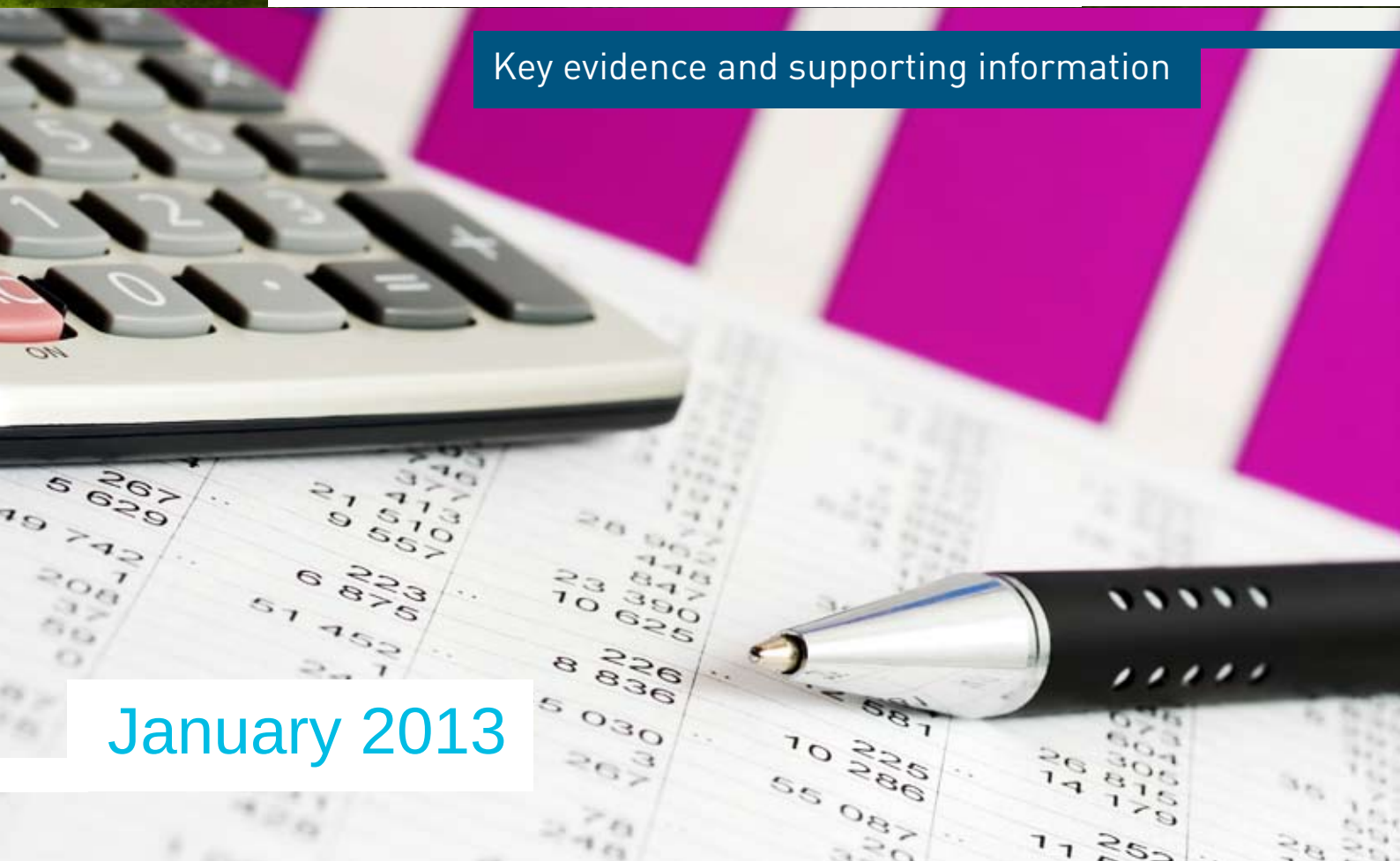
Rochdale Core Strategy
Background Paper

Key evidence and supporting information



January 2013

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1 Introduction

This background paper is one of a series of documents which supports Rochdale's Core Strategy. The Background Paper provides more detail on the justification and purpose of the policy approaches contained in Core Strategy. The paper will explain further how the policies have been developed and serve as a useful summary of the vast and complex evidence base that supports the Core Strategy.

There are also, significant national, sub regional and local matters which have influenced how the policies in the Core Strategy have been formulated.

This background paper is a 'living' document. It is a snapshot in time of the latest available statistics, references, evidence and background information for the Core Strategy, which is the lead document of the Local Plan.

The background paper is updated regularly and therefore it should be noted that any references included in this document are subject to change and will be updated where necessary up to submission.

Within the Background Paper reference is made to the 'Core Strategy', irrespective of the stage the Core Strategy is currently at. This is to avoid having to change all the references each time the Background Paper is updated. Exceptions to this is where there is a need to differentiate between previous versions in providing background context and evidence. This will particularly be the case where reference is made to the previously submitted version of the Core Strategy which was withdrawn in May 2012.

What is the purpose of this background paper?

The purpose of this Background Paper is to provide the evidence and justification to support the policy approach in the Core Strategy. It:

1. Provides contextual information on the Core Strategy, its relationship with the Local Plan and other documents, and

2. Identifies key elements of the evidence base which have been used to develop the Core Strategy, in particular:

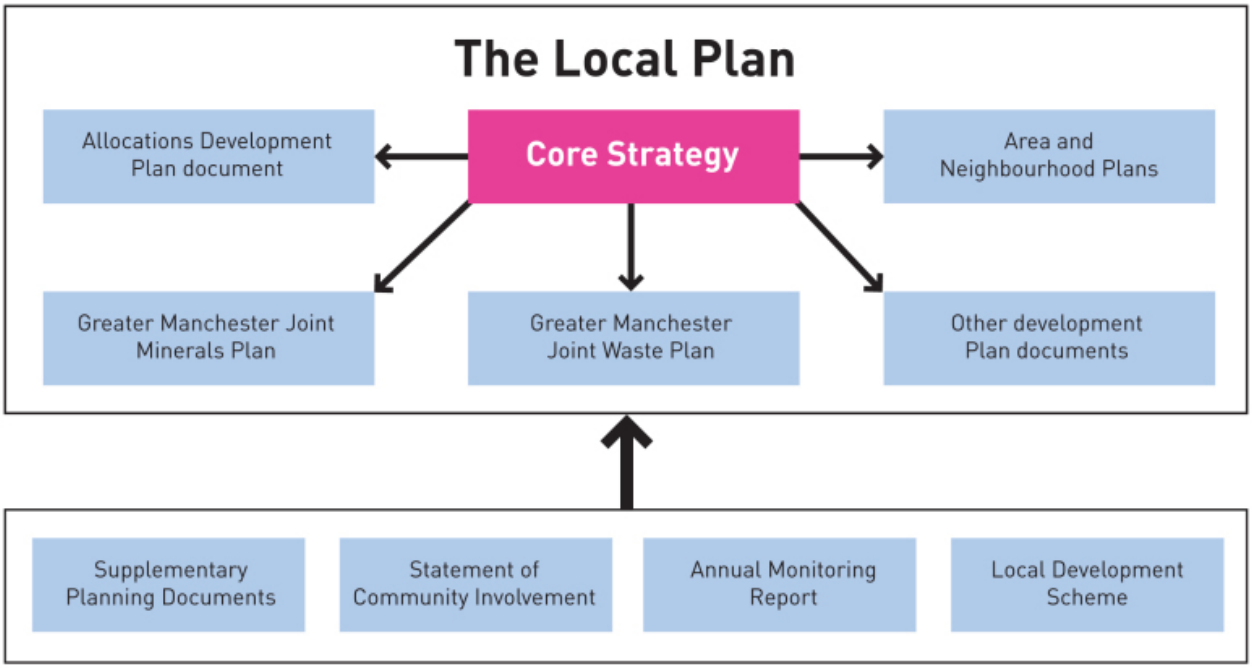
- information, studies and research about the borough, its economy, its population and its environment;
- information, studies and research about national, regional and local trends and forecasts; and
- national and local policies and strategies that will influence the content of the Core Strategy.

What is the Local Development Framework?

The Core Strategy is the principal document in the Local Development Framework (LDF). It is one of the documents, when adopted, which will constitute the Local Plan for Rochdale. The Core Strategy sets the context for other development plan documents (DPDs) including the Site Allocation DPD. As the principal document, the Core Strategy sets out the long term vision, objectives and spatial development strategy for Rochdale, and describes the means by which the strategy will be delivered.

The diagram below shows the relationship between the Core Strategy, the other documents which form the Local Plan and the supporting documents.

Figure 1 Documents that make up the Local Plan



The documents that will make up the borough's Local Plan are:

- a **'Site Allocations' Development Plan Document** that will identify development sites and boundaries for specific policies on an ordnance survey map and provide more detailed policy guidance where appropriate;
- **A Greater Manchester Joint Minerals Plan** that is currently in preparation;
- **A Greater Manchester Joint Waste Plan** that has now been adopted;
- **Area or neighbourhood plans;** and
- Other **Development Plan Documents**.

These documents will eventually replace all the planning policies and site allocations in the current development plan for the borough, the Unitary Development Plan (UDP) 2006. A significant number of UDP policies are replaced by the Core Strategy but others will be 'saved' until they are superseded by future documents.

To support Local Plan documents, **Supplementary Planning Documents** will also be prepared. These will provide topic and/or area-based guidance on how policies should be implemented. There are already a number of these but some will need to be changed to ensure they are up-to-date and align with new Local Plan policies. The **Statement of Community Involvement**, the **Local Development Scheme** and the **Annual Monitoring Report** are other documents which will also help to support and inform the Local Plan.

Other related documents

Key supporting documents include:

- The **Statement of Consultation** which sets out how the Council has consulted and engaged with interested parties throughout the preparation of the Core Strategy and how the responses have been taken account of in developing this version for consultation;
- A **Sustainability Appraisal report** which identifies the positive and negative social, economic and environmental impacts of the spatial strategy and the key policy approaches;
- An **Infrastructure Delivery Plan** which identifies the existing and proposed infrastructure necessary to support the growth and development set out in the Core Strategy;

- A **Habitats Assessment** which identifies potential impacts on biodiversity; and
- An **Equalities Impact Assessment.**

In preparing all Local Plan Documents, we must ensure that they meet the government's 'tests of soundness' which require that documents:

- are positively prepared to meet objectively assessed development and infrastructure requirements;
- are prepared in accordance with proper procedures;
- have policies that are consistent with national policy i.e. The National Planning Policy Framework;
- have policies that are capable of being implemented;
- are sufficiently flexible to respond to changing circumstances; and
- have policies that are justified based on good evidence.

Plans should also demonstrate that they are sustainable, with an appropriate balance between economic, social and environmental considerations.

Previous work on the Core Strategy

Work commenced on the Core Strategy in 2008 and has included a number of stages including consultation on and Issues and Option Report (September 2008) and a Preferred Options Report (November 2009). This was followed by consultation on a Publication Draft Core Strategy in November 2010.

Following this consultation, the Council submitted its proposed final Core Strategy (CS) to Government in March 2011 and an Inspector was appointed to hold an Examination in Public (EiP) to assess whether or not the plan was sound. Prior to the start of any hearing sessions the Inspector raised concerns about some aspects of the plan, notably the proposed release of Green Belt land for development. Following an Exploratory Meeting and delay to the EiP the Council reluctantly came to a decision to seek a formal direction from the Secretary of State to withdraw the previously submitted Core Strategy and draw up a revised plan. The changes brought in through the Localism Act meant that a formal direction was not required and confirmation of this was received from the Secretary of State on the 9th May 2011.

The Council then prepared a revised Draft Core Strategy in August 2012, which sought to address the concerns raised by the inspector as well as take account of the recently published National Planning Policy Framework and more up to date evidence. Although the previous Core Strategy was withdrawn, the consultation undertaken and the responses received relating to this document were also taken into account, where appropriate, in producing the revised Draft Core Strategy for consultation.

Following consultation on the Draft Core Strategy some changes have been made resulting in a Publication Core Strategy. The next steps in the Core Strategy process are set out below:

- The Publication Core Strategy is the version that we intend to submit to Government. This will be formally consulted on for a period of six weeks where we will seek representations on soundness and legal compliance only;
- We may propose some minor changes in response to any representations received in relation to soundness and legal compliance before we submit the Core Strategy to the Secretary of State;
- The objections, and any proposed changes, will then be considered at an 'Examination in Public' by an independent government Inspector;
- The Inspector will then issue a report with recommendations on whether the Council should adopt the Core Strategy and if so with what changes; and
- The Council will then adopt and publish the final Core Strategy

The timetable for this is set out below.

Figure 2 Our timetable for preparing the Core Strategy

The structure of the Background Paper

The structure of this Background Paper reflects the content order found in the Core Strategy and should be read together. The main parts of the Background Paper and their purpose are as follows:

Chapter 2, sets out the national, sub-regional and local policies and strategies which have informed the policies in the Core Strategy;

Chapter 3, the Spatial Portrait, sets out the contextual background which describes the boroughs assets, issues, strengths and weaknesses;

Chapter 4, the Vision, describes what we want the borough to be like over the plan period up to 2028;

Chapter 5, Strategic Objectives, sets out how the vision will be delivered and how they have been developed on from previous consultations;

Chapter 6, Delivering Sustainable Development, sets out the approach to the delivery of sustainable development that improves the economic, social and environmental conditions in the area;

Chapter 7, Spatial Strategy, sets out through three spatial policies and our broad approaches to where our development should be focused and the different policy approaches to different parts of the borough;

Chapter 8 to 12, contain the evidence and justification for all the policy approaches, its compliance with national policy and their effectiveness; and

Chapter 13, managing delivery and monitoring progress, sets out the general requirements that apply to all development and how the plan and its policies will be monitored and delivered.

2 Policy and guidance

The Core Strategy is required to have regard to national, sub regional and local policies and guidance.

The Government published the National Planning Policy Framework (NPPF)[1] on 27 March 2012. The NPPF replaced most of the national Planning Policy Statements and Planning Policy Guidance and sets out the Government's planning policies for England and how these are expected to be applied. This Background Paper will demonstrate how we have considered each policy approach in light of NPPF.

In July 2010 the Secretary of State announced the revocation of Regional Spatial Strategies (RSS). That decision was challenged in the courts and it has been made clear that Local Planning Authorities must have regard to RSS until it is finally revoked via the legislative process. Although the Localism Act is now in force, the order has not yet been issued to revoke the RSS for the North West.

Therefore, although the Core Strategy must still technically have regard to the RSS the fact that it is shortly to be revoked has been a key consideration in drafting the revised Core Strategy policies and the evidence which supports them.

National

National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and is a key part of the national reforms designed to make the planning system less complex and more accessible but still retaining the key principle of sustainable development and growth. It reflects the objective of the Localism Act 2011 to enable communities and local councils to produce spatially distinctive local and neighbourhood plans.

The NPPF states that policies should follow the approach of the presumption in favour of sustainable development, both in plan-making and decision taking. This approach makes clear that development which is sustainable can be approved without delay. Policy SD1 within the Core Strategy reflects the presumption in favour of sustainable development.

The NPPF replaces a raft of national planning policy guidance and statements. The NPPF introduces a set of 12 core overarching planning principles for both plan making and decision-making. The Core Strategy meets all of these principles.

New national guidance has also been published on planning for gypsies, travellers and travelling showpeople in Planning Policy for Traveller Sites.[2]

Regional and sub-regional

North West of England Plan - Regional Spatial Strategy to 2021 - 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 (Local Development Framework). In May 2010 the new Government announced the abolition of the Regional Strategies but this has yet to be formally completed following a series of legal challenges and the need to undertake relevant environmental assessments.

The North West Rural Delivery Framework is the dedicated rural strategy for the North West, published in 2006. It seeks to deliver the Government's rural strategy and its objectives for maximising the economic growth potential of the region's rural areas whilst ensuring sustainable rural communities and enhancing the value of our rural environmental heritage.

The framework helps to guide delivery of rural economic and environmental programmes including those forming a part of the Rural Development Plan for England's Northwest (2007-2013). Rural delivery in Greater

1 National Planning Policy Statement (DCLG, March 2012)
2 Planning policy for travellers sites (DCLG, March 2012)

Manchester is further informed by strategic studies including the Greater Manchester Rural Economic Baseline produced by Manchester Enterprises in 2008 and the 'On The Edge' report into Greater Manchester's rural communities produced by Greater Manchester Centre for Voluntary Organisations in 2006.

Towards Broad Areas for Renewable Energy Development[3]: Identifies strategic regional constraints and opportunities for renewable energy development.

Rising to the Challenge - A Climate Change Action Plan for England's Northwest 2010-2012 [4]: Aims to make the North West the leading region in respect of tackling and adapting to climate change. The vision is for a low-carbon region that has adapted well to climate change by 2020 and rises to the challenge of achieving sustainable growth within a carbon reduction of 80% by 2050.

Prosperity for All: Greater Manchester Strategy[5]: the vision for Greater Manchester is derived from that which aims to create "A world-class city-region at the heart of a thriving north west". Based on the analysis of the Greater Manchester economy and informed by the strategic influences, six key themes or drivers have been identified for the Plan, within which are a series of strategic objectives:

- Building competitive businesses;
- Attracting and retaining investment, visitors and talent;
- Creating world class skills;
- Achieving economic funding;
- Ensuring the best transition to working life for our young people; and
- Securing a modern, integrated and efficient transport network.

Greater Manchester Strategic Housing Market Assessment[6]: An overarching document for the Manchester city region, which provides an evidence base to support the formulation of policy and strategies. It provides a robust and evidenced assessment of numbers, types, sizes, tenures, prices and the spatial distribution of dwellings required within Greater Manchester in order to support the Association of Greater Manchester Authorities' objectives for sustainable growth and regeneration.

Within the Strategic Housing Market Assessment, Greater Manchester is divided in to four housing market areas (HMA), with Rochdale falling into the north eastern HMA district along with Tameside and Oldham. The assessment shows that the north eastern HMA could be particularly vulnerable in terms of the housing supply that is achieved in the short term because of current market conditions. For market renewal to be successful within the HMA further support from the public sector is vital to delivering the homes that it's residents aspire to live in.

The assessment shows that within the north eastern housing market area there is demand for all types of properties, except terraced. It adds that there is above average demand for detached and semi-detached homes reflecting the comparatively low supply of these properties currently.

Greater Manchester Local Transport Plan: is the primary source of funding in delivering local transport safety improvements, maintaining the existing transport infrastructure and minor capital improvements to the network. It is unlikely that Rochdale Council will increase highway capital spend significantly during the early part of the Local Development Framework period. Greater Manchester authorities have decided to top slice a larger proportion of the Local Transport Plan integrated transport funding until 2018 to support delivery of the Greater Manchester transport fund programme.

The most recent capital investment settlements secure for the borough through the Local Transport Plan are:

- 2009/2010 - £4.257m fund: £1.906m for Integrated Transport, £2.351m for maintenance
- 2010/2011 - £4.725m fund: £2.021m for Integrated Transport, £2.704m for maintenance

3 Towards Broad Areas for Renewable Energy Development (ARUP on behalf of 4NW, 2008)
4 Rising to the Challenge: a climate change action plan for England's North West 2007-2009
5 Prosperity for All: Greater Manchester Strategy (AGMA, August 2009)
6 Greater Manchester Strategic Housing Market Assessment (AGMA, December2008)

The third Greater Manchester local transport plan: The third Greater Manchester local transport plan (LTP3) draft guidance incorporates recommendations from the Eddington[7], Stern[8] and 'Towards a sustainable transport system'[9] reports. It provides a shift in the Department of Transport's strategic vision, with implications for long-term regional and local policy. The document will include a three year local implementation plan, in line with local government financial settlements and local area agreements. The five transport goals are:

- Tackling climate change;
- Supporting economic growth;
- Promoting equality of opportunity;
- Contributing to better safety, security and health; and
- Improving quality of life.

The LTP3 implementation plan also will detail the expected impact on the 10 specific Local Area Agreement transport indicators and authorities will be required to facilitate behavioural change and reduce the need to travel through "smarter choices" measures.

The method to prioritise major transport schemes nationally will change from 2014/2015. The new process will still assess proposals over £5 million put forward for major Local Transport Plan scheme funding. LTP3 will be submitted to the DfT by end of March 2011.

Greater Manchester transport fund: The Greater Manchester transport fund[10] information on original scheme set up in May 2009, is a replacement for the transport innovation fund which did not gain public or business support in Greater Manchester in a public vote in December 2008. It comprises a re-prioritised programme of schemes based on delivering maximum economic benefit to Greater Manchester, consistent with positive social and environmental outcomes. Local authorities agreed to contribute:

- A 40% top slice of Greater Manchester Local Transport Plan integrated transport funding until 2018; and
- Finance generated by annual increases in the Greater Manchester integrated transport authority levy on local authorities each year.

Schemes in Rochdale borough included in the Greater Manchester transport fund are:

- Rochdale Metrolink phase 3b (railway station to town centre);
- Contribution to station improvements; and
- Rochdale west package (includes Mills Hill park and ride, improved public transport links between Heywood / Middleton and Manchester).

The fund assumes that Phase 3a of Metrolink will be delivered with a Kingsway Metrolink stop and the Rochdale public transport interchange is already committed. These schemes are also included in an action plan developed through the Rochdale Borough Transport Strategy[11]

Greater Manchester land use planning and public transport[12]: The land use planning process is vital in achieving more sustainable travel patterns that will assist in a shift away from the car. In Rochdale borough the majority of journeys at peak times are local, a high proportion of these journeys are by car. Increasing the amount of these journeys made by forms of travel other than the car will improve journey reliability and remove bottlenecks. The document reflects changing government guidance and Greater Manchester local transport plan policies. The document:

- Encourages public transport use and considering it at an early stage in developing policy or designing development proposals;

7 The Eddington Transport Study – Executive Summary (Sir Rod Eddington, December 2006)
8 The Stern Review Of Economics of Climate Change – Executive Summary (2006)
9 Towards a Sustainable Transport System Supporting Economic Growth in a Low Carbon World (Department for Transport, October 2007)
10 Greater Manchester Transport Fund (information in AGMA Executive Board meeting papers) Ongoing - latest version as electronic copy; Greater Manchester Transport Fund (in momentum magazine, issue 1, September 2009)
11 Rochdale Borough Transport Strategy (RMBC, June 2010)
12 Land Use Planning and Public Transport (GMPTE)

- Sets out standards greater Manchester public transport executive would seek regarding access to public transport and new developments; and
- Makes information on public transport services and accessibility readily available to developers.

Establishing corridor partnerships as part of the Greater Manchester integrated transport strategy may result in local agreements requiring inclusion which are subject to consultation with local authorities.

Greater Manchester Employment Land Position Statement (2009)[13]: The Greater Manchester Employment Land Position Statement examines the employment land requirements for the whole of Greater Manchester. It concludes that Rochdale needs to provide an employment land supply of around 210 -215 ha up to 2026.

The Greater Manchester Employment Land Position Statement is the outcome of joint working between Greater Manchester local planning authorities who commissioned the study from Nathaniel Lichfield and Partners. It forms an integral part of the evidence base to support employment policies in the Local Development Framework. It also makes recommendations for the future approach to employment land reviews and subsequent monitoring. The study examines the overall employment land requirements for Greater Manchester, based on the requirements in Regional Spatial Strategy. It also explores the adequacy of the employment land supply available and the economic prospects of all the districts. It then concludes with recommendations on the scale of land provision each Greater Manchester district needs to make in order to ensure there is a satisfactory land supply across Greater Manchester, which meets the Regional Spatial Strategy requirements.

Manchester Independent Economic Review[14]: The Manchester Independent Economic Review provides a detailed and rigorous assessment of the current state and future potential of Manchester's economy. It provides evidence to inform the actions of public and private sector decision makers to help achieve long-term sustainable economic growth. The Manchester Independent Economic Review provides the elements that have been identified to help Manchester emerge from recession in the best way possible. It addresses areas of structural weakness and looks to enhance future opportunities. Evidence shows that Manchester's size and potential make it the leading city region in terms of its potential long term growth rate.

Greater Manchester Forecasting Model: The Greater Manchester Forecasting Model is a complex statistical tool that forecasts likely future trends based upon a series of assumptions. It is built upon past trends, assumptions, relative impacts and local intelligence. Assumptions are made on past relationships and behaviours and how they will affect the future by considering the effect they had one the past. The Greater Manchester Forecasting Model is an integrated econometric model of the economy, demographics and housing in the Manchester city region intended to provide a common element of the evidence base for a range of policies and strategies across the city region. The latest information produced by the Grater Manchester Forecasting Model is the district data for 2011[15].

Greater Manchester Rural Economic Baseline (2008)[16]: This study was commissioned by Manchester Enterprises (now Economic Commission for Greater Manchester) to improve understanding of the dynamics of rural areas and to inform economic policy and strategy development. A number of headline issues which affect rural communities nationally including:

- Population growth;
- Reliance on private transport; and
- Dispersed and hidden poverty.

In Greater Manchester, the report identified a number of trends including:

- Strong creative, ICT, aviation and construction sectors with the potential for further growth especially around the creative industries;
- Increasing demand for specialist and local food crops;

13 Greater Manchester Employment Land Position Statement – Final Report (AGMA, August 2009)
14 Manchester Independent Economic Review
15 Greater Manchester Forecasting Model District Data 2011 (New Economy, 2011)
16 Greater Manchester Rural Economic Baseline (EDAW)

- Potential to contribute to the climate change agenda through utilising local markets, diversification into biomass and fuel crops and the potential to use the upland peat lands as a carbon sink;
- Exploiting the natural environment for the visitor economy including extreme sports, overnight accommodation, improved quality, branding and marketing; and
- The skills base in rural areas requires further development, due to a limited existing skills base and over-reliance on declining industries.

The report concludes that rural Greater Manchester exhibits characteristics of both the urban core and the wider rural zone, with links and dependencies in both rural and social terms.

On the edge? Perceptions of Greater Manchester's rural and fringe communities[17]: This report is in two parts. The first section is research based, using statistics to generate a picture of the rural population in each of the 10 boroughs of Greater Manchester. The second part is based on the perceptions of rural stakeholders of the difficulties and issues which they face.

Approximately, 25% of the land-base of Greater Manchester is classed as rural along with 2.7% of the population. In Rochdale 1.6% of the population is classed as rural most of who live in dispersed settlements. Of these, 36.5% are aged 50 or above, compared to 31% in the urban areas. However, the number of pensioner households is lower in rural areas than urban areas. The rural populations are more likely to own their home 85% compared to 66% in urban areas with a lower percentage of lone-parent families.

In line with the North West in general, car ownership is higher in rural than urban areas. In Rochdale 87% of rural dwellers have a car or van. Access to services including job centre, GP's and banks is poorer in Rochdale than other rural areas of Greater Manchester with some rural dwellers being separated by 6-8km from these services. However, none of the residents are further than 4km from an ATM, library or primary school.

Stakeholder discussion revealed two key themes; housing and transportation. House prices in the borough have doubled since 2000 whilst wages are 8% North West levels. In Pennines township (which includes rural neighbourhoods) the house price to income ration is 4.54. Within the public rented sector, the housing market renewal team have identified a trend for the economically active tenants to more out to properties on the urban fringe and remain in these properties for a long time. Littleborough and Milnrow residents are also concerned that because of their relatively good rail and road links to both Greater Manchester and West Yorkshire their communities are gradually changing to commuter or dormitory settlements. Littleborough and to a lesser extent Milnrow are both seen as key service centres for the surrounding rural communities.

Towards a Green Infrastructure Framework for Greater Manchester (2008)[18]: This document was commissioned by Association of Greater Manchester Authorities and Natural England to advise how a green infrastructure (GI) approach might be embedded into the city region spatial planning policy and practice; in order to both enable growth and also to sustain growth. The document aims to provide a "route-map" for the Greater Manchester approach to GI planning and how this may be incorporated into the emerging local development frameworks.

The document aims to:

- Define GI in language relevant to the city region;
- To describe the city region's existing GI;
- To define priority areas in the city region for GI;
- To advise how principles and practice can be incorporated into documents, in particular Local Development Frameworks;
- To highlight specific plans, strategies and programmes which need to incorporate GI principles and practices;
- To assess case studies of how GI is planned and delivered in other urban areas; and
- To recommend next steps in the development of the city region wide approach to GI.

17 On the Edge? Perceptions of Greater Manchester's Rural and Fringe
18 Towards a Green Infrastructure Framework for Greater Manchester (TEP, 2008)

A Greater Manchester Green Infrastructure Framework and Action Plan is currently in production.

