable development and growth in Rochdale and Greater Manchester.

The functional integrity of the Green Infrastructure network is of variable quality and is under pressure from the impacts of urban communities, the need to support economic and housing growth, and regeneration, and helping to tackle the effects of climate change locally and in the city region.

To achieve the Green Infrastructure strategic objective, and other related objectives, the following Issues need to be addressed.

### Issue G1 - Biodiversity

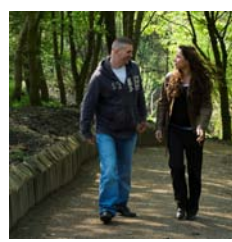
The value of Green Infrastructure for biodiversity is under pressure from development and problems such as poor management and design, and the loss of key features such as urban gardens need to be addressed.

Pressure from development, poor or inappropriate management, various types of pollution and the loss of urban spaces such as gardens is threatening local biodiversity and the sites and networks of open spaces on which it depends.

A Spatial Option for dispersed urban development may not provide enough clear focus on the integrity and enhancement of strategic biodiversity corridors and networks. Higher growth options, whilst bringing increased investment potential, will also result in greater pressure on biodiversity especially in urban areas, river valleys and urban fringes. This could include the loss of biodiversity features (including protected sites and on brownfield land) and connectivity. There needs to be a robust assessment of biodiversity impacts and opportunities in regeneration areas, and on greenfield land and water bodies to support growth.

### Question G1 - Biodiversity

Which of the following options is most appropriate to protect and enhance biodiversity in the borough?



### Options G1 - Biodiversity

**G1A:** Identify specific sites and corridors within which development will not be permitted where it causes loss or damage to acknowledged biodiversity interests.

**G1B:** Identify specific sites and corridors of acknowledged biodiversity importance and ensure that all development proposals, wherever they are, identify positive measures to protect and enhance biodiversity. This would also include an explicit objective of protecting and promoting specific features for biodiversity which may be declining or threatened, such as private gardens in urban areas.

**G1C:** Do not identify specific sites and corridors of biodiversity importance and use a criteria based policy approach to encourage the protection and enhancement of biodiversity in all developments where appropriate.

**Implications of Option G1A** - This would protect specific corridors and sites but may not protect a range of important species or habitats that could be damaged or lost outside of identified areas.

**Implications of Option G1B** - This would help to ensure a more comprehensive assessment of biodiversity impacts and opportunities through development proposals and enable a core ecological framework to be recognised and delivered.

**Implications of Option G1C** - This option may not result in a strong, core ecological framework being identified, conserved and enhanced and may lead to more piecemeal activities which do not maximise their biodiversity potential.

### Issue G2 - River Valleys

The river valleys and urban river frontages are an underused asset and their quality and potential has been eroded over time through piecemeal development reducing their connectivity, integrity and character.

The river valleys of the borough perform a number of important environmental functions and extend into the heart of urban areas, providing visual and physical linkages with the countryside beyond. The River Roch is the main river in the borough and the Roch Valley provides important landscape character, visual amenity, biodiversity, accessible recreation and flood risk management. In the Roch Valley, and the urban and urban fringe stretches of principal river valleys, development, dereliction and poor land management have combined to create neglected landscapes which are underutilised as environmental assets. High quality, attractive and accessible river valleys can make a positive contribution to regeneration and growth.

A Spatial Option focusing on regeneration areas may provide opportunities for improving river valleys, especially the Roch Valley in central Rochdale and Heywood. Higher growth scenarios may also help to regenerate degraded river valleys but have the potential to significantly impact

on the character and role of the river valley network through increased development pressures, flood risk and the loss of biodiversity and recreational amenity.

### Question G2 - River Valleys

Which of the following options would best protect and enhance the river valley network in the borough as a strategic green infrastructure asset?

### Options G2 - River Valleys

**G2A:** Identify all principal river valley corridors incorporating key sites for recreation, biodiversity, countryside gateways, principal recreation routes and land with high flood risk. There would be strict controls over new development within such areas and adjacent areas where development could compromise the quality or function of a river valley and key opportunities for enhancement would be identified. This would include the Roch, Beal, Spodden, Irk and other main river valleys.

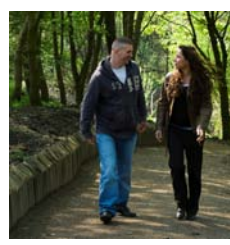
**G2B:** Focus on the Roch Valley as the principal river valley where strict controls and criteria for development are used. For other river valleys more general criteria for new development would be used to ensure that new development does not harm their function or integrity.

**G2C:** Do not identify river valleys and use general policies for environmental protection and enhancement to control development.

**Implications of Option G2A** - Would enable a comprehensive approach to green infrastructure planning to be adopted where new development in river valleys and adjacent areas would be controlled robustly, and where development is permitted, it would contribute to conserving and improving the river valley and its contribution to sustainable regeneration and growth.

**Implications of Option G2B** - Would enable the quality and functions of the Roch Valley to be protected and enhanced but may result in the cumulative roles and functions of the river valley network as a whole and specific river valleys not being fully recognised and supported.

**Implications of Option G2C** - A more piecemeal approach would make green infrastructure planning for multi functional river valleys difficult to achieve. The individual and cumulative role of the river valleys e.g. for biodiversity networks or flood risk management would potentially be less effective.



### Issue G3 - Open Spaces

Urban open spaces vary significantly in quality and diversity throughout the borough and can be poorly located. In some communities there is not enough appropriate open space to meet local recreational need or to provide amenity.

Urban open space includes formal sports and games pitches, informal recreation spaces, urban woodland, water bodies, pocket parks and town parks. Whilst many are well maintained others are not and suffer from a range of problems including poor access, vandalism and anti-social behaviour, lack of investment and maintenance and poor location.

All new development will contribute to the provision of open space in the borough but a Spatial Option for dispersed development may not focus investment in areas of greatest need. Focusing growth in regeneration areas and specific parts of the borough could address areas of key need for new open space and investment in existing spaces. It could however increase pressure on existing urban open space where it is limited or where there are few opportunities to provide new spaces due to higher density of development and access to other open space nearby is poor.

### Question G3 - Open Spaces

Which of the following options are most appropriate to provide urban open spaces to meet the recreational, amenity and environmental needs of local people?

### Options G3 - Open Spaces

**G3A:** Protect all existing open spaces from loss, even where they are poorly located and managed. Provide additional open spaces in new development and investment in existing open spaces through developer contributions.

**G3B:** Protect all open spaces where they have a clear function and value to the community in meeting local need for formal and informal recreation and 'natural' open spaces. Where open space has substantial problems which cannot be solved through investment and improved design and management (e.g. sites with poor location and persistent misuse) allow development which would secure new open space and investment in existing open space or improved access to space that would more appropriately meet local need.

**Implications of Option G3A** - This may result in persistent problems from poor quality open spaces continuing or being further exacerbated. Investment in open space management and quality may be spread too thinly, less targeted and effective.

**Implications of Option G3B** - This could help to reduce problems with existing underused

greenspaces and help to target investment and the creation of new open spaces which meet the needs of the community and addresses local deficiencies, difficulties of accessibility and other issues.

#### Issue G4 - Countryside

Access to the countryside and the natural environment is poor in many parts of the borough, in particular for communities with poor health and economic disadvantage.

The countryside surrounding Rochdale is a valuable resource, in particular for leisure and tourism. It is close to many urban areas and countryside destinations include Hollingworth Lake Country Park, Local Nature Reserves, National Trails, public rights of way and Access Land. Access to the countryside is not good from some urban areas and often coincides with areas of greatest need where low income, poor health and a lack of quality open spaces are significant issues. There is also a need to reduce visitor impact in some of the most popular locations such as Hollingworth Lake Country Park.

Spatial options focusing on regeneration areas, on Rochdale as sub regional centre (option 3) and on the south and south west of the borough (option 5) provide opportunities to support improvements and better access to the Roch Valley and Rochdale Canal corridor. This may also help to reduce the pressure on other more visited sites and attractions. Spatial Options 4, 5 and 6 would however also involve the loss of some areas of countryside for development which would affect landscape character and reduce opportunities to access the countryside for recreation and biodiversity.

#### Question G4 - Countryside

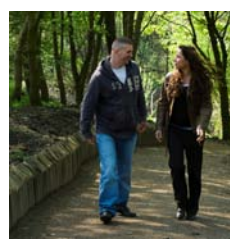
Which of the following options would best improve access to our countryside to benefit local residents and visitors?

#### Options G4 - Countryside

**G4A:** Target opportunities for improvements on identified routes and gateways from urban areas where access is currently poor and set out a clear and sustainable approach to creating and enhancing countryside gateways, recreational management areas, river valleys and facilities to serve each township and support local tourism opportunities.

**G4B:** Focus on the Rochdale Canal and Hollingworth Lake Country Park as the primary recreation facilities for the borough (see issue EC5).

**G4C:** Do not focus on specific sites or areas but support a general approach of improving access to the countryside from urban areas.



**Implications of Option G4A** - This would enable a more targeted approach to improving access to the countryside for local communities where it is poor, investing in appropriate countryside management and visitor facilities across the borough and managing visitor pressure at key 'honeypot' sites.

**Implications of Option G4B** - This may create more strategically important tourist and visitor destinations but could also result in the 'honeypot' pressure on these sites becoming harder to manage and the potential for adverse impacts on their character, ecology and other key features to increase. It would also not result in a significant increase in good quality locally accessible countryside in parts of the borough where access to these resources is poor.

**Implications of Option G4C** - This option could help to improve access to the countryside across the borough but may result in patchy or more limited improvements due to a less targeted approach and would not necessarily help to manage visitor pressure in existing highly visited areas without specified facilities and gateways as a focus for investment and enhancement.

## 12 People and Community - Issues and Options

The achievement of the people and community strategic objective is affected by most issues in this report. However the following health, education, access to facilities and community safety issues need to be specifically addressed.

### Issue PC1 - Health

The borough's population suffers from relatively poor health which is concentrated in areas of deprivation.

Health and well being is about more than access to medical treatment and services. It is about lifestyle, including routine exercise, healthy eating, choice and quality of housing, levels of crime, feelings of community safety, access to employment, local shops and services, open space and design of buildings and open space. There is an important link between how places are planned and the health of the communities who live in them.

The planning and co-ordination of health care provision in the borough is managed by the Strategic Health Authority. They oversee the delivery of hospital services by the Pennine Acute Hospital Trust (PAHT), and primary care services (doctors, dentists, opticians, pharmacists) by the Rochdale, Middleton and Heywood Primary Care Trust (PCT).

The Council is working on the Core Strategy, in consultation with the above organisations, to ensure that future development and health facilities are planned together and satisfactorily address health needs. There is a programme currently being implemented by the PCT in partnership with the Council, called the LIFT (Local Improvement Finance Trust) initiative, to provide new local health centres in the borough (e.g. in Alkington and Deeplish). Through the Core Strategy, the Council can also seek to ensure that the health impacts of all development proposals, particularly major new developments, promote health within the borough.

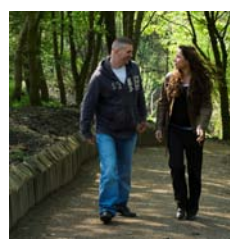
### Question PC1 - Health

Do you agree with the following approach to making the borough a healthier place to live?

### Approach PC1 - Health

**PC1A:** The Council works with the PAHT and local PCT to ensure the provision of health facilities that meet the needs of the local population and reduce health inequalities through:

- directing health provision and resources to the areas of greatest need;
- locating services in highly accessible locations by all means of transport;



- co-ordinating health provision with major new development;
- linking with other public services to ensure the most cost effective, efficient and accessible delivery of facilities.

The Council will consider the possibility of requiring developers to contribute towards improving health facilities through the Core Strategy and the Community Infrastructure Levy.

**PC1B:** The potential health impacts of all Core Strategy policies will be considered with the assistance of all the health agencies.

**Implications of Approach PC1A** - Joint working between the Council and other agencies will enable the most effective provision of health care facilities.

**Implications of Approach PC1B** - The following are examples of policy issues in the Core Strategy that could have an impact on health and quality of life:

- Protecting the boroughs' greenspaces and open space and improving public access to open space and the countryside, especially in areas currently lacking in green spaces (see issues G3 & G4);
- Making it easier for people to walk and cycle in and around the borough (see issues A1 & A3);
- Supporting policies to increase opportunities for residents, workers and visitors to participate in sport and leisure activities (see issues G3 & PC3);
- Development should be located away from, and take account of, likely sources of pollution (see issue C4);
- Ensuring the local economy provides good employment opportunities (see issues EC1 & EC2).

### Issue PC2 - Education

Education attainment in the borough is poor in particular in some deprived wards.

The educational attainment of young people in Rochdale is below the national average. Skills and qualification levels amongst people of working age are also relatively low in the borough, with serious implications for the local economy. Rochdale has a high proportion of the working age population with no qualifications.

Many of Rochdale's schools date from the immediate post-war period or earlier and are no longer suited to modern educational needs. Many schools have more places than the current and projected population of children and young people require. Falling school rolls, particularly in primary schools, may require further school closures. As a result there is a need to review and, where necessary, rationalise school provision. Rationalisation and closure of schools provides an opportunity, through the sale of school land, to invest in new schools to meet modern educational needs and improve levels of educational attainment. Dependent on where



it is, new housing development may result in a need for additional school places.

Hopwood Hall College offers a range of Higher Education (HE) at both the Rochdale and Middleton campuses. There are proposals to improve facilities at both campuses. Other HE providers accessible from the Rochdale area include Oldham College and the Manchester universities.

### Question PC2 - Education

Do you agree with the following approach to education provision?

### Approach PC2 - Education

#### PC2A: Schools

The Council works in partnership with the Rochdale Borough Children's Trust and the LSP to ensure that the educational needs of children and young people are met through:

- ensuring land is available to accommodate improved facilities where needed;
- ensuring where appropriate, development contributes financially to new or extended facilities;
- ensuring safe and convenient pedestrian routes to school;
- considering alternative uses for redundant school land.

The government's Primary Capital programme (for primary schools) and Building Schools for the Future (for secondary schools) will provide opportunities to improve school buildings.

#### PC2B: Higher and Further Education

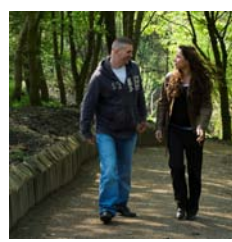
The Council will work in partnership with Hopwood Hall College and local stakeholders in the creation of a learning quarter and a new Sixth Form Centre, at Saint Mary's Gate site, adjoining Rochdale town centre.

The Council will consider the potential for requiring developers to contribute to improving education facilities through the Core Strategy and the Community Infrastructure Levy.

### Issue PC3 - Access to Community Facilities

Ensuring everyone has good access to local facilities to reduce inequality and social exclusion.

Local facilities can range from a local shop to a local centre that includes facilities such as



shops; a community centre, a doctor's surgery; a chemist; library etc. They can also include indoor sport and recreation facilities. When areas lack local facilities people have to travel further to access facilities which disadvantages lower income groups, undermines community cohesion, a sense of place and increases car dependence for many people.

Local centres are important in meeting local needs, supporting local identity, reducing the need to travel and creating sustainable communities. A number are identified in the UDP. A relatively small number are thriving but the majority have problems of vacant units and poor environmental conditions and are in need of regeneration.

### Questions PC3 - Access to Community Facilities

In what areas are new local centres needed?

What new indoor sport and recreation facilities are needed and where?

Which of the following options would help ensure good access to local shops and services?

### Options PC3 - Access to Community Facilities

**PC3A:** Strengthen existing local centres with a range of better quality shops, services and community facilities.

**PC3B:** De-allocate poorly performing local centres and identify new local centres in areas which are poorly served or located.

**PC3C:** Allow new retail and service provision outside local centres in areas of poor provision to meet local needs.

**Implications of Option PC3A** - Focusing growth in already established local centres will be sustainable, as they are generally in sustainable locations, and it may help revitalise and regenerate them.

**Implications of Option PC3B** - Some of the existing local centres are not functioning well and are not attracting the level of activity needed to keep them viable. A review of local centres would be required which would examine current provision for retail catchment areas based on effective movement patterns, and whether all parts of the borough are adequately served by local services.

**Implications of Option PC3C** - This would enable development which is more responsive to need but would be a less co-ordinated approach.

**Issue PC4 - Community Safety**

How can plan policy help tackle crime and the fear of crime?

The crime rate in Rochdale borough is high in comparison to figures for the country and other districts in the northwest. Levels of crime tend to be disproportionately high in town centres and in some of the most deprived areas of the borough.

Incidence of crime can be influenced by:

- the design of building and spaces;
- the mix of uses, in particular in terms of 24 hour surveillance and activity;
- concentrations of certain types of uses, such as drinking establishments;
- social factors, such as deprivation and drug misuse.

**Question PC4 - Community Safety**

Do you agree with the following approaches to improving community safety?

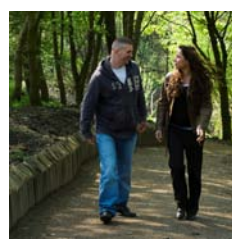
**Approach PC4 - Community Safety**

**PC4A:** Policies will seek to reduce crime and fear of crime through positive community safety principles (e.g. 'Secured by Design') being applied to the design and layout of development to achieve, for example, mixed use developments, well-used streets and public spaces that are pedestrian friendly with social interaction and low vehicle speeds.

**PC4B:** Spatial Options 2 to 6 focus on improvement and development in regeneration priority areas which are frequently the areas which have highest crime levels.

**Implications of Approach PC4A** - This is the most direct and effective approach that planning can offer to tackling crime.

**Implications of Approach PC4B** - The overall spatial approach of the Core Strategy to regenerating the borough could impact on the level of crime, with a Spatial Strategy that focuses on regenerating priority areas, which tend to have high crime levels, likely to reduce crime in the longer term. However the disturbance of development schemes could cause a short term increase in crime.



## 13 Spatial Options

Six distinct spatial options have been identified to deliver the Strategic Objectives. They explore the spatial implications of achieving a range of different levels of housing and employment development. These levels of development range between:

- **Current Growth** - This is based on achieving the Regional Spatial Strategy (RSS) housing requirement (450 additional homes in the borough per annum) with no additional employment sites on top of the existing supply of 180 hectares (see issues EC1 and H1).
- **High Growth** - This is based on achieving the RSS housing requirement plus 20% (550 additional dwellings per annum) plus the RSS employment land requirement which means up to around 89 hectares of additional employment land on top of the current 180 hectare supply (see issues EC1 and H1).

The Spatial Options range between delivering the current level of development under Option 1 to the highest under Option 6. The Spatial Options are based on the opportunities for sustainable new development in different parts of the borough, how the borough relates to the wider city region, accessibility and transport infrastructure.

The map for each Spatial Option shows the key elements of each Option and, dependent on the Option, may include potential development sites which are numbered and explained in more detail in chapter 14 'Site Options'.

Under each Spatial Option there is an indication of what it may mean in terms of levels of development, their key advantages and disadvantages, the implications of each in delivering the Strategic Objectives and the broad impact on each township.

Your views on these Spatial Options are critical to the development of a Preferred Option in our Core Strategy, which is the next stage in the preparation of the Core Strategy. We want your views on which of the Spatial Options you prefer and whether there are any alternative options that we have missed. It is likely that the preferred option will be a combination of elements from more than one Spatial Option, a range of Thematic Options, and any other options that may be put forward at this stage.

### Questions SO - Spatial Options

Which of the Spatial Options, or parts of the options, would best meet the needs of the borough and why?

Is there another Spatial Option that would better meet the needs of the borough? If so what is it and why is it better?

### Spatial Option 1 - Dispersed development in the built up area

- This option has no spatial focus or priorities in terms of where development, growth or regeneration should take place. Therefore, whilst it does not prohibit the delivery of focused regeneration in existing priority areas, it does not explicitly address all the regeneration priorities.
- It generally reflects the current Unitary Development Plan policy approach with limited allocations for housing development within the urban area. Much of the new housing would be expected to come forward on existing sites and 'windfalls' and it would therefore reflect an opportunistic approach to development responding to private sector demand. Employment development would be limited to the existing supply of land and be reliant on more efficient use of existing sites through redevelopment based on private sector demand.

It is likely that this option would continue existing levels of housing and employment development. (i.e. Current Growth)

This approach would have no spatial restrictions on development within the urban area; but there would be no development outside the urban area. It would therefore reflect the current policy position in terms of protecting greenfield sites, open land outside the urban area and Green Belt.

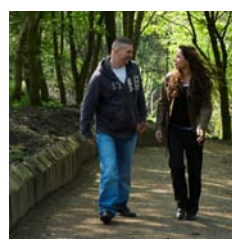
Since this approach lacks a spatial focus it is difficult to assess its impact on the different townships or on adjoining districts.

Key advantages of this option are:

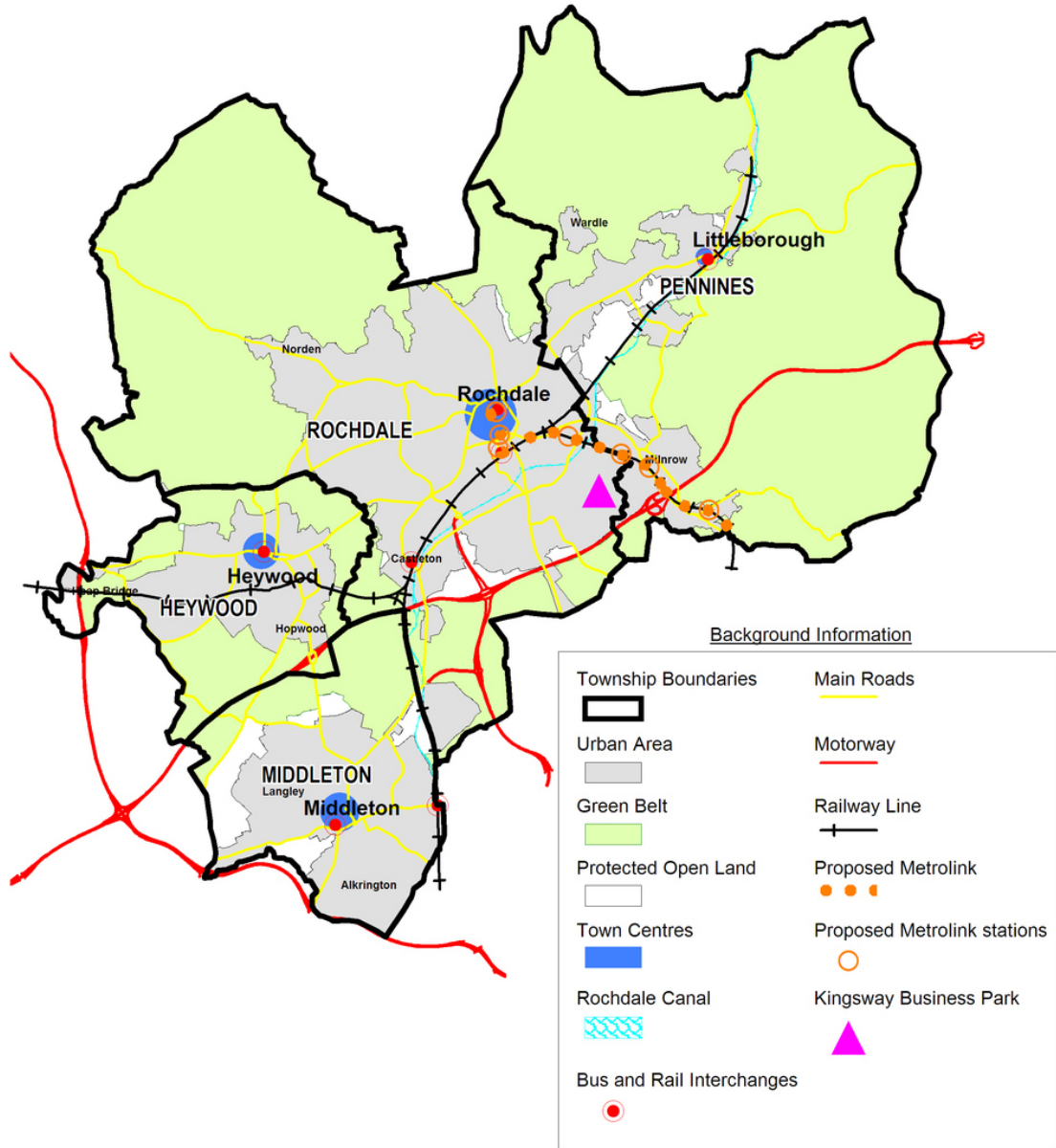
- A flexible approach to spatial development dictated by the private sector and local demand;
- Limited greenfield development and no development outside the urban area could have environmental benefits.

Key disadvantages of this option are:

- Fails to give certainty and clear direction for the future growth of the borough;
- A lack of a spatial focus makes it difficult to match infrastructure and services to new development;
- Likely to lead to loss of employment land to accommodate new housing with limited opportunity to provide new employment elsewhere within the borough;
- Lack of focus for new housing development may make it more difficult to address issues such as providing a better housing mix.



### Spatial Option 1 - Dispersed development in the built up area



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Map 7 Spatial Option 1 - Dispersed development in the built up area

## **Impact of Spatial Option 1 on Delivery of Spatial Objectives**

### **Spatial Objective 1 - Economy**

This option does nothing specifically to achieve the objective. Given the likelihood of employment land continuing to be lost to residential development, this spatial option may have a negative effect on the economy. The lack of any focus also limits the opportunity to change the image and improve the infrastructure of the local economy.

### **Spatial Objective 2 - Housing**

May not deliver the appropriate number and types of housing and may not tackle housing regeneration. A lack of any focus may not allow as many employment sites, particularly in regeneration areas, to come forward for housing.

### **Spatial Objective 3 - Quality of Place**

This spatial option provides no focus or enhancement to the built environment and image of the borough. It replicates the current position with improvement limited to development on a site by site basis.

### **Spatial Objective 4 - Climate Change, Pollution and Natural Resources**

This wouldn't necessarily tackle climate change or the use of resources; however restricting development to current levels would limit its negative impact on this objective.

### **Spatial Objective 5 - Accessibility and Sustainable Transport**

The lack of any spatial focus means that it is difficult to match infrastructure improvements to new development. This means that it would be difficult to address connectivity in order to minimise trips and promote sustainable travel.

### **Spatial Objective 6 - Green Infrastructure**

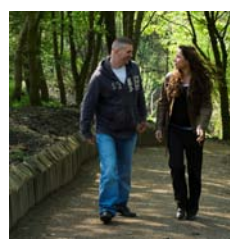
This would continue the current position whereby improvements are secured through individual developments or through off site contributions gained from new development. This would not enable any detailed approach to developing the Green Infrastructure network.

### **Spatial Objective 7 - People and Community**

Since this option provides no focus it will be difficult to direct resources or to plan strategically the provision of health, education and leisure facilities. Whilst safety and crime could be dealt with through design on individual developments, the lack of any focus may prevent this from happening in a joined-up way over a wider area.

### **Impact on Townships**

As there is no spatial focus it is difficult to assess the impact on each township. Existing regeneration initiatives are spread across the townships, albeit with limited activity in Pennines. This option would not prevent the delivery of existing initiatives and therefore could address some of the regeneration priorities within townships, but without specific policy support.



In terms of housing, this option would lead to pressure for sites within the commercially attractive parts of the borough, such as north Rochdale and Pennines with a consequent impact on traffic generation. The likelihood of continued loss of employment sites to housing with no specific replacement through new allocations could have a detrimental impact in each township. Although Kingsway Business Park provides significant employment opportunities, the ability to deliver sites elsewhere in the borough would be limited.

### **Spatial Option 2 - Focus on regeneration areas in the built up area**

This option puts a greater focus on regeneration within the following priority areas:

- **existing and proposed housing led regeneration areas (see Issue H3);**
- **along strategic corridors, including important transport corridors, the canal and enhancement of river valleys, on gateways and around transport interchanges (see Issues QP2 & QP3);**
- **town centres (see Issue EC6).**
- **It would put more emphasis on directing new residential, employment and other appropriate development to these locations, and would therefore include more allocations in these locations and identify broad areas for housing led regeneration. In terms of new employment development this option would still be limited to the existing land supply. However, as there would be a greater focus on housing led regeneration under this option this may lead to a greater loss of employment land to housing than would happen under Spatial Option 1.**

It is likely that this option could deliver slightly more house building than Option 1 (i.e. above current growth) but a slightly lower level of employment development (i.e. below current growth).

This approach would not promote higher levels of, or restrictions on, development within any broader parts of the borough. There would be no development outside the urban area and therefore, like Spatial Option 1, would reflect the current Unitary Development Plan policy position in protecting greenfield sites, open land outside the urban area and the Green Belt.

The location of regeneration areas could lead to slightly higher levels of development in south Rochdale, Heywood and Middleton, with slightly less in north Rochdale and Pennines.

Key advantages of this option are:

- Stronger and more positive support for existing and future regeneration areas within the borough;
- Improvement to currently poor quality areas, town centres and key gateways and corridors, improves the image of the borough and improves overall quality of place;
- Promotes the efficient use of land and creates sustainable patterns of development;
- Enables issues such as 'bad neighbour' uses, community cohesion and segregation to be tackled more comprehensively.



Key disadvantages of this option are:

- Likely to lead to greater loss of employment land to housing although some of this could be offset by making better use of existing employment land through redevelopment;
- Can take time to bring forward brownfield sites due to site acquisition, relocation and remediation;
- Focusing on regeneration areas may, in the short term, fail to offer a real choice in housing, particularly 'higher value' housing in attractive locations;
- Increased development may put additional pressure on open space within the urban area;
- It doesn't provide a strategic focus for growth or restraint in the borough.

## Impact of Spatial Option 2 on Delivery of Spatial Objectives

### Spatial Objective 1 - Economy

This gives the potential for some regeneration of employment sites within regeneration areas. The focus on regeneration around town centres and main corridors provides the opportunity to strengthen the local economy. However, as currently most regeneration is housing led, it could lead to loss of employment sites to housing.

### Spatial Objective 2 - Housing

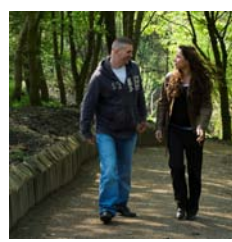
This offers the potential to deliver more housing than under Spatial Option 1. By focusing on regeneration areas it has the potential to create mixed and balanced communities and improve the image and appeal of those areas where there is currently a lack of quality and choice. However, the focus on such areas of the borough may, in the short term, fail to deliver a wide choice of sites and higher value housing to attract people with higher incomes.