Strategic Flood Risk Assessment Level 2 (Rochdale and Oldham)[19]: The Council has undertaken a detailed Level 2 Strategic Flood Risk Assessment (SFRA) for the borough (in partnership with Bury and Oldham Councils). This assessment examines actual and residual flood risk from all sources within higher risk communities. An allowance has also been made for the inevitable but as yet uncertain impact of climate change on flood risk. The Level 2 SFRA is accompanied by a user guide and will be available in 2009. Further information on SFRAs is available in Chapter 5 of this document.

A Greater Manchester Surface Water Management Plan (GM SWMP) is being produced which will provide a strategic overview of the extent of surface water flood risk in Greater Manchester and help guide further more detailed assessment of risk at specific locations. The plan will incorporate best available data for all types of surface water risks and will help to define the causes of surface water risk, its impact in terms of extent and hazard and will inform planning and investment decisions which can help to mitigate such risk. The GM SWMP is expected to be complete by October 2012.

Greater Manchester Joint Waste Development Plan Document[20]: A Joint Waste Plan Development Plan Document has been prepared to provide a planning strategy to 2026 for sustainable waste management which enables the adequate provision of waste management facilities (including disposal) in appropriate locations for municipal, commercial and industrial, construction and demolition and hazardous wastes. This identifies sites and areas for potential waste facilities and development management policies to assess applications outside allocated sites/areas, including areas within Rochdale borough. The plan is required to meet government policy and targets and to meet the requirements of the Regional Spatial Strategy for the North West. The evidence base includes an up-to-date needs assessment, national and regional studies, information provided by the ten Greater Manchester Districts, operators, consultation outputs and sustainability appraisal. Background information is available in the Waste Plan Issues and Options Report, Preferred Options Report and related documents. There is a dedicated web site for the Waste Plan.

Greater Manchester Joint Minerals Development Plan Document[21]. The level of minerals produced within the area of Greater Manchester has been fairly steady over recent years. The area of Greater Manchester has the largest population within the Northwest, and has seen an increase in the activity of the construction industry over recent years through residential and retail/commercial and industrial development. This means the area is placing a high demand on the supply of raw materials. However, Greater Manchester is not self sufficient in the production of the primary minerals required to sustain this activity. Consequently the area has relied upon imports of materials from neighbouring areas. The Joint Minerals Development Plan Document will eventually replace the Minerals policies contained within the Unitary Development Plan and will provide the basis for the provision for a steady and sustainable supply of minerals to meet the regions needs.

Decentralised and Zero Carbon Energy Planning study (January 2010)[22] Sets out a practical way forward for developing a spatial planning approach to decentralised and zero carbon energy for the city region. Provides strategic evidence to enable District Core Strategies to set targets for low and zero carbon energy use; identifies opportunities for linking new development and supporting energy infrastructure with existing communities; identifies the most appropriate energy mix for delivering new development and growth aspirations across Greater Manchester; sets out the spatial planning actions required to deliver this 'new' critical infrastructure; proposes targets which relate to the need to achieve zero carbon buildings by 2016 and 2019 through on and off site delivery mechanisms.

Local

Rochdale Borough Unitary Development Plan[23]: The current Unitary Development Plan (UDP) sought to address the regeneration of the borough and to promote sustainable growth. It sought to address the

19 Bury, Rochdale and Oldham Strategic Flood Risk Assessment – Volume 1 – User Guide (2009); Bury, Rochdale and Oldham Strategic Flood Risk Assessment – Volume 2 – Level 1 SFRA (2009); Bury, Rochdale and Oldham Strategic Flood Risk Assessment – Volume 3 – Level 2 SFRA (2009)
20 Greater Manchester Joint Waste Development Plan Document (April 2012)
21 Greater Manchester Minerals Plan - Publication DPD (AGMA, July 2011)
22 Decentralised and Zero Carbon Energy Planning (AGMA, 2010)
23 Rochdale Borough Unitary Development Plan (Adopted June 2006)

legacy of the borough's reliance on declining traditional industries and to expand, modernise and diversify an under performing economy in order to generate wealth locally and assist regeneration. The UDP also sought to tackle the physical fabric of older housing and employment areas which had suffered from a lack of maintenance and investment.

Priority areas for physical regeneration and areas of opportunity for comprehensive redevelopment were identified. Environmental quality was a priority and image and design promoted more strongly. The plan adopted a clear sequential approach to the distribution of development and in accordance with regional guidance (Regional Spatial Strategy), steering development to brownfield sites within the urban area. Only previously committed housing sites and Kingsway Business Park were green field allocations. The regeneration of rural areas was also a strategic policy along with a commitment to ensure that development was geared to meet the specific needs of local communities. Much of this approach will remain relevant over the next 15 years and therefore the Core Strategy is likely to maintain a similar direction but with sustainable economic and housing growth as the key priorities to reflect the Regional Spatial Strategy and the aspirations of the community strategy and borough Masterplan.

Rochdale Borough Sustainable Community Strategy [24]: Work on the Core Strategy has taken account of the existing Sustainable Community Strategy 2011 -2021. Work has been progressing in parallel with the development of the LDF Core Strategy on the third Community Strategy for Rochdale which sets out our partnership commitment to improving our borough. It highlights the critical areas where some of the main service providers working in the borough feel that collectively and through collaborative working across the public, private and voluntary and community sectors we can make a real difference and have a positive impact on the quality of people's lives. Consultation on both documents so far has been used to ensure alignment between the two documents. In delivering the Community Strategy, the borough's Local Strategic Partnership focus on three borough-wide priorities;

- **People** -we will promote healthy, safe and happy lives through prevention and personalisation of care, growing self esteem, confidence and responsibility.
- **Place** - we will create high quality places where people choose to be.
- **Prosperity** - we will grow enterprise, ambition and the skills to succeed.

The Core Strategy shows how its Strategic Objectives align with these priorities.

The Community Strategy vision is "Rochdale growing stronger and more prosperous through ambition and co-operation - a place of choice" and this is reflected in the Core Strategy Vision as the Core Strategy is essentially the spatial expression of the Core Strategy. Although the Vision has the same timespan as the Core Strategy, objectives and targets will be set for the next three years. The emerging key objectives and targets are reflected in the policies and the delivery projects referred to in the Core Strategy.

Rochdale Corporate Plan - 'Aiming High' [25]: 'Aiming high' is the Council's corporate plan and describes how the Council will seek to deliver the community strategy and how through its organisation, management and priority setting it will lead the process of change in its regeneration and its services. This will be refreshed to take account of the new Community Strategy and the implications of the government's comprehensive spending review. In delivering the community strategy it identifies priorities for the next three years including creating a positive sense of place for all our communities and making a greater contribution to the success of the Manchester city region.

Rochdale Renaissance Borough Masterplan - refresh version (2010) [26]: The first Rochdale Borough Renaissance Masterplan was published in 2005 and established a new course for the physical development of Rochdale borough. It was a visionary document that set out the key directions and priorities that are essential in order to make a dramatic change in the borough's economy, its physical environment, its residents' quality of life, and its image and reputation.

Since 2005 much has changed – new policy directions have been established; new economic circumstances have emerged; and new environmental challenges have been defined. Also many ideas which were aspirations

24 Rochdale Borough Sustainable Community Strategy - 2011-2021
25 Rochdale MBC 'Aiming High' – The Strategic Plan for Rochdale Borough 2007-2010
26 Rochdale Borough Renaissance Masterplan Refresh– Final Draft (RMBC, 2009)

in 2005 have been converted into actual projects or firm commitments. action.

The original Masterplan has been refreshed, therefore, to take account of these new circumstances and to set new priorities for action. It sets a clear framework so that public and private sector investment can deliver a true transformation of the borough. The Refresh focuses more on major proposals and seeks to set priorities for the delivery of these consistent with the Local Development Framework Core Strategy and other regeneration objectives.

Townships

The borough of Rochdale is divided into four different townships. Each township has its own township plan which sets out its themes and priorities.

Heywood Township Plan[27]:

- encourage a growing population;
- ensure a mix of housing types and sizes to meet existing and future needs;
- define unsustainable neighbourhoods and priority regeneration areas;
- promote development opportunities in Heywood;
- encourage development of long-term employment sites in urban areas;
- support existing plans to improve the town centre;
- improve green infrastructure and links to the River Roch;
- deliver an integrated plan to improve the A58 corridor;
- increase community ownership and pride in the environment;
- increase levels of employment;
- improve access to local services and
- promote healthy lifestyles.

Middleton Township Plan[28]:

- encourage the development of transport links;
- work in partnership with the Primary Care Trust to support development and fund a new joint service centre;
- develop a plan to preserve, celebrate and increase community cohesion
- support the development of the town centre;
- increase the number of play areas;
- increase the provision for young people and
- support improvement to gateways into Middleton.

Middleton Town Centre Spatial Masterplan[29]: The Spatial masterplan illustrates here new development, refurbishment of existing properties and improvements to public realm proposed will be. Again the Rochdale Borough Renaissance Masterplan provides the direction and structure.

Pennines Township Plan[30]:

- improve services for older people to improve the quality of life;
- improve health, mobility and well being;
- enhance the offer of tourism;
- ensure the inclusion of young people;
- make improvement to Hollingworth Lake and
- Improve access to the countryside.

27 Heywood Township Action Plan 2009/10 – 2011/12
28 Middleton Township Plan 2009-2011
29 Middleton Town Centre Spatial Masterplan
30 Pennines Township Plan 2008-2011

Rochdale Township Plan[31]:

- encourage healthy living to target areas and people;
- improve the quality of life for vulnerable people;
- consider ways of meeting the increased demand for housing;
- increase recycling and waste minimisation;
- raise the quality of township parks and countryside facilities;
- prioritise safe links for pedestrians and cyclists;
- develop, promote and market the cultural arts and tourism potential of the town hall and
- involve young people in decision making.

Rochdale Borough Profile (2010)[32]: The Rochdale borough profile provides statistical information on the borough and the township profile provides this information split by the four townships that make up the borough. The profiles show comparisons with national and regional averages and changes over time. The profiles provide evidence of need and evidence of successes and challenges within the borough and each township. Statistics are provided to put the borough and the townships into context and then more detailed information is provided on the following topic areas (which are based on those in the Pride of place strategy):

- Jobs and prosperity;
- Health;
- Culture;
- Crime;
- Children and young people;
- Older people;
- Environment and sustainable communities;
- Housing; and
- Voluntary and community sector.

Other local

Spatial planning in Rochdale and in particular the Core Strategy will also be influenced by the following strategies. These strategies are listed alphabetically (disregarding the word Rochdale at the start).

Rochdale Air Quality Local Strategy and Action Plan[33]: There are three declared air quality management areas across the borough and Rochdale MBC has collaborated with other Greater Manchester local authorities to create the Greater Manchester Air Quality Action Plan to introduce actions to reduce the amount of nitrogen dioxide produced and therefore its concentrations. The air quality management areas for the borough closely follow the major transport routes and air quality became one of the priorities of the second round of local transport plans.

To ensure air quality in the borough, the concentration of pollutants needs to be kept as low as possible, at least below the levels that would cause harm to health, by reducing the emissions of pollutants into the atmosphere. Rochdale's main concerns are nitrogen dioxide and fine particles. Nitrogen dioxide's main sources are industrial processes (although these take place outside the borough they still impact upon the air quality in the borough), burning fuels for heating and internal combustion engines used for transportation. Fine particles come from natural sources, construction, industrial and commercial processes and again the burning of fuels in the internal combustion engine transport.

In order to rectify the air quality problems the main improvements that can be made are in terms of reducing the amount of transport required (through travel plans and better design) and by not allowing new housing or other sensitive buildings to be developed in areas where air quality is predicted to remain poor.

Rochdale Biodiversity Action Plan[34]: is currently being produced. The plan, which will be competed

31 Rochdale Township Plan 2008-2011
32 Rochdale Borough Profile 2010
33 Rochdale MBC Air Quality Local Strategy and Action Plan
34 Rochdale Biodiversity Action Plan

during 2010, outlines the key habitats and species for the borough and sets a series of targets for the next 10 years for the priority habitats. The Rochdale Biodiversity Action Plan works in partnership with the Greater Manchester Biodiversity Action Plan which sets priorities for Greater Manchester as a sub-region.

Rochdale Canal Corridor Regeneration Strategy[35]: The brief for this strategy was aimed at maximising the benefits that the canal offers in terms of economic regeneration, environment and heritage, leisure and tourism, the community and transport; and movement. The vision for the strategy, as agreed by the steering group and other key stakeholders, is for "a distinctive canal corridor of regional and local significance, linking and containing a network of economic, tourism and community focal points". The canal should have a range of quality, accessible canal-side living and working environments and visitor attractions and facilities. There also needs to be a green waterside framework. The strategy made clear that the canal must be viewed as an asset and maintained, managed and marketed in a sustainable manner.

Specific objectives that came out of the strategy were:

- to maximise economic regeneration, investment and employment in relation to the waterside;
- to capitalise on tourism, leisure and recreation potential;
- to enhance and improve the heritage and built environment;
- to enhance and manage the landscape and ecological character of the corridor;
- to improve safe and sustainable movement and linkages;
- to engage communities with the canal corridor;
- to establish and promote a safe environment and
- and to link and coordinate canal side opportunities.

Rochdale Contaminated Land Strategy (and the redevelopment of brownfield land)[36]: Rochdale has a long and important industrial history, and with this comes a legacy of land which may have been polluted in the past. The Council published its strategy for the inspection of such land in 2001 once the new national regime for contaminated land had come into effect. The Strategy sets out the approach Rochdale is taking to identify sites of potential concern and prioritise them for detailed inspection, with the main focus being on the protection of human health. Rochdale works closely with the other boroughs in Greater Manchester to ensure that a consistent approach is adopted regionally. The full implementation of this strategy will take many years, but will systematically address potential problems at a large number of sites in the borough, and bring about remediation in any cases where unacceptable risks are found.

The Contaminated Land Strategy is tackling problems that may exist on land in its current use. However, in parallel with this work, some former industrial sites are being brought forward for redevelopment and others may be included in derelict, underused and neglected land reclamation programmes to create new public open space. This may introduce sensitive uses such as housing and public open space and the remediation of such land to a standard suitable for its new use is regulated by the Council through the planning process. Through a combination of pre-application discussions with developers and their consultants, ensuring appropriate site investigations and remediation proposals and the use of suitable planning conditions when schemes are approved, the Council can ensure that land is properly assessed and treated so that possible risks to public health or the environment are eliminated.

Rochdale Green Infrastructure Strategy[37]: The Green Infrastructure Strategy for Rochdale borough will be produced during 2010. This will set the strategic direction for green infrastructure policy within the borough and link to both the regional and sub regional agendas for green infrastructure including partnership working with neighbouring authorities including Bury and Oldham. The Strategy will be accompanied by individual township green infrastructure plans which will outline the current green infrastructure assets within each of the townships, identify detailed plans for improvements in quantity and quality where appropriate and produce an action plan. The township plans will be produced during 2009-2011, commencing with Heywood.

Greenspace Audit of Rochdale borough[38]: The majority of the greenspaces in the borough are located

35 Rochdale Canal Corridor Regeneration Strategy
36 Rochdale MBC Contaminated Land Strategy (and the redevelopment of brownfield land)
37 Rochdale MBC Green Infrastructure Strategy
38 Green Space Audit of Rochdale Borough (2009) Database and GIS layers maintained by Strategic Planning team

in more urban areas. There are different varieties of greenspace. Town parks receive the highest scores for quality, and green corridors receive the lowest classing them as 'poor'. Town parks are the highest in terms of quality because they benefiting from recent funding and investment alongside a high level of voluntary service.

Rochdale Health and Well-being Strategy 2009-2011[39]: This strategy sets out the Council's key contributions to improving health and well-being in the borough.

The strategy focuses upon "wider determinants of health" including housing, education, worklessness, economic status, physical environment and social cohesion.

The overarching aim of the strategy is increasing healthy life expectancy and reducing health inequalities. The strategy sets out the principles we will follow in achieving this overarching aim by:

- Tackling priority health issues;
- Narrowing the health inequalities gap between the borough and the England average and between the areas and communities with poorest health and the rest of the borough; and
- Tackling the wider determinants of health and well-being through other strategies and plans.

The supporting aims for the strategy are:

- Supporting healthy lifestyles;
- Creating a healthy environment;
- Providing health and well-being services as close to people's homes as possible;
- Supporting vulnerable people to live independently;
- Healthy children and young people; and
- Improving the health and well-being of our workforce.

Rochdale Housing Strategy[40]: The housing strategy sets out how we are tackling some of the major housing issues our communities face and shows how we are striving to create better standards and choice for our residents. The housing strategy provides an important framework for housing provision in the borough. It explores the nature of the local housing market, the key challenges, the long-term strategic aims and the priorities for the next four years.

The key priorities are to:

- build more houses;
- transform our vulnerable neighbourhoods into sustainable neighbourhoods;
- prevent homelessness;
- increase the housing options available to older people and physically disabled people;
- increase the percentage of private sector houses occupied by vulnerable people that meet the decent standard;
- against this difficult background the strategy sets out three core aims;
- to provide quality homes that are warm, dry and secure in sustainable neighbourhoods;
- to provide a choice of housing that meets the needs of residents across the borough and
- to meet the housing needs of disadvantaged groups in an inclusive manner within sustainable communities.

Rochdale Movement and Accessibility Study[41]: This study analyses peak time travel to work patterns in the borough and each of the townships. It analyses both where journeys originate from, that end in the borough and where people in the borough travel to. It includes some exemplar ward travel patterns in each of the townships and also assesses the accessibility of hospitals, colleges, employment areas and retail centres in the borough. The document is an initial attempt to begin to understand travel patterns in the borough and the affinity the different townships have with neighbouring areas and the regional centre.

39 Rochdale MBC Health and Well Being Strategy 2009-2011 (2008)
40 Rochdale MBC Housing Strategy 2006 - 2010
41 Rochdale MBC Movement and Accessibility Study (Mouchel, 2009)

Pennine Edge Forest: The Pennine Edge Forest (PEF) is a strategic community forestry partnership for the districts of Rochdale, Oldham, Stockport and Tameside. Rochdale is the lead district for the initiative and it is supported by a range of partners including the Forestry Commission, Natural England, Northwest Development Agency, United Utilities, BTCV and Groundwork Oldham and Rochdale. PEF works closely with Red Rose Forest and other partners to promote and deliver community forestry activities that provide social, economic and environmental public benefits from woodlands. Activities include land regeneration, climate change adaptation, enhancing and creating green infrastructure, enhancing urban biodiversity, improving and enabling public access to urban woodlands and the countryside, delivering public realm improvements as a part of urban regeneration programmes and realising the employment, education and training potential from woodland assets. The PEF business action plan 2004-2013 sets out the strategic vision and objectives for the forest initiative.

Pennine Prospects: Pennine Prospects, established in 2005, supports the regeneration of the south Pennines. It is a company owned by the key local authorities (including Rochdale MBC), United Utilities, Yorkshire Water, Natural England and voluntary and community sector organisations and supported by many others including the regional development agencies. Pennine Prospects operates in the area between three city regions and seeks to better link the urban and rural regeneration objectives and activities within these city regions to benefit the south Pennines communities, economy and environment. The work of Pennine Prospects will actively support the development of a sustainable local rural economy and assist with community development in the borough's rural fringes. Activities will help to protect, enhance and promote the heritage, character and image of the area and improve the environment and green infrastructure of the borough. The document 'a Heritage Strategy for the southern Pennines' (Standing Conference of South Pennine Authorities 2001) sets out many of the key issues affecting the south Pennine landscapes and its economy and communities including conserving industrial heritage, landscape character and fragile upland habitats whilst promoting recreation and the need to diversify and strengthen the rural economy and address the needs of rural communities and their quality of life.

Rochdale Public Art Strategy[42]: aims to provide guidance for planners and developers in respect of procedures for incorporating public art into major new developments in the borough, as well as identifying specific opportunities to take public art forward. It provides a definition and comprehensive good practice guidance and a list of opportunities and those responsible for implementing them, the latter being regularly updated by a Steering Group and then the updates being approved by the Quality of Place Design and Conservation Sub Group.

Rochdale Retail and Leisure Study[43]**:** updates the 2001 Retail Expenditure Potential Study to examine further the wider retail and leisure needs of the borough, providing a detailed evaluation of how the borough's established centres can evolve through to 2026 and meet local needs. In order to assess the scope for any future improvement a detailed appraisal of the key centres was undertaken.

Rochdale MBC Strategic Housing Land Availability Assessment[44] - is a key component of the evidence base which supports the delivery of sufficient land for new homes. The SHLAA reflects the position of the housing land supply in the borough as at 1st April 2012. The assessment provides a robust evidence base for the Core Strategy, which will guide the level of housing building required and where ti should be focussed up to 2028.

The assessment identifies sites with potential for housing, assesses what potential they have and determines when they are likely to be developed. As many sites as possible with potential for housing have been identified. The assessment has identified specific sites for at least the first ten years of the development plan. Broad locations have been identified to form the list of potential sites for the later stages of the development plan period. The SHLAA does not determine whether a site should be allocated for housing development in the Core Strategy nor is it an indication that planning permission will be granted for residential development on any identified sites. For more information please see section 7 of this paper.

Rochdale 2010 Strategic Housing Market Assessment[45] - Strategic Housing Market Assessments are

42 Rochdale Borough Public Art Strategy (RMBC, June 2010),
43 Rochdale Retail and Town Centres Study (Nathaniel Lichfield and Partners, 2010),
44 Rochdale MBC Strategic Housing Land Availability Assessment - as at April 2012 (July, 2012)
45 Rochdale Borough Strategic Housing Market Assessment 2010 (arc4, 2011)

particularly valuable in assisting policy development, decision making and resource allocation, in particular by:

- thinking regionally and long-term about housing need and demand;
- providing robust evidence to inform policy debate, particularly around the provision of both market and affordable housing, including type, size and tenure mix; and
- understanding the drivers and trajectories of housing markets.

Strategic Housing Market Assessments provide an:

- estimate of current dwellings in terms of size, type, condition and tenure;
- analysis of past and current housing market trends, including balance between supply and demand in different housing market sectors and price/affordability. Description of key drivers underpinning the housing market;
- estimate of total future number of households, broken down by age and type where possible;
- estimate of current number of households in housing need;
- estimate of future households requiring market housing;
- estimate of the size of affordable housing required; and
- estimate of household groups who have particular housing requirements including: families, older people, key workers, black and minority ethnic groups, disable people, young people and gypsies and travellers.

Rochdale Transport Strategy[46]: provides a framework to guide the development of transport improvements across the borough until 2026. It identifies priority schemes and projects that are deliverable and that enable the Council and its partners to achieve their economic, social, regeneration and environmental objectives.

The transport strategy primarily supports the Local Development Framework and local transport plan. It also includes projects that deliver the initiatives of other local and sub-regional strategies as well as the transport and network management policies in the North West Regional Spatial Strategy. In addition, to address the demand for moving goods and people the document encompasses the transporting of information.

The documents sets out an action plan to deliver the borough's transport priorities linking them to a vision, objectives and challenges for the Council and its partners. The action plan aims to deliver an affordable, sustainable and effective transport network serving community needs by enhancing strategic and cross-borough links. This will provide coherence, better connectivity and it will support the local economy. It will depend on good, close working relationships with partner agencies, transport providers and developers taking both public and private investment opportunities.

Rochdale Visitor Strategy[47]: Rochdale borough has a strong tourism offer, and while the sector makes a significant contribution to the local economy, it is recognised there is still great potential for growth and currently the borough fails to realise its true potential. A key challenge is to make the most of the borough's natural assets, and to promote a positive image of the area as vital to the growth of our visitor economy. The Strategy reflects national and regional visitor strategies which are focussed on the growth in value of the visitor economy.

Five key themes are considered essential for tourism development in the borough and form the basis of the strategy:

- Product development; by developing new attractions, upgrading existing ones, and improving quality, the borough will have a better all-round visitor offer;
- Image, marketing and communications; communicating positive aspirations for the borough will raise its profile externally;
- Tourism infrastructure; both the physical environment and the human infrastructure will be looked at in order to develop and sustain a successful visitor offer;

46 Rochdale Borough Transport Strategy (RMBC, June 2010)
47 Rochdale MBC Visitor Strategy 2008-2012 (RMBC, 2008)

- Visitor information; we must continuously monitor visitor needs to provide them with the information they require in the medium they prefer. This will be in accordance with the North West Development Agency's Visitor Information Strategy;
- Research and market intelligence; the quality and quantity of data available will be increased in order to reflect more accurately how we are meeting our aspirations and in order to inform decision making in tourism development.

Supplementary Planning Documents and Guidance

As part of work that has been completed on the Core Strategy so far, the following supplementary planning documents have been produced on specific topic areas. Below is a list of the titles that have currently been produced along with the aim of each document.

Affordable Housing Supplementary Planning Document[48]: 'To provide for the affordable housing needs of Rochdale borough as part of creating mixed and balanced communities'.

Biodiversity and Development Supplementary Planning Document[49]: "To ensure that no net loss of ecological interest or assets occurs and that opportunities to enhance such interest are incorporated within development proposals where possible".

Climate Change Adaptation Supplementary Planning Document[50] : "To ensure that new development should be planned to avoid increased vulnerability to the range of impacts arising from climate change".

East Central Rochdale Framework Supplementary Planning Document[51]: "To create a sustainable, high quality, mixed use neighbourhood that offers choice in terms of property type and tenure and provides an attractive, vibrant and diverse community where people want to live".

Energy and New Development Supplementary Planning Document[52]: "To give detailed advice on how new developments can be constructed, designed and laid out to maximise energy efficiency…To set out specific requirements for new developments in terms of energy efficiency and the use of renewables"

Littleborough Town Design Statement Supplementary Planning Document[53]: "To ensure that the town develops in ways that maintain its attractiveness and protect its heritage. To ensure Littleborough is an attractive place in which to live, work and play".

Milkstone, Deeplish and Newbold Supplementary Planning Document[54]: "To help convey the vision for this area as an important part of town, with unique features and opportunities that can assist in developing its role strategically. To promote the area to investors and developer in order to bring abour high quality development that can help regenerate the area".

Oldham and Rochdale Public Realm Design Guide, Oldham and Rochdale Residential Design Guide SPD and Oldham and Rochdale Urban Design guide Supplementary Planning Document[55]: "To provide clear guidance to everyone involved in development (including architects, designers, public and private sector developers, house builders and engineers) on the quality of design expected by both boroughs".

Provision of Recreational Open Space in Hew Housing Supplementary Planning Document[56]: "To expand upon and provide further detail in respect of the requirements of policy H/6 from the Unitary Development Plan (BP 190) "Provision of recreational open space in new housing development".

Rochdale Town Centre East Area Framework Supplementary Planning Document[57]: "To achieve the comprehensive redevelopment of the east central part of Rochdale town centre in a way that successfully

48 Affordable Housing SPD (March 2008)
49 Biodiversity and Development SPD, (January 2008)
50 Climate Change Adaptation SPD - Adopted, June 2012
51 East Central Rochdale Framework SPD (May 2008)
52 Energy and New Development SPD (May 2008)
53 Littleborough Town Design Statement (Littleborough Civic Trust, 2005), Currently unavailable online (copy available upon request) (BP 110)
54 Milkstone, Deeplish and Newbold Supplementary Planning Document (September 2010)
55 Oldham and Rochdale Public Realm Design Guide SPD (September 2007)
56 Provision of Recreational Open Space in New Housing SPD (March 2008)
57 Rochdale Town Centre East Area Framework SPD (December 2007)

integrates with the existing centre to create a vibrant and attractive town centre that meets the needs and aspirations of those who live, work, shop in or visit Rochdale".

Shopfronts and Security Shutters Supplementary Planning Document[58]: "To set out clear guidance in respect of the design of shop fronts and associated advertisements and security measures, both in terms of outlining good practice and setting out what is and isn't likely to receive planning permission and listed building consent".

Travel Planning and New Development Supplementary Planning Document (draft)[59]**:** "To offer practical guidance to deliver workplace, residential and school travel plans". It will provide guidance on when a planning application for development is likely to require the submission of a Travel Plan, what a Travel Plan should include and how a Travel Plan should be monitored.

58 Shopfronts and Security Shutters SPD - Adopted, September 2012
59 Draft Travel Planning and New Development SPD (February 2009)

Two policy and guidance

3 Spatial portrait

A history of the borough

The borough of Rochdale came together based on the 1972 Local Government Act and was formed in 1974. This brought together the urban districts of Heywood, Littleborough, Middleton, Milnrow and Rochdale. Rochdale Metropolitan Borough Council was created with the separate townships of Heywood, Middleton, Pennines and Rochdale.

Heywood

In the 15th century Heywood was made up of just a few cottages. As a result of the Industrial Revolution and the introduction of textile manufacturing Heywood transformed into a well populated mill town and coal mining district. This period of heavy growth in the cotton trade during the nineteenth century happened so quickly that the influx of new settlers to the town led to a very large population. By 1833 there were 27 cotton mills in Heywood alone.

The town of Heywood was granted borough status in 1881, by which time there were 67 large brick cotton mills which dominated the town, over 5,000 homes and an estimated population of 25,000. The town's cotton industry sharply declined in the twentieth century with Glossop the only other town that suffered a more severe recession.

The original railway serving the town which connected it to Bury and Rochdale closed in the 1970's.

Middleton

Middleton, which takes its name from being "middle town" as it was centrally located between Rochdale and Manchester, was historically part of Lancashire. Middleton was established as a centre for commerce in the seventeenth century which led to the growth of Middleton during the eighteenth and nineteenth centuries from a village of a mere 20 houses to a prosperous and thriving textile manufacturing location. This resulted in Middleton being granted borough status in 1886.

The industrial revolution introduced textile production on an industrial scale and Middleton became a centre for silk production and cotton spinning before the town suffered as a result of industrial decline. Middleton railway station was closed in 1964 which disconnected the town from the national rail network.

The area's borough status continued in various compositions and strengths until the Local Government Act of 1972 removed its status as a borough. Middleton now forms part of the Metropolitan Borough of Rochdale which is one of ten Metropolitan boroughs in Greater Manchester.

Littleborough

Littleborough was originally a collection of weaving hamlets which fell within the parish of Hundersfield. The Industrial Revolution changed the area and brought with it roads, canals, railways and mills. During the nineteenth century developments took place which established the first trans-Pennine canal and new railway links. The part of the Rochdale Canal that runs through Littleborough has one of the largest numbers of canal locks in the world.

Under the Local Government Act of 1894 the town became Littleborough Urban District which formed part of the administrative county of Lancashire. Littleborough Urban District was abolished under the Local Government Act of 1972.

Milnrow

During the Middle Ages, Milnrow primarily grew grain and cereal and did not expand until the introduction of a woollen weaving trade which began in the Late Middle Ages and continued until the 19th century. The handloom weaving of woollen cloth and flannels became the main industry, allowing the community to grow and prosper. As a consequence of this trade, rows of weavers' cottages were constructed beyond Milnrow's

original core.

As the Industrial Revolution reached Milnrow, the River Beal was harnessed to power large weaving mills. In the late 19th century, following a boom in Oldham, Milnrow's main industry changed from wool to cotton, and distinctive rectangular brick-built mills dominated the landscape. Milnrow's last cotton mill, Butterworth Hall Mill, was demolished in the late 1990s. Milnrow experienced a process of suburbanisation in the second half of the 20th century, resulting in population growth.

Rochdale

Rochdale is in the Domesday book as a town which forms part of the hundred of Salfordshire under the name of Recedham Manor. Weekly markets and an annual fair were held from the 13th century onwards. Rochdale was one of the world's most productive cotton spinning and major weaving towns which was an important manufacture of woollen cloth by Tudor times.

The success of the town continued into the eighteenth century as the many fast flowing streams running from the nearby Pennine Hills were utilised for steam power in textile mills. Rochdale was in a strategic location to develop its textile industry into a fully mechanised process.

During the industrial revolution of the nineteenth century Rochdale rose to prominence as a major mill and textile manufacture location. It was one of the first industrialised towns. During this time trade links expanded and the Rochdale Canal was opened in 1804 connecting Rochdale to the Bridgewater Canal and Manchester. The canal was one of the major navigable broad canals within the United Kingdom and brought commerce to and from the area through the haulage of cotton, wool and coal. The railway came to Rochdale 34 years later in 1838.

The town of Rochdale was granted Municipal Borough status in 1856. To reflect the new civic pride in the town the Council set about building an elegant and imposing town hall. The 1888 Local Government Act created the administrative county of Lancashire and Rochdale became the County Borough of Rochdale, which effectively made it a unitary authority that did not fall within the administration remit of Lancashire County Council.

In 1915 Rochdale was identified as having the most polluted atmosphere in England so owner's of local mills were encouraged to move to cleaner electric power. The provision of electricity to Rochdale was the largest scheme of the sort in Lancashire outside Manchester and Liverpool. In the 1920s there was clearance of the slums and new housing was built to replace them.

The spinning capacity in Rochdale slowed in the twentieth century before finally grinding to a halt. However, Rochdale saw a slower shrinkage in industry than any other mill-town apart from Wigan. Cheaper supplies from elsewhere were available and the cotton industry in Rochdale ended as a result. Most of the mills in the town have now gone, but there is still evidence of their existence through remaining mechanisms, millponds, water channels and converted mill buildings.

Post industrial change

The 1950s saw the arrival of immigrant populations from Asia, predominantly from India and Pakistan. Immigration from the poor rural areas of Pakistan and Bangladesh was male-led and resulted in them setting up home in declining industrial areas and taking jobs that were unattractive to middle-class white men. The immigrant population took on the low paid and low skilled work that was available even though many of them had good qualifications and well respected careers in their own countries. There was a great amount of hostility to these new workers and they were often overlooked for promotion, excluded from white communities and forced to live in the worst housing in the borough.

The 1960s and 1970s brought the construction of high rise flats to the borough as it did throughout the rest of the North West, with those buildings that were unpopular only lasting thirty years in the borough. The 1970s also saw the buildings on Yorkshire Street and the Butts in Rochdale Town Centre demolished in order to make way for a new market, shopping hall, bus station and new council offices. These remain to this day.

The County Borough status for Rochdale was abolished in 1972 under the Local Government Act as was the municipal borough status of Middleton and Heywood along with urban districts of Littleborough, Milnrow and Wardle. Together they formed the new Metropolitan Borough of Rochdale. It is now one of ten Metropolitan Boroughs that make up Greater Manchester.

Location and setting

Rochdale borough is located in the North West of England on the north eastern edge of the Greater Manchester conurbation adjoining Oldham, Bury, and Manchester. It also shares boundaries with the West Yorkshire district of Calderdale to the east, and the Lancashire district of Rossendale to the north. It is located centrally within the M62 the strategic corridor connecting Liverpool, Manchester, Hull and Newcastle. It has good links with the regional centre and is in a position to both contribute to and to benefit from the economy of the Manchester City Region. See map 1 'City region context'.

As one of the local authority areas making up the Manchester City Region, Rochdale borough has a significant role to play in the growth and development of the region. The Assocation of Greater Manchester Authorities is developing a vision through sub-regional working to establish a vision for a world class city-region at the heart of a thriving north west, capable of successfully competing internationally for investment, jobs and visitors. Greater Manchester will provide a vibrant, attractive, safe and healthy environment in which to live, work and learn, in a cohesive manner that enables people in all communities and of all ages, regardless of disabilities and cultural backgrounds, to reach their full potential.

The borough of Rochdale is made up of four distinct townships: Rochdale, Middleton, Heywood and Pennines - each with its own character and opportunities. Although an urban authority, two thirds of the borough is green belt and protected open land, comprising river valleys and the South Pennine foothills and moors. Its towns are separated by areas of green belt and river valleys and rural landscapes are visible from most of its urban areas. This gives the borough its special character and one of its greatest assets.

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.

Middleton, situated between Rochdale and Manchester, relates economically and socially more closely to the latter. It is the second largest township, half the size of Rochdale.

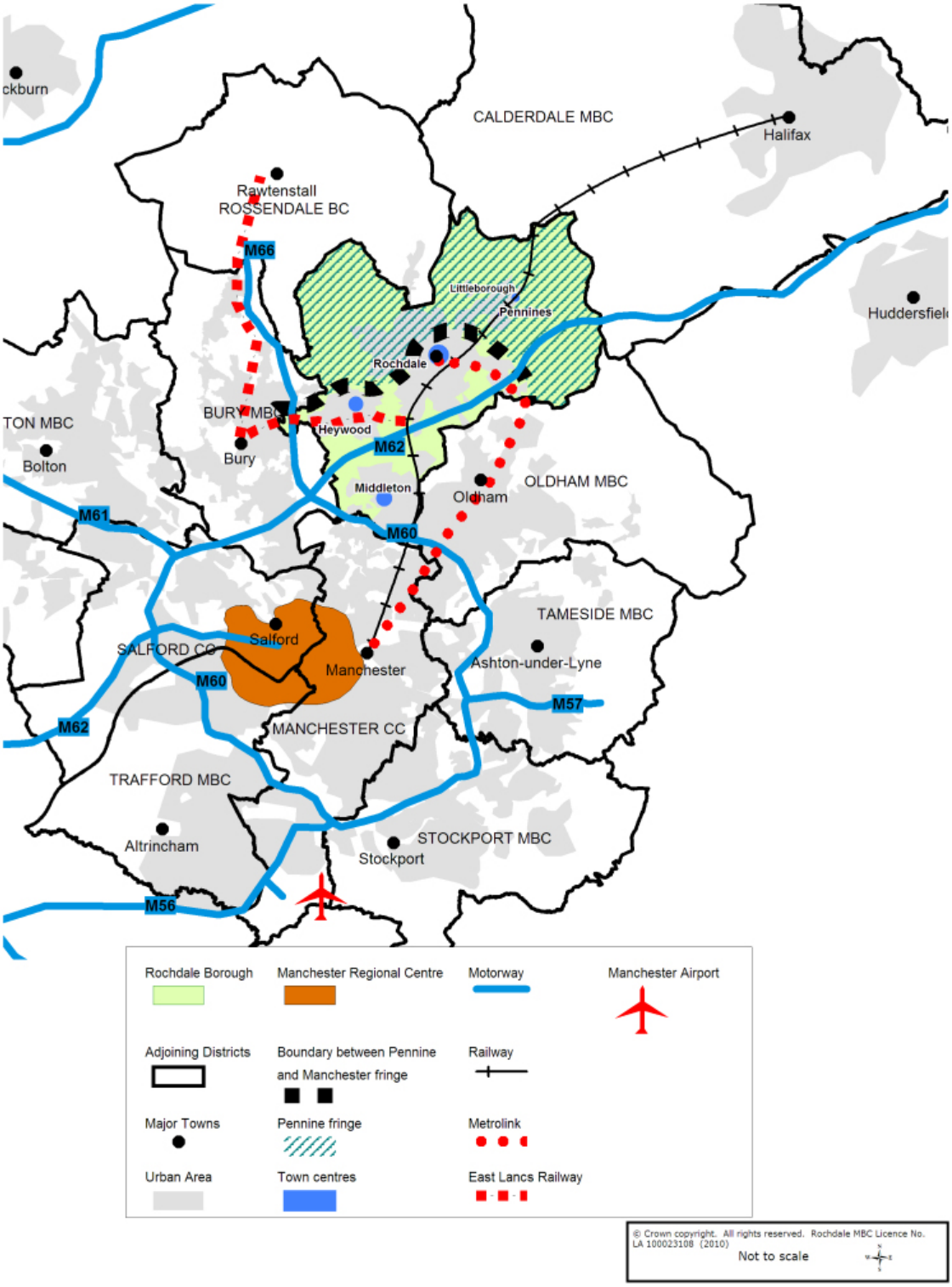
Heywood is located between Rochdale and Bury town centres and uses both towns for employment, retail, services and leisure opportunities. It has the smallest population and is surrounded by green belt and attractive rural landscapes made up of river valleys and moorland to the north and agricultural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

Several settlements make up the Pennines township which covers the north and eastern part of the borough (the Pennine fringe). The largest settlement is Littleborough, followed by Milnrow, Newhey, Smithy Bridge and Wardle. Pennines has the smallest urban area,but the largest area of countryside.

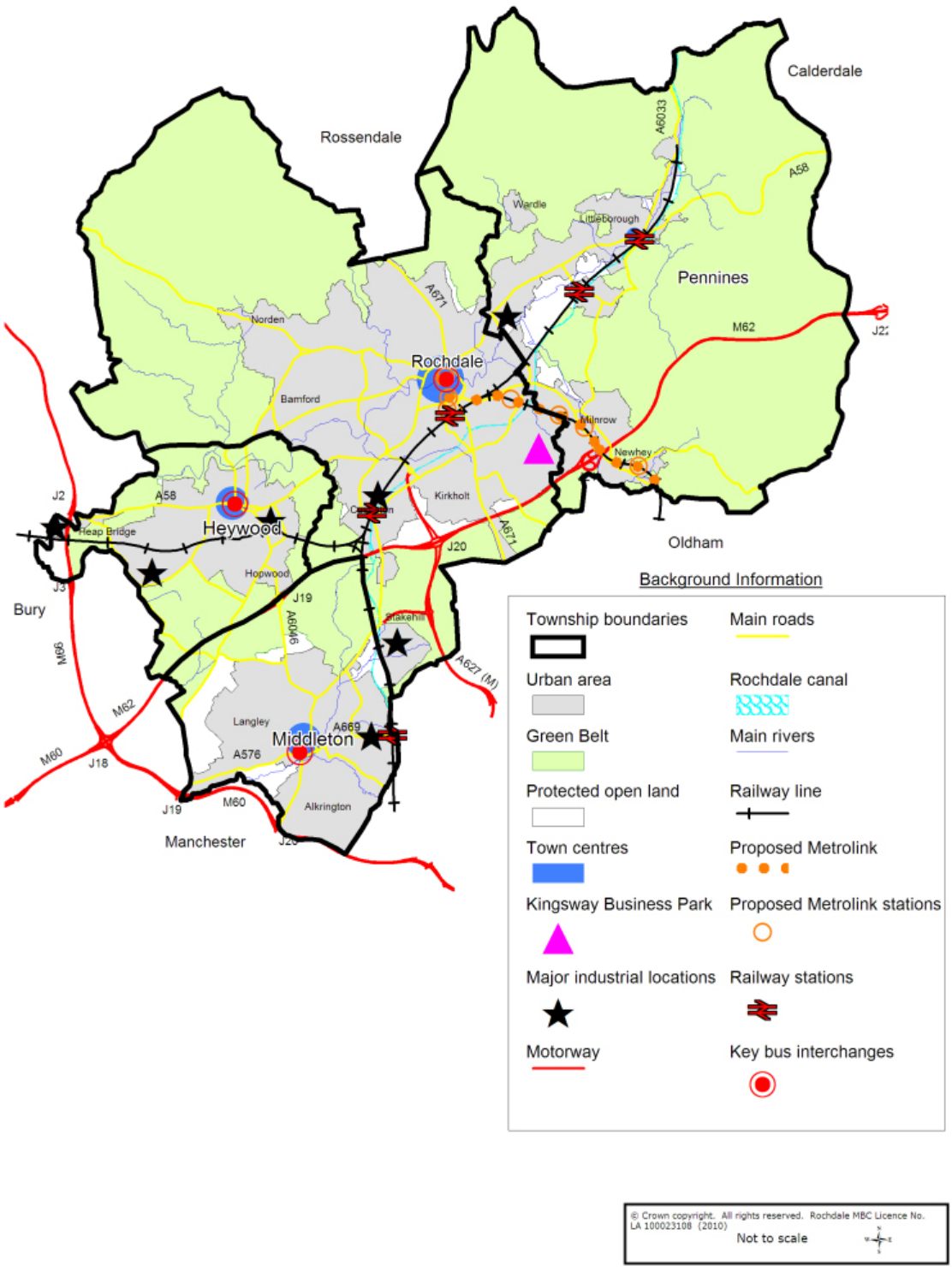
The northern part of the borough i.e. the north Pennines, north Rochdale (Norden and Bamford), has a distinctive rural or semi-rural character and a different built form from the more densely populated southern part of the borough. The south is characterised by the industrial towns of Rochdale, Middleton and Heywood which straddle the M62 corridor. See map 2 'Setting the scene' and map 3 'Constraints' for further information.

The topography of the borough is shown in map 4. As it shows, the area to the south of the borough is low lying and flat in nature. In contrast to this the north of the borough is steeper and has a variation in landscape with the Pennine hills being its dominant feature.

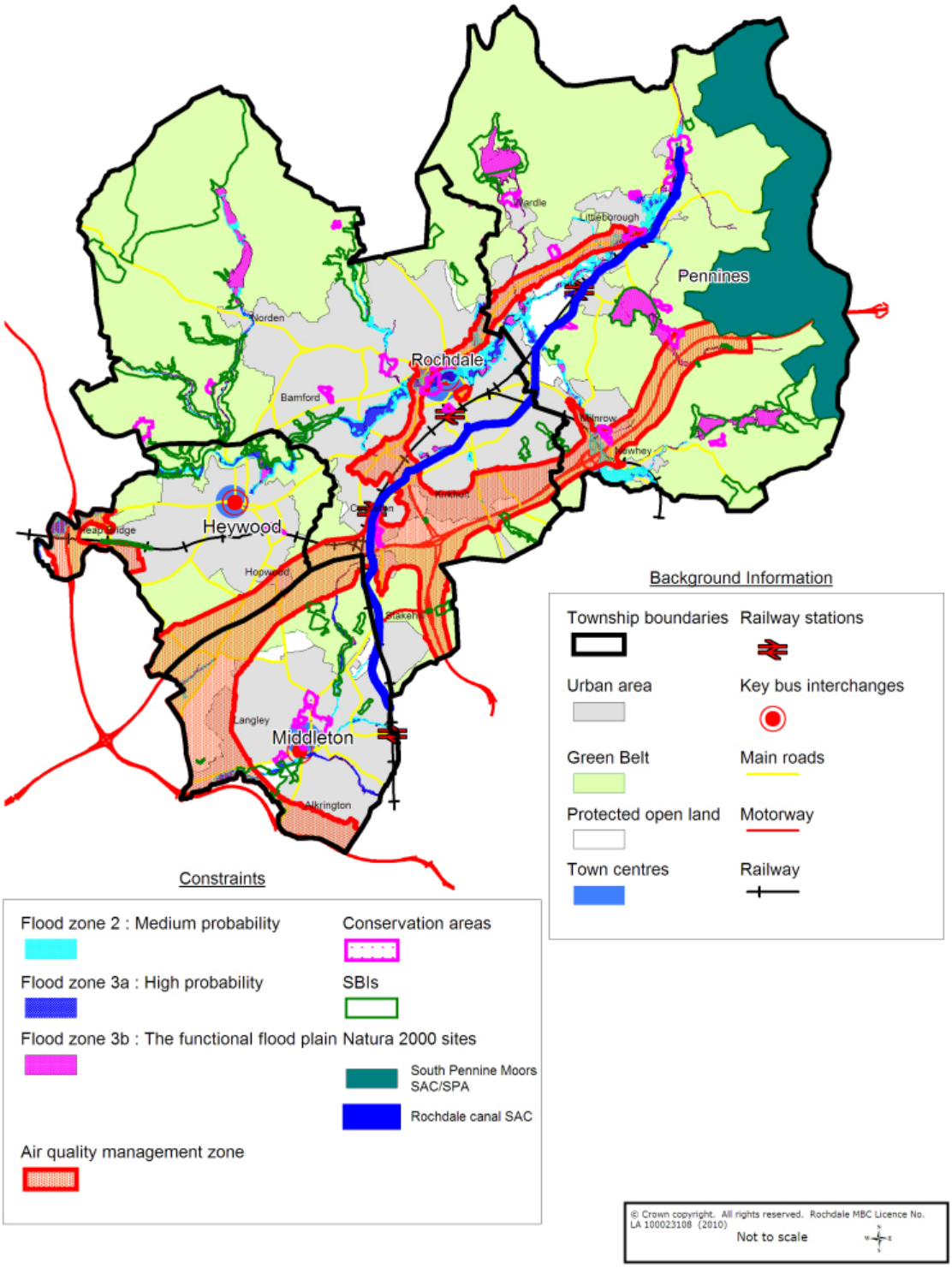
Map 1 City region context



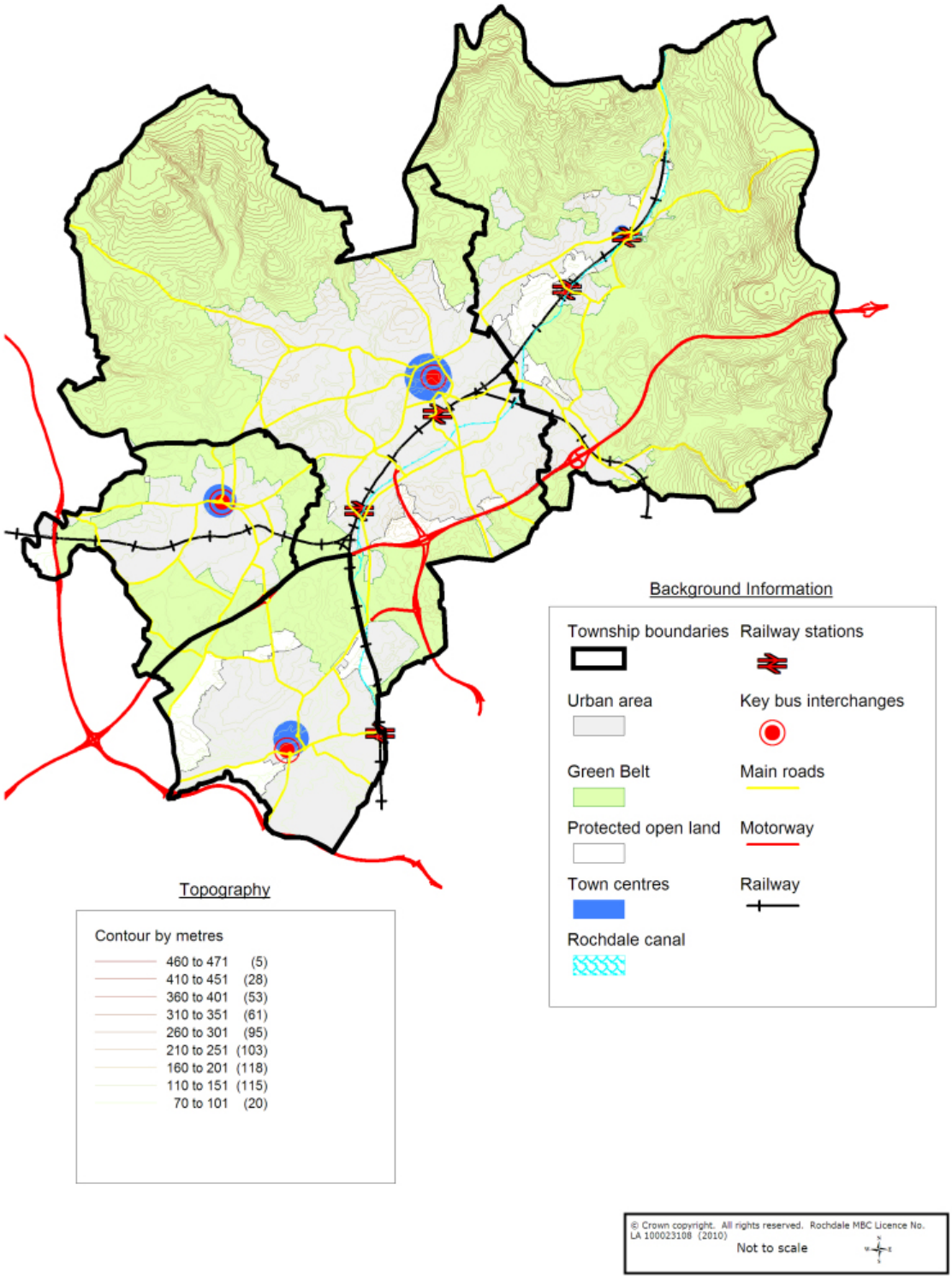
Map 2 Setting the scene



Map 3 Constraints



Map 4 Topography



Demographic portrait

Note: In July 2012 the first headline results of the 2011 Census were released relating to population and households. More detailed information from the 2011 Census will come out in phased releases over the next 12 months and beyond. The Background Paper will reflect this as and when it becomes available. Where Census data is not yet released, the latest sources of available information will be referred to.

For the purpose of this report we have used the indices of deprivation in an attempt to measure a broad concept of 'multiple deprivation' or 'indices of multiple deprivation' (IMD). The 2007 IMD provides a single overview indicator of several distinct dimensions, or domains, of deprivation and there is no other robust indicator that captures the wealth of issues covered by the IMD. Although the IMD was updated in 2010, because the Council had some queries regarding the results, the 2007 IMD has still been used for the purposes of borough profiling.

The Office of National Statistics (ONS) is currently looking to review IMD with a new set of indicators, details of this will be available later in the year.

Population

The latest estimate of Rochdale's population is 211,700 at 2011, this represents a 3.1% increase on the number of people estimated by the 2001 Census[60].

Age

There are 41,800 people aged 0-14 in Rochdale Borough in 2011, this represents a decrease of around 2,100 on the number seen in 2001, and a reduction in the proportion of the overall population from 21.4% to 19.7%. The age group which experienced the largest increase in size is the 45-64 year old group: from 48,417 to 53,700 people. The 15-29 year olds saw the largest proportionate increase, growing by 11.5% in size.

Compared to Greater Manchester, Rochdale has a smaller proportion of 15 to 44 year olds, though a larger proportion of older working age people, aged 45-64. Rochdale has a similar proportion of people aged 65 and over to Greater Manchester.

Ethnicity

White British is the largest ethnic group in Rochdale borough (83.5%)[61]., which is lower than the proportion of White British within the North West (89.4%) and England (83.6%). The Black and Minority Ethnic population in Rochdale borough (16.5%) is considerably higher than the North West (10.6%), and is slightly higher than England (16.4%). This is primarily influenced by the significantly larger proportion of Pakistani ethnic group in Rochdale borough (8.3%) in comparison to the North West (2.1%) and England (1.8%). This ethnic group comprises 50.4% of the Black and Minority Ethnic population compared to 19.8% in the North West and 10.8% in England.

Households

The number of households in Rochdale was 87,600 in 2011, this represents an increase of 5% from 2001.

Economy

Rochdale's local economy is under performing in comparison to Greater Manchester and the rest of the north-west and employment levels are still below the national average.

60 2011 Census, Office for National Statistics
61 Office for National Statistics 2007 experimental statistics

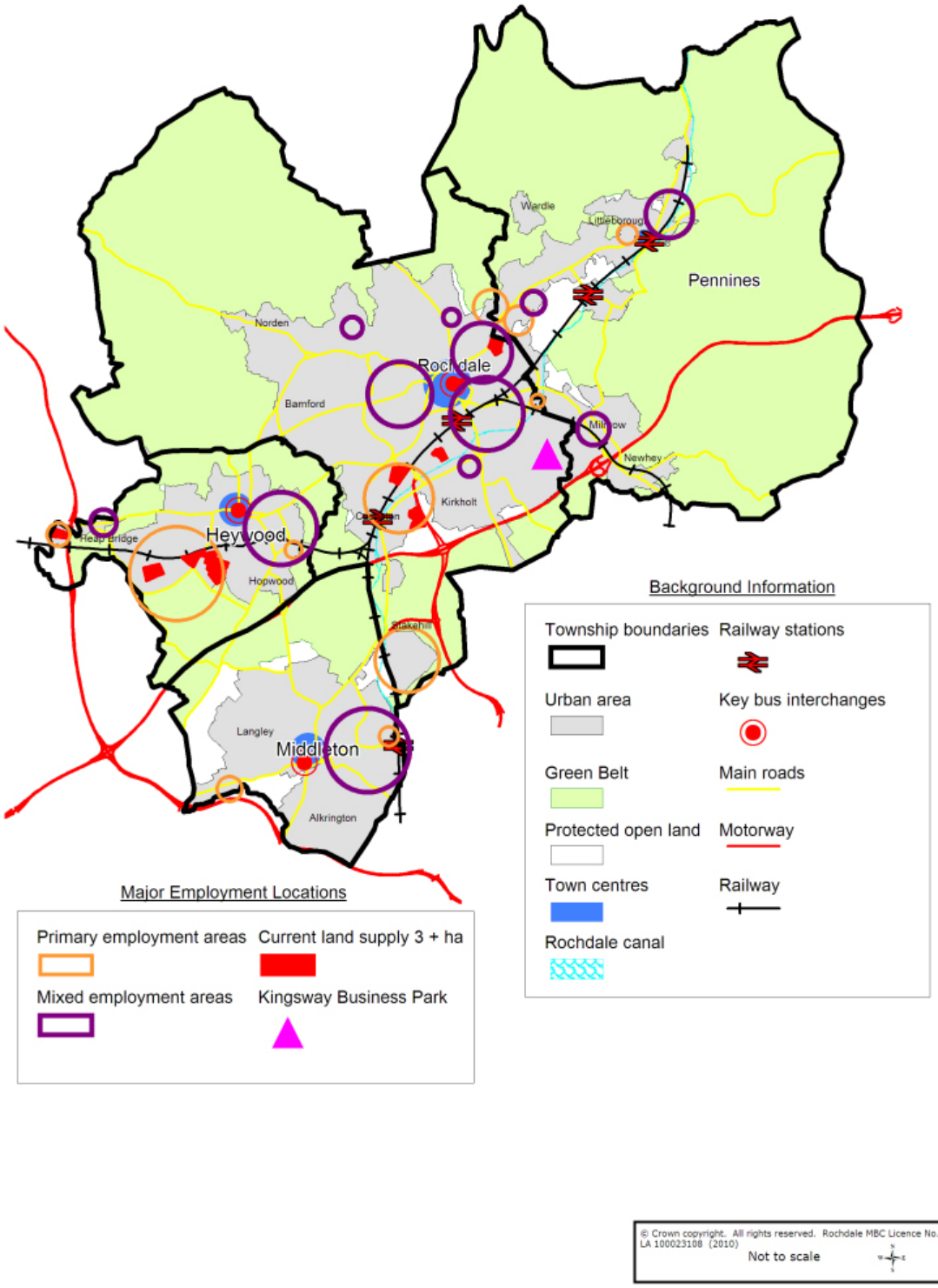
In comparison with the national average, the borough's local economy has an over concentration of manufacturing industries whose employees are low skilled and on low wages. Manufacturing has been declining and forecasts indicate this will continue, however recent research suggests that there is significant potential for export-led manufacturing growth within the borough. Business survival rates are lower in comparison to elsewhere and there is also an under-representation of financial and business services within the borough. Whilst the borough remains a strong focus for distribution businesses, there is a need to increase the range and quality of jobs in the borough and accessibility to jobs outside the borough.