### Spatial Objective 3 - Quality of Place

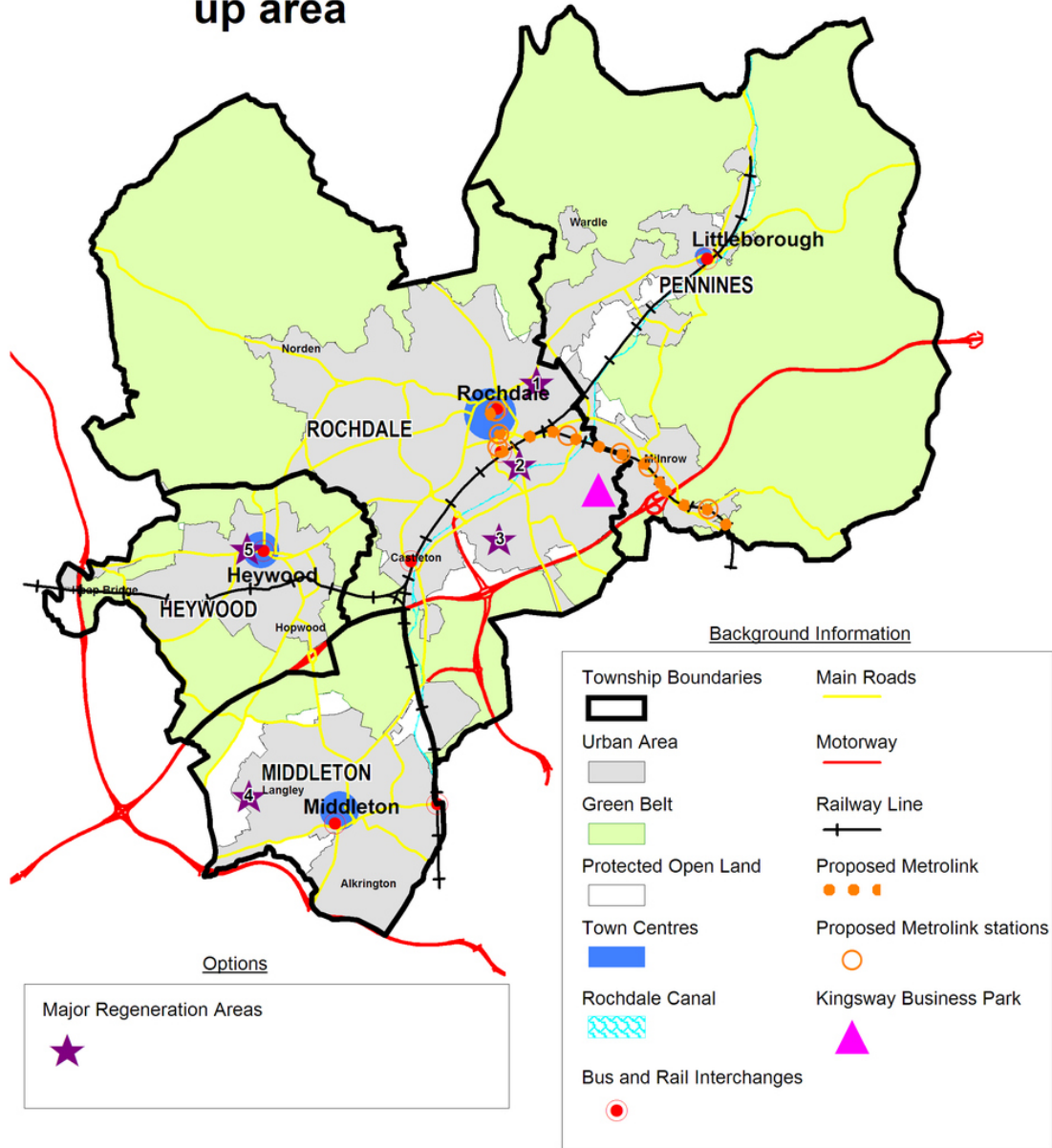
A focus on regeneration offers the opportunity to improve the environment and image of areas which currently have the greatest negative impact, particularly urban gateways, corridors and deprived areas in and around town centres. Such areas offer significant heritage value and need to be enhanced through improvements to the built environment and image.

### Spatial Objective 4 - Climate Change, Pollution and Natural Resources

Under this option the focus will be on making better use of existing previously developed sites and therefore it has benefits in making prudent use of land and natural resources. As regeneration often involves replacing older employment or residential buildings which are no longer 'fit for purpose' with modern accommodation, this offers the opportunity to improve energy efficiency. Regeneration initiatives have also recently sought to employ best practice in terms of building design and efficiency. As with all the Spatial Options it is difficult to ensure traffic from new development has a positive impact on air quality.



### Spatial Option 2 - Focus on regeneration areas in the built up area



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Map 8 Spatial Option 2 - Focus on regeneration areas in the built up area

### **Spatial Objective 5 - Accessibility and Sustainable Transport**

This focuses new development to locations that are generally better served by public transport. This gives the opportunity to utilise existing infrastructure, to better manage the increase in trips and focus improvements and investment in sustainable transport. However, concentrating on these regeneration areas may not address some of the strategic transport objectives, particularly improving links to adjacent areas and the wider city region.

### **Spatial Objective 6 - Green Infrastructure**

This option provides the potential to improve the Green Infrastructure where green areas and open spaces are currently poor. The joined up nature of regeneration initiatives offers the opportunity to develop local Green Infrastructure networks which enhance local open space and biodiversity and provide linkages to the wider area. This also helps to tackle health deprivation in these areas.

### **Spatial Objective 7 - People and Community**

This Option, by focusing on the most deprived areas, is more likely to achieve this objective. In these areas good quality accessible facilities will help address deprivation and provide opportunities for those in greatest need. Town centres and inner areas are also the places where crime and fear of crime is greatest and improvements could therefore have a significant impact on the quality of life.

### **Impact on Townships**

The policy based regeneration focus of this option gives potential for new development across the borough since it includes corridors and town centres as well as existing regeneration activity.

Given that any focus of regeneration is likely to be directed to the areas of greatest need and deprivation, it could mean major development is limited to specific parts of the borough. This could result in less development in Pennines and north Rochdale, and more development around the inner areas of Rochdale, Middleton and Heywood. Across all townships there would be limited opportunities for new employment development since most regeneration is likely to be housing led although some new employment could be created through small scale schemes and as part of mixed-use proposals.

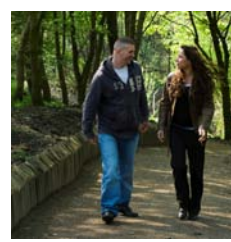
### **Spatial Option 3 - Focus on Rochdale (as the sub regional centre) (Zone B)**

Under this spatial option the borough is split into three distinct zones based on their accessibility within and outside the borough, their location and role within the wider Manchester city region, and the character of the townships.

The zones are:

**Zone A:** This comprises Heywood and Middleton which are close to and better related to the centre of the city region and offer good access to the motorway network.

**Zone B:** This comprises primarily the southern part of Rochdale township, including the town centre, and parts of Pennines that are most accessible to the transport network. This



zone recognises the role of Rochdale as a sub regional centre.

**Zone C:** This comprises the northern parts of Rochdale and Pennines townships which are least accessible to the motorway network and most distant from the centre of the city region.

- **This Option still has the same focus on regeneration as Spatial Option 2.**
- **It also directs more new development to south Rochdale and south Pennines (Zone B) where there will be an additional focus on existing and proposed regeneration priorities, Rochdale town centre and the southern part of Rochdale township in order to promote Rochdale as a sub regional centre. It will seek to maximise the benefits of Kingsway Business Park. Phased development outside the urban area on protected open land in the south may be permitted although there would be no development in the Green Belt.**
- **In Heywood and Middleton (Zone A) there would still be the focus on existing regeneration priorities (identified under Option 2) but no additional regeneration priorities or development outside the urban area.**
- **In north Rochdale and north Pennines (Zone C) there would still be the focus on existing regeneration priorities (identified under Option 2) and specific sites but restrictions on development elsewhere in the zone, which would mean housing development on employment sites only allowed in exceptional circumstances, no large scale new employment development and no development outside the urban area. This is because it is relatively less accessible and major development could impact on regeneration in south Rochdale and south Pennines.**

In terms of Townships this would lead to slightly higher levels of development in south Rochdale and south Pennines, with slightly less in Heywood, Middleton, and even less in north Rochdale and north Pennines.

This option could deliver medium levels of housing and employment development (i.e. slightly above current growth).

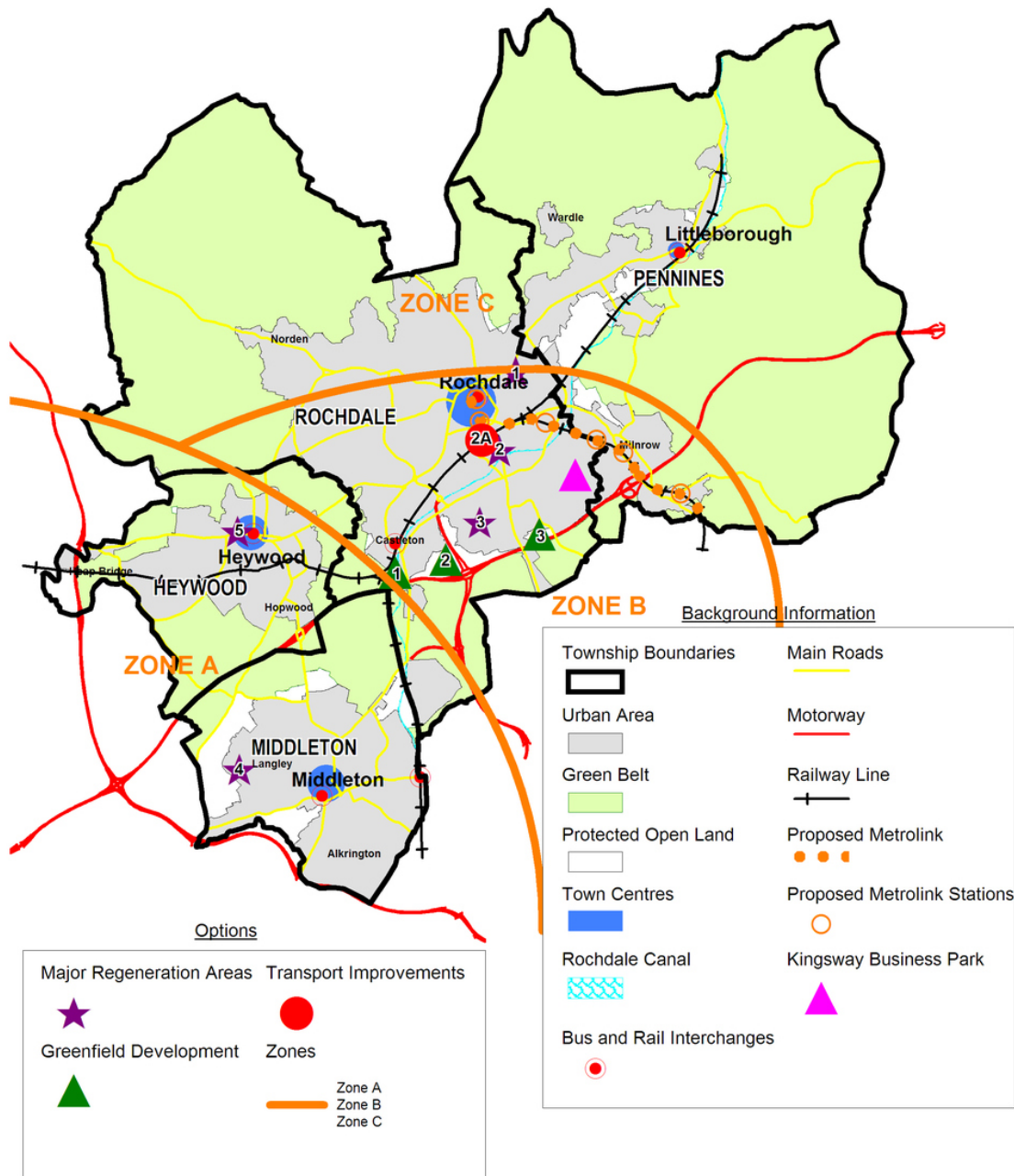
Key advantages of this option are:

- Maintains the same advantages as the 'focus on regeneration' Option 2;
- Maximises the role of Rochdale as the sub regional centre;
- Focuses development to areas which have easy access to the motorway network and rail links;
- Offers opportunities for minor sustainable extensions to the urban area.

Key disadvantages of this option are:

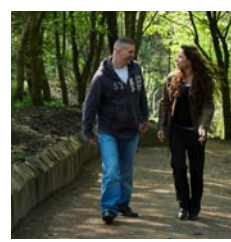
- Limited opportunities for new employment development given the lack of major sites outside the defined urban area;
- Given the focus on south Rochdale and south Pennines this may fail to offer sufficient choice in locations for new housing;
- It could restrict opportunities for growth in Middleton and Heywood.

### Spatial Option 3 - Focus on Rochdale (as the sub regional centre) (Zone B)



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Map 9 Spatial Option 3 - Focus on Rochdale (as the sub regional centre) (Zone B)



## Impact of Spatial Option 3 on Delivery of Spatial Objectives

(NOTE: The impacts of Option 2 also apply to this Option)

### Spatial Objective 1 - Economy

As well as delivering the same regeneration benefits as Spatial Option 2, it offers opportunities for improvements to the local economy in south Rochdale and south Pennines particularly in and around Rochdale town centre with more emphasis being placed on this as the sub-regional centre. This would have a positive impact on retail and tourism in the town centre. The potential sites outside the urban area under this option offer limited value in terms of employment due to their size and poor access.

### Spatial Objective 2 - Housing

As well as delivering new housing through regeneration there is some potential for residential urban extensions in the south of Zone B. It could also deliver more housing close to the sub-regional centre with good access to the wider city region. Whilst this option offers greater potential for higher value housing within Zone B it may have implications for the housing market elsewhere in the borough. This option could provide more housing but limited choice in its location.

### Spatial Objective 3 - Quality of Place

This offers a greater opportunity to improve the built environment and image of the Rochdale town centre which would have a major impact in improving the image of the borough as a whole. Some of the opportunities for development outside the urban area in the south could have a negative impact as they currently provide green corridors and views. This could be particularly the case along the A627(M) corridor.

### Spatial Objective 4 - Climate Change, Pollution and Natural Resources

This still offers the benefits from regenerating existing developed sites, however the potential development of sites outside the urban area could have a negative impact on natural resources, climate change and air quality. Some of this could be off-set by the sustainable growth around the town centre, making the borough more sustaining in terms of employment which could reduce the need to make trips outside the borough. Intensification of development in the town centre and within parts of inner Rochdale could increase flood risk in particular in the Roch Valley.

### Spatial Objective 5 - Accessibility and Sustainable Transport

Rochdale is the strategic transport hub in the borough for buses, the railway and proposed Metrolink. This option provides the opportunity to focus improvements on sustainable travel, including walking and cycling to and from key trip generators such as the town centre and Kingsway Business Park. However, a focus on south Rochdale and South Pennines may fail to strengthen the transport links in the rest of the borough.