The Council has sought to address the decline in manufacturing, by looking to identify 21st century employment sites to attract new businesses. 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.

Developing Kingsway Business Park is helping to address the general under-performance of the local and regional economy.

Kingsway Business Park is a large site of regional importance and will create major opportunities for inward investment into the local and regional economy. It will employ in excess of 7,000 people in a mixed-use development when complete.

Map 5 Major employment locations



The borough is recognised nationally as a leading location for distribution businesses due to its excellent location and motorway connections. The largest employment locations in the borough are at Heywood Distribution Park to the south of Heywood and Stakehill Industrial Estate to the north east of Middleton. The total good quality employment land supply currently available is 160 hectares and this includes Kingsway.

The rural economy is not significant in employment terms but has influenced the character of the rural area. In recent years, farming and rural businesses have declined and this has led to pressures for the re-use of rural buildings, especially mills.

Previous under-investment in town centres has meant that the retail offer of the borough does not compare well with competing towns and all the centres are under-performing. 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 main focus for retail, commercial, employment, social, community and civic activities. Retail expansion, transport improvements and regeneration is planned and underway. In Middleton and Heywood centres, there is a need to build on the success of recent developments and regeneration efforts. In Middleton, where there is a strong reliance on Manchester for shopping choice, a major food retail development is underway to anchor local spending.

A major new leisure development has also increased the attractiveness of the centre, and opportunities exist to increase employment opportunities e.g. through new offices.

Heywood has a good local shopping offer but due its location and connections looks to the bigger centres of Bury and Rochdale for further shopping choice.

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 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.

The key challenges are:

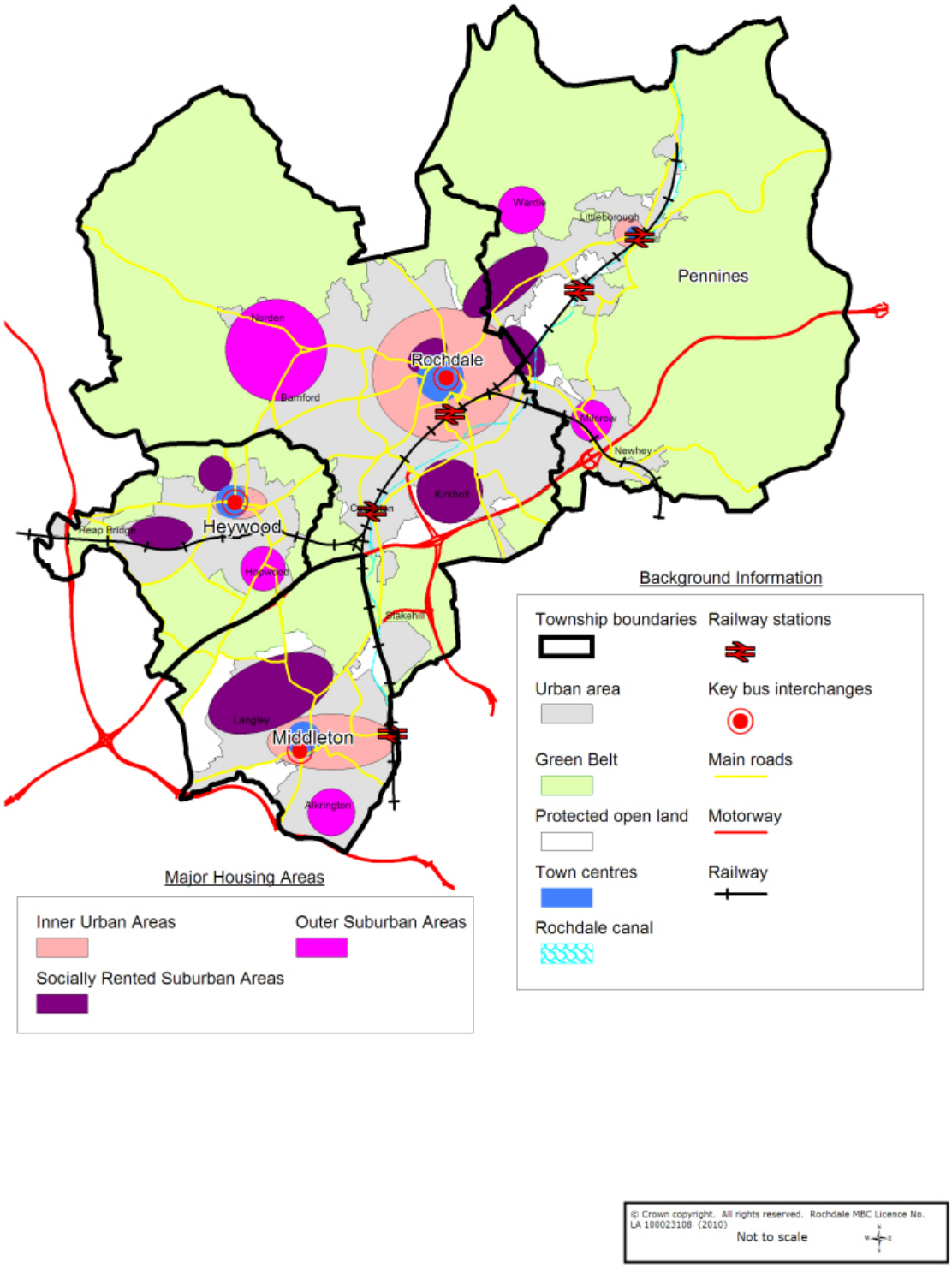
- continuing to improve the quality of jobs, wage levels and raising skills;
- improving the range of jobs, especially financial and business services and improving access to jobs outside the borough e.g. central Manchester;
- establishing 21st century employment sites to attract new businesses and to recycle sites which are poorly located or not suitable for modern industrial for other uses;
- improving transport access to key employment sites and areas;
- taking greater advantage of connectivity with the sub region and beyond;
- delivering a new Rochdale town centre and improving the retail offer; and
- providing an attractive environment and a better choice of housing to attract investors.

Housing

Different parts of the borough have distinctive housing market characteristics. In the inner urban areas of Heywood, Middleton and Rochdale the housing market is weak with high levels of deprivation, low house prices, poor quality housing, a dominance of terraced properties, overcrowding and high crime levels.

The inner urban areas of the borough also have distinctive population characteristics. For example, inner Rochdale has a large Asian population, and inner Heywood and Middleton have a large proportion of elderly people. In socially rented suburban areas (e.g. Langley, Kirkholt and Darnhill) there is a predominance of single tenure accommodation with areas suffering from lower demand and a higher rates 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 only way to solve these issues. A large proportion of the socially rented properties currently available are unsuitable for the needs of today's residents.

Map 6 Major housing areas



Through past and current regeneration programmes, the Council is working successfully with its partners to address problems in these areas.

The outer suburban areas (e.g. Norden, Bamford and Alkrington) contrast with the inner and socially rented suburban areas in that house prices are higher, turnover is lower and the environment is generally of a better quality. 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, particularly in relation to larger properties. There is an oversupply of older terraced housing, a lack of larger homes to meet the needs of larger Asian families, a shortage of executive or higher value homes to attract residents with higher incomes, and insufficient affordable homes for the single, those on low incomes or new onto the housing ladder.

A more balanced range of housing is needed in regeneration areas not just to meet demand in those areas but to create balanced successful communities that retain and attract residents. Regeneration initiatives have started to redress this imbalance and scope exists to increase housing numbers and choice through remodelling and redevelopment.

The Council currently operates one site for travellers at Roch Vale, close to Rochdale town centre, but additional pitches will be required to meet future demand.

The recently abolished Regional Spatial Strategy[62] required us to meet a target of an additional 400 homes per year. As detailed in section 8, policies C1, C2 and C3 of this document, the Council are still using 400 a year as a target for housing completions but applied over the Core Strategy period.

The Core Strategy must set out how, and broadly where, these new homes will be built. The latest Strategic Housing Land Availability Assessment[63] indicates that there is considerable scope to meet this requirement on previously developed sites, especially in the south, and with minimum use of greenfield sites.

The key challenges are:

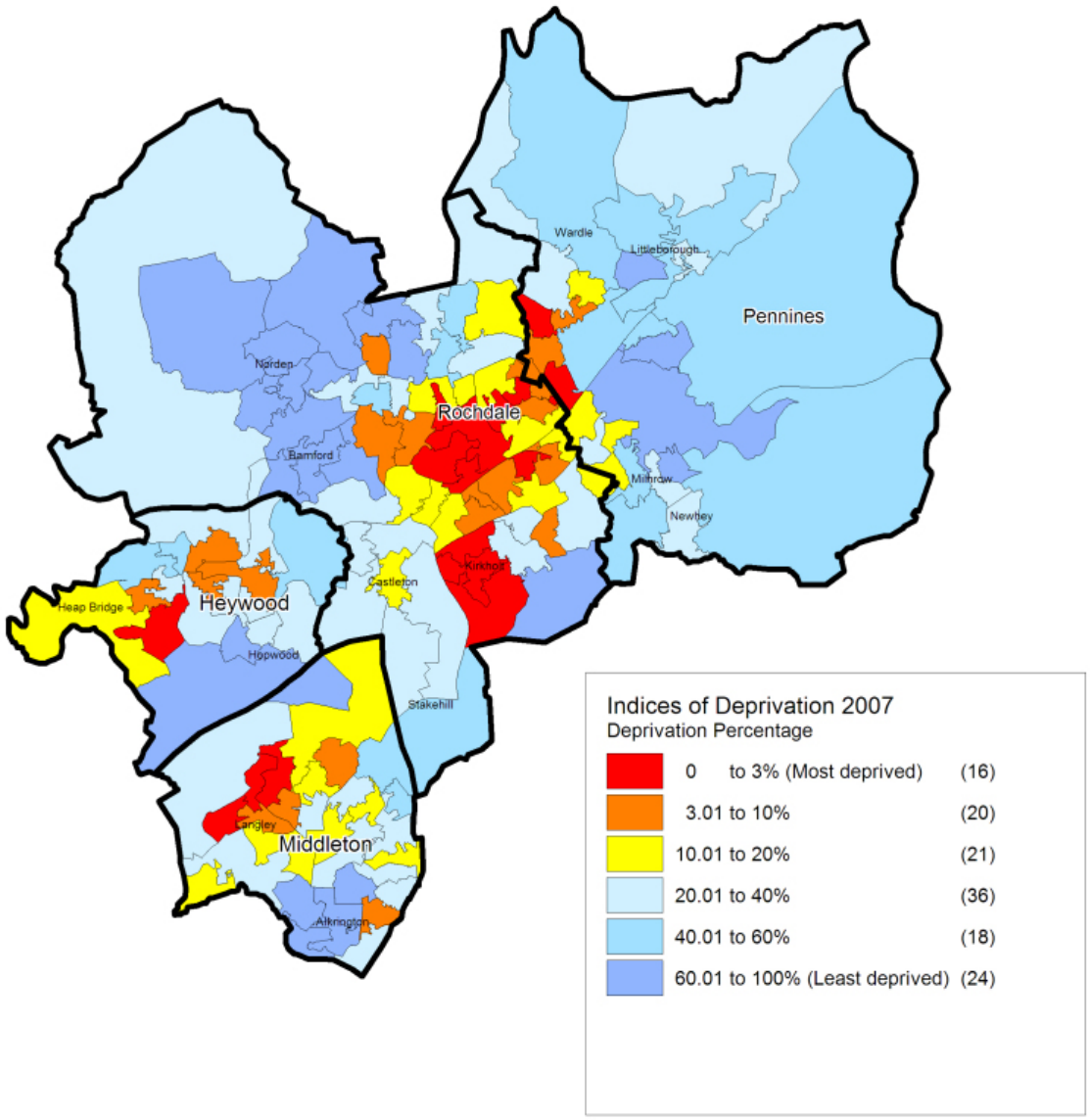
- providing clear guidance on where new house building should take place and promoting a wider choice of housing;
- addressing problems in socially rented estates as a priority despite increasingly limited funding for intervention and regeneration;
- controlling pressure for housing in the north of the borough where opportunities are limited and encouraging housing (including higher value housing) in the south where capacity is greater but where the environment needs to be improved; and
- ensuring that housing growth is supported by the community facilities, open space improvements and other necessary infrastructure.

Communities and health

The 2010 based projections show population in the borough rising from 207,000 in 2012 to 223,000 in 2028.[64] 14% of the population is non white non British and the south Asian population will have the largest increase over the next 15 years.

62 The North West of England Plan Regional Spatial Strategy to 2021 (GONW, September 2008)
63 Rochdale MBC Strategic Housing Land Availability Assessment - as at April 2012 (July 2012)
64 Office for National Statistics 2010 Subnational Population Projections

Map 7 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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Not to scale

There is a strong representation of young Pakistani and Bangladeshi communities in parts of the borough, who typically have larger families and a larger proportion of the population under the age of 16 compared to the national average.

A smaller proportion of the population are currently aged over 75 than the national average, which is partly due to a lower life expectancy in the borough. This population group is likely to increase as the currently large number of young people overall get older.

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 and it will place demands on employment, housing and health care.

Rochdale borough has one of the highest levels of overall deprivation compared to the rest of England. Almost a third of the population live in deprived areas. Deprivation is measured by a number of factors, such as residents claiming benefits, low pay, poor qualifications and poor health. Unemployment is high, employment and skills levels are also unacceptably low in deprived areas. There is a need to improve skills and access to more varied, and better paid employment opportunities. New employment developments could help to secure this.

In the most deprived areas physical and mental health is very poor, coupled with some of the highest levels mortality. Rochdale has one of the highest levels of poor health in the region and life expectancy is lower than the national average. For example, Milkstone and Deeplish, and Smallbridge and Firgrove wards had the lowest life expectancy level; whilst Healey, Milnrow and Newhey, had the highest at over 80 years.[65]

Meeting the needs of different groups and creating successful communities requires good, accessible community facilities. Generally the borough is well served by local centres and community facilities. However, some of these are in need of improvement and there are also areas where facilities are lacking. In some of the more peripheral areas of the borough people have to travel longer distances to access facilities.

Whilst crime is falling, its levels are not acceptable and the fear of crime remains high. Crime is a problem particularly in older employment areas, town centres and in our inner urban areas. Personal safety and security is a high priority for us and design has an important role to play in reducing opportunities for crime.

The key challenges are:

- identifying the strengths of a diverse population in contributing culture and skills and attracting investment to the borough;
- improving skills and access to more varied and better-paid employment opportunities;
- addressing health issues through a range of policy approaches;
- providing low-income residents with access to local facilities and jobs; and
- reducing crime and improving safety and security through better design, environmental improvements, and getting the right mix of uses in an area.

Quality of place

The quality of our environment varies significantly and this impacts on our quality of life, our health and the image of the borough.

The historical development of the borough and its rapid industrialisation has left behind some high density, often poor quality development and an inappropriate mix of land uses. Housing can be cheek by jowl with industry and tightly packed development fronting main roads has left little room for current levels of road traffic and to create attractive corridors. Industrial areas have turned their back on the railway and the canal which served them and these corridors have deteriorated. However, regeneration programmes have gone a long way to reducing conflict between land uses through improving and redeveloping housing in inner

65 Rochdale Profile 2010

areas, redeveloping redundant, poorly located employment sites, improving open space provision and securing environmental improvements.

Compared with other industrial towns, the level of derelict and contaminated land is not high. However, contaminated land, on some older employment sites is particularly serious and is discouraging development and investment.

The borough's key gateways and main transport corridors are important in terms of the image they portray to visitors and investors. Some are attractive, some are currently being improved but others are poor and need to be improved through greening and high quality development.

The importance of views into Rochdale and the Roch valley, and out to the Pennine hills and moors, to the character of the borough cannot be under-estimated. The Roch Valley is the most significant visible feature 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 environment, obsolete buildings and difficult access, but also massive opportunities for regeneration, recreation and conservation.

Our rich built heritage has in places successfully promoted regeneration and improved our image, provided attractions and lifted design quality. However, some parts of the borough lack character and diversity and need a new image.

The borough's setting, its heritage and rural attractions are seen as an asset not just for its residents but for the visitor economy which has great potential to expand.

The key challenges are:

- protecting the best of our local assets and heritage;
- identifying where and how the borough's visual image can be improved (e.g. gateways, transport corridors and town centres);
- ensuring that design quality continues to improve;
- celebrating and protecting local character and distinctiveness and where character and image is poor, creating new character; and
- prioritising physical regeneration in key areas across the borough.

Accessibility and transport

Rochdale borough, particularly the southern part, has excellent access to motorways. The M62 motorway runs through the borough with junctions at Heywood (J19), at Rochdale via the A627(M) (J20), and at Milnrow (J21). The M62 connects, just outside the borough at J18, with the Greater Manchester M60 ring road that runs to the south west of Middleton, and the M66 that runs north between Heywood and Bury (J2 and J3 to Heywood).

Whilst car ownership rates in Rochdale borough are lower than in Greater Manchester and England and Wales, the proportion of journeys to work in the borough made by car is higher with lower levels of public transport use. Congestion is an issue at certain junctions in peak hours, particularly along the A58.

Access to employment opportunities in the borough and adjoining town's needs improving for local residents. Public transport improvements are vital in Heywood and Middleton where the proportion of non-car households is the highest (around 35%).

Rail services to Manchester and west Yorkshire are good, but need improving if local residents are to take advantage of jobs and facilities in the regional centre and if Rochdale is to attract investment and provide better employment opportunities. The Metrolink tram network is to be extended to Rochdale town centre, and will have a stop a Kingsway Business Park. This will provide a massive boost to public transport. But

further light and heavy rail improvements are necessary and are under consideration. Key to this is the potential to provide park and ride facilities at stations on the Caldervale rail line.

Transport improvements need to be co-ordinated with, and support, future development while development needs to be located where accessibility, especially by public transport, is good. The southern part of the borough is more accessible due to its road network, bus frequencies, and accessibility to motorways and rail interchanges. Congestion is a problem in the north and in the south at peak times and solutions need to be found. Local traffic problems also need to be addressed, for example the impact of industrial traffic through Heywood.

The key challenges are:

- ensuring transport improvements are co-ordinated with, and support, future development;
- solving congestion in the north and, at peak times, in the south;
- improving transport links to the city centre for employment and leisure;
- improving accessibility to jobs in the borough; and
- improving public transport and other forms sustainable transport to improve air quality along the M62 and A58 road corridors and to reduce emissions.

Environment and natural resources

The borough's landscape; its varied countryside and topography, its rivers, lakes and reservoirs, its woodlands, habitats, its geological characteristics etc. is a resource that is vital to support biodiversity, provide energy, for recreation and leisure, for agriculture and rural businesses, for water catchment, flood management and CO_2 fixing.

Our open spaces (which collectively we call our 'green infrastructure') often serve more than one function (e.g. for recreation, wildlife, flood management, visual amenity etc.) and there is scope to extend or add value to their roles. Overall we have good or potentially good access to open space, but the protection, management and improvement of those open spaces is an issue for the Local Development Framework. In terms of recreational open space, it is generally the quality rather than the amount of open spaces that is the issue for us to tackle, especially in areas in need of physical regeneration (where deprivation and poor health is a problem and where open space could provide space for exercise and uplift the environment).

Some 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. In addition to flooding from rivers, parts of the borough are affected by surface water flood risk. These are areas where groundwater, run-off and other sources of surface water risk, often in combination with flooding from rivers is high. In the borough such areas include parts of Littleborough, Heywood and central Rochdale.

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. Action is urgently needed to reduce car use through public transport infrastructure improvements to address this problem. Whilst industry and its pollution is no longer a significant problem within the borough; it has left a legacy of contamination on many sites.

The council is committed to promoting renewable energy and there is significant potential in the borough for the development of a range of renewable energy schemes. There is already a large wind farm at Scout Moor straddling the boundary of Rochdale and Rossendale. The challenge will be to promote sustainable and renewable energy sources whilst also protecting important landscapes (e.g. moorland areas), protected habitats and areas of special character or local distinctiveness.

The borough has some mineral reserves which although not in high demand at present need to be protected for the future.

Dealing with waste is an increasing problem nationally. Although recycling rates in the borough are increasing dramatically, there is a need to identify new sites in the borough for waste management to meet targets.

The key challenges are:

- promoting sustainable and renewable energy sources;
- protecting the borough's mineral reserves for the future;
- identifying new sites for waste management to meet targets;
- managing flood risk;
- reducing car use through public transport infrastructure improvements; and
- improving the quality of many of our urban open spaces.

Green Infrastructure

Around three quarters of the land area in the borough is countryside or open space. The countryside provides a distinctive, prominent landscape setting for the borough, supporting important biodiversity and containing significant historic and archaeological interest. The countryside is an important resource for agriculture, recreation and tourism, renewable energy, water catchments, mineral extraction and power transmission. However, there are some areas of countryside that need regenerating and require better management. There is a strong local view that the potential of the countryside to the north and east (the Pennine fringe) for tourism sustainable businesses and recreation should be exploited more and that this could improve standards of management.

The moorland fringe to the north east and east of Littleborough, Milnrow and Newhey includes part of the South Pennine Moors Special Protection Area for Birds and Special Area of Conservation.

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. There is a need to improve access to accessible countryside from urban areas, especially inner areas where there are high levels of poor health.

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

The Rochdale Canal and its corridor are important features of local industrial heritage managed as a recreational asset based on narrow boating, angling, walking and cycling. Much of its length in the borough is a designated Special Area of Conservation 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.

The key challenges are:

- improving access to the countryside or good quality recreational open space especially to benefit deprived communities where there are high levels of poor health;

- promoting green infrastructure in a way that supports growth and regeneration and improves health and wellbeing and the image of the borough; and
- identifying a local green infrastructure network which links in with the Greater Manchester network and identifies priorities for action e.g. river valleys (especially the Roch Valley) Pennine links, Rochdale Canal and improving and creating water features.

Townships

Heywood

Surrounded by green belt, Heywood has good access to its countryside. The Roch, Ashworth and Cheesden valleys and the moorland to the north are especially attractive. Improved access from urban communities is needed though if potential is to be exploited. The Roch valley has considerable further potential for recreation.

A greater variety of housing type and tenure is needed in Heywood. There is a high proportion of terraced properties in the township and there is a need to address this imbalance.

South Heywood is a major employment location due to its strategic location for distribution businesses adjoining Junction 19. Potential for new employment exists but there is a need to increase the range of employment.

The privately owned East Lancashire Railway extends into the township from Bury and there is massive potential for this to contribute to regeneration through related attractions and developments and by improving station access. The feasibility of connecting it with Network Rail lines to improve commuter and leisure opportunities is being considered. There are opportunities to address the problems of heavy goods vehicles impacting on the town centre and housing areas (referred to above) by improving public transport links, through traffic management and through the construction of a new road link to junction 19.

Queen's Park, Heywood

Recent retail development has boosted the town centre this provides for most of the needs of the local population. However, many of the residents look to Rochdale, and in particular Bury, town centres for leisure, retail and employment opportunities. Heywood town centre therefore needs further improvements to its retail and employment offer to compete with those centres.

New regeneration strategies will be prepared for the Heywood to steer the regeneration of its centre, its

housing areas and the development of opportunity sites. Past regeneration funding has already helped to deliver jobs, training and learning, health and community infrastructure improvements.

Middleton

Middleton has strong connections with Manchester in relation to jobs, leisure, culture and shopping but also to Oldham as well as Rochdale.

A green ring of countryside wraps around Middleton including the green belt to the north and east. Protected open land not in the green belt i.e. land to the north of Middleton, land at Bowlee and Rhodes Green, has potential for either release for future development or for longer term protection as Green Belt.

Middleton has a reasonable overall mix of housing type and tenure but common to other parts of the borough, areas of older terraced housing are in need of improvement e.g. east Middleton. Langley, a large social housing estate and neighbourhood renewal area, is undergoing regeneration to address a mismatch of housing type and tenure, poor connectivity and poor environment. Significant progress has been made further improvements are planned through the implementation of a masterplan.

Local employment opportunities need to be improved in Middleton as a whole as a significant proportion of the workforce currently travels outside of the township for work. There is an opportunity to expand its office sector, particularly around Middleton centre. There is also a need to improve access to the range of jobs offered by the regional centre and to improve access to employment areas within the borough, especially Stakehill Business Park, employment areas in south Heywood and Kingsway Business Park.

Middleton's rail connections with Manchester need improving as part of a sustainable transport solution to car commuting. There is scope to improve park and ride at Mills Hill station and the feasibility of extending Metrolink to Middleton needs investigation.

Middleton Arena and Warwick Mill, Middleton

Middleton town centre has been losing trade to Manchester in recent years but a new bus station, a new superstore, a new civic centre and leisure centre have been completed and will considerably improve the centre and address leakage of retail spending to Oldham and Manchester.

Middleton's heritage assets and listed buildings including Edgar Wood's buildings are a strongly valued part of Middleton's identity and visitor offer and conservation initiatives will need to be supported by the Core Strategy.

Pennines

The Pennines township forms the north and eastern side of the borough. The area comprises the largest settlement of Littleborough, the villages of Wardle, Smithybridge, Milnrow and Newhey, the inner urban areas of Smallbridge and Firgrove and the rural hamlets of Rakewood and Ogden and the large rural area and moorlands of the Pennines.

The countryside landscape is more varied and open in Pennines than elsewhere in the borough and is seen as an asset for the whole borough not just Pennines' residents.

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. The Roch Valley between Littleborough and Rochdale is an important greenspace corridor providing recreational, agricultural, amenity, flood management functions.

There is a major opportunity to boost the visitor economy based on the promotion of key countryside attractions such as Hollingworth Lake, countryside gateways (e.g. Watergrove Reservoir at Wardle), the Pennine Way and Pennine Bridleway, the Rochdale canal and Littleborough itself. There is also scope to promote sustainable rural diversification by encouraging appropriate businesses.

Whilst Littleborough is largely a commuter settlement, there is a desire to retain and widen existing employment opportunities. It has a mixture of both affluent and low income households and there is a demand for both affordable housing and high value housing. Like Milnrow and Newhey, it relies on Rochdale and outside the borough for jobs, shopping and leisure. Whilst the Pennines township offers an attractive environment , it does have sites and areas in need of regeneration and future development will be best focused on these.

Rochdale Canal, Littleborough

If Littleborough takes on a role as the key service centre for the adjoining south Pennine area, it may need to expand its centre and improve transport infrastructure. Milnrow and Newhey have excellent transport connections via Metrolink and the M62 and are close to Kingsway Business Park. Therefore the opportunity exists to build on their strategic location and role as a gateway into the borough.

Rochdale

Rochdale township is centrally located in the borough and whilst predominantly urban, its has a number of green corridors extending into the urban area and connecting with the countryside to the north and south.

There are 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. A planned Metrolink extension 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.

Rochdale Town Hall, Rochdale

Half the borough's population lives within the Rochdale, which is also the centre for shopping, services, leisure, local government and employment. The development of Kingsway Business Park and a major retail, office and mixed use redevelopment in the town centre will bring up to 9,000 jobs to the borough. The town centre development will address the leakage of retail spending to Oldham and Bury.

There is a large south Asian population in the Rochdale township, particularly in the 'inner' wards of Central Rochdale, and Milkstone and Deeplish.

Deprivation levels are high and six of the wards fall into the worst fifth nationally in terms of life expectancy. There are large areas of poor quality housing that need updating as they are currently sub standard.

Areas to the east of the town centre (around Wardleworth and Hamer), Kirkholt estate, and Milkstone and Deeplish will continue to be the focus for regeneration. However the need for intervention to improve the deprived areas of Sparth and Falinge is also becoming a priority.

4 Our Spatial Vision for the borough

The Spatial Vision, below, for the borough has formed over time throughout the production of the Core Strategy.