### Spatial Objective 6 - Green Infrastructure

The same opportunities to improve and enhance Green Infrastructure through regeneration

apply and this could be extended through Rochdale and south Pennines to develop a linked Green Infrastructure network through new development and developer contributions within Zone B. However, the existence of greenfield development potential on key corridors would increase the pressure on Green Infrastructure.

### **Spatial Objective 7 - People and Community**

This focuses growth to the part of the borough which currently contains the major health and higher education facilities. Putting major facilities in or close to the sub-regional centre offers improved accessibility to those facilities. Crime and fear of crime is a major issue in large town centres and a focus on the town centre could address this and improve overall quality of life for residents within Zone B and other users of the town centre.

### **Impact on Townships**

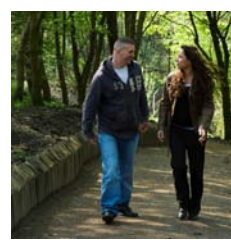
With the emphasis on directing resources and development to Rochdale this is where the greatest improvement would be expected to take place in the regeneration areas, the town centre and on some key gateways and corridors in and around the town. This option has the ability to improve Rochdale town centre as the sub-regional centre and therefore improve people's perception of the town and the borough as a whole. Although the regeneration option focus would still apply to the rest of the borough, the focus on Rochdale would mean less development in the other townships.

### **Spatial Option 4 - Focus on Heywood and Middleton (Zone A)**

- **This Option still has the same focus on regeneration as Spatial Option 2.**
- **It also directs more new development to Heywood and Middleton (Zone A) where there will be an additional focus on existing and proposed regeneration priorities and Heywood and Middleton town centres. Phased development would be possible outside the urban area on protected open land and green belt sites for primarily employment and mixed use (see Site Options section 8). Transport improvements such as a Heywood southern relief road, an East Lancashire Railway commuter link to the main line at Castleton (see Issue A2) and a Heywood inner relief road (see Issue A4) would be promoted to support the growth in this part of the borough.**
- **In south Rochdale and south Pennines (Zone B) whilst there would still be a focus on regeneration, including the town centre, there would be no development permitted outside the urban area.**
- **In north Rochdale and north Pennines (Zone C) there would be restrictions on development (as under Spatial option 3).**

In terms of townships this would lead to higher levels of development in Heywood and Middleton, lower levels than under Option 3 in Rochdale, and similar levels to Option 3 in north Rochdale and Pennines.

Overall this option could achieve a medium level of housing and a high level of employment development (i.e. medium to high growth), with the loss of employment land for housing balanced by the release of protected open land and Green Belt land for employment uses.



This Option could meet the requirement for additional employment land as identified in RSS.

Key advantages of this option are:

- Maintains the same advantages as the 'Focus on Regeneration' Option 2;
- Maximises growth in employment and housing in an area where it can benefit most from accessibility to the Manchester city region;
- Focuses development in areas which have good access to the motorway network;
- Provides the opportunity for major extensions to the urban area in commercially attractive locations which could provide land to support economic growth;
- Increases employment opportunities in Middleton and Heywood.

Key disadvantages of this option are:

- Would require significant improvements in terms of transport infrastructure, including new roads and investment in public transport;
- Given the focus on south west part of the borough this may fail to offer a real choice in housing in terms of location;
- Loss of land from the Green Belt, however the strategic role of the Green Belt in terms of maintaining separation of settlements would be retained;
- Employment development would not be very accessible to the population in Zone C;
- It doesn't fully support Rochdale as a sub regional centre.

## Impact of Spatial Option 4 on Delivery of Spatial Objectives

(NOTE: The impacts of Option 2 also apply to this Option)

### Spatial Objective 1 - Economy

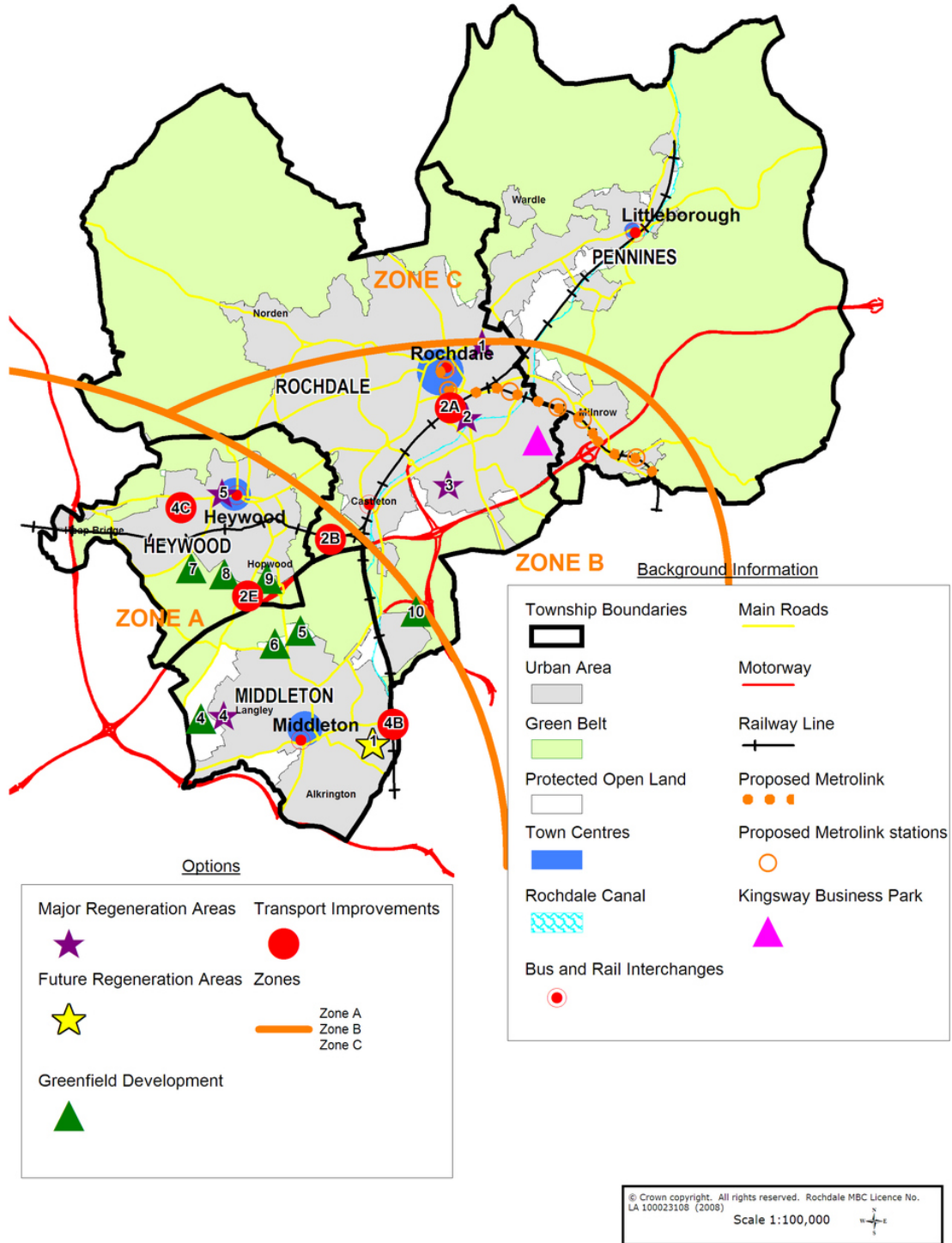
This option provides sites outside the urban area suitable for strategic employment development which are well related to the regional centre and the wider city region. This is the first option that can meet the need for additional employment land identified within RSS and therefore supports the economic growth of the borough as a whole. It also provides opportunities for improved retailing and tourism around Middleton and Heywood town centres, but loss of green areas around Heywood and Middleton could have some negative impact on the towns and the perceived amenity of local residents.

### Spatial Objective 2 - Housing

This option provides an opportunity to reverse the overall trend of declining population in Heywood and the limited growth of Middleton. This could support the regeneration of these towns and provide a better choice and quality of housing, including higher value housing which is generally lacking in these areas. There could also be development outside the urban area in mixed use urban extensions with good access to the motorway network and the regional centre.



### Spatial Option 4 - Focus on Heywood and Middleton (Zone A)



Map 10 Spatial Option 4 - Focus on Heywood and Middleton (Zone A)



### **Spatial Objective 3 - Quality of Place**

This would have a major positive impact on the urban environment and image of Heywood and Middleton, particularly in relation to town centres and corridors. However, there is a potential negative impact that peripheral development could have on the image of the borough which would need to be addressed through high quality design.

### **Spatial Objective 4 - Climate Change, Pollution and Natural Resources**

The potential for large scale development outside the urban area could have a large impact on natural resources, climate change and air quality. This would have to be offset by ensuring use of modern building techniques, ensuring high energy efficiency and promoting sustainable travel. There are some potential benefits in making the borough more self sustaining in terms of employment which should reduce length of trips outside the borough to access employment.

### **Spatial Objective 5 - Accessibility and Sustainable Transport**

This option could improve access by car because of the investment in highway infrastructure required to support some of the peripheral development, also public transport would be improved. This offers the opportunity to improve connectivity within the borough and to the wider city region. Also given the potential for new employment development it would reduce the need to travel outside the borough. However, there is potential for increased congestion without associated public transport improvements, not just within Zone A but the rest of the borough and the city region.

### **Spatial Objective 6 - Green Infrastructure**

The greater pressure for development with Zone A would have a negative impact on Green Infrastructure and associated biodiversity. This impact would be particularly significant in the rural fringe areas around Heywood and Middleton where new development could take place outside the urban area. There would be some potential to improve the quality of some existing open spaces and create new ones within the urban area through new development and off-site contributions.

### **Spatial Objective 7 - People and Community**

This option would support retention of facilities in those parts of the borough where the potential decline in population has recently led to the closure and consolidation of some facilities, particularly schools. The additional focus within Heywood and Middleton town centres would also ensure investment and improvement of facilities in these locations. This would help address crime and have a positive impact on quality of life. Focusing on these areas may mean more facilities away from the sub-regional centre.

### **Impact on Townships**

This would have a large impact on Heywood and Middleton, particularly through improving the local economy, job opportunities, the town centres and housing provision. It therefore offers the opportunity to improve the image and quality of place of the two towns. Development of greenfield sites to the north of Middleton and south of Heywood and major road infrastructure improvements around the M62 corridor could have a large impact on the landscape. Regeneration would still be a focus elsewhere in the borough in and around town centres and

main corridors.

### **Spatial Option 5 - Focus in the south of the borough (Zones A & B)**

Under this Option zones A and B from options 3 and 4 are combined.

- **This Option still has the same focus on regeneration as Spatial Option 2.**
- **New development would be focused across the southern part of the borough (Zone A & B) with an additional focus on existing and new regeneration priorities including Rochdale, Heywood and Middleton town centres. It would need to maximise the benefits of Kingsway, but would also provide a greater choice of sites for phased employment / mixed use development outside the urban area on protected open land / Green Belt sites. This would also require investment in the transport schemes identified in Spatial Options 3 & 4 along with other schemes across the borough.**
- **In Zone C there would be restrictions on development (as set out under spatial option 3).**

In terms of townships this would lead to higher levels of development in south Rochdale, Heywood, Middleton and south Pennines, but limited new development in the north of the borough as in Option 3.

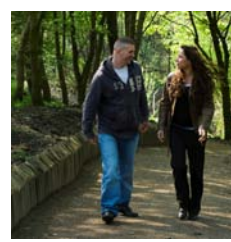
Overall this offers the potential for a large amount of additional employment development, with a choice between protected open land and greenbelt sites, and high levels of housing development on brownfield sites (i.e. high growth). This option provides the greatest opportunity to meet the employment land requirements within RSS.

Key advantages of this option are:

- Maintains the same advantages as the 'focus on regeneration' option 2;
- Maximises growth in the part of the borough that relates most strongly to the core of the Manchester city region;
- Increases connectivity across the south of the borough, including to Kingsway and Rochdale town centre;
- Supports the role of Rochdale as a sub-regional centre;
- Focuses development in areas which have good access to the motorway network and existing and proposed public transport infrastructure (e.g. existing rail, bus and Metrolink);
- Provides the opportunity for major extensions to the urban area in locations attractive to the market which could provide land to support economic growth.

Key disadvantages of this option are:

- Would require significant improvements to transport infrastructure, including new roads and investment in public transport;
- Given the focus on the southern part of the borough this may fail to offer sufficient choice of housing locations, although it could provide for a significant amount of new housing and mix;



- Could lead to significant peripheral employment development which, in conjunction with residential development of employment sites in the urban area, could without appropriate public transport improvements lead to less sustainable patterns of development;
- Loss of significant greenfield sites could have significant environmental costs;
- Loss of land from the Green Belt, however the strategic role of the Green Belt in terms of maintaining separation of settlements would be retained.

### Impact of Spatial Option 5 on Delivery of Spatial Objectives

(NOTE: The impacts of Option 2 also apply to this Option)

#### Spatial Objective 1 - Economy

This provides the potential for more development as it combines the peripheral employment sites of options 3 and 4. Given the focus on regeneration of town centres, coupled with sites outside the urban area, this would meet the overall targets for additional employment land set out in RSS. It would assist in increasing the amount, range and choice of retailing and the continued regeneration of town centres could increase urban tourism and the number of visitors to the borough. Whilst it may affect rural/countryside tourism in the south of the borough, the more significant countryside tourism in the north of the borough would be protected and enhanced.

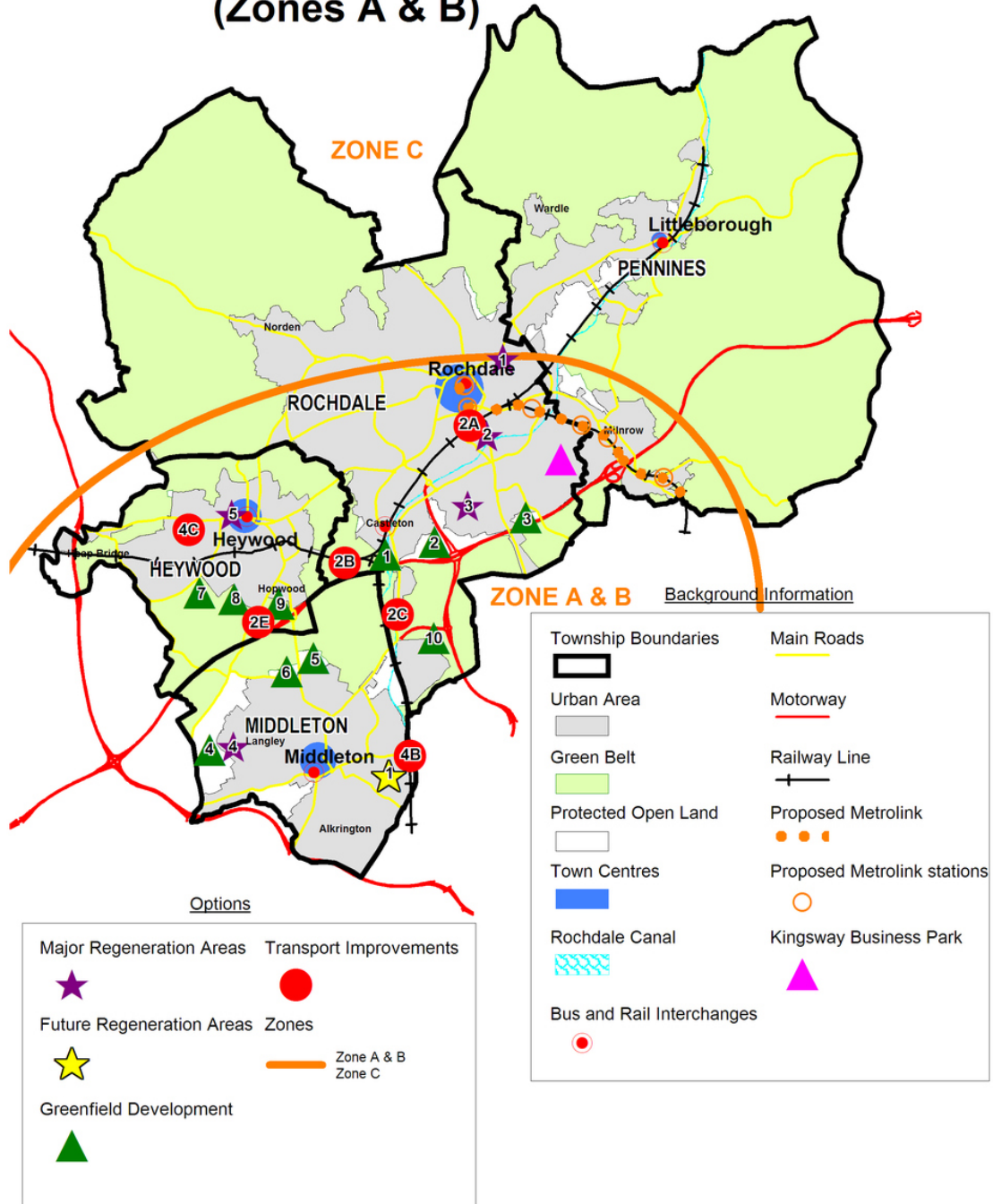
#### Spatial Objective 2 - Housing

This could provide additional housing up to 20% above RSS requirements. It would provide a significant range and choice of locations well related to the regional centre and the wider city region. It provides the potential to improve and support the local housing market in the parts of the borough which in the main fail to provide a good mix of high quality housing. There is, however, a potential issue in providing a wider range of sites, including peripheral sites, which could compete with regeneration sites and initiatives.

#### Spatial Objective 3 - Quality of Place

This option provides a significant opportunity to enhance the built environment and the image of the southern part of the borough which is perhaps perceived as having a poorer image than the northern part. However, development on greenfield sites along some routes could have a negative impact through loss of views and the expansion of the urban area (e.g. sites along the M62 corridor).

### Spatial Option 5 - Focus in the south of the borough (Zones A & B)



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Map 11 Spatial Option 5 - Focus in the south of the borough (Zones A and B)



### **Spatial Objective 4 - Climate Change, Pollution and Natural Resources**

This higher growth option inevitably has a negative impact on natural resources, climate change and waste. It provides opportunities to improve the energy efficiency of new development and to incorporate renewable energy into larger schemes. Attracting greater numbers of people into the borough to live and work could impact on air quality but making the borough more self sustaining in terms of jobs and services may reduce the need to travel.

### **Spatial Objective 5 - Accessibility and Sustainable Transport**

The scale of new development would lead to higher levels of traffic and pressure on the public transport system. Significant investment in the road network, public transport and increased opportunities for walking and cycling would be required to support this growth and ensure good accessibility. The fact this option has a specific focus for growth means that resources can be targeted and there can be benefits through linkages between developments. The potential investment through the TIF bid would be an important aspect in delivering this option.

### **Spatial Objective 6 - Green Infrastructure**

The higher levels of development under this option will put increased pressure on the existing Green Infrastructure within the borough. This will particularly be the case with extensions to the urban area and in and around green corridors. However, significant levels of new development provides the opportunity to provide new Green Infrastructure through new open spaces and landscaping as well as improving existing sites through off-site contributions.

### **Spatial Objective 7 - People and Community**

This option supports existing facilities in the southern part of the borough and provides the opportunity for new facilities in sustainable locations. Given that Zone A covers some of the more deprived areas in the borough, new facilities to support existing and proposed development can help to address this issues by providing access to better quality health, education and leisure facilities. This focus can also help to tackle crime and therefore reduce people's fear of crime across the borough.

### **Impact on Townships**

This option will combine the impacts identified under Spatial Options 4 and 5 for Heywood, Middleton, South Rochdale and South Pennines. It would provide high levels of development across the south of the borough which could have a large positive impact on job creation, provision of new housing, other facilities and services. Together these could improve the quality of place and life in these areas. The cumulative effect on the landscape of the combined peripheral development sites would be significant particularly along key corridors and at major gateways. However, the more notable landscape qualities in the north of the borough and the Roch corridor to the north would be protected.

### **Spatial Option 6 - High growth and dispersed development across the borough**

- **This Option still has the same focus on regeneration as Spatial Option 2.**
- **It applies the high growth approach in Spatial Option 5 to the whole of the borough. No zones are identified and therefore it has no spatial focus other than the regeneration priorities identified under Option 2.**
- **There would be no spatial restrictions on development. Opportunities for development outside the urban area on protected open land / greenbelt throughout the borough would be considered, including in the north. This is the only option which would allow significant additional development in the north of borough (e.g. on protected open land between the A58 and the River Roch)**

This achieves very high levels of development across the borough and provides a variety of locations for both housing and employment (i.e. very high growth).

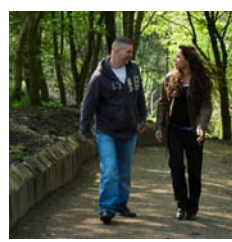
In terms of townships, this would potentially lead to higher levels of development in all townships. Policies controlling the phasing of development under a sequential approach could be applied under this option.

Key advantages of this option are:

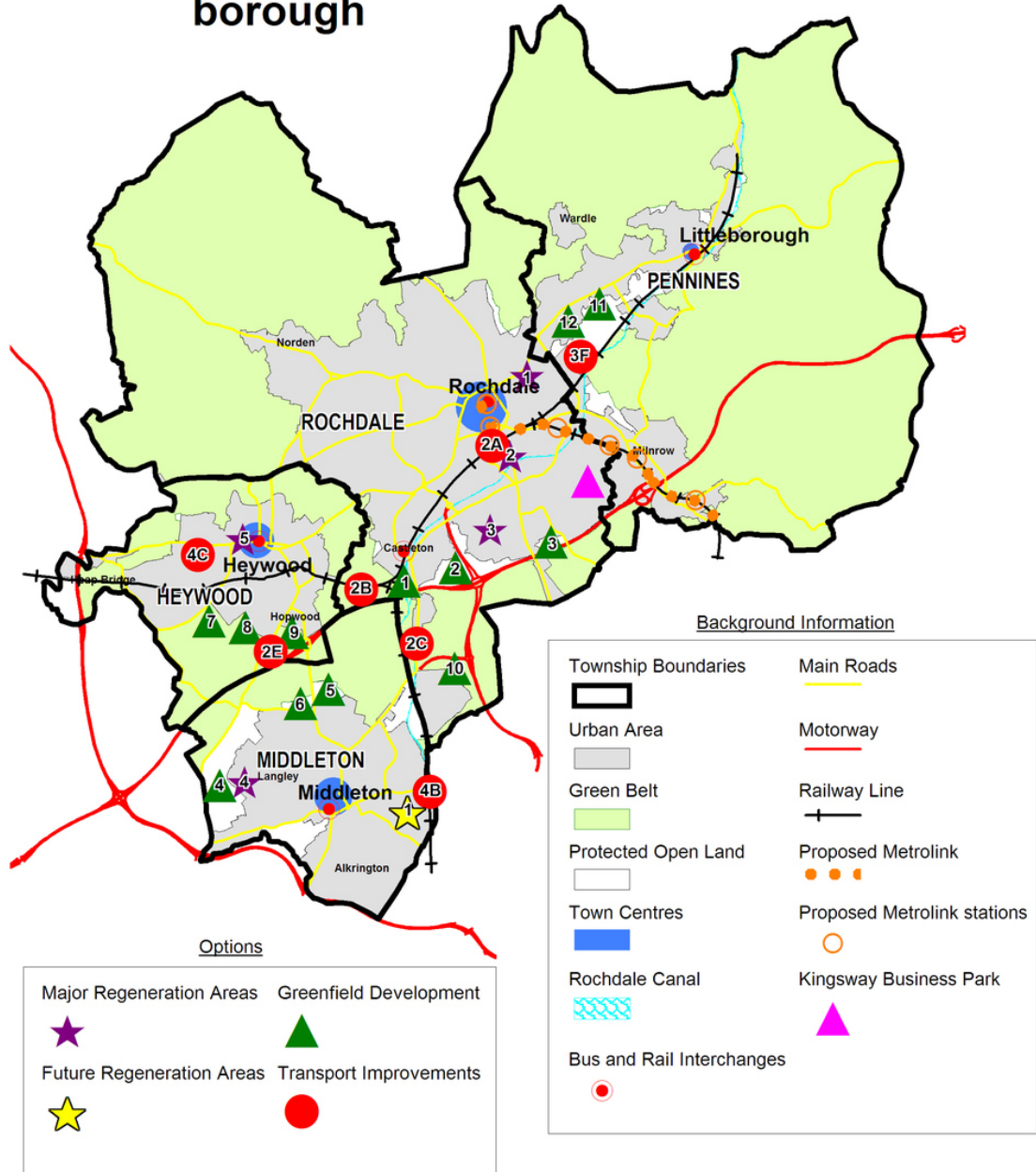
- Maintains some of the same advantages as the ‘focus on regeneration’ option;
- Provides the widest choice of sites for both housing and employment across the borough;
- Allows more housing development in the commercially attractive parts of the borough and therefore provides the opportunity for more ‘top end’ housing;
- Potential to develop land for a number of uses, including mixed use, across the borough could lead to more diverse and sustainable development (e.g. new employment development close to new housing).

Key disadvantages of this option area:

- No clear focus on growth or restraint;
- Having potential for significant growth across the borough may mean that, in the short term, development takes place outside regeneration priority areas which may undermine regeneration objectives;
- The possibility of additional release of Green Belt may be seen as encouraging / requiring a wider review of the Green Belt boundary;
- Would put greater pressure on green infrastructure and increase environmental impacts in more sensitive locations;
- Could place a significant strain on existing infrastructure which would be difficult to plan for due to random nature of development;
- Could add to problems of congestion along key routes (e.g. the A58) and require additional highway infrastructure.



### Spatial Option 6 - High growth and dispersed development across the borough



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Map 12 Spatial Option 6 - High growth and dispersed development across the borough



## Impact of Spatial Option 6 on Delivery of Spatial Objectives

(NOTE: The impact of Option 2 also applies to this Option)

### Spatial Objective 1 - Economy

This option potentially provides a bigger choice of opportunities for employment, retailing and tourism. However, because of the wide choice of sites including large greenfield sites, phasing of land release would be required to prevent regeneration initiatives and existing developments such as Kingsway Business Park being undermined. This option may have a negative impact on tourism in the north of borough because of increased development.

### Spatial Objective 2 - Housing

This option would provide the largest amount and choice of new housing in terms of type and location, including higher value housing in attractive locations (e.g. in the north of the borough). A large number of competing sites across the borough may, however, have an impact on regeneration and make it difficult to prioritise certain locations to maximise sustainability. The lack of any focus for growth would also make it difficult to plan infrastructure in advance leading to possible congestion on busy corridors and pressure on public transport.

### Spatial Objective 3 - Quality of Place

The lack of any focus means that it would be difficult to prioritise improvements to the built environment and image. Although this option includes the regeneration focus under option 2 it may detract from improving the environment of the areas where it is most needed because of the large amount of competing land and opportunities.

### Spatial Objective 4 - Climate Change, Pollution and Natural Resources

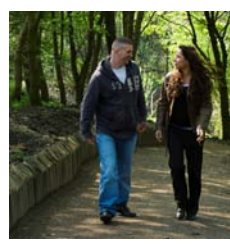
This option has the largest negative impact on natural resources, climate change, biodiversity, waste and air quality. This is due to the dispersed nature of development and the inclusion of a large number of peripheral sites. The higher levels of development under this option also increases flood risk, particularly given that the opportunities outside the urban area in the north of the borough are adjacent to the River Roch corridor.

### Spatial Objective 5 - Accessibility and Sustainable Transport

The lack of spatial focus, other than for regeneration, has negative implications for servicing transport and accessibility demands. Some of the existing transport network may not have the capacity to deal with this level of growth (e.g. the A58 corridor). There are also issues, particularly in the short term, of lack of public transport capacity. Whilst Metrolink and TIF investment may assist in addressing this, the lack of a major spatial focus with high levels of development spread across a wide area would make it difficult to direct resources, plan strategically and control environmental impact.

### Spatial Objective 6 - Green Infrastructure

This option puts the greatest pressure on Green Infrastructure, particularly in peripheral and urban fringe locations. This is perhaps most evident with the potential for development in and adjacent to the River Roch corridor. Within the urban area there will also be pressure from new



development although this could be off set through improvements resourced through new development.

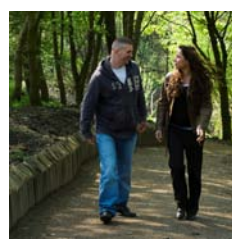
### **Spatial Objective 7 - People and Community**

The lack of focus would make it difficult to strategically plan the provision of appropriate facilities to meet the needs arising from new development. It would also make it difficult to direct resources and this could potentially lead to deficiencies in some services in the short term. It would support the retention of existing facilities, but given that a number of these are outdated or in need of improvement it could lead to needs not being met. Although this is a high growth option, if appropriate facilities are not planned or in place this could be a factor against people wishing to live, work and invest in the borough.

### **Impact on Townships**

Given the potential for dispersed development under this option it is difficult to predict the relative impacts on each of the townships. This is the only option that proposes significant levels of development in north Rochdale and north Pennines, including greenfield land release which would have a significant impact in landscape terms. The potential in this option for new development across the borough could provide housing and employment growth in all townships. The availability of a range of sites in each township may, however, have an impact on delivering regeneration in less attractive parts of townships and therefore may impact on the delivery of the regeneration focus which is still a part of this option.





## 14 Site Options

Under the Spatial Options section (chapter 13); six distinct spatial options are presented.

The map for each Spatial Option shows the key elements of each Option and, dependent on the Option, may include potential development sites which are individually numbered and explained in more detail below. On the Spatial Options maps, the sites are shown as a green triangle with a site number. Information about these sites is provided in the table below (the site number is in the top left hand box). There is a brief description of those UDP policies that currently apply, and the possible options for the type of development.

These sites are identified as options and are put forward only as a basis for consultation and further investigation. Their identification in this report does not assume any acceptance of suitability or need. Some of these sites have been put forward by landowners and developers previously as candidates for UDP allocations.

Alongside consultation on the Issues and Options, the Council is running a 'call for sites' exercise, the aim of which is to invite owners of land and development interests to propose large sites for development and to comment on their suitability and availability. This will help the Council to assess what land is available and to assess their relative merits before proposing sites in the Core Strategy or other Development Plan Documents.

### Questions Site Options

What do you think about the suitability of the sites (listed below) for possible development?

Can you suggest any other sites for possible development? Please tell us how they may relate to the Strategic Objectives and Spatial Options etc.