To become a prosperous borough: to grow our economy and develop our place through co-operation and partnership, improving the lives of local people.

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.

It will offer locally distinctive towns and places. It will be celebrated for its greenery, water and natural assets, its sustainable approach to growth, its Pennine character, its success as a business location, its connectivity with Greater Manchester, Yorkshire and beyond, its cultural heritage and its choice of housing.

Its wider range of jobs will retain local talent and reduce dependence on outward commuting even more.

The borough will be a more desirable place to live in with attractive housing and strong communities.

Its urban greenspaces will be much improved and the Roch Valley will form the backbone of a green network of urban corridors and countryside where opportunities for regeneration, leisure, wildlife and addressing climate change will have been taken.

The Rochdale Canal and Corridor will be a regenerated asset, and rivers and other water features will be a stronger part of the identity of the borough and a better used asset by the local population and visitors.

The urban south of the borough will have thriving towns surrounded by attractive, productive countryside. It will have fully capitalised on the proximity of the M62, Metrolink and railway connections to develop its economy and living opportunities in a sustainable way.

Langley, Kirkholt, Milkstone and Deeplish, and East Central Rochdale will have been successfully transformed and other communities in Inner Rochdale, Castleton, Central Heywood and East Middleton will be seeing the benefits of regeneration and housing growth.

Rochdale town centre will be a regenerated vibrant main centre. Kingsway Business Park will be a nationally acclaimed success.

The north of the borough will have attractive housing communities, regenerated urban sites, and a stronger Pennine identity. Its countryside will have a stronger visitor economy and a better managed and more accessible landscape.

It has been informed by:

- the spatial portrait - which provides a context by setting the scene for the borough, it's characteristics and features;
- the Issues and Options report - which highlighted the issues in the borough and the options available for resolving them;
- comments received on the Issues and Options report;
- the Preferred Options report - which set out the selected options for the future development of the borough;
- comments received on the Preferred Options report;

- comments received during the Publication Draft consultation. Even though tis version of the plan was subsequently withdrawn, where the comments remain relevant they have been taken into account; and
- Comments received on the Draft Core Strategy consultation.

The issues, objectives and visions of the Sustainable Community Strategy[66], the Rochdale Borough Economic Strategy[67], the Borough Masterplan[68] and other Council documents have had a key role in creating the Spatial Vision. It is necessary to align the Core Strategy vision with that of these other strategies to create the Spatial Strategy for the borough.

The Spatial Vision is in line with the vision in the Sustainable Community Strategy.

Local distinctiveness (what makes our area special and different from others) requires an understanding of the issues and opportunities arising in the borough. Drawing out these distinctions by defining the different characteristics of the area and determining the key issues for the future through consultation with the community is important, as it will clearly influence the extent to which the final Core Strategy embodies "local distinctiveness". Therefore the Spatial Vision is also linked to the individual visions for the townships.

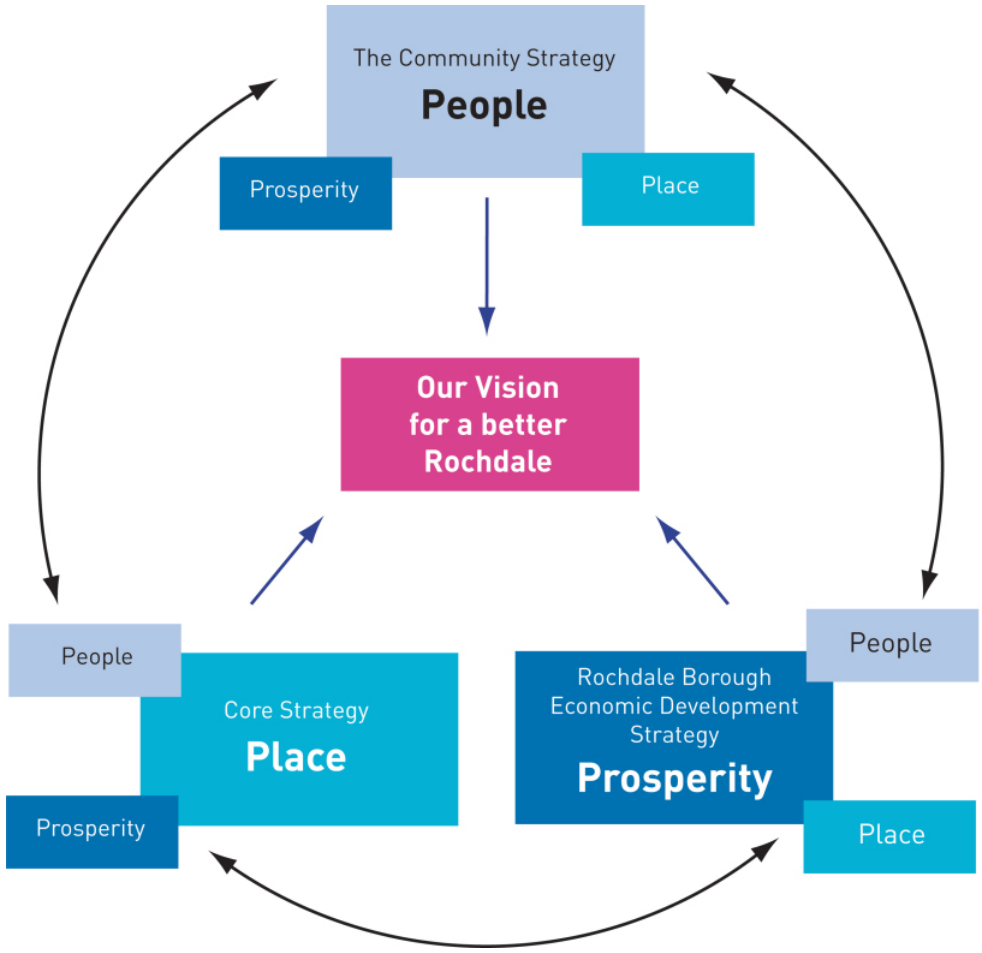
The vision is aspirational and provides the reason why the Core Strategy is pursuing the strategy that it is, as well as how it will be applied to local communities. It provides a clear direction of travel for the strategic objectives and policies that will follow in each section of the final document.

66 Rochdale Sustainable Community Strategy - 2011-2012
67 Rochdale MBC Economic Strategy (Rochdale Borough Economic Partnership, 2008)
68 Rochdale Borough Renaissance Masterplan Refresh– Final Draft (RMBC, 2009)

5 Strategic Objectives

The Spatial Portrait provides information on strengths, weaknesses and issues in the borough. The Issues and Options report[69] determined the critical issues that the borough was facing and the interrelations between them. The Preferred Options report[70] reduced the options available for solving these issues down to five Strategic Objectives which would help to deliver the vision for the Core Strategy and other key strategies for the borough.

Figure 3 Relationship between Rochdale's key strategies and objectives



The following Strategic Objectives for the Core Strategy have been developed as a response to the information detailed in the Spatial Portrait:

- SO1 - To deliver a more prosperous economy
- SO2 - To create successful and healthy communities
- SO3 - To improve design. Image and quality of place
- SO4 - To promote a greener environment
- SO5 - To improve accessibility and deliver sustainable transport

Further detailed information and the interrelationship of these Strategic Objectives is given in the Core Strategy.

69 Core Strategy - Issues and Options report (RMBC, September 2008)
70 Core Strategy - Preferred Options Report (RMBC, October 2009)

Five strategic objectives

6 Delivering sustainable development

The NPPF includes a definition of sustainable development that refers to the widely accepted definition given by the Brundtland report which defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. It comprises three key roles: economic, social and environmental which are mutually dependent and all three should be sought jointly and simultaneously through the planning system both in plan-making and decision making. Sustainable development needs to show compliance with twelve core planning principles.

Sustainable development is an overarching policy in the Core Strategy and all policies and plans follow the approach set out in favour of sustainable development.

Six delivering sustainable development

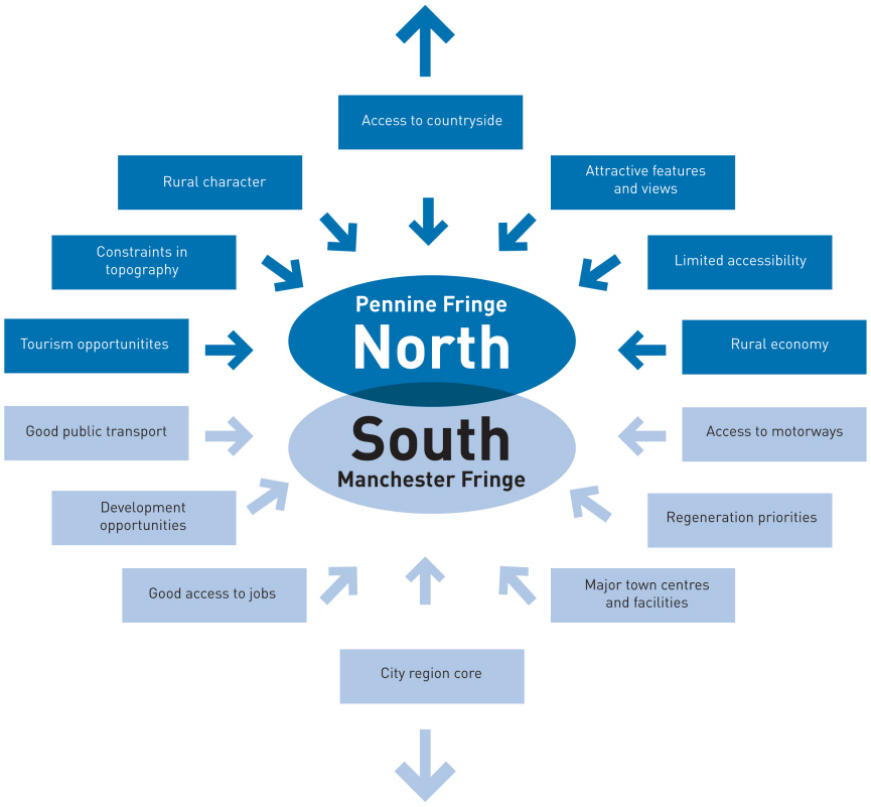
7 Spatial Strategy

How we arrived at our proposed Spatial Strategy

There are distinct differences between the northern and southern halves of the borough which have helped to shape the spatial strategy. Figure 4 shows the strengths and weaknesses of the two parts of the borough.

The main characteristics of the **north** of the borough is its **rural character** and the **attractive features and views** out from the borough that they provide. The north of the borough has historically been less developed as a result of **constraints in topography** which in turn has created issues with **limited accessibility** by a range of transport modes. There is good rail accessibility from Smithy Bridge and Littleborough but the north of the borough is generally more reliant on the car. The north of the borough does however provide excellent **access to the countryside** which surrounds the borough. The north brings financial benefits to the borough through its **tourism opportunities**, for example at Hollingworth Lake, and through the **rural economy**.

Figure 4 Difference between Pennine fringe and Manchester fringe



The **south** of the borough is home to the **major towns and facilities** that the borough has. As a result of the south of the borough's excellent **access to the motorways**, it has **good access to jobs** as well as the rest of the City Region and **City Region core**. This proximity to the other nine Greater Manchester districts, coupled with less extreme topography, provides the borough with good **development opportunities** and **public transport** provision. The south of the borough is also the location of existing council **regeneration priorities**.

Taking these differences into account the Spatial Strategy sets out broadly 'how much and what sort' of development we want and 'where it should go' in the borough. This led us to create the Spatial Strategy and Spatial Options for the borough. We set out six Spatial Options for the Spatial Strategy in the Issues and Options report, each option proposed increasing levels of growth and focused on different areas of the borough, over the next fifteen years.

Based on consultation responses there was no clear preference in terms of the six spatial options suggested,

there was broad agreement on the following issues:

- existing regeneration areas should be a priority for development and housing growth;
- growth and development should be shared across central and south Rochdale, Heywood and Middleton;
- economic development should be focused on quality sites with good access;
- a better range and choice of housing is needed;
- new employment development should be focused in the main existing employment areas and town centres. But there is a need for better, more accessible sites to increase the range and quality of jobs especially in the west of the borough;
- opportunities in the north of Rochdale and Pennines for development are limited by land, access, topography and green belt; high housing densities may harm local character;
- further land release for employment development should not be allowed if it could undermine Kingsway;
- improved accessibility to Manchester, Bury and Oldham is vital for access to jobs, leisure and shopping for adjoining parts of the borough;
- the green belt should be protected; and
- transport and community infrastructure is vital to any spatial strategy.

Based on comments received and other evidence, we developed a Spatial Strategy to meet our Strategic Objectives within the Preferred Options Report. This strategy broadly reflected Spatial Option 5 in the Issues and Options report but has a lot less growth and development of greenfield sites outside the urban area. The consultation on the Preferred Options Report confirmed that the Council's Spatial Strategy was generally supported by stakeholders and the local community.

There are three elements to the Spatial Strategy:

- SP1 - Rochdale borough's role in the city region - provides an overall perspective in terms of Rochdale's position in Greater Manchester and with other authorities;
- SP2 - The Spatial Strategy for the borough (the borough is considered as two areas: the Pennine fringe and the Manchester fringe); and
- SP3 - The Spatial Strategy for the townships - addressed the differences in approach to the north and south of the borough and focuses on quality of place and the vision for each township.

8 Delivering a more prosperous economy (SO1)

Introduction

As stated in the Spatial Portrait the local economy has consistently under-performed in comparison to the economies of Greater Manchester, the North West and the country based on a wide range of indicators.

The Core Strategy seeks to address this problem and build on recent positive findings which demonstrate that the local economy has the potential to grow. Rochdale borough, as part of the Manchester City Region, offers many opportunities for economic growth and prosperity. It is in a key location with good access meaning it is within easy reach of a large, widely skilled workforce and is in a good position to benefit from,and support the growth of, the Greater Manchester economy. It can benefit from the new knowledge, financial, media and high tech industries elsewhere in the conurbation.

The Core Strategy seeks to deliver a more prosperous economy by:

- Establishing thriving town, district and local centres (E1)
- Providing sufficient land and premises, focusing growth in economic growth corridors and areas, and providing a mechanism to identify additional land to meet need later in the plan period (E2, E3 and E4)
- Encouraging the visitor economy and supporting the rural economy (E5 & E6)

E1 - Establishing thriving town, district and local centres

Under-investment in the past has meant that town centres in the borough are lagging behind town centres outside the borough. In recent times, adjoining centres such as Bury have seen significant investment in their retail offers. It is important that Rochdale's retail offer grows to ensure its position in the retail hierarchy is maintained and that expenditure that has leaked to surrounding centres is clawed back.

Nathaniel Lichfield and Partners were commissioned in 2010 to undertake a retail and leisure study for the borough up to 2026. It identified and confirmed a number of quantitative and qualitative deficiencies identified in earlier studies. In particular, it highlighted the limited retail offer in each of the town centres, which are constrained by small shop units sizes that focus heavily on the discount sector and have a limited overall quality fashion offer. It has also provided revised retail capacity figures which are lower than those suggested at the height of the economic boom.

The proposals identified within policy E1 provide the primary means for achieving retail growth as well as expanding the leisure offer that exists within the town centres. These developments will also help to attract further investment to the centres. The policy looks to ensure that opportunities to expand the range of services offered in the town centres are fully utilised.

Main sources of information

Rochdale Retail and Town Centres Study[71], Rochdale Retail Database, Rochdale Town Centre Masterplan[72], Rochdale Town Centre East SPD[73], Middleton Masterplan - Refresh[74].

Evidence to justify policy approach

The Government in March 2012 published the National Planning Policy Framework (NPPF), which consolidates existing PPS and PPGs and some circulars into one document. For town centre retail matters the evidence and analysis required to support policy making and decision making complies broadly with NPPF and therefore considered appropriate.

71 The Retail, Leisure and Cultural facilities in Rochdale Study 2010 (Nathaniel Lichfield and Partners, 2010)
72 Rochdale Town Centre Masterplan – Final draft for consultation (RMBC, 2009)
73 Rochdale Town Centre East Area Framework SPD, Rochdale Council (December 2007)
74 Middleton Town Centre Spatial Masterplan, RMBC, RDA and Impact Partnership, (2010)

Shopping patterns

Rochdale Borough retains just under half (49.2% market share) of its comparison retail spending power. The majority of this is directed to Rochdale town centre (25.9%) and the retail parks surrounding the town (13.1%). Heywood and Middleton play an important but subordinate comparison retail shopping role. Littleborough town centre and the other district and local centres do not attract a significant proportion of comparison shopping trips. The overall leakage of comparison retail expenditure to destinations outside of the Borough (50.8%) is to Bury (17.9%), Manchester (13.1%) and Oldham (9.7%) in the main.

Taking into account of NPPF and all the information and evidence we have presented so far, the policy approach in E1 reflects the importance of each centres and their role and capacity to accommodate retail based on differing needs.

Hierarchy of centres in Rochdale borough

The hierarchy of centres in the borough is well established and supported by the previous and latest retail studies, and proposed to be retained as shown in the table below (see also map 8).

Table 1 Retail centre hierarchy

Name	Type and location	Catchment population (approx)	Competition (& distance in miles)	Capacity for additional convenience retail development up to 2026 (Sq.m net)	Capacity for additional comparison retail development up to 2026 (Sq.m net)
Rochdale	Main town centre and sub regional centre in the south	109 217 (immediate catchment) 327 544 (borough and wider catchment)	Manchester (11.5), Bury (7), Oldham (6), Locations below (left)	3676	48009
Middleton (5.5 miles from Rochdale)	Town centre in the south	47 002	Manchester (6), Rochdale (5.5)	944	7046
Heywood (3.5 miles from Rochdale)	Town centre in the south	35 595	Rochdale (3.5), Bury (4)	471	2940
Littleborough (3.5 miles from Rochdale)	Town centre in the north	31 422	Rochdale (3.5), Oldham (9)	587	680
Milnrow (2.5 miles from Rochdale)	District centre in the south	10 110	Rochdale (2.5), Oldham (5.5)	0	430
Castleton (2.4 miles from Rochdale)	In the south. Proposed to be designated as a district centre.		Rochdale (2.4) Heywood (2.8)	0	389

Name	Type and location	Catchment population (approx)	Competition (& distance in miles)	Capacity for additional convenience retail development up to 2026 (Sq.m net)	Capacity for additional comparison retail development up to 2026 (Sq.m net)
			Middleton (3.3)		
Local Centres	See detailed information below	N/A	Nearest town centre and out of centre store	N/A	N/A
Out of centre stores / retail parks	These are not recognised as centres (but are shown on the township maps for information)	N/A	Above centres and other out of centre stores	N/A	N/A

The Retail, Leisure and Cultural facilities in Rochdale Study 2010

Nathaniel Lichfield and Partners (NLP) were instructed in July 2010 to undertake a retail and leisure study for Rochdale Borough Council. The study forms part of the evidence base that will be used to support retail and town centre policies within the emerging Local Development Framework covering the borough. The study is in accordance with the requirements set out NPPF.

The study also provides a health check for all the town centres in the borough, including a Milnrow District Centre and Castleton Local Centre. The study provides a detailed appraisal of need for further development for retail and leisure facilities within the borough up to 2026, and look to address deficiencies in provision and the capacity of Rochdale Town Centre to accommodate new development.

The retail study examines the capacity for additional retail floorspace, existing retail provision, retail need, provides a health check for all the townships and identifies potential retail sites which are sequentially preferable. Although the retail study identifies retail need and additional capacity until 2026, the Council acknowledges that during the course of this plan period a new retail study will be required to reflect changes in circumstances locally and nationally. Therefore, the Council does not intend to update the retail study right now in order to project the retail forecast through to 2028. However, the capacity figures are only indicative and individual development proposals will be considered taking into account circumstances at the time and the most up to date evidence available.

Assessing viability and vitality

This section advises by centre how each should respond to the retail need and demand and aspirations to provide and meet the needs of the borough based on key strengths and assets.

Rochdale Town Centre

Rochdale is the principal and dominant retail destination in the Borough with the established Rochdale Exchange and Wheatsheaf Shopping Centres contributing to the high proportion of comparison floorspace in the centre.

Although the town is a key administrative centre of the Borough, there is scope to increase the office market and Class B1 uses which are currently in restricted supply. Similarly, the proportion of convenience retail floorspace in the town is low due to the proliferation of out-of-centre foodstores.

The capacity for additional floorspace identified above is sufficient to support large scale convenience and comparison development at Rochdale East. Although commitments in the convenience and comparison sector absorb capacity in the short term this should not preclude development proposals for Rochdale East coming forward. Rochdale East is a town centre regeneration scheme which should be encouraged as it is consistent with NPPF's town centres first approach to new retail floorspace. The implications of commitments

and pipeline development at Rochdale East is that there is no requirement for other town centre extensions or out of centre development.

Rochdale East is planned as a mixed use multi-purpose town centre extension. The development has the potential to be vibrant and active during the daytime, through a juxtaposition of retail, leisure, office and cultural uses. A key challenge for the Rochdale East scheme should be to continue this daytime vibrancy into the night time economy. The in-street survey in the NLP Retail and Leisure Study 2010, identified the converse perception of safety in Rochdale during the day time and the night time. Rochdale East provides the opportunity to reinvent the night time economy of the town, encourage a greater proportion of residents to use the centre at night and increase the proportion of local people who perceive Rochdale town centre to be a safe environment during the evening.

The potential availability of the Town Hall to enhance the arts and cultural facilities offer of the town should be explored further through heritage appraisals and feasibility studies. Work is also being undertaken, through partnership with the Environment Agency, to explore the potential to open up sections of the River Roch through the town centre. If funding is available to carry out this project it will significantly enhance and improve the character of the town centre by making it more distinctive. This would help to make the town centre more attractive to existing residents and visitors to the town.

Middleton town centre

Middleton is the second largest retail destination in Rochdale Borough and despite suffering from increased vacancy rates since 2006, it has benefited from recent investment including the Tesco Extra at Assheton Way, improvements to Middleton Gardens and the construction of the Middleton Arena. There is also an existing commitment for an extension to the Middleton Shopping Centre.

The identified capacity for additional convenience floorspace is sufficient to support a small format foodstore in the medium to long term, which would provide competition for the Tesco Extra at Assheton Way. In terms of comparison floorspace, the identified capacity could be met through an extension to the Middleton Shopping Centre to attract higher order retailers, although the need for additional floorspace should be viewed in context of the high vacancy rates.

The masterplan seeks to identify key sites for development, refurbishment of existing buildings and improvements to public realm.

Heywood Town Centre

Heywood is a linear centre which contains a range of retail and service uses. The majority of uses are smaller independent operators, with the exception of Morrison's and Dunnes stores which attract a number of visitors and widen the retail offer. The centre is constrained by the congested A58 which creates a poor pedestrian environment and restricts movement about the centre.

The capacity for additional convenience floorspace in Heywood could be met through an extension to existing facilities. There is meaningful capacity in the longer term for additional comparison floorspace which could be met through an extension to Times Retail Park.

Littleborough Town Centre

Littleborough town centre is the smallest in the Borough and functions well as a destination for top-up food shopping. There is a number of small scale convenience retail units. The centre has a lower than average vacancy rate, suggesting it is a relatively buoyant and attractive to retailers.

The capacity identified will support organic growth in the centre, with scope to provide for an additional discounter-sized foodstore in the medium to long term.

Similarly, the capacity for additional comparison floorspace would support a number of small comparison retail shop units. The size of the centre and compact surrounding land uses limits the opportunity for expansion.

Milnrow District Centre

Milnrow performs an important role in meeting the needs of its local catchment population. There is a high proportion of convenience floorspace in the town and low proportion of comparison floorspace.

There is no requirement for additional convenience retail floorspace in Milnrow. Proposals for non-food retail of a scale appropriate to the centre and in-line with the capacity identified below.

Castleton District Centre

Castleton is a relatively compact centre and comprises a wide range of uses that meet a local need, as reflected in its designation as local centre in the retail hierarchy. As with Milnrow, there is no requirement for additional food retail in Castleton, although there is scope for additional comparison floorspace of an appropriate scale. This should be considered in context with the stance of the Core Strategy, which is seeking to promote the potential of Castleton as a District Centre through encouraging additional retail provision.

Retail Requirements

This section assesses the quantitative and qualitative scope for new retail floorspace in Rochdale borough over the period from 2011 to 2026. It provides a quantitative capacity analysis in terms of increases in levels of spending on convenience and comparison goods translated into floorspace capacity for each town centre.

Rochdale Town Centre

Table 2 Rochdale Town Centre retail capacity

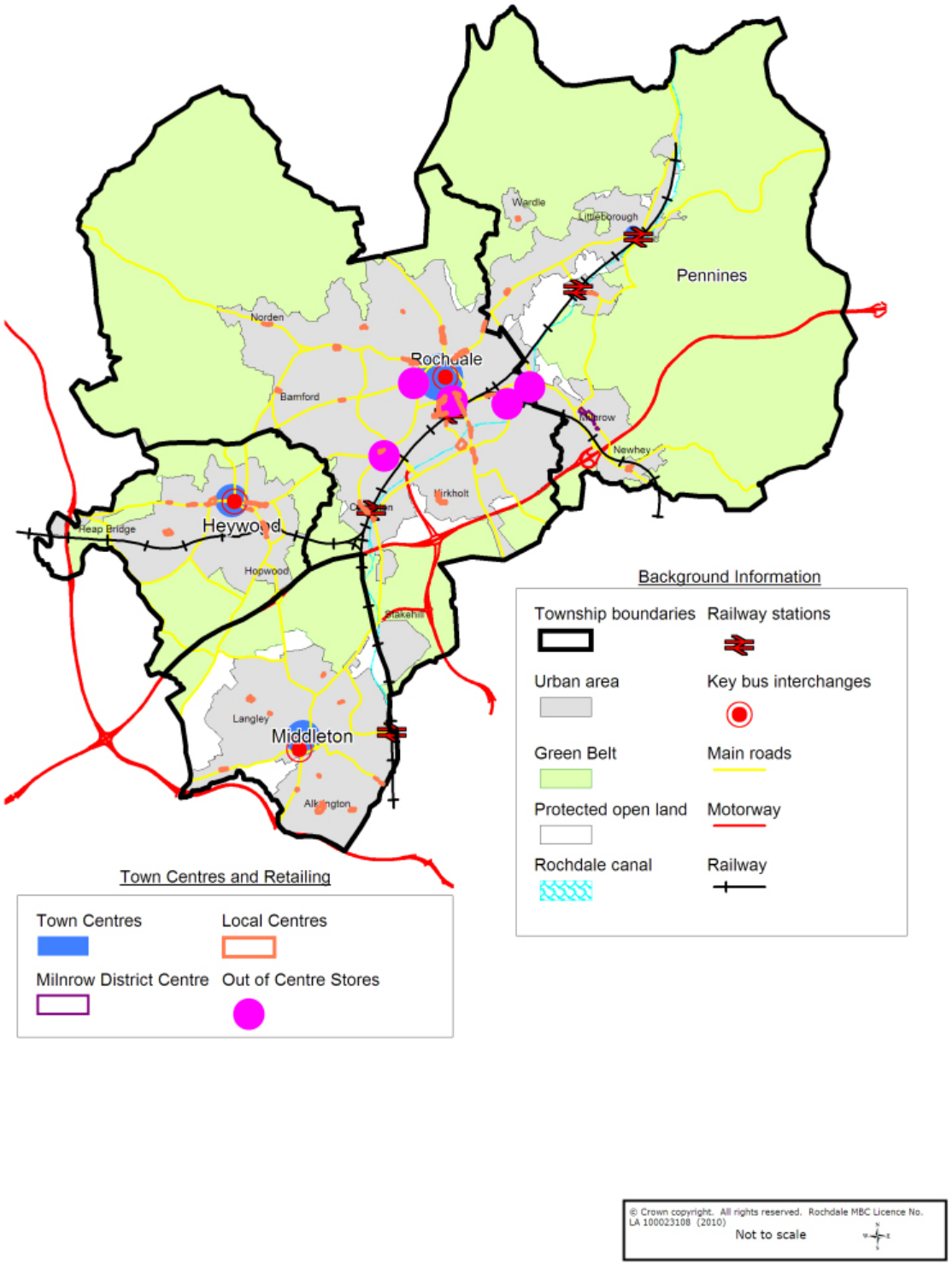
Year	Convenience		Comparison[1]	
	£ (m)	Sq.m (net)	£(m)	Sq.m (net)
By 2011	27.9	2660	1.8	395
By 2016	30.5	2864	40.8-115.4	8204 - 23219
By 2021	35.1	3245	95.9-190.8	17489-34781
By 2026	40.4	3676	170.3-290.8	28113-48009

1. 2016, 2021 and 2026 comparison retail capacity is given as a minimum to maximum range, which assumes constant (39%) Rochdale market share (in the borough) and uplift to 50% market share

In Rochdale, uplift in the comparison retail market share is also considered in the context of the forthcoming Rochdale East development and this is represented by a range in the floorspace.