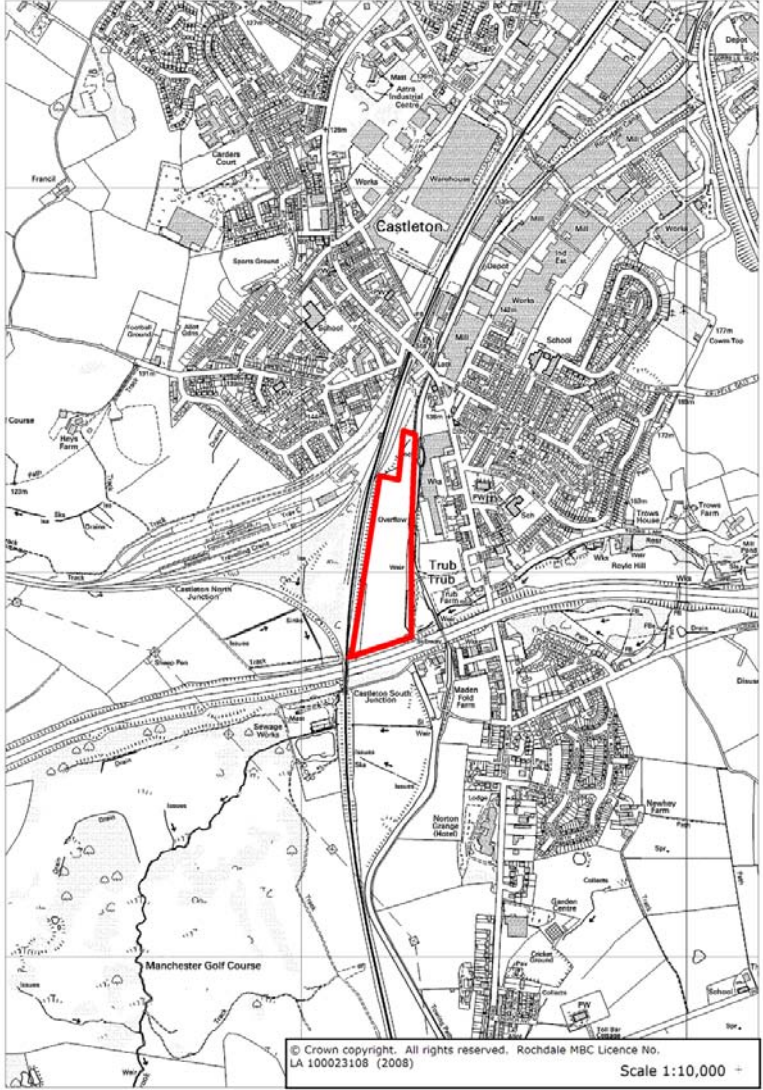
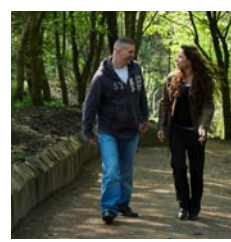
| No:<br>1  | Spatial Options:<br>3, 5 & 6 | Name:<br>Trub Farm, Manchester Road, Castleton, Rochdale                            | Area (Ha):<br>5.6 |
|---|------------------------------|---|-------------------|
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated as Greenspace Corridors (G/8) and within the Defined Urban Area (G/D/1).</p>   |                              |  |                   |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as an employment area. In First Deposit Draft Replacement Plan UDP June 2002 designated as an employment area. In Revised Deposit Draft Replacement Plan UDP April 2003 designated as an Area of Opportunity, subsequently deleted by UDP Inspector.</p> |                              |   |                   |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>● Employment</li> <li>● Mixed use development</li> </ul>  |                              |   |                   |

Table 3 Site Option 1



| No:<br>2  | Spatial Options:<br>3, 5 & 6 | Name:<br>Land south of Cripple Gate Lane, Castleton, Rochdale | Area (Ha):<br>20.7 |
|---|------------------------------|---|--------------------|
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated as Protected Open Land (D/10) and within an area of search for minerals (M/2). Problems with access.</p> |                              |   |                    |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as an area of protected open land, greenspace corridor and an area for search for minerals.</p>  |                              |   |                    |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• Mixed use development</li> </ul>  |                              |   |                    |

Table 4 Site Option 2

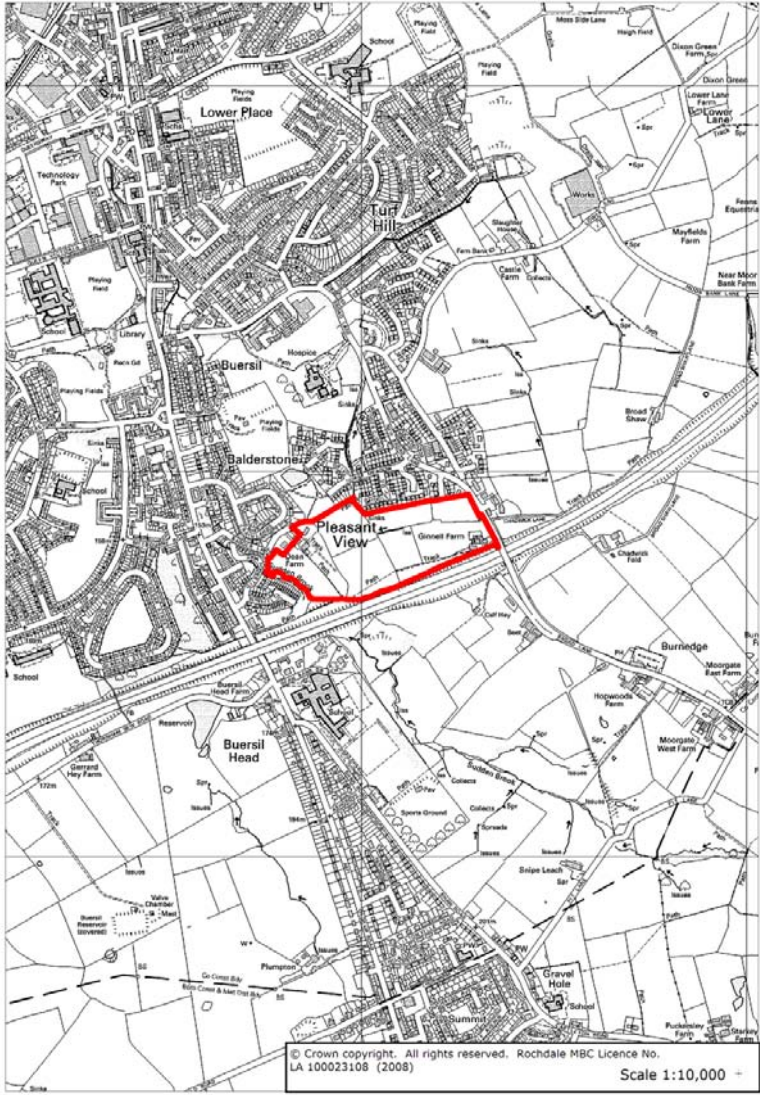
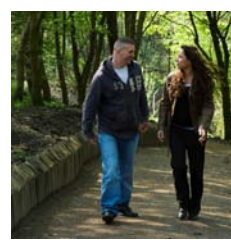
|   |   |  |                                   |
|---|---|--|-----------------------------------|
| <p><b>No:</b><br/>3</p>   | <p><b>Spatial Options:</b><br/>3, 5 &amp; 6</p> | <p><b>Name:</b><br/>Broad Lane, Rochdale</p>   | <p><b>Area (Ha):</b><br/>10.1</p> |
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated as Protected Open Land (D/10) and within an area of search for minerals (M/2).</p> |   |  <p>© Crown copyright. All rights reserved. Rochdale MBC Licence No. LA 100023108 (2008)<br/>Scale 1:10,000</p> |                                   |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as an area of safeguarded land for development.</p>  |   |  |                                   |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>● Housing - not suitable for employment</li> </ul>  |   |  |                                   |

Table 5 Site Option 3



| No:   | Spatial Options: | Name:                                       | Area (Ha): |
|---|------------------|---|------------|
| 4   | 4, 5 & 6         | Middleton West, Heywood Old Road, Middleton | 36         |
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated as Protected Open Land (D/10) and Greenspace Corridors (G/8).</p>  |                  |   |            |
| <p><b>Planning History:</b></p> <p>In First Deposit Draft Replacement Plan UDP June 2002 and Revised Deposit Draft Replacement Plan UDP April 2003 designated as Middleton West Business Park. Proposal subsequently rejected by Inspector.</p> |                  |   |            |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• Mixed use development</li> <li>• Housing</li> </ul>   |                  |   |            |

Table 6 Site Option 4



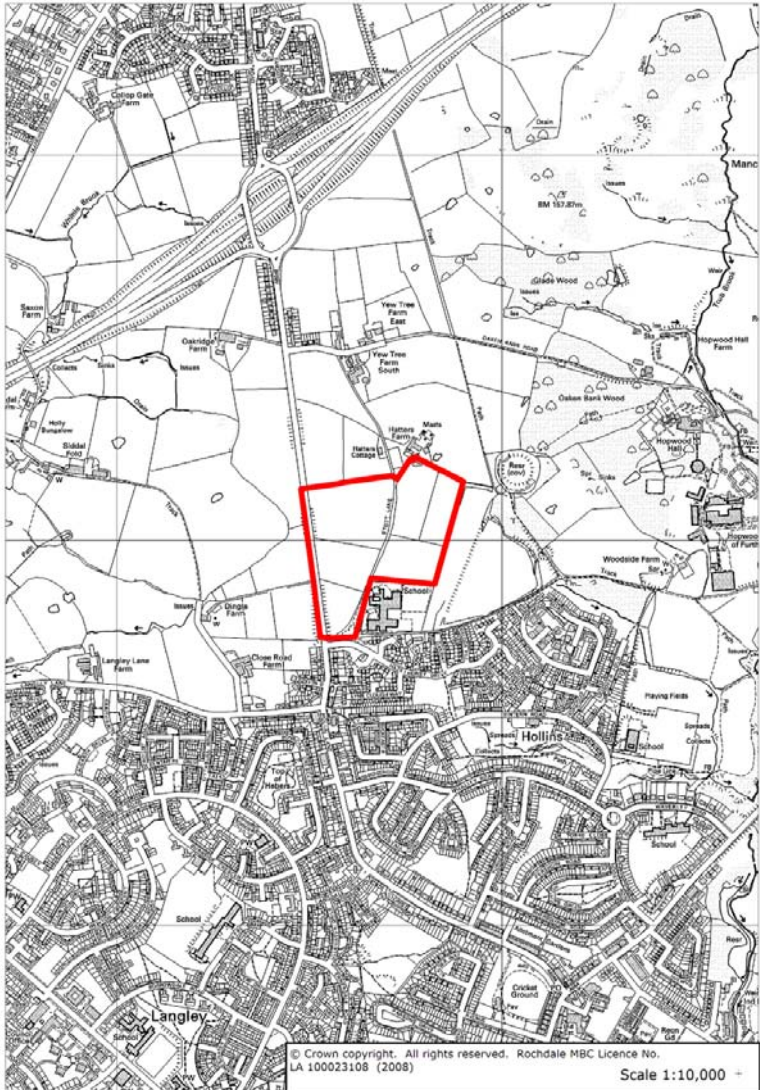
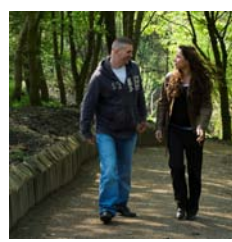
| No:<br>5  | Spatial Options:<br>4, 5 & 6 | Name:<br>Land North of Langley Lane(East), Middleton                                | Area (Ha):<br>11.9 |
|---|------------------------------|---|--------------------|
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated as Protected Open Land (D/10).</p> |                              |  |                    |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as protected open land.</p>  |                              |   |                    |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>● Employment</li> <li>● Mixed use development</li> <li>● Housing</li> </ul>   |                              |   |                    |

Table 7 Site Option 5



| No:   | Spatial Options: | Name:                                       | Area (Ha): |
|---|------------------|---|------------|
| 6   | 4, 5 & 6         | Land North of Langley Lane(West), Middleton | 14         |
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated as Protected Open Land (D/10).</p>   |                  |   |            |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as protected open land. Consultation draft UDP 1994 allocated for employment development - subsequently deleted.</p> |                  |   |            |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• Mixed use development</li> </ul>  |                  |   |            |

Table 8 Site Option 6

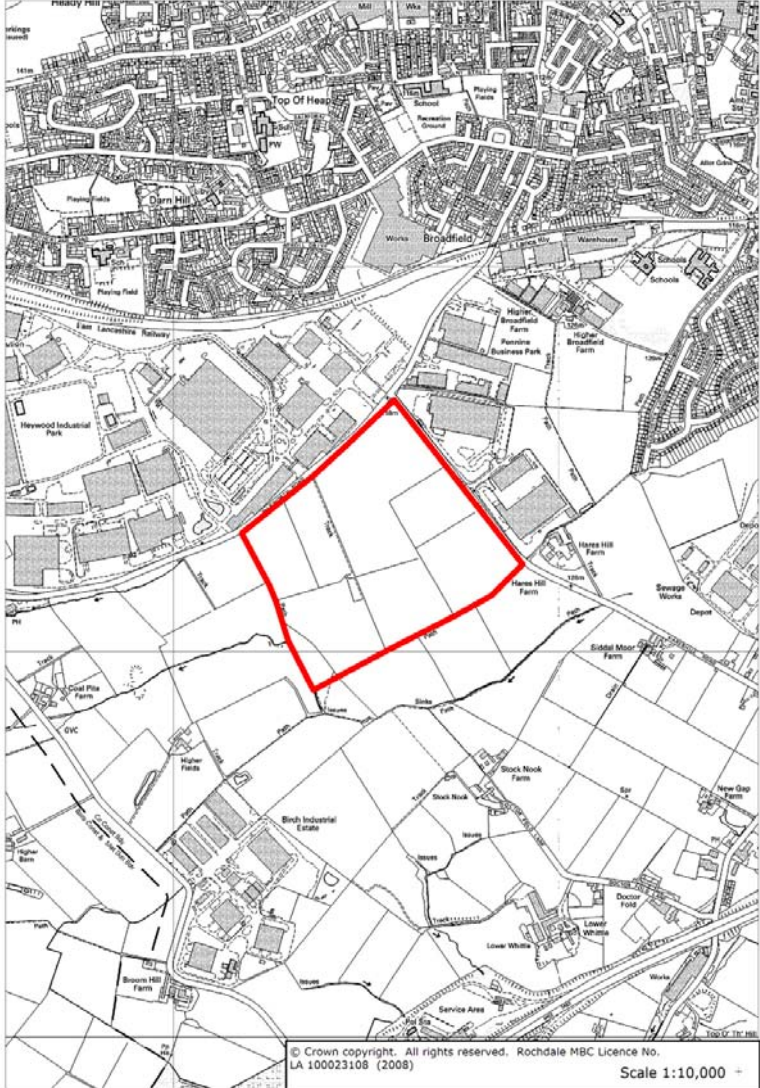
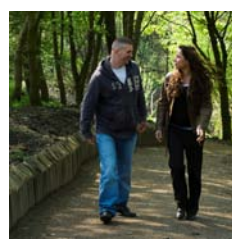
| No:   | Spatial Options: | Name:   | Area (Ha): |
|---|------------------|---|------------|
| 7   | 4, 5 & 6         | Land South of Hareshill Road, Heywood   | 28.9       |
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated within Green Belt (G/D/2).</p> |                  |  |            |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as Green Belt</p>  |                  |   |            |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment development</li> </ul>                                       |                  |   |            |

Table 9 Site Option 7



| No:<br>8  | Spatial Options:<br>4, 5 & 6 | Name:<br>Land North of Hareshill Road, Heywood | Area (Ha):<br>12.2 |
|---|------------------------------|--|--------------------|
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated within Green Belt (G/D/2).</p> |                              |  |                    |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as Green Belt</p>  |                              |  |                    |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• Mixed use development</li> </ul>                  |                              |  |                    |

Table 10 Site Option 8

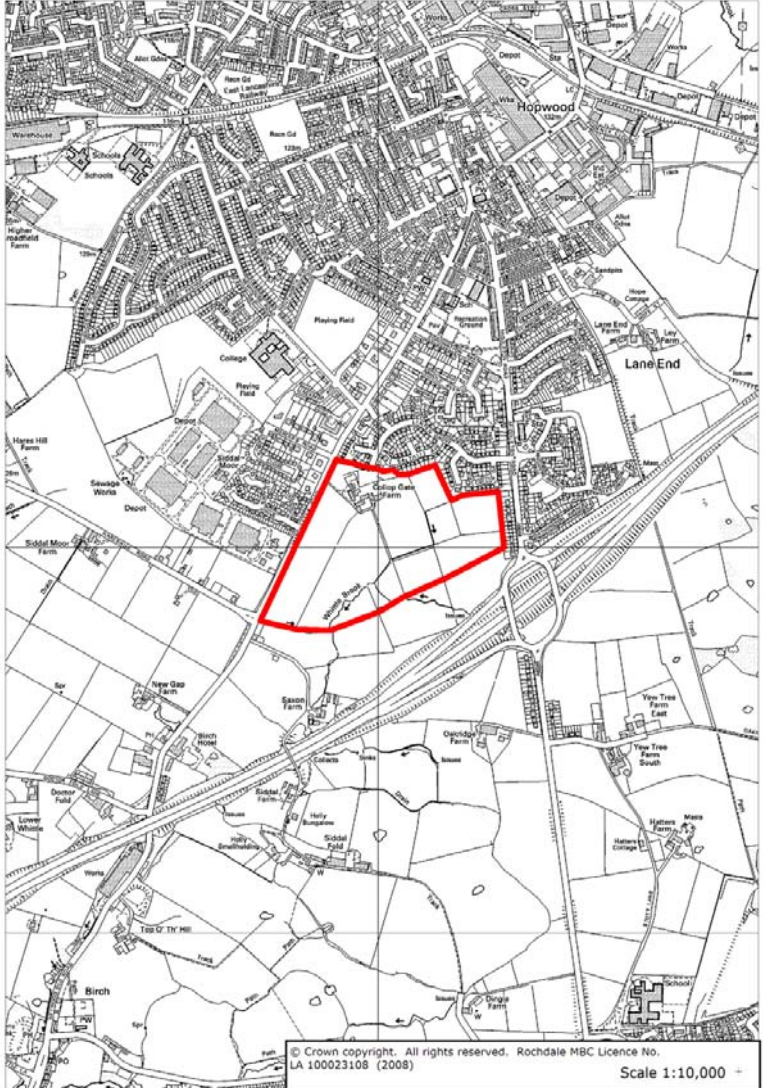
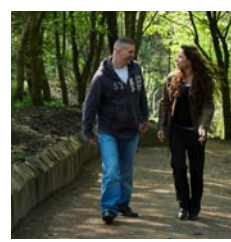
| No:   | Spatial Options: | Name:  | Area (Ha): |
|---|------------------|--|------------|
| 9   | 4, 5 & 6         | Land South of Manchester Road, Heywood   | 17         |
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated within Green Belt (G/D/2).</p>   |                  |  <p>© Crown copyright. All rights reserved. Rochdale MBC Licence No. LA 100023108 (2008)<br/>Scale 1:10,000</p> |            |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as Green Belt</p>  |                  |  |            |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• Mixed use development</li> <li>• Housing</li> </ul> |                  |  |            |

Table 11 Site Option 9



| No:   | Spatial Options: | Name:                               | Area (Ha): |
|---|------------------|-------------------------------------|------------|
| 10  | 4, 5 & 6         | Stakehill, Bentley Avenue, Rochdale | 31         |
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP (2006) allocated within Green Belt (G/D/2).</p> |                  |                                     |            |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as Green Belt</p>  |                  |                                     |            |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• Mixed use development</li> </ul>                  |                  |                                     |            |

Table 12 Site Option 10

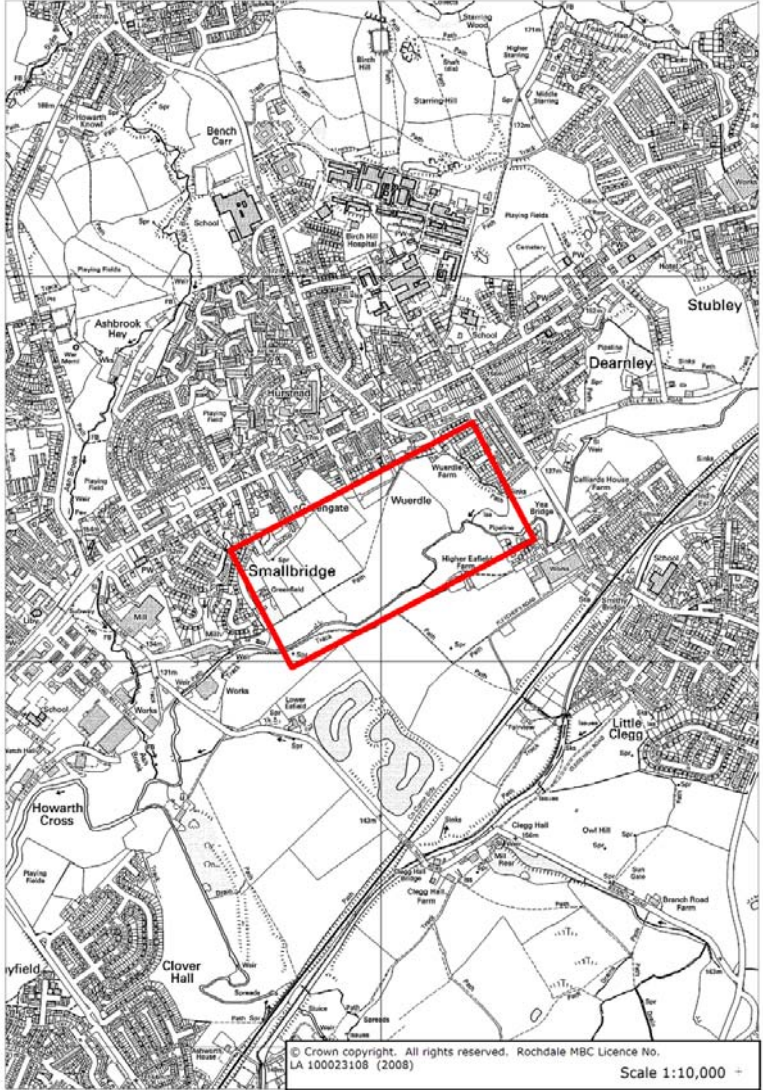
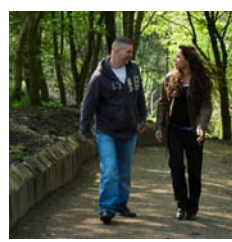
| No:<br>11   | Spatial Option:<br>6 | Name:<br>Roch Valley, Halifax Road, Pennines  | Area (Ha):<br>24.4 |
|---|----------------------|---|--------------------|
| <p><b>Description and Planning Policy:</b></p> <p>At present greenfield pasture. In UDP 2006 allocated as Protected Open Land (D/10) and Greenspace Corridors (G/8). Boundary shown in map is area of search.</p> |                      |  |                    |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as protected open land and greenspace corridors.</p>   |                      |   |                    |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>• Housing</li> <li>• Mixed use development</li> </ul>   |                      |   |                    |

Table 13 Site Option 11

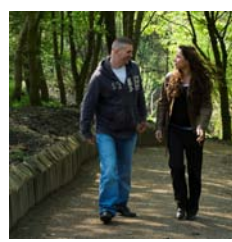


| No:<br>12   | Spatial Option:<br>6 | Name:<br>Dye House Lane, Smallbridge, Pennines | Area (Ha):<br>9 |
|---|----------------------|--|-----------------|
| <p><b>Description and Planning Policy:</b></p> <p>At present a mixture of employment uses, and is part brownfield / greenfield. In UDP 2006 allocated as Mixed Employment Zone (EC/3) with a Greenspace Corridor (G/8) running through, partly within a flood risk zone. Mix of employment uses and open space. Poor access</p> |                      |  |                 |
| <p><b>Planning History:</b></p> <p>Allocated in UDP Adopted 1999 as employment zone and greenspace corridor.</p>  |                      |  |                 |
| <p><b>Options:</b></p> <ul style="list-style-type: none"> <li>● Retain as employment</li> <li>● Mixed use development</li> <li>● Housing</li> </ul>   |                      |  |                 |

Table 14 Site Option 12







## Appendix 1 Aligning the Core Strategy

It is vital that the Core Strategy objectives and Spatial Policies align with, and take account of, Regional Spatial Strategy and the Community Strategy - Pride of Place.

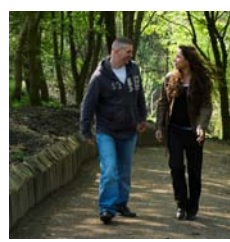
The matrix below shows the issues which need to be tackled in order to achieve the Core Strategy's objectives, and against these it shows how the issues and objectives align with the Draft Regional Spatial Strategy's policies and the Community Strategy's priorities.

The Community Strategy - Pride of Place has five Strategic Priorities which are as follows:

1. Increasing jobs and prosperity
2. Making sure every child matters
3. Improving community safety
4. Creating a cleaner greener environment
5. Improving health and well being

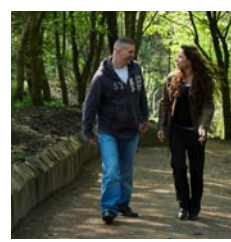
| Issues                                 | Objectives  | Draft Regional Spatial Strategy Policy No              | Community Strategy Pride of Place Priority No |
|--|---|--|---|
| <b>Strategic Objective 1 - Economy</b> |   |  |   |
| EC1                                    | O/EC/1, O/EC/3, O/EC/4, O/PC/1, O/PC/2  | DP2, DP3, DP6, DP9, RDF4, W1, W2, W3, MCR1, MCR4       | 1   |
| EC2                                    | O/EC/1, O/EC/3, O/EC/4, O/H/2, O/QP/2, O/QP/3, O/C/2, O/C/7, O/C/8, O/A/1, O/G/1, O/G/6, P/PC/1, O/PC/2                         | DP2, DP3, DP5, DP6, RDF1, RDF4, W1, W2, W3, MCR1, MCR4 | 1   |
| EC3                                    | O/EC/1, O/EC/2, O/EC/3, O/EC/4, O/H/1, O/H/2, O/H/3, O/QP/1, O/QP/2, O/QP/3, O/C/2, O/C/7, O/A/1, O/G/1, P/PC/1, O/PC/2, O/PC/3 | DP2, DP3, DP4, W3, W4                                  | 1   |
| EC4                                    | O/EC/1, O/EC/3, O/EC/4, O/PC/1, O/PC/2  | DP3, W1, MCR1, MCR4                                    | 1   |
| EC5                                    | O/EC/1, O/EC/3, O/EC/4, O/EC/7, O/A/1, O/G/1  | W6, W7   | 1   |

| Issues  | Objectives   | Draft Regional Spatial Strategy Policy No         | Community Strategy Pride of Place Priority No |
|---|--|---|---|
| EC6   | O/EC/1, O/EC/3, O/EC/4, O/EC/5, O/EC/7, O/H/2, O/A/1   | W6, W7, L1, MCR1, MCR4                            | 1, 5  |
| EC7   | O/EC/5, O/EC/6, O/EC/7, SO/3, SO/7   | W6, W7, L1  | 1   |
| <b>Strategic Objective 2 - Housing</b>          |  |   |   |
| H1  | All Strategic Objectives, All Housing Objectives, O/EC/1, O/EC/2, O/QP/2, O/QP/3, O/QP/5, O/QP/6, O/QP/7, O/C/1, O/C/2, O/A/1, O/A/2, O/A/3, O/A/4, O/G/1, O/G/5, O/G/6, O/G/7, O/PC/1 | DP2, DP9, RDF4, L2, L3, L4, MCR1, MCR4            | 1   |
| H2  | All Strategic Objectives, All Housing Objectives, O/EC/1, O/EC/2, O/QP/1, O/QP/2, O/QP/5, O/C/4, O/C/5, O/C/6, O/A/1, O/A/3, O/A/4, O/G/1, O/G/3, O/G/7                                | DP2, DP6, DP5, RDF1, RDF4, L2, L3, L4, MCR1, MCR4 | 1   |
| H3  | All Strategic Objectives, All Housing Objectives, O/EC/1, O/EC/2, O/EC/5, O/QP/1, O/QP/5, O/C/1, O/A/1, O/A/3, O/G/1, O/G/7, O/PC/1, O/PC/2, O/PC/3, O/PC/4                            | DP2, DP5, DP6, RDF1, L2, L3, L4, MCR1, MCR4       | 1, 2, 3, 5                                    |
| H4  | O/H/4, O/H/5, O/H/6, O/H/7, O/H/8, O/QP/3, O/PC/1  | DP2, MCR1, MCR4                                   | 1, 5  |
| H5  | O/H/4, O/H/5, O/H/6, O/H/7, O/H/8, O/QP/3, O/PC/1  | DP2, L6, MCR1, MCR4                               | 1, 5  |
| H6  | O/H/5, O/H/8, O/QP/3, O/PC/1   | DP2, DP4, L5                                      | 1   |
| H7  | O/H/7, O/A/1, O/PC/1   | DP2   | 2, 5  |
| H8  | O/H/7, O/A/1, O/PC/1   | DP2   | 5   |
| <b>Strategic Objective 3 - Quality of Place</b> |  |   |   |