Convenience goods - Over the short term period to 2016 there is capacity for between 2,410 sq. m net and 5,012 sq. m net of additional convenience retail floorspace. In the medium term (over the period to 2021), the capacity identified will support between 2,731 sq. m net and 5,680 sq. m net of additional convenience floorspace. In the long term, over the period to 2026, the identified capacity of between 3,094 sq. m net and 6,433 sq. m net is sufficient to support one large-format foodstore or a medium-sized foodstore and a number of smaller stores.

Map 8 Town centres and retailing



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Not to scale

Comparison goods - In the short-term to 2016 there is capacity for a minimum of 8,204 sq. m net and 23,219 sq. m net as a maximum, which could support a substantial extension of existing town centre floorspace. Over the period to 2021, the capacity identified increases significantly to between 17,489 and 34,781 sq.m net of additional comparison retail floorspace. In the long term to 2016, the capacity identified (28,113 and 48,009 sq. m net) would support comparison retail development of a scale that would bring about a transformational change to the town and enable it to compete more effectively with neighbouring town centres. The proposed Rochdale Town Centre East mixed-use development will deliver a significant amount of new retail floorspace and will increase the comparison retail market share of Rochdale in the borough. On this basis, from 2016 comparison retail capacity is given as a minimum to maximum range, which assumes constant Rochdale market share (in the borough) and uplift to 50% market share. This additional comparison retail capacity must be focused in the town centre, and not be taken up in out of centre locations.

Rochdale Town Centre East

Rochdale town centre east has been identified for regeneration and major change as it has the potential to revitalise and improve Rochdale town centre, specifically the retail offer. The Area Framework has been adopted by the Council as a Supplementary Planning Document (SPD) and will help guide development in the area. It will be given due weight in the determination of planning applications for development in the Rochdale Town Centre East area.

Rochdale Town Centre Masterplan

The town centre masterplan is a comprehensive and strategic document that outlines the overall spatial and physical approach to the regeneration and future developments of Rochdale Town Centre. It outlines out the design principles and policy framework to improve the quality of life for the local community and the economic performance of the town centre. A draft version of the masterplan was consulted on and although it has not been formally adopted it will help to inform policies and future guidance and strategies relating to Rochdale town centre.

A key priority of the masterplan is around the seven big ideas identified in the Rochdale Town Centre Masterplan (see below) which are as follows (see Map 9):

1. Town Hall Square - it is proposed to remove traffic and parking from around the Town Hall to create what is potentially one of the largest public squares in the country. The Town Hall, when vacated as part of the new Municipal Offices scheme, will be developed for new uses such as a Conference Centre and Local Heritage Centre. The scheme would require car parking elsewhere to replace that lost from the Town Hall Square;

2. Learning and Cultural Quarter - including the area around the Town Hall, this area focuses on Touchstones, Hopwood Hall College and the new Sixth Form College. Proposals include improved crossing of St Mary's gate, improvement of Memorial Gardens and the possible future development of an Arts and Cultural Centre and opening of the Town Hall;

3. Rochdale Town Centre East - this is the area around the existing bus station and Municipal offices, between Yorkshire Street and the River Roch, where a major new retail led development with new open air shopping streets is proposed. It could provide a substantial amount of additional convenience and comparison floor space (see Tables 1 & 2), with new offices and possibly housing, a new Municipal Office and a relocated bus station and transport interchange on Smith Street. This proposal is fundamental to the regeneration of Rochdale town centre and it is vital that it is fully integrated with the rest of the town centre. Planning guidance for this scheme is provided in the Rochdale Town Centre East Framework SPD.

4. Circular Boulevard - the completion of the ring road could give it an over emphasis to vehicular traffic. The concept behind the Boulevard is to create an attractive tree lined route but with clearer crossing points for pedestrians so that clear links are made to adjoining areas such as Falinge. At present there is a gap in Rochdale town centre's ring road and it is proposed to fill this with a new link road from John Street to Drake Street (T1c). This would permit a new system of access into the town centre from the ring road and the removal of much, if not all traffic from the Esplanade, South Parade and the Butts. This would give much of the town centre over to pedestrians whilst still allowing easy access for servicing and car parking;

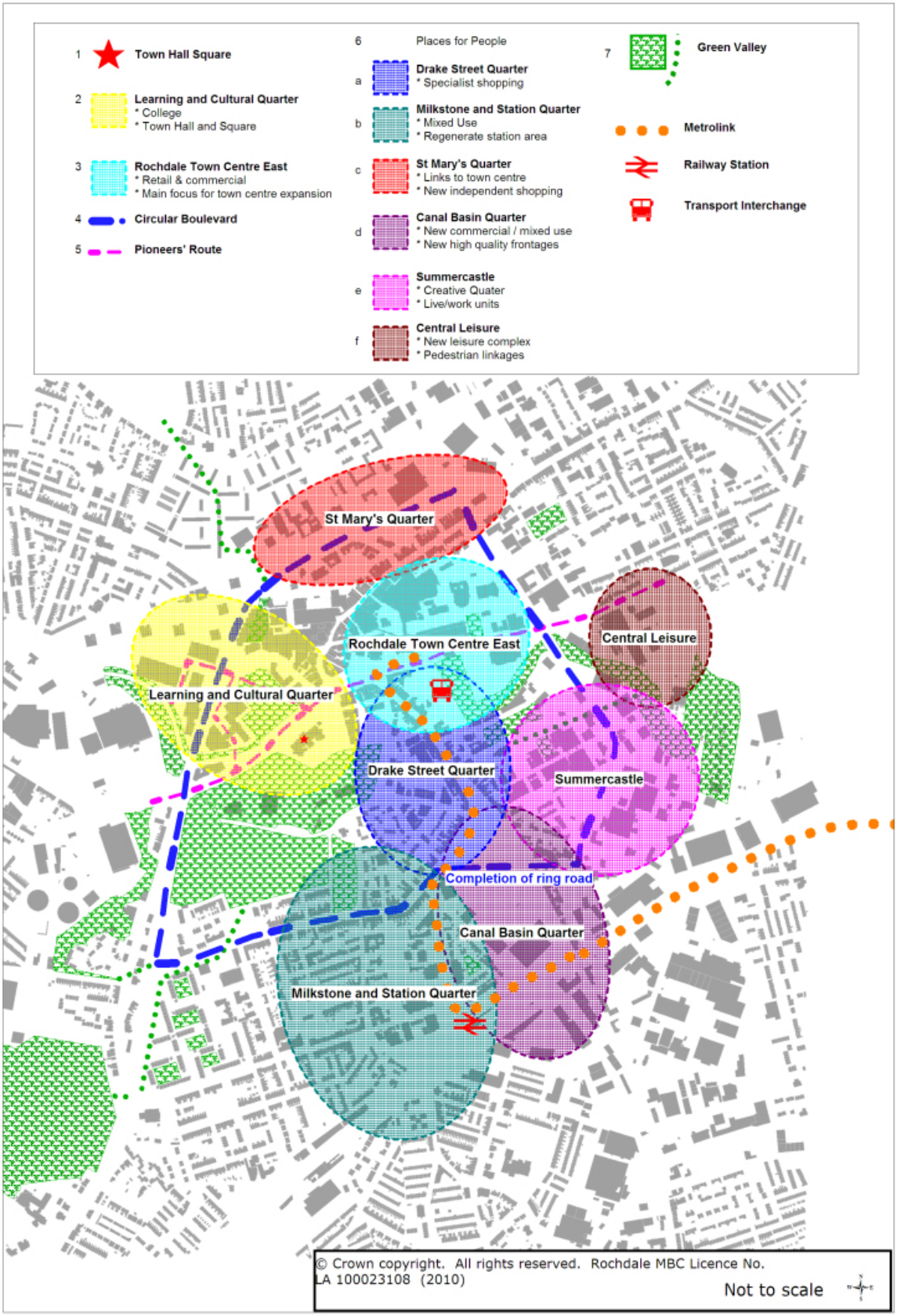
5. Pioneers Route - this is the creation of a high quality pedestrian route from the Central Leisure facility on Entwistle Road (that is about to be redeveloped) across John Street and along Smith Street, The Butts and through Memorial Gardens to the Sixth Form and Hopwood Hall Colleges. The route will be clearly defined by paving and landscaping and a number of public art features;

6. Places for People - specific proposals for the future development of the following key parts of the town centre and adjoining areas, in addition to those identified above, will be developed:

- Drake Street Quarter - make full use of Metrolink, with independent shops and small businesses;
- Milkstone and Station Quarter - improved mixed use gateway to the town centre;
- St Mary's Quarter - Hunters Lane - mix of independent shops and small businesses;
- Canal Basin Quarter - including Central Retail Park - new commercial and retail uses;
- Summercastle - opportunities for offices and creative industries;
- Central Leisure - new leisure and sports complex proposed on Entwisle Road.

7. Green Valley - the Green Valley concept aims to connect the Roch valley through the town centre; to emphasise and maintain the shape of the valley and to create a network of attractive routes across the town centre including opening up the riverside and a potential new bridge connecting the new Municipal Offices with Summercastle. A fundamental part of the concept is to introduce new planting to connect Broadfield Park and Memorial Gardens with developing countryside initiatives in Wardleworth and Mandale Park.

Map 9 Seven big ideas to transform Rochdale Town Centre


1 Town Hall Square
2 Learning and Cultural Quarter
* College
* Town Hall and Square
3 Rochdale Town Centre East
* Retail & commercial
* Main focus for town centre expansion
4 Circular Boulevard
5 Pioneers' Route
6 Places for People
a Drake Street Quarter
* Specialist shopping
b Milkstone and Station Quarter
* Mixed Use
* Regenerate station area
c St Mary's Quarter
* Links to town centre
* New independent shopping
d Canal Basin Quarter
* New commercial / mixed use
* New high quality frontages
e Summercastle
* Creative Quater
* Live/work units
f Central Leisure
* New leisure complex
* Pedestrian linkages
7 Green Valley
Metrolink
Railway Station
Transport Interchange
St Mary's Quarter
Rochdale Town Centre East
Central Leisure
Learning and Cultural Quarter
Drake Street Quarter
Summercastle
Completion of ring road
Canal Basin Quarter
Milkstone and Station Quarter
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Not to scale

Middleton Town Centre

Table 3 Middleton Town Centre retail capacity

Year	Convenience		Comparison	
	£ (m)	Sq.m (net)	£(m)	Sq.m (net)
BY 2011	6.5	622	0.2	94
By 2016	7.3	687	5.7	2054
By 2021	8.7	808	13.4	4383
By 2026	10.4	944	23.7	7046

Convenience - At 2011, there is identified capacity for an increase in convenience retail floorspace of between 523 sq. m net and 1,306 sq. m net. The capacity identified would support a small to medium format foodstore trading at a sales density of £5,000 per sq. m. There is a modest increase to the capacity identified at 2011 to the periods up to 2016 and 2021, rising to between 794 sq. m net and 1,982 sq. m net in the long-term (over the period to 2026). Depending on the sales density of floorspace proposed, this could support a small format (discount retailer sized) foodstore or a number of small convenience stores.

Comparison - The capacity for additional comparison goods floorspace in Middleton at 2011 is 94 sq. m net, which would support a small increase to existing provision. Additional spending power over the period to 2016 will provide scope for 2,054 sq. m net of additional comparison retail floorspace, rising to 4,383 sq. m net by 2021 and 7,054 sq. m net by 2026. This would represent a significant increase in comparison retail floorspace in Middleton.

Heywood Town Centre

Table 4 Heywood Town Centre retail capacity

Year	Convenience		Comparison	
	£ (m)	Sq.m (net)	£(m)	Sq.m (net)
BY 2011	2.0	190	0.1	40
By 2016	2.6	245	2.4	857
By 2021	3.8	351	5.6	1829
By 2026	5.2	471	9.9	2940

Convenience - There is an immediate capacity for additional convenience retail floorspace in Heywood due to the overtrading of existing convenience retail floorspace. This could support an extension to existing provision or a small format foodstore. However, due to the effect of uplifting the trade draw of Tesco Middleton from 2011, this capacity is reduced in the short-term (to 2016). The capacity identified in the medium term to 2021 would support an extension to existing provision at least. In the long term, to 2026, there is capacity for a small format foodstore, of up to 990 sq. m net, with size dependent upon the type and sales density of the proposal that comes forward.

Comparison - There is capacity for limited expansion of comparison retail floorspace in Heywood at 2011. In the short term up to 2016, the identified capacity could provide for up to 857 sq. m net additional comparison floorspace, which would support a number of smaller retail units. In the medium and longer term, the capacity identified is more substantial, with scope for up to 2,940 sq. m of additional comparison retail provision over the period to 2026. This would represent a significant expansion of comparison retail floorspace in the town.

Littleborough Town Centre

Table 5 Littleborough Town Centre

Year	Convenience		Comparison	
	£ (m)	Sq.m (net)	£(m)	Sq.m (net)
By 2011	3.0	478	0	6
By 2016	3.2	500	0.5	1989
By 2021	3.5	541	1.3	423
By 2026	3.8	587	2.3	680

Convenience - There is immediate capacity for additional convenience retail floorspace in Littleborough although this reduces at 2011 due to the effects of the uplift in turnover and the trade draw effects of Tesco Middleton. At 2011 the capacity identified (239 – 745 sq. m net) would support an extension to existing floorspace trading or a small format foodstore. The increase in capacity to the short term (the period to 2016) is limited, with only an additional 11 sq. m net or 36 sq. m net identified in addition to the capacity at 2011. Similarly, in the medium to long term, over the periods to 2021 and 2026, the capacity for additional convenience floorspace is modest and again would only support an extension to existing floorspace or a small format foodstore, depending on the sales density of the floorspace proposed.

Comparison - Over the period to 2011 there is a very limited requirement for additional comparison retail floorspace in Littleborough. The capacity identified at 2016 would support an additional 298 sq. m net of comparison floorspace. The medium term capacity (423 sq. m net) and long term capacity identified (680 sq. m net) would support a number of additional comparison retail shop units in Littleborough.

Milnrow District Centre

Table 6 Milnrow District Centre retail capacity

Year	Convenience		Comparison	
	£ (m)	Sq.m (net)	£(m)	Sq.m (net)
BY 2011	-4.6	-	0.0	6
By 2016	-4.6	-	0.3	126
By 2021	-4.6	-	0.7	242
By 2026	-4.5	-	1.4	430

Convenience - There is no capacity for additional convenience floorspace identified in Milnrow in the period up to 2026 which reflects the current performance of existing convenience retail floorspace in the centre, which is trading at below expected levels. Uplift in the current market share of the centre will be required to create any capacity for additional convenience retail floorspace.

Comparison - There is limited capacity identified for additional comparison goods floorspace in Milnrow up to 2011. In the short-term there is scope for an additional 126 sq. m net which will provide for a modest increase in comparison floorspace. The capacity identified in the medium and long term (242 sq. m net and 430 sq. m net) could support a number of additional comparison units as an extension to the existing centre.

Castleton Local Centre (proposed to be designated as a district centre)

Table 7 Castleton Local Centre retail capacity

Year	Convenience		Comparison	
	£ (m)	Sq.m (net)	£(m)	Sq.m (net)
BY 2011	-0.2	-	0	5

Year	Convenience		Comparison	
By 2016	-0.2	-	0.3	113
By 2021	-0.1	-	0.9	281
By 2026	-0.1	-	1.3	389

Castleton local centre has possible potential to be designated, and grow, as a district centre and so it was included in the retail study.

Convenience - There is not capacity for additional convenience floorspace identified in Castleton in the period up to 2026. As with Milnrow, this reflects the centres poor performance in the convenience retail sector. Uplift in the current market share of the centre would be required to create any capacity for additional convenience retail floorspace.

Comparison - There is limited capacity identified for additional comparison goods floorspace in Castleton up to 2011. In the short-term there is scope for additional 113 sq.m net which will provide for a modest increase in comparison floorspace. The capacity identified in the medium to long term (281 sq. m net to 389 sq. m net) could support a number of additional comparison units as an extension to the provision of the existing centre.

Impact threshold

NPPF suggests that Local Planning Authorities should set an impact threshold of retail developments and if there are no locally set floorspace then the default 2,500 sq. m and above should be considered. Based upon the scale and role of centres within Rochdale Borough and the retail floorspace projections the impact of smaller development proposals could raise concerns. A development of 2,500 sq. m gross will exceed or account for a significant proportion of the projected need for retail floorspace in the main towns and district centres up to 2016. The projections suggest that retail developments of less than 2,500 sq m gross could have a significant impact on town, district and local centres, and the NPPF threshold is not appropriate to local circumstances in Rochdale.

The impact of edge-of-centre and out-of-centre retail applications should be assessed having regard to these floorspace thresholds:

- Rochdale - 2,000 sq. m gross and above;
- Middleton – 1,000 sq. m gross and above; and
- Heywood, Littleborough and District/Local Centres – 500 sq. m and above.

Leisure Assessment

The Rochdale Retail and Town Centres Study also assessed leisure provision within the borough and provides recommendations on how to support the overall vitality and viability of the centres. Leisure facilities include such things as multiplex cinemas, ten-pin bowling centres, ice rinks and family entertainment centres. They require a large catchment population, and often benefit from locating together or on large out of centre leisure parks. The following main conclusions are from the leisure assessment of this study.

Table 8 Results of the leisure assessment from the Rochdale Retail and Town Centres Study

The cinema market	Existing provision within Rochdale borough is 9 screens at Odeon, Sandbrook Park. The suggests there is an over provision of cinema facilities in Rochdale borough, even based on an increase retention rate of 70%. On this basis, there is a theoretical over provision of cinema screens up to 2026. This suggests that there is neither need, nor likely to be operator demand, for additional multi-screen provision in the borough. This does not preclude the borough from pursuing an 'Arts' cinema offer, and this could tie in with other objectives to improve the heritage and cultural attraction of the borough and Rochdale town particularly.

Private health and fitness clubs	Rochdale borough has at least 20 public and private clubs. The household survey indicates that 25.8% of respondents or their families visit a health/fitness club. Of these respondents, (52%) visited destinations within the borough. The approximate population of Rochdale borough is 204,400 (at 2010), which could generate demand for about 24,500 public and private membership places, based on the national average membership rate (12%). This implies an average of 1,289 members per club, which is comparable with the national average for private fitness clubs (1,375 members). This suggests that the provision of health and fitness clubs in the borough is sufficient.
Tenpin bowling	The study area population as a whole could theoretically support about 27 lanes, based on one lane per 12,000 people, or 28 lanes in 2026. On this basis there is theoretical capacity for an additional ten lanes within the study area up to 2026, allowing for 100% trip retention. There is scope for additional ten-pin bowling provision in the borough, which would be best delivered as part of any major leisure or mixed use development that comes forward.
Bingo	The household survey results indicated that only 7% of households in the study area visit bingo facilities, of which 50% visited Mecca in Rochdale, and 17% visited Buckingham Bingo in Middleton. The population of the study area within Rochdale borough (about 149,700 adults) could generate over 261,975 admissions based on the national participation rate (1.75 per adult), compared with the average of 113,000 admissions per club. These figures suggest that Rochdale borough could accommodate 2.3 bingo clubs. The provision of the Mecca Bingo in Rochdale and Buckingham Bingo in Middleton is sufficient to meet demand.
Nightclubs	The household survey results indicate that 18.4% of households in the study area have members that will visit nightclubs or late night music venues. 58.4% of these households visited Manchester City Centre most recently and 11.4% visited Rochdale. There appears to be sufficient provision of nightclubs in Rochdale borough especially given the availability of late night venues in the surrounding larger towns.
Casinos	There are no casinos within the study area. The main centres within Rochdale borough are unlikely to have a catchment population large enough to support a casino. It is also likely that casino operators will continue to locate in surrounding larger centres including Manchester and Bolton.
Bars and restaurants	Growth in Class A3 to A5 uses within town centres may continue in the future, and will compete for shop premises with other town centre uses. A balance between Class A1 and Class A3 to A5 uses needs to be maintained. The Goad data[(75)] (updated during Nathaniel Lichfield and Partners survey July 2010) indicates that the proportion of A3 and A5 units in each of the centres is lower than the national average, but there is also a decline in Class A1 floorspace in favour of service uses. In light of the above findings, Nathanial Lichfield and Partners recommends that the Council seeks to encourage provision for new class A3 to A5 floorspace in town centre development/redevelopment schemes. An appropriate proportion of class A3 to A5 development in mixed-use town centre schemes is between 10% and 15%.
Theatres	The household survey indicates that 44.4% of respondents in the study area visit theatres. Within the study area the most popular theatres were the Gracie Fields Theatre (2% of respondents) and the Curtain Theatre (4% of respondents). Outside the study area, the principal destination is Manchester, with facilities in the city accounting for 53.9% of visits, including the Palace Theatre (22.7%) and the Royal Opera House (14%). Taking account of the current provision of theatres in Rochdale borough there may be limited scope for new privately operated theatres, although the catchment market is constrained by the accessibility and quality of theatres in larger surrounding towns. The proposed reuse of Rochdale Town Hall may provide potential to accommodate permanent theatre space or touring theatre companies.

Assessment of potential retail development sites

NPPF requires Local Plans to identify a range of suitable sites to meet the scale and type of retail, leisure and other town centre uses that can be met in full and are not compromised by limited site availabilty. The Retail, Leisure and Cultural facilities in Rochdale Study 2010 provides an appraisal of potential development sites in the borough's centre that could accommodate additional retail and leisure development in accordance with the sequential approach to site selection in NPPF. This will be taken into account when identifying development sites through the Allocations Development Plan Document.

Rochdale retail database

The retail database sets out the existing and planned retail floorspace. The retail database looks at convenience and comparison retail and although it reports the completion of retail proposals it also records any planned applications. The database is updated continually throughout the year or when a planning application is completed.

75 www.experian.co.uk/goad/goad.html

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	E1 has been prepared positively to promote competitive town centres by setting out policies for the management and growth of centres over the plan period by setting out the level of retail development for each town centre. These are based on up to date evidence which looks at retail expenditure and need for different catchment areas within the borough.

Proposed policies compliance with guidance

NPPF - Ensuring the vitality of town centres	How does the Core Strategy policy address this?
Define a retail hierarchy where development within all centres should be appropriate in terms of nature and scale to the centre's role.	Policy E1 defines the retail hierarchy of all the centres in the borough. It supports town centres as the preferred location for major development; district/local centres to meet the daily convenience needs; small scale shops and services will be supported outside centres where there is a need.
Define the extent of the centre and the Primary Shopping Area.	Although Policy E1 does not set out the town centre boundaries, Primary Shopping Area or Secondary Shopping Area it does indicate that the Unitary Development Plan policy boundaries will be saved and reviewed through the Allocations DPD.
Promote competitive town centres and promote consumer choice and a diverse retail offer	Policy E1 aims to promote the viability and vitality of town centres by having a wide range of uses which offers them a real choice and a better shopping experience.
Identify an appropriate range of sites to accommodate the identified need for retail, leisure and other main town centres uses.	Policy E1 supports the sequential approach in identifying the most appropriate site for development which is in keeping with the role and function of the centre in the hierarchy of centres. Sites for town centre uses will be identified through the Allocations DPD.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
E1 - Establishing thriving town, district and local centres E1/R Rochdale E1/M Middleton E1/H Heywood E1/L Littleborough	Successful implementation of the policy will be achieved through a number of regeneration frameworks and strategies in each of the town centres in the borough.	The Rochdale Retail Study shows the retail and leisure capacity of each town centre and what development can be realistically accommodated. However, a part of the Retail Study identifies other development sites which have the potential to be developed if a need or demand arises. The policy allows and encourages change of use of vacant buildings and sites as to promote viability and vitality of the centres.	The Rochdale Retail database updates and monitors retail development in the borough annually. Information from the Retail Database is also published in the Councils Annual Monitoring Report.

E2 - Increasing jobs and prosperity; E3 - Focusing on economic growth corridors and areas; E4 - Managing the release of land to meet future employment needs

Main sources of information

Rochdale Borough Economic Development Strategy[76], Rochdale Employment Land Study[77], Greater Manchester Employment land Position Statement[78] Manchester Independent Economic Review[79], Prosperity for All: Greater Manchester Strategy[80]

Evidence to justify policy approach

There is a huge range of statistics available on the economy, that are constantly being updated to monitor the state of the economy. As indicated previously the local economy has consistently under-performed which has led to problems of low employment and deprivation, as can be seen from the following statistics.

For many years, the borough has had a higher than average unemployment rate . In June 2012 Rochdale borough had a higher level of working population claiming job seekers allowance[81] at 5.8%, than Greater Manchester (4.8%), the North West (4.4%), and Great Britain (3.9%) as shown in figure 5. The figure was the highest for any district in Greater Manchester but between 2011 and 2012 the percentage increase was actually the lowest. The Job Seekers Allowance claimant rate by gender across the whole of Greater Manchester shows that male unemployment was also the highest in Rochdale (7.9%). For female unemployment, although variations between districts are smaller, the highest levels were in Rochdale and Oldham (both 3.7%).

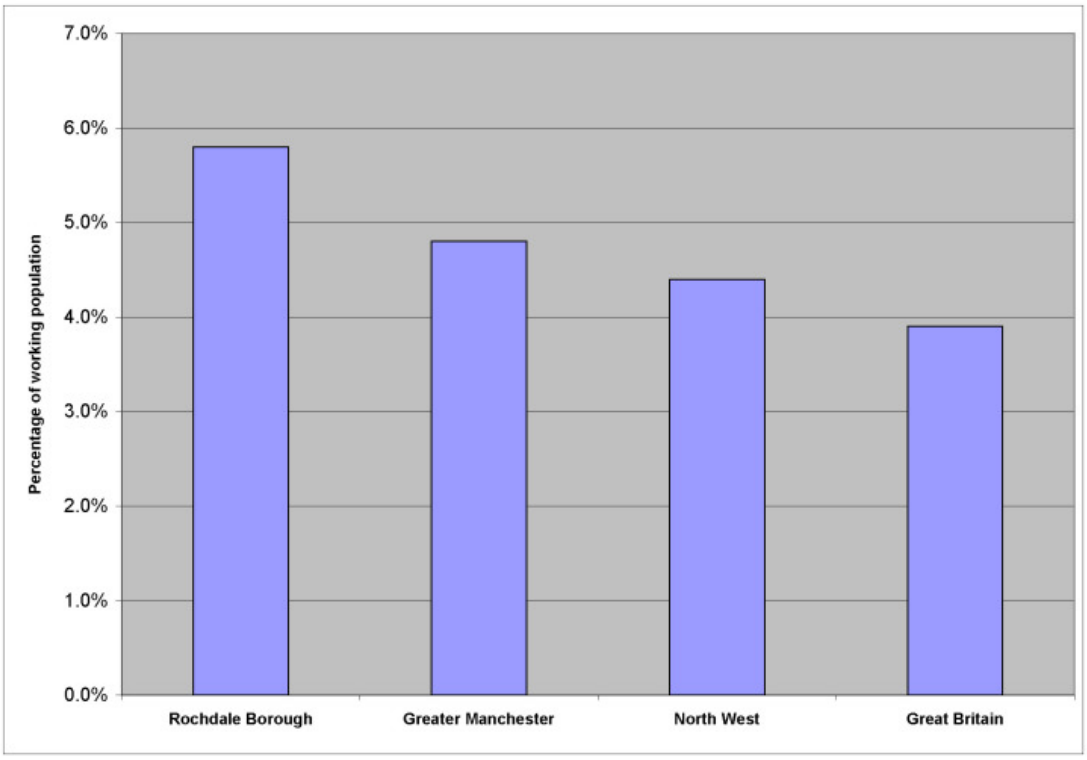
The average weekly earnings in the borough (based on both residents and workplace) are lower than in Greater Manchester, North West and Great Britain (see figure 6).

Rochdale borough has below the national and regional average level of employees and a lower proportion of the working population who are self employed. The proportion of the economically active population that are unemployed in the borough is higher than that of Greater Manchester, the North West and Great Britain (see figure 7).

The employment rate in the borough currently stands at 62.3%, which is below the rates for Greater Manchester, the North West region and the country (see figure 8). There is no information available for the townships.