| Issues  | Objectives  | Draft Regional Spatial Strategy Policy No        | Community Strategy Pride of Place Priority No |
|---|---|--|---|
| QP1   | SO/1, SO/2, SO/3, SO/4, SO/5, O/EC/1, O/EC/2, O/H/1, O/H/2, O/QP/1, O/QP/2  | DP2,EM1(c)                                       |   |
| QP2   | O/EC/1, O/EC/6, O/H/5, O/H/8, All Quality of Place Objectives, SO/4, O/C/1  | DP2, DP7, MCR1, MCR4                             | 1, 3, 4                                       |
| QP3   | SO/1 O/EC/1, O/EC/6, O/EC/7, O/EC/8, O/EC/9, SO/2, O/H/5, SO/3, O/QP/1, O/QP/2, O/QP/5, O/C/1, SO/5, SO/6, O/G/1, SO/7, OP/PC/1   | DP2, DP7, EM1, MCR1, MCR4                        | 1   |
| <b>Strategic Objective 4 - Climate Change Pollution and Natural Resources</b> |   |  |   |
| C1  | SO/1, O/EC/1, O/EC/3, O/EC/6, O/EC/8, SO/2, O/H/1, O/H/2, O/H/3, O/H/5, O/H/8, SO/3, O/QP/2, O/QP/3, O/QP/6, SO/4, O/C/1, O/C/4, O/C/5, O/C/6, SO/5, O/A/1, O/A/4, SO/6, OG/3 | DP2, DP4, DP5, DP9, EM15, EM16, EM17, EM18, MCR1 | 1, 2, 4, 5                                    |
| C2  | O/QP/3, O/QP/6, SO/4, O/C/1, O/C/2, O/C/3, O/G/2, O/G/6, O/G/8  | DP2, EM15, EM16, EM17, EM18,                     | 4   |
| C3  | O/EC/1, O/EC/3, O/EC/6, O/H/1, O/H/3, O/H/8, O/QP/3, SO/4, O/C/4, SO/6, O/G/3 O/G/4,  | DP2, DP9, EM5, MCR1                              | 4   |
| C4  | O/EC/1, O/EC/3, O/EC/6, O/H/1, O/H/2, O/H/3, O/H/8, O/QP/3, O/C/5, O/C/6, O/A/1, O/A/4, O/G/1, O/PC/1   | DP2, DP5   | 4, 5  |
| C5  | O/EC/E, O/EC/8, O/H/3, O/QP/2, SO/4, O/A/1, O/A/4, SO/6, O/G/1, O/G/2, O/G/6, O/G/8, O/PC/1   | DP2, DP7, EM1, EM1(a), EM1(b)                    | 4   |
| C6  | SO/1, O/H/1, SO/4, O/C/1, O/A/1, O/G/1, O/PC/1  | EM10, EM11, EM12, EM13                           | 4   |

| Issues   | Objectives  | Draft Regional Spatial Strategy Policy No               | Community Strategy Pride of Place Priority No |
|--|---|---|---|
| C7   | SO/1, O/H/2, SO/4, O/C/1, O/C/3, O/A/1, SO/6, O/G/2, O/G/6, O/PC/1.   | EM7, EM8, EM9   | 4   |
| <b>Strategic Objective 5 - Accessibility and Sustainable Transport</b> |   |   |   |
| A1   | O/EC/1, O/EC/2, O/EC/3, O/EC/5, O/EC/6, O/EC/7, O/H/2, O/H/3, O/H/8, O/QP/3, O/QP/5, SO/4, O/C/5, O/C/6, All Accessibility and Sustainable Transport Objectives, O/G/1, O/G/2, O/G/7, O/G/8, O/PC/1 | DP2, DP4, DP5, DP9, RT1, RT2, RT3, RT4, RT9, RT10, MCR1 | 1, 4  |
| A2   | O/EC/1, O/EC/2, O/EC/3, O/EC/5, O/EC/6, O/EC/7, O/H/2, O/H/8, O/QP/3, O/QP/5, SO/4, O/C/5, O/C/6, All Accessibility and Sustainable Transport Objectives, O/G/1, O/G/2, O/G/7, O/G/8, O/PC/1        | DP2, DP4, DP5, DP9, RT1, RT2, RT3, RT4, RT9, RT10, MCR1 | 1, 4  |
| A3   | O/EC/2, O/EC/3, O/EC/7, O/H/2, O/H/3, O/H/7, O/QP/3, O/QP/5, SO/4, O/C/5, O/C/6, All Accessibility and Sustainable Transport Objectives, O/G/1, O/G/2, O/G/7, O/G/8, O/PC/1                         | DP2, DP4, DP5, DP9, RT1, RT2, RT3, RT4, RT9, RT10, MCR1 | 1, 4, 5                                       |
| A4   | O/EC/3, O/EC/5, O/EC/6, O/EC/7, O/H/2, O/H/3, O/H/8, O/QP/3, O/QP/5, SO/4, O/C/5, O/C/6, All Accessibility and Sustainable Transport Objectives, O/G/1, O/G/2, O/G/7, O/G/8, O/PC/1                 | DP2, DP4, DP5, DP9, RT1, RT2, RT3, RT4, RT9, RT10, MCR1 | 1, 3, 4, 5                                    |
| <b>Strategic Objective 6 - Green Infrastructure</b>                    |   |   |   |
| G1   | SO/1, SO/3, SO/4, SO/6, All Green Infrastructure Objectives, O/EC/1, O/EC/5, O/EC/7, O/H/2, O/H/3, O/QP/1, O/QP/4, O/QP/5, O/C/3, O/C/4, O/C/5, O/A/2, O/PC/1                                       | DP2, DP7, EM1, EM1(a), EM1(b), EM1(d), EM3, MCR1        | 4   |



| Issues  | Objectives  | Draft Regional Spatial Strategy Policy No            | Community Strategy Pride of Place Priority No |
|---|---|--|---|
| G2  | All Strategic Objectives, All Green Infrastructure Objectives, O/EC/1, O/EC/2, O/EC/7, O/H/1, O/H/2, O/H/3, O/QP/1, O/QP/2, O/QP/5, O/C/1, O/C/4, O/C/5, O/A/2, O/A/3, O/PC/1, O/PC/4 | DP7, EM1, EM1(a), EM1(b), EM1(d), EM3, MCR1          | 4   |
| G3  | SO/2, SO/3, SO/4, SO/6, SO/7, All Green Infrastructure Objectives, O/EC/7, O/H/3, O/QP/2, O/QP/4, O/QP/5, O/C/1, O/C/4, O/C/5, O/PC/1   | DP2, DP7, EM1, EM1(a), EM1(b), EM1(d), EM3, MCR1     | 4, 5  |
| G4  | SO/1, SO/3, SO/4, SO/5, SO,6, SO/7, All Green Infrastructure Objectives, O/EC/7, O/QP/1, O/QP/2, O/QP/5, O/C/2, O/C/3, O/C/4, O/C/5, O/A/2, O/PC/1                                    | DP2, DP7, W6, EM1, EM1(a), EM1(b), EM1(d), EM3, MCR1 | 1, 4, 5                                       |
| <b>Strategic Objective 7 - People and Community</b> |   |  |   |
| PC1   | SO/1, SO/7, O/H/4, O/H/6, O/H/7, O/QP/3, O/C/5, O/C/6, O/A/1, O/A/3, O/A/4, O/G/5, O/G/8, O/PC/1, O/PC/4  | DP2, DP6, L1, EM3                                    | 5   |
| PC2   | SO/1, SO/7, O/H/3, O/A/1, O/A/3, O/A/4, O/PC/2  | DP2, DP6, L1, MCR1, MCR4                             | 1, 2  |
| PC3   | SO/7, O/EC/6, O/EC/7, O/H/3, O/A/1, O/A/3, O/A/4, O/G/5, O/PC/3   | DP2, DP6, L1   | 3, 5  |
| PC4   | O/H/8, SO/3, O/QP/2, O/QP/3, O/QP/4, SO/5, O/A/4, O/G/1, SO/7, O/PC/4   | DP2  | 3, 5  |

Table 15 Aligning the Core Strategy

## Appendix 2 Glossary of Terms

**Affordable Housing** - Subsidised housing and low-cost market housing available to people who cannot afford to occupy houses generally available on the open market.

**Biodiversity** - The range of life forms which constitute the living world, from microscopic organs to the large trees, animals, their habitats and the ecosystem in which they live.

**Climate Change** - Climate change refers to the build up of man-made gases in the atmosphere that traps the sun's heat, causing changes in weather patterns on a global scale. The effects include changes in rainfall patterns, sea level rise, potential droughts, habitat loss, and heat stress. The greenhouse gases of most concern are carbon dioxide, methane, and nitrous oxides.

**Community Infrastructure** - Facilities available for use by all the community, such as church or village halls, doctor's surgeries and hospitals, even public houses. Community facilities could also include children's playgrounds and sports facilities.

**Community Infrastructure Levy (CIL)** - Levy on development proposed by the government to fund infrastructure to support housing and economic growth.

**Community Strategy (Pride of Place)** - A local strategy for the future of the borough outlining actions towards environmental, economic and social well-being. All Council policies and strategies must comply with the Community Strategy.

**Conservation Area** - An area of special historic or architectural interest whose character must be preserved or enhanced.

**Core Strategy** - Forms part of the Local Development Framework (LDF) and sets out the long term spatial vision, spatial objectives and strategic policies for the Local Planning Authority area. The Core Strategy will have the status of a Development Plan Document (DPD).

**Decent Homes Standard** - A decent home is one which is wind and weather tight, warm and has modern facilities.

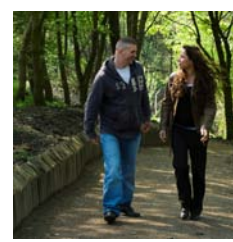
**Development** - The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or land.

**Development Plan Document (DPD)** - Spatial planning documents that are subject to independent examination that, together with the Regional Spatial Strategy (RSS), form the development plan (LDF) for a local authority area. They can include: the Core Strategy, Site Specific Allocations of land, Area Action Plans and Development Control Policies.

**Employment Land (B1, B2, B8)** - Land used, with planning permission, or allocated in a development plan principally for offices, research and light industrial (B1), general industrial (B2) and storage / distribution (B8) uses.

**Environmental Impact Assessment (EIA)** - The process by which information is collected on the environmental impact of a project. This is then taken into account by the local planning authority when determining an application for planning permission.

**Green Belt** - Areas of land where development is particularly tightly controlled. The purposes



of greenbelt are to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging into one another; to assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration by encouraging the recycling of derelict and other urban land.

**Green Infrastructure (GI)** - Green infrastructure is the physical environment within and between cities, towns and villages, specifically the network of open space, waterways, woodlands, green corridors and open countryside.

**Greenfield Land** - Land which has not been previously developed or land where evidence of previous development has gone.

**Housing Market Renewal (HMR)** - The Oldham and Rochdale Housing Market Renewal Pathfinder Project has been established to address housing market dysfunction in the two boroughs. It covers a 15 year period and is overseen by the two borough's Local Strategic partnerships, representing a wide range of organisations and local communities.

**Housing Needs Study** - This looks at the numbers and types of households in housing need. It also looks at affordability of housing, suitability of existing housing and the scope of alternative housing solutions.

**Local Area Agreement (LAA)** - This is an agreement that has been made between the Local Strategic Partnership and central government, which sets out clear targets for the borough. These are based on the priorities identified within the Community Strategy. In future the local area agreement is expected to be the key way in which government will monitor the council's performance.

**Local Development Document (LDD)** - The collective term in the Planning Act for Development Plan Documents, Supplementary Planning Documents and the Statement of Community involvement.

**Local Development Framework (LDF)** - The portfolio of Local Development Documents that form the local development plan. It consists of Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement, the Local Development Scheme and Annual Monitoring Reports. Together these documents will provide the framework for delivering the spatial planning strategy and policies for the local authority area.

**Pennine Edge Forest (PEF)** - Is a multi-agency partnership consisting of the districts Rochdale, Oldham, Stockport and Tameside. It seeks to ensure that the economic, environmental and community benefits from community forestry are being delivered.

**Planning Policy Statement (PPS)** - New statements of Government planning policy covering different topics e.g. transport, housing etc issued under the new legislation. These statements replace Planning Policy Guidance Notes (PPGs)

**Previously Developed Land (Brownfield Land)** - Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure, and that has not lost evidence of this previous use.

**Primary Shopping Area (PSA)** - Area within a town centre where retail development is concentrated (generally comprising the primary and those secondary frontages which are



contiguous and closely related to the primary shopping frontage).

**Regeneration** - The process of renewing sites, areas and landscapes that have become disused, spoiled or deprived and bringing them back into use, and making a wider area or community better through improvement. An effort is made to make people in an area better off as well as making the area better to look at and to live in.

**Regional Spatial Strategy (RSS)** - Sets out the region's policies (for the North West) in relation to the development and use of land and forms part of the local development plan (LDF).

**Renewable Energy** - Renewable energy is natural energy which does not have a limited supply. Renewable energy can be used again and again, and will never run out.

**Rochdale Borough Renaissance Masterplan** - A visionary document that has been developed to guide the physical regeneration of our borough.

**Saved Policies** - Planning policies that are saved from the development plan (the UDP) prepared prior to the introduction of the LDF and carried forward temporarily in the new system until replacement policies and documents have been prepared.

**Section 106 Agreement (S106)** - Allows a Local Planning Authority to enter into a legally-binding agreement or planning obligation, with a land developer over a related issue (often to fund necessary improvements elsewhere).

**Site of Biological Importance (SBI)** - A protected area of ecological significance in terms of flora, fauna, geological or physical features and listed in a register produced on a county wide basis. Sites are graded A, B or C, depending on their scientific significance.

**Site specific allocations** - Allocations in Development Plan Documents of sites for specific or mixed use development. Policies will identify any specific development requirements.

**Spatial Objective** - Statement describing the outcome to be achieved by the Local Development Framework in order to achieve the vision.

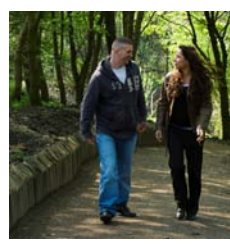
**Spatial Planning** - The process of integrating policies for the development and use of land with other policies and programmes to influence the nature of places and how they function.

**Special Area of Conservation (SAC)** - Sites of European nature conservation importance designated under the Habitats Regulations.

**Special Protection Area (SPA)** - A European site selected for its important wild bird assemblages. Designated under the EC Directive on the Conservation of Wild Birds.

**Statement of Community Involvement (SCI)** - Sets out the standards which authorities will achieve with regard to involving local communities in the preparation of Local Development Documents and development control decisions. The SCI is not a Development Plan Document but is subject to independent examination. Rochdale's has been adopted.

**Strategic Environment Assessment (SEA)** - A strategic environment assessment is a generic term used to describe environmental assessment as applied to policies, plans and programmes. The European SEA directive (2001/42/EC) requires a formal environmental assessment of certain plans and programmes, including those in the field of planning and land use.



**Strategic Housing Land Assessment (SHLA)** - Information necessary to assess the supply and availability of land for housing to meet the community's need for more homes. These assessments are required by national planning policy, set out in Planning Policy Statement 3: Housing (PPS3).

**Supplementary Planning Document (SPD)** - Provide supplementary information in respect of the policies in Development Plan Documents.

**Sustainable Development** - Defined by the World Commission on Environment and Development as "Meeting the needs of the present without compromising the ability of future generations to meet their needs". The planning system should ensure that development and growth are sustainable.

**Sustainable Transport** - Any form of transport other than the private car. Generally, the term most commonly relates to travel by bus, train or light rail, but walking and cycling are sustainable means of transport as well.

**Unitary Development Plan (UDP)** - The current development plan for the borough which was adopted in 2006. It sets out land allocations and policies to guide and control development. The UDP will remain valid until the policies are withdrawn or replaced by the new development plan documents which are being prepared under the Local Development Framework.

**e** [strategic.planning@rochdale.gov.uk](mailto:strategic.planning@rochdale.gov.uk)  
**w** [www.rochdale.gov.uk/yourviews](http://www.rochdale.gov.uk/yourviews)

**Peter Rowlinson BA (Hons) MSc MRTPI**  
**Head of Planning and Regulation Services**  
**Telegraph House, Baillie Street, Rochdale, OL16 1JH**

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