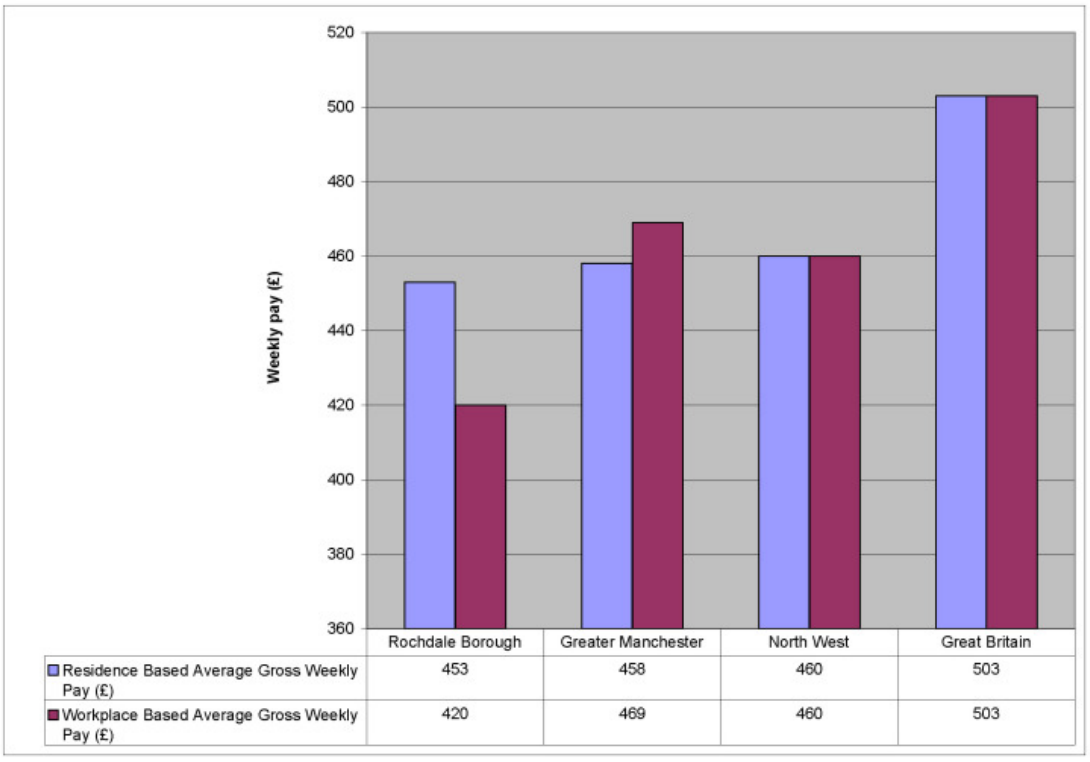
76 Rochdale MBC Economic Strategy (Rochdale Borough Economic Partnership, 2008)
77 Rochdale Employment Land Study (DTZ, July 2008)
78 Greater Manchester Employment Land Position Statement - Final Report (AGMA, 2009)
79 Manchester Independent Economic Review
80 Prosperity for All: Greater Manchester Strategy (AGMA, August 2009)
81 Source: Nomis July 2012

Figure 5 Working age population claiming JSA (%)



Source: Nomis, July 2012

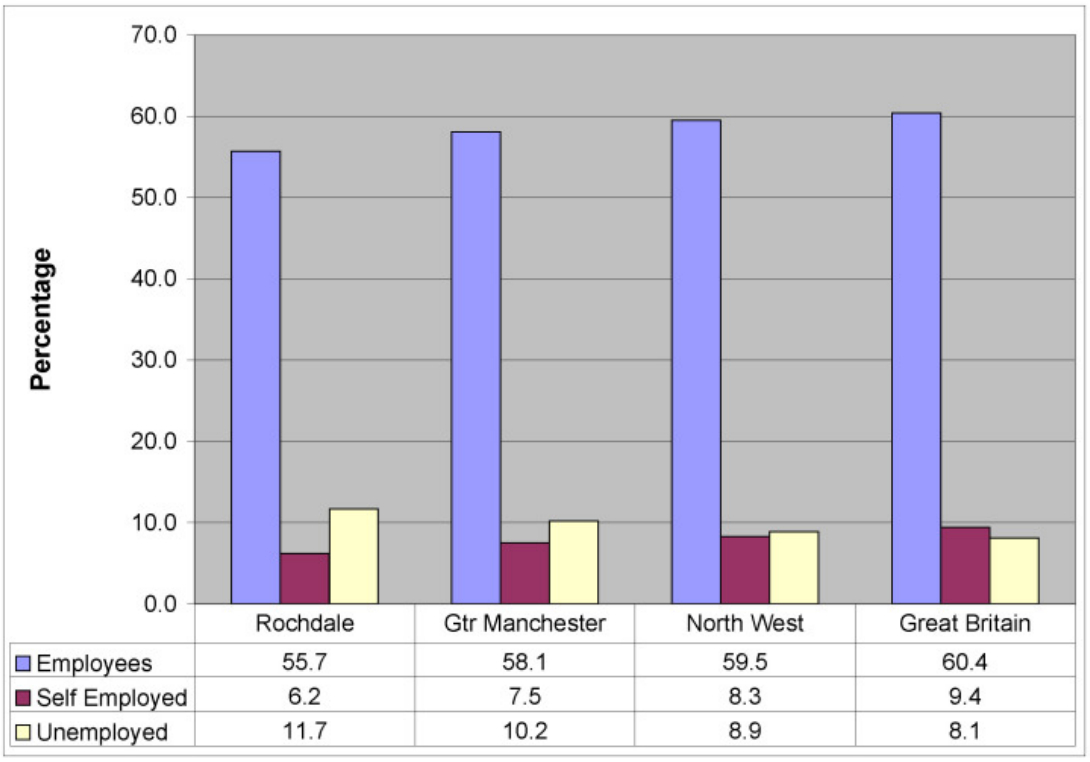
Figure 6 Average weekly pay (£)



	Rochdale Borough	Greater Manchester	North West	Great Britain
Residence Based Average Gross Weekly Pay (£)	453	458	460	503
Workplace Based Average Gross Weekly Pay (£)	420	469	460	503

Source: Nomis July 2012

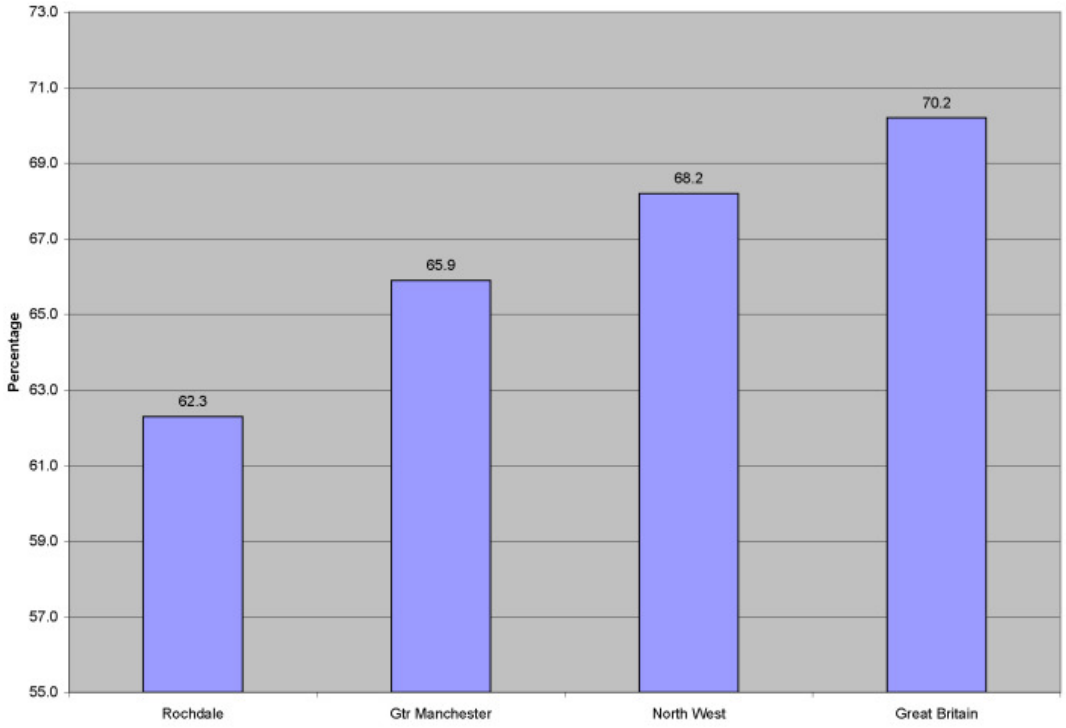
Figure 7 Employment status of working population (%)



	Rochdale	Gtr Manchester	North West	Great Britain
Employees	55.7	58.1	59.5	60.4
Self Employed	6.2	7.5	8.3	9.4
Unemployed	11.7	10.2	8.9	8.1

Source: Nomis, July 2012

Figure 8 Employment rate of working population (%)



Source: Nomis, July 2012

Rochdale borough is still a relatively self contained economy in terms of residents travel to work patterns, and was still identified as a separate Travel to Work Area (TTWA) to the Greater Manchester TTWA in the most recent definition of TTWAs. In Heywood and Rochdale the highest proportion of the resident working population works in the township they live in. In Pennines, the largest proportion of the population works in Rochdale township, and in Middleton nearly half of the working population travel to elsewhere in Greater Manchester for work. Rochdale township has the largest proportion of its residents that work in the area the live.

For the borough as a whole, the largest proportion of the population work in the Rochdale township, followed by working elsewhere in Greater Manchester. In terms of residents from Greater Manchester, less than 1% work in any of the townships, with the majority working elsewhere in Greater Manchester (Detailed information on travel to work patterns in the borough (from the 2001 Census as information is not yet available from 2011 Census) can be found in section 10 under policies T1 and T2).

These travel to work patterns have benefits in terms of indicating that the borough is fairly sustainable in terms of where residents work, but also shows limited levels of commuting and the dependence of the resident workforce on local jobs. This highlights the need for the Core Strategy to support the provision of jobs in the borough, and the reliance of Middleton residents on jobs in Manchester.

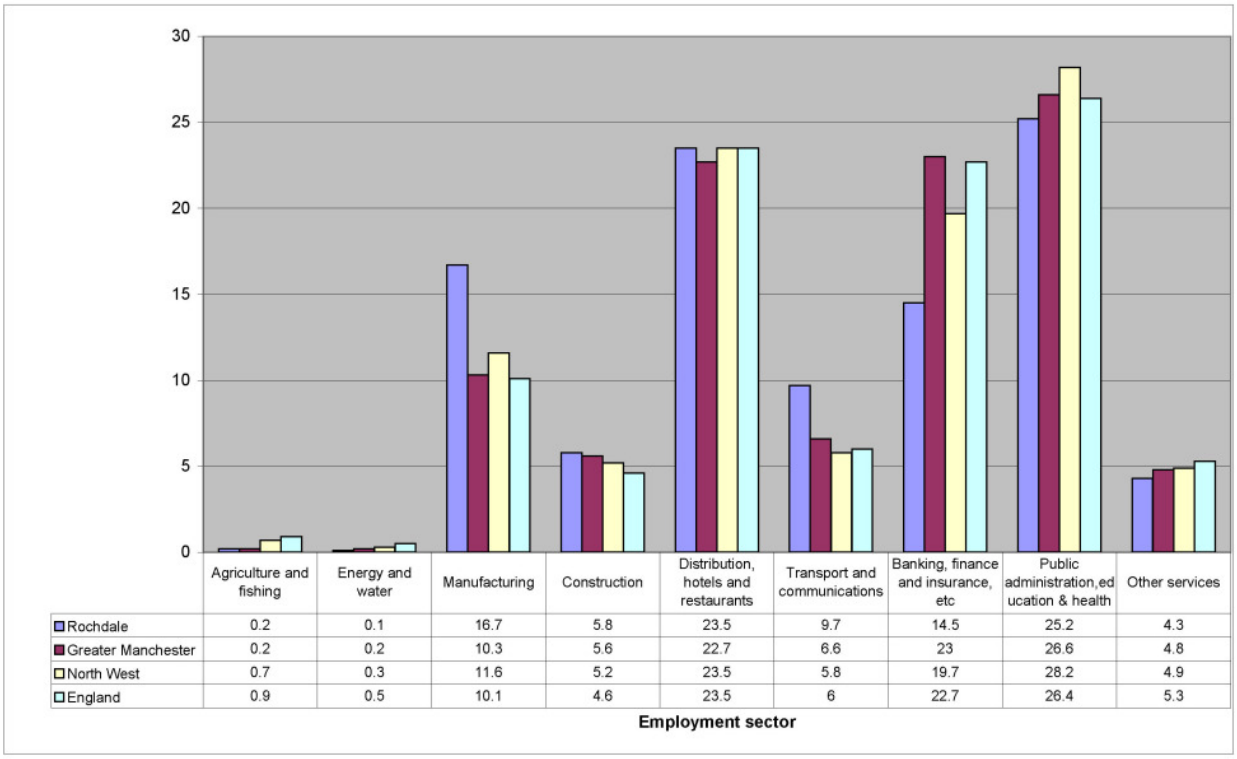
The Index of Multiple Deprivation (IMD) 2007[(82)], which assesses deprivation across six district level measures, shows that Rochdale is one of the most deprived boroughs in England. In terms of employment deprivation 15 (lower super output) areas are in the 3% most deprived in the country. 14 areas are in the most deprived 3% in terms of income deprivation. See maps 10 and 11 showing the concentrations of employment and income deprivation in the inner areas in the south of the borough. See also the 'Creating successful communities' section of this report, section 5.2.

Whilst the Government are no longer intending to update the IMD it still provides a useful context in terms of the challenges facing the borough. It should be noted that although the Index of Deprivation was updated in 2010, because the Council had some queries relating to the results it has continued to use the 2007 IMD for the purposes of borough profiling.

The highest percentage of total working population in the borough work in public administration, education and health, as is the case in Greater Manchester, the region and nationally. However the proportion in the borough is slightly below the national average, possibly making the borough slightly less vulnerable to likely reductions in public sector employment. It has slightly more than the Greater Manchester average working in distribution, hotels and catering, and in transport, reflecting its advantageous location for distribution and transport companies. The borough has a significantly above average proportion of its workforce working in manufacturing, which has tended to be seen as a disadvantage, due to the past decline in employment in manufacturing. However it could be an advantage if there is an export led economic recovery. The borough has a much lower than average level of employment in banking, finance and insurance, which is reflected in the limited office market in the borough.

82 Index of Multiple Deprivation 2007 (DCLG 2007)

Figure 9 Working population by employment sector (%)



	Agriculture and fishing	Energy and water	Manufacturing	Construction	Distribution, hotels and restaurants	Transport and communications	Banking, finance and insurance, etc	Public administration,education & health	Other services
Rochdale	0.2	0.1	16.7	5.8	23.5	9.7	14.5	25.2	4.3
Greater Manchester	0.2	0.2	10.3	5.6	22.7	6.6	23	26.6	4.8
North West	0.7	0.3	11.6	5.2	23.5	5.8	19.7	28.2	4.9
England	0.9	0.5	10.1	4.6	23.5	6	22.7	26.4	5.3

Source: Annual Business Inquiry (ONS, 2008)

Economic regeneration strategies

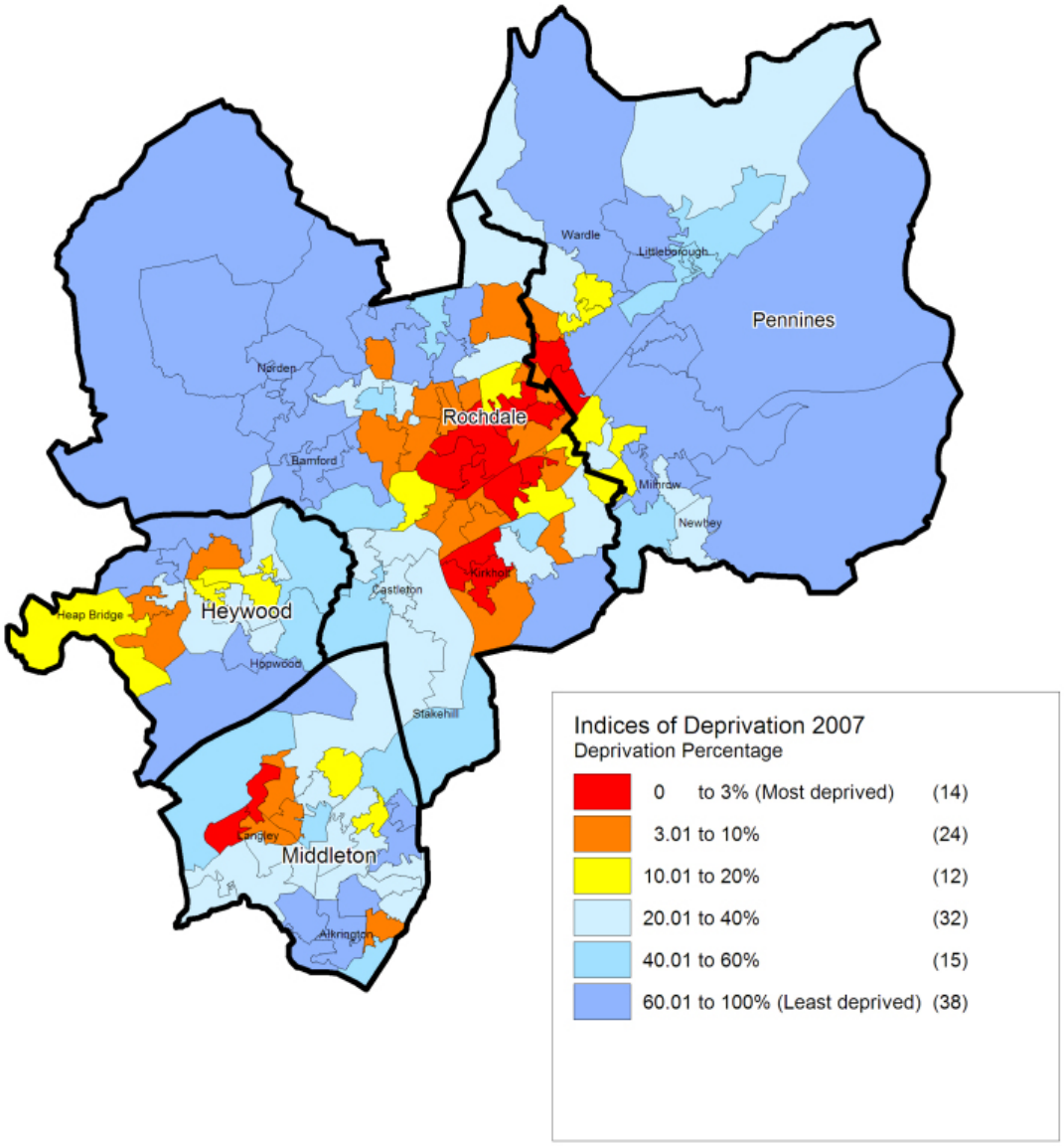
A number of studies and strategies have been produced for Greater Manchester and Rochdale to promote economic regeneration and to address the economic problems outlined above. The most important and influential of these in the preparation of the economic policies in the Core Strategy, in addition to NPPF, are set out below.

The North West Regional Economic Strategy (2006) influenced our local economic strategy and preparation of the Core Strategy. Although it was revoked in 2010, its analysis of the issues facing the region still has some relevance.

The Rochdale Economic Development Strategy (REDS) examines the problems and opportunities in the borough. It identifies the objectives that need to be achieved, and highlights key actions that must be delivered, if the borough's economy is to be successfully re-positioned. It is aligned as far as possible with other national, regional (now rescinded) and Greater Manchester strategies in setting out proposals to transform the local economy to increase prosperity. The key aims of the Rochdale Economic Development Strategy, and the Core Strategy (CS) policies that support their delivery, are indicated below:

- increase productivity – by increasing the number, productivity and diversity of type of business, and the number of jobs (CS policies E1- E6);
- raise skill levels and reduce worklessness – by providing the right training and access to jobs (CS policy C7);
- create infrastructure and attract investment – deliver employment sites and premises (CS policies E2 & E3), promote integrated transport (CS T1 & T2), develop town centres as economic hubs (E1), attract inward investment and visitors (CS policy E5); and
- improve quality of life and the attractiveness of the borough – this issue is addressed by the entire Core Strategy.

Map 10 IMD 2007 - Income deprivation



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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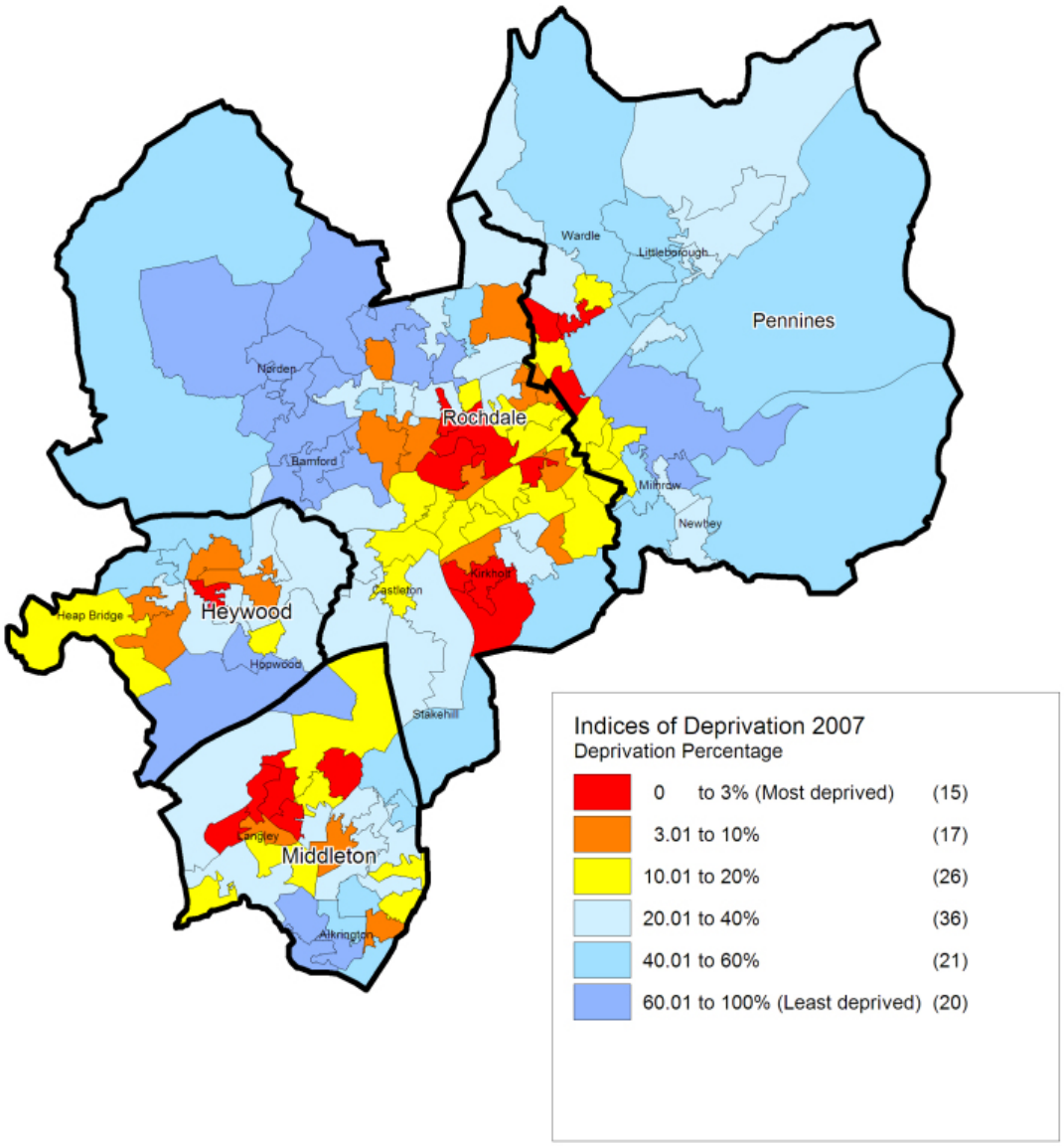
Not to scale

Map 11 IMD 2007 - Employment deprivation



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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Not to scale

REDS identifies the following key sectors to attract, modernise and diversify the boroughs economy (use classes and policies to support delivery shown in brackets) :

- manufacturing: Food and drink, Chemicals, Technical textile, Advanced engineering, environmental services / technologies (use classes B1 & B2) (policies E2-E4);
- logistics (use class B8) (policies E2-E4);
- financial and professional services (use classes B1 & A2) (policies E1-E4);
- creative, cultural and media (use classes B1 & D2) (policies E1-E4);
- business administration (use class B1) (policies E1-E4);
- ICT and digital (use class B1) (policies E1 - E4);
- hospitality and tourism (use classes A3 – A5, C2) (policy E5);
- retail (use class A1) (policy E1); and
- public sector, health and social care (use classes B1 & D1) (policies E1 & C6).

The Core Strategy policies E2, E3 and E4 seek to support the above Rochdale Economic Development Strategy aims by:

- providing and safeguarding a sufficient supply of land on strategic sites in accessible locations that will be attractive to the target growth sectors (policies that target those sectors shown in brackets above) focused in economic growth corridors and areas (policy E3);
- Ensuring that there is sufficient flexibility to identify sustainable additional employment land to meet evidenced need and growth on good quality and accessible sites (E4);
- promoting transport and other infrastructure to support employment development, focused on the economic growth corridors and areas (T1);
- being flexible by promoting business development in the most appropriate locations to support growth in the local economy (E2-E4);
- recognising the role that appropriate housing development can play in supporting the local economy, by allowing change of use of employment sites to housing when it is better for the local economy and the amenity of local residents (E2); and
- ensuring that the policies align with and support the other economic regeneration strategies.

The Demand for Employment Land in Greater Manchester study[(83)] identified Rochdale as an area that has clusters in, and is particularly attractive to, the food and drink and logistics sectors.

The Manchester Independent Economic Review (MIER) is a major review of the economy of the whole of Greater Manchester City Region, and contains extensive analysis of the issues that need to be addressed if Greater Manchester is to thrive as a city region economy (see section 7). The study identifies a lot of the same sectors as growth targets, and advises that developing linkages between sectors, that support and complement each other, can help economic growth. However it concludes there should be a move on from sector-based clustering policy.

Instead MIER's main message was the need to promote "agglomeration". The Manchester City Region has scale and density that offers bigger potential but it punches below its weight due to low productivity . Agglomeration is the spatial clustering of the skilled, jobs, amenities, icons, and influence. So MIER proposes that to drive the Manchester City Region's long-term economic growth there is a need is for policy focus on:

- driving up productivity;
- increasing agglomeration benefits;
- reducing agglomeration costs;
- nurturing and growing strategic urban assets, including in particular the airport and universities; and
- making housing and planning policy more responsive to market demands

It suggests the formula for improving the most deprived areas includes growing skills, providing less social housing and achieving proximity to economic growth. The Core Strategy policies follow this advice, in seeking

83 Demand for Employment Land in Greater Manchester Study (Arup & Donaldsons 2006), See appendix 1 to Greater Manchester Employment Land Position Statement

to promote greater prosperity, by clustering economic growth in highly accessible corridors and areas, with good access to the rest of GM, and close to areas of deprivation, providing higher value housing and following market demand.

The 2010 Borough Renaissance Masterplan and it's predecessor (2005) were also influential in the development of our strategy, in that they identified a number of economic growth corridors and key employment areas that have emerged over time in the south of the borough. Our strategy has adapted this concept by identifying the Kingsway and Castleton corridors and south Heywood and Stakehill employment areas, but rejecting the east Heywood and west Middleton corridors due to the lack of appropriate development opportunities.

There have been a number of recent successes and positive news stories in borough which suggest that there is potential for strong economic growth which could in turn address a number of issues identified above. Firstly, Kingsway Business Park, the borough's major inward investment site is developing quickly with new development on the ground, high levels of interest from businesses investors and a growing reputation as a high quality business destination. Secondly two companies in the borough were successful in bidding for funding from the Regional Growth Fund (RGF). These local companies are looking to use this investment to expand their operations thus creating jobs and boosting the local economy. Finally, recent research carried out by Experian showed that Rochdale was the 13th best borough in the country in terms of growth through exporting potential. It also stated that Rochdale had a large number of 'business champions' i.e. new successful local businesses which provide a good example for other businesses in the area. These positive messages demonstrate the potential for economic growth in the borough and provide a useful context to the approach set out in the Core Strategy.

Providing sufficient land for B1 - B8 and other employment uses

The critical role for the Core Strategy is supporting the provision of appropriate land, buildings and infrastructure (such as transport, education and other facilities) to assist and promote economic growth and regeneration. Planning policies are clearly very influential in ensuring a sufficient and appropriate supply of good quality land and premises for employment generating uses. This section considers the supply of and demand for employment land in the borough.

The Core Strategy can ensure an appropriate supply of land by:

- Protecting existing employment areas and sites suitable for continued employment use;
- Supporting the retention of existing allocated employment sites;
- Setting a clear approach to Identifying possible new sites for employment development through the Allocations DPD;
- Ensuring the land supply is in the right locations and is appropriate for the target sectors identified in the Rochdale Economic Development Strategy;
- Ensuring the land is accessible by a choice of sustainable transport, and is accessible for the local workforce; and
- Ensuring policies and proposals support the strategies and approaches advocated by the relevant economic strategies such as the Rochdale Economic Development Strategy, MIER and the GM Strategy and comply with guidance in NPPF.

Protecting Employment Zones and existing employment sites

The Unitary Development Plan[84] focused on regenerating the economy by meeting the employment land needs for offices, manufacturing and distribution (use classes B1, B2 and B8). Although it allows a wider range of employment uses in Mixed Employment Zones, other commercial and business uses that can also create wealth and employment are not supported in Primary Employment Zones. National Planning Policy Framework[85] emphasises more broadly the importance of economic growth and, like PPS4 before it, recognises economic activity in a wider sense than just B1-B8 uses.

The Rochdale Employment Land Study concluded that the majority of employment zones (primary employment zones and mixed employment zones) in the Unitary Development Plan are appropriate for employment uses and should generally be retained as employment areas. The only area that scored very poorly was the Dye House Lane area in Smallbridge and therefore we may consider allocating it for comprehensive redevelopment through the Allocations Development Plan Document. Some zones or parts of zones may not be appropriate for employment uses, however they are still in active use by firms. It could be damaging to existing businesses to reallocate these areas for other uses when they are still in active employment use. If there is to be any change in use it should happen gradually and take account of the entire needs of the locality and businesses. Policy E2 therefore sets out a number of criteria that need to be taken into account before allowing the loss of employment land and premises in, and outside, employment zones.

We will review, and may amend, the boundaries of employment zones through the Allocations Development Plan Document. This may also set out some more detailed requirements for each zone, and indicate where changes in use may be encouraged, within the context of policy E2.

To reflect the guidance in NPPF that plans should support economic activity in a wider sense, policy E2 therefore changes the policy approach in the Primary and Mixed Employment Zones designated in the Unitary Development Plan and makes them all employment zones. The policy supports all employment generating uses (apart from retail that should go in town centres) in employment zones, and seeks to direct such uses to the most appropriate locations (see below). A sufficient supply of land for employment uses such as offices, manufacturing and distribution (B1a, B1b/B2 and B8 uses respectively) will be ensured through employment land allocations.

Policy E2 simplifies policy for non-B1–B8 uses by allowing all employment generating uses in employment zones, subject to criteria and other Core Strategy policies. This will ensure a more flexible approach, and a more certain supply of sites to meet community, leisure and regeneration needs. The policy seeks to ensure that allowing a wider range of uses in employment areas does not cause problems for existing businesses. Housing in the wrong location, where it could create amenity complaints about existing firms, would be unacceptable. Also low-density employment uses, such as waste processing plants and car sales, which use a lot of land to create few jobs, will be discouraged from sites where better economic uses may be possible.

The policy is more flexible in allowing change of use in the south because of the larger land supply in the south and the need to support regeneration objectives and provide more opportunities for housing development on brownfield sites. However, a strong case will be required if land is to be lost from employment use in an economic growth corridor or area. In the north we are seeking to restrict the loss of employment sites and jobs, in particular for housing development, and so the policy is more restrictive than in the south.

Employment land supply and demand and requirement for employment site allocations

In arriving at our proposed employment land supply we have taken into account a number of studies and strategies (also outlined above), changing economic circumstances and planning guidance, and changing take up and land supply. This section seeks to explain this process.

Two studies have considered how much employment land Rochdale borough needs to provide, to meet both local and Greater Manchester needs in the context of the Regional Spatial Strategy requirements. These are the Rochdale Employment Land Study and the Greater Manchester Employment Land Position

84 Rochdale Borough Unitary Development Plan (RMBC, June 2006)
85 National Planning Policy Framework (DCLG, March 2012)

Statement[86]. Both took account of the formative and then adopted RSS.

The Rochdale Employment Land Study (RELS) (see section 8) examined the quality of the current supply of employment sites and zones. The current supply of good quality employment land considered attractive for employment development (offices B1a, manufacturing B1b & B2, distribution B8) was, at the time, around 175 hectares with around 95 ha on Kingsway Business Park, with another 10 ha available for other commercial uses. At the time of the study there was a total of 182,000 sq m of office space in the borough and 10.2% of this was vacant. There was 2,631,000 sq m of industrial or warehouse floorspace, of which 13% was vacant.

The RELS also considered 2006 based projections from the Greater Manchester Forecasting Model economic model. Based on past trends in employment in various sectors it indicated an overall decline in the need for employment land. It showed a major decrease in land needed for manufacturing and slight growth in the land needed for offices and distribution.

The RELS also considered past take-up. At the time of the study the average past rate of development for employment land was 9.28 hectares per annum. Therefore, a simple annual projection suggested a need for a total of 139.2 hectares of land for new development for the 15 year period up to 2026.

If the Regional Spatial Strategy methodology was applied to this figure, with an additional 20% for flexibility, the report concluded 176 ha is required up to 2021. However, taking account of the 917 ha additional land required in Greater Manchester by the Regional Spatial Strategy and possible take up increases due to Kingsway, the report concluded that there is a need for a further 25 to 30 hectares of land to satisfy demand in the plan period.

The Greater Manchester Employment Land Position Statement (see section 8) projected Greater Manchester's employment land requirements to 2026 based on Regional Spatial Strategy. For Rochdale it concluded that a total supply of 210-215 ha should be sought through the Core Strategy, which was an additional 35-40 ha on top of the supply then of 175 ha. This was based on rolling forward the requirement up to 2021 from the Rochdale study, but taking account of the reduced take up due to the recession, which dropped to only 1.4 ha in the year 2008 – 2009. We took the view that not all this 35-40 ha of additional land needs to be allocated land, because an amount will come forward through 'windfalls' (see below).

The later study took account of the advice from 4NW that a lower target figure should be used. Both studies had considered that the borough has one of the best existing employment land portfolios of around 175 ha (at the time) in the sub-region, and that the current supply is reasonably in balance with the size of the workforce and forecast demand, based on past take-up. The borough, before the recession, was achieving an average annual employment land take-up of around 9 ha a year which would mean a need for about 153 ha up to 2026. A large part of this supply (95 ha) was on land immediately available for development on Kingsway Business Park. This is one of the largest business parks the northwest and the country and is expected to attract major inward investment to the region.

Despite this land supply appearing adequate, both studies had concluded that we need to provide a land supply for employment uses (primarily in use classes B1 to B8) of around 210 hectares in total for the period up to 2026. The GM study makes it clear that the figure fore Rochdale does include a 20% flexibility factor. This meant that about 30ha more land needed to be identified on top of the (then) existing 175 ha supply. This figure was therefore considerably less than that potentially suggested by the Regional Spatial Strategy, which on a simple pro rata basis across 10 districts, was suggesting a requirement of up to an additional 91.7 ha in each district. Rochdale never accepted the need for the scale of additional employment land required by the Regional Spatial Strategy.

The studies above only consider the period up to 2026 (the period covered by the previously submitted Core Strategy) and therefore it is necessary to consider what the impact extending the period up to 2028 has on the employment land requirement.

The previous Core Strategy had the target of around 210 hectares over the period 2010-2026. Therefore a

86 Greater Manchester Employment Land Position Statement – Final Report (AGMA, August 2009)

logical way to consider how this should be applied to the revised Core Strategy period of 2012-2028 is to consider take-up over the last two years and how best to extrapolate the target beyond 2026. In the last two years take up has been 1.6 ha and 12.2ha respectively giving a total take up of around 14 ha. The latter figure reflects a major completion with Kingsway Business Park. In terms of extrapolating the figure beyond 2026 it is considered most appropriate to consider average take up prior to the recession which was 9 ha per annum. This would result in 18 ha over two years. Given that these two figures broadly cancel each other out it is considered that applying the 210 ha requirement over the revised Core Strategy period is still appropriate. It still represents a target which provides significant potential for economic growth and also includes a 20% flexibility factor as acknowledged in the GM study.

In summary the reasons for our conclusions, and for staying with them, are as follows:

- our forecasts of demand based on past take up and from the Greater Manchester Forecasting Model (GMFM) give quite different results. The GMFM giving a more pessimistic view of employment levels and land requirements due to the recession. This is backed up also by the latest 2011 GMFM forecasts;
- however the Greater Manchester Forecasting Model forecasts do not take full account of the effect of our policies to regenerate the economy. The forecasts are 'policy off' whereas the Core Strategy is seeking to regenerate the local and Greater Manchester economy.
- take up has also picked up, with major completions coming forward on Kingsway Business Park. It's also accepted that the past take up rates don't take account of future economic trends;
- although the Regional Spatial Strategy is soon to be abolished, this has not required us to amend our land requirement figure. This is because we were already potentially not meeting the Regional Spatial Strategy requirement;
- there is at the moment considerable uncertainty about the current state of the economy and the likely impact of the recession;
- we need to ensure that there is a sufficient employment land supply through to 2028 so that the local economy is at least not impeded but instead has the opportunity to grow out of recession;
- providing for only the past rate of pre-recession take up over the Core Strategy period (i.e. 16 x 9 ha = 144 ha) may not provide the choice and flexibility needed to support business growth. Also it won't assist the change of use of inappropriate employment sites to housing and other uses to support regeneration;
- we do not want any additional land allocations to undermine the delivery of Kingsway. Therefore whilst seeking to avoid an under supply we do not want an over supply;
- therefore, the provision of any additional land (see section relating to policy E4 below) should only be identified based on clear evidence of need and subsequently phased taking account of the available land supply; and
- a flexible approach is required that will ensure that we can meet all likely eventualities.

Our employment land requirement for B1 – B8 uses will be met primarily through the allocation (both existing and future)of sites in the economic growth corridors and areas (policy E3 - see below). There will be, in addition to this supply, windfall sites in and outside employment zones that may be used for B1 – B8 uses and that will contribute to meeting the demand. However, those sites can also go to other employment uses or housing subject to policy E2 and other relevant policies.

The key sites in growth corridors and areas are suitable for the priority sectors identified above and a range of other needs. They are all in the south of the borough in highly accessible locations, and offer a high quality portfolio of land. No land is currently sought for allocation in the north of the borough, although if a particularly accessible and appropriate site for employment is put forward when preparing the Allocations DPD it will be carefully considered.

Employment development is focused primarily in the south of the borough, on the strategic sites (mainly already allocated in the Unitary Development Plan) in growth corridors and areas identified in policy E3 , where there are larger and better, more accessible, sites close to the motorway corridors. At the same time a good supply of sites to meet local need is provided in other employment zones throughout the borough. This approach is in line with strategy set out in the borough Masterplan.

Proposed overall employment land supply

Our proposed employment land supply to meet a requirement of about 210 ha to be available for development for predominately B1-B8 uses is as follows:

- A current land supply of 160 ha (of which 130 ha is on allocated sites);
- Up to an additional 30 ha that is expected from windfall sites (see below) over the plan period. Windfall sites will mainly be existing employment sites, mostly in allocated Employment Zones (total area 585.7 ha), that may become available for redevelopment to provide better quality premises; and
- The remainder of the requirement, taking account of any potential shortfall in terms of windfalls, to be identified in the Allocations DPD in accordance with the criteria set out in policy E4 (see below).

The table below shows the current employment land supply and how that is focused in the south of the borough and in particular within the economic growth corridors and areas.

Table 9 Employment land supply as at April 2012

Location	Total area of Employment Zones (ha)	Area of Employment Zones (as % of borough total)	Land supply on key sites for employment development (ha)	% of borough's total employment land supply on key sites
1. Rochdale town centre / Kingsway corridor	61.7	10.5%	85	53.3%
2. Sandbrook Park / Crown Business Park / Castleton corridor	74.0	12.6%	20.56	12.9%
3. Middleton town centre / Oldham Road corridor	47.9	8.2%	8.11	5.1%
4. South Heywood employment area	119.0	20.3%	23.33	14.6%
5. Stakehill Business Park	88.7	15.1%	5.22	3.2%
Total in Economic Growth corridors / area	**391.3**	**66.8%**	**142.22**	**89.2%**
Elsewhere in the south of borough	136.7	23.3%	7.34	4.6%
Total South of the borough	**528.0**	**90.1%**	**151.32**	**94.9%**
Total North of the borough	**57.7**	**9.9%**	**8.18**	**5.5%**
Total Rochdale Borough	**585.7**	**100%**	**159.50**	**100%**

Windfalls are sites which are unallocated but which come forward for development and therefore contribute to the overall supply of land. In recent years such windfalls have contributed significantly to the supply of employment land and new employment development within the borough. An analysis of employment land take up between 1999 (the year the first UDP was adopted) and 2012 shows that of the 98.3 hectares developed, 52.6 hectares has come forward on windfall sites. This equates to 4 ha per annum and demonstrates that around 60 hectares could come forward via windfalls over the plan period. Of the total current supply of 160 ha, 30 ha are windfall sites that either have permission or have been identified. Therefore there is an additional 30 ha which could could forward from as yet unidentified windfalls (e.g. through redevelopment within existing employment areas).

Managing the release of land to meet future employment needs (Policy E4)

The delivery of up to 210 ha of employment land up to 2028 represents a challenging target and it is likely that if take up rates increase there will be a need to allocate further land for employment to meet these needs.

The previously submitted Core Strategy included a proposal to release around 30 ha of land currently in the

Green Belt to assist in meeting the overall requirement and to provide a high quality employment development in a location which built on the success of the existing Heywood Distribution Park. However, the Inspector felt that the release of additional land was not justified, citing recent take up rates (which were under 2 ha per annum for the period 2008-2011) and the methodology for the additional land required used in the RELS. The Inspector also noted the comment within the RELS that at that time the demand for employment land in the borough and the overall supply were 'reasonably in balance'. It was these views and the conclusion that 'exceptional circumstances' for the release of Green Belt could not be demonstrated that ultimately led to the Council withdrawing the Core Strategy.

In drafting the revised Core Strategy the Council has taken account of these views and does not include a specific proposal for additional employment land. In the previous Core Strategy the Council did acknowledge, that compared with other districts, we did have a good supply of sites for employment development, notably the high quality Kingsway Business Park, Crown Business Park and opportunities within existing employment areas in south Heywood. Also even though the proposal at South Heywood was included, it was to be phased in a way which meant that it would not have an impact on the delivery of Kingsway Business Park which at that time had only just started to be developed.

However, current supply and anticipated windfalls does show a shortfall when considered against the overall requirement. Therefore although the revised Core Strategy does not include a specific proposal, it does include a criteria based policy to guide the identification and release of employment land. These criteria include the importance of robust evidence of need and ensuring that the location and quality of the development is in accordance with the overall Spatial Strategy. They also include a 'trigger' in relation to progress on Kingsway Business Park to ensure that any new large sites do not have an adverse impact on the development of this key inward investment site. The policy also includes a sequential approach to ensure that brownfield options are considered before the release of a greenfield site or sites.

This policy will then be used to guide future allocations and deal with applications for major employment proposals outside existing employment areas or sites currently in employment use.

Conclusion

In conclusion it is considered that the proposed employment land target is aspirational but reflects the importance of improving the scale, range and quality of employment generating activity within the borough. The Council already has a good supply of land identified for employment development in the borough and this will enable sustainable economic growth to help address the current economic under-performance of the borough. There is recent evidence that the borough has significant potential in terms of export-led business growth and therefore it is important there there is sufficient space for growth in this and other key sectors (e.g. food and logistics). The inclusion of a policy to allow for the release of additional land if there is evidence of need later in the plan period means there is flexibility to deliver further economic growth.

Positively prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The policies relating to the need for additional employment land seek to ensure that sufficient land is provided to enable the economy to grow and reflects the sectors where the borough is currently successful. The employment land target isw high compared to recent take up rates but it is considered more appropriate to consider pre-recession levels as well and seeking to build on the success of Kingsway Business Park and other nationally renowned employment locations in the borough. The policies are sufficiently flexible in terms of promoting economic growth whilst also allowing the potential re-use of those sites which may not be as attractive for continued employment use or meet the needs of modern business.

Proposed policies compliance with guidance

NPPF - Building a strong competitive economy	How does the Core Strategy policy address this?
To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.	The Greater Manchester authorities have worked together to jointly assess the Greater Manchester economy and to develop a joint Greater Manchester Strategy and an emerging Spatial Investment Framework. This will seek to ensure the maximum performance of the local economy. The Core Strategy fits into this overall strategy and is proactive in terms of promoting a scale and quality of development which will support the needs of existing and new businesses thus contributing top the local and wider sub-regional economy.
In drawing up Local Plans, local planning authorities should: • Set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth; • Set criteria, or identify strategic sites, for local inward investment to match the strategy and to meet anticipated needs over the plan period; • Support existing business sectors taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances; • Plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries; • Identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and • Facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.	The Core Strategy, and in particular through policies E1, E2, E3 and E4, fulfils all the requirements identified in NPPF. It: a) sets out a clear vision for sustainable economic growth by promoting the delivery of new economic development on sites which can meet the requirements of 21st century businesses; b) Policy E2 sets a target which promotes economic growth and investment. It provides an existing good supply of land to meet needs over the plan period and sets criteria to identify and release further land to support a growing economy; c) There is a strong evidence base on the local economy, including key sectors and businesses and there is good support for these through the policies. The scale of employment development set out in policy E2 includes a flexibility factor and policy E4 sets out a mechanism to identify further land in a sustainable way. d) The Core Strategy positively plans for clusters in economic growth corridors and areas and enables the expansion of key growth sectors in the borough, notably export led manufacturing, logistics and food. d) Policy E3 specifically identifies priority corridors and areas where economic development will be focused. This includes promoting measure ti improve areas e.g. Business Improvement Districts. An employment area within the borough has already been designated as a Simplified Planning Zone to promote economic development; e) The overall principal of sustainable mixed use development is supported through the Core Strategy.
Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.	The policy specifically includes criteria which allows alternative uses to be considered where there is no reasonable prospect of a site being used for that purpose. The criteria include consideration of the current market and seeks to ensure that land is used efficiently to support regeneration across the borough.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
E2 - Increasing jobs and prosperity	Employment Land Study Greater Manchester Employment Land Position Statement	The policy seeks to achieve the right balance between: Providing sufficient employment land in the right places but not providing an excess; Protecting existing employment sites where appropriate for continued employment use but allowing other uses when they	The level, type and location of employment land take up and loss is monitored annually. Standard economic indicators are used regularly to monitor the performance of the local economy.

Policy	Evidence of deliverability	Flexibility	Monitoring
		would be more appropriate.	
E3 - Focusing on economic growth corridor	Employment Land Study Greater Manchester Employment Land Position Statement	The flexibility for policy E2 (above) will apply	As above, plus the take up of land and scale of development will be monitored for each of the growth corridors and areas. Take up on, and demand for Kingsway will be a key indicator on the need for additional land release.
E4 - Managing the release of land to meet future employment needs	This would be based on up to date evidence relating to need and demand within the borough. This would be linked to the production of the Allocations DPD	This principal aim of this policy is to ensure that the flexibility exists to meet needs throughout the plan period. The policy prevents the unnecessary release of land but means that demand can be met if take up increases and windfalls do not come forward as anticipated	As above

E5 - Encouraging the visitor economy; E6 - Supporting and diversifying the rural economy

Main sources of information

National Planning Policy Framework[87] Research for Regional Spatial Strategy[88]

Evidence to justify policy approach

Tourism

Research undertaken for the Regional Spatial Strategy showed that the tourism industry is worth an estimated £76 billion and accounts for 4.4% of the UK's economy, supporting 1.4 million jobs nationally and 7% of all employed people. In the North West the visitor economy is significant and contributes over £3 billion to the region's economy, providing jobs for one in ten people. The North West is becoming a key destination within the United Kingdom.

Tourism is not one of Rochdale's traditional industries; however it is still a significant contributor to the local economy. In 2006 it was worth an estimated £268 million supporting 4,200 jobs. Visitor numbers in the borough are increasing, with an average of 7.5 million visiting each year.

Rochdale's accessibility to the regional centre, heritage and stunning natural landscapes in the south Pennines give it a strong visitor offer. There is still great potential for growth in the holiday and business tourism sectors. The borough is not currently realising its full potential, it is not an identified tourist destination outside of the borough. The borough needs to promote a positive image, as it is vital to the visitor economy. One key challenge is to promote accessible cultural heritage, natural assets (particularly the south Pennines), and the water-based attractions of the lakes, rivers and the Rochdale canal.

The rural economy

Within Rochdale, the rural population is small and dispersed. Residents living in rural locations make up approximately 1.6% of the population (3288 residents), of which dispersed rural residents account for 58% (i.e. not resident in rural towns or villages).

Traditional rural economic activities such as agriculture, mining and forestry are not a major source of employment within the borough. Similar to the rest of Greater Manchester, the majority of farm holdings within the borough are registered small holdings of less than 20 hectares. Farming therefore tends to be a part time, low income occupation. Rural incomes within the borough are low, 8% lower than the average for the North West. In addition to traditional rural economic activities there are opportunities for increasing tourism and leisure, food and drink and professional and creative activities. These could utilise assets such as long distance walks, biodiversity, cultural heritage and accessible recreational facilities and assets. The maps 10 and 11 show the level of income and employment deprivation across the borough in terms of the Indices of Multiple Deprivation 2007.[89]

Positively prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The plan recognises the importance of of the visitor and rural economy given the evidence above. The policies are designed to support these elements of the local economy as well as seeking to maximise the significant opportunities that exist, particularly within the visitor economy.

87 National Planning Policy Framework (DCLG, 2012),
88 The North West of England Plan Regional Spatial Strategy to 2021 (GONW, September 2008)
89 Index of Multiple Deprivation 2007 (DCLG)

Proposed policies compliance with guidance

NPPF - sections dealing with town centres and the rural ecomomy	How does the Core Strategy policy address this?
(Within town centres) allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism cultural, community and residential development needed in town centres.	Policy E5 emphasises the role that town centres can play in promoting further tourism opportunities.
Local plans should support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors and which respect the character of the countryside.	Policy E5 seeks to promote a range of tourism opportunities across the borough which will boost the visitor economy and the overall image of the borough.
Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.	Policy E6 seeks to provide the right balance between supporting the rural economy whilst ensuring that new development is of high quality and is sensitive to its setting and location.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
E4 - Encouraging the visitor economy	Work is already progressing on a number of the initiatives identified, however uncertainty on funding may delay delivery.	A large number of tourism opportunities are identified	Development and economic data will be monitored
E5 - Supporting and diversifying the rural economy	Past experience, and progress with some projects, indicates the potential for gradual change and diversification	There is limited flexibility due to Green Belt policy	Development and economic data will be monitored

Eight delivering a more prosperous economy (so1)

9 Creating successful and healthy communities (SO2)

Introduction

Creating successful and healthy communities is about developing good places to live and encouraging community cohesion. It is the key to retaining existing residents, attracting new residents and accommodating the wide range of age groups, family sizes, ethnic groups and income levels that are necessary for diverse and successful communities.

The 'Creating Successful and Healthy Communities' section has been divided into two distinct policy areas - housing policies and community policies.

C1-C5 - Housing policies

One of the key themes of the Core Strategy is to create sustainable communities, which aim to meet the challenge of urban renewal and regeneration as well as to provide attractive, popular and healthy sustainable communities.

Compared to other housing markets in the North West and the Manchester City Region, Rochdale and the wider north eastern Manchester housing market is less attractive. The housing on offer in the borough has stark differences in terms of quality and price and it fails to address the needs of existing or future residents. A lack of high value housing across the borough means that it fails to attract and retain residents with higher incomes.

There is an over supply of terraced housing, particularly within Inner Rochdale and parts of Heywood and Middleton, some of which is poor. There is, however, still high demand for terraced properties particularly from the Asian community within Inner Rochdale because of the locational benefits, and from first time buyers, so it is important to maintain a provision of high quality terraced properties.

There are large single tenure housing estates with a high turnover of occupants which fail to provide a varied choice of housing types. Map 6 In the Spatial Portrait shows the location of the major housing areas in the borough. This high concentration of particular housing types has led to segregated housing markets and, in turn, local communities. The quality of facilities, services and open space adjacent to some areas of housing is poor and has a negative impact on residential environments.

There is a recognised need in the borough to create sustainable neighbourhoods that promote inclusive communities, provide good housing and allow residents good access to public transport. There also needs to be a provision of nearby schools, shops, health and leisure facilities and employment opportunities.

Despite these challenges the borough does offer a location and environment that provides potential for housing growth. Progress is being made on increasing job opportunities within the borough, notably Kingsway Business Park and the completion of Metrolink will mean the borough is highly accessible to jobs and services within the conurbation core. In addition to this the ongoing regeneration of town centres and neighbourhoods along with enhancements to natural assets and visitor attractions will make the borough more attractive for new residential development.

It is important that the Core Strategy delivers the right amount of housing in the right places. It is also important to continue to regenerate the most deprived areas of the borough. The overall aim is to provide a range of well designed, good quality housing that attracts and retains residents, improves the borough's image and supports prosperity.

C1 - Delivering the right amount of housing in the right places; C2 - Focusing on regneration areas; C3 - Delivering the right type of housing

Main Sources of Information

Rochdale Strategic Housing Market Assessment[90]; Strategic Housing Land Availability Assessment[91]; Greater Manchester Strategic Housing Market Assessment[92]; NPPF.

Evidence to justify policy approach

In developing the target for additional homes within the Core Strategy, and evidencing how that target will be met, a number of sources of evidence have been taken into account. This includes:

- Previous housing targets;
- Recent completion rates and clearance assumptions;
- Delivering regeneration;
- National projections;
- Sub-regional forecasts;
- Strategic Housing Market Assessment; and
- Housing land supply.

Previous housing targets

The housing requirement set out in the revised Unitary Development Plan[93] was 240 dwellings per annum and covered the period 2002-2016.

This figure of 240 reflected the existing market and policy context at the time in the North West. In terms of Rochdale borough, this figure reflected the relatively low demand and the need to regenerate brownfield sites and restructure the local housing market. Following on from this, there was significant economic growth driven by the success of Manchester city centre and this led to higher levels of housebuilding and demand for new homes and housing land. This improved market context and the national drive to deliver more homes was a key issue in the revision of the Regional Spatial Strategy.

In 2008 the Regional Spatial Strategy (RSS) for the North West [94]was adopted and this set a housing target for Rochdale of 400 additional homes per annum in the period 2003-2021. This target was based on the following:

- Information from the Urban Capacity Study[95];
- Population and household projections;
- Delivery of regeneration objectives, particularly the Housing Market Renewal (HMR) programme; and
- The need to contribute to the growth aspirations of the wider sub-region.

The target of 400 was considered aspirational, particularly as it had to take account of clearance replacement which was predicted to be high given the HMR programme and other regeneration activity in the borough. However, it was considered deliverable as the housing market was buoyant and the regeneration activity was based on bringing more sites forward for housing. It should be noted that the figure put forward for inclusion in the RSS was not generated through any complex methodology but was simply a balanced judgement taking account of key evidence at that time.

Although RSS was not adopted until 2008 the housing targets within it were to be applied from 2003 with

90 2010 Rochdale Borough Strategic Housing Market Assessment (arc4, 2011)
91 Rochdale MBC Strategic Housing Land Availability Assessment - as at April 2012 (July, 2012)
92 Greater Manchester Strategic Housing Market Assessment (AGMA, December 2008),
93 Rochdale Borough Unitary Development Plan (Adopted June 2006)
94 The North West of England Plan Regional Spatial Strategy to 2021 (GONW, September 2008)
95 Rochdale MBC Urban Potential Study (RMBC 2005)

any under-performance in that period met over the remaining plan period. Since net completion rates in this period were low (see section on completion rates below) this meant that the target for Rochdale from the adoption of the RSS was considerably higher than 400 per annum. The Council did express concerns at the time regarding this approach as it had the effect of immediately increasing the borough's requirement since we had previously been aiming at an annual requirement of 240 per annum set out in the adopted Unitary Development Plan.

The previously submitted Core Strategy covered the period up to 2026. In applying the RSS figure it was therefore necessary to look beyond the RSS period of 2021 and extrapolate it to 2026. Taking account of this and the shortfall against the RSS in the period 2003-2009 meant that as at April 2009 in its Annual Monitoring Report[96] and Core Strategy Preferred Options Report the Council assumed an annual target of 456 per annum from 2009-2026.

If the shortfall had to be met by the end of the RSS period (i.e. 2021) this would have meant the target at Preferred Options Stage would have been 479. The current recalculated RSS target, as at 1st April 2012, is 562 if it is to be met by 2021 and 491 if it is to be met by the end of the revised Core Strategy period i.e. 2028.

In 2010 the new Coalition Government announced that RSS would be abolished. This decision prompted the Council to review its housing target for the Core Strategy which was submitted in to Government in March 2011. This review concluded that whilst the previously agreed RSS target of 400 was achievable in the period 2010-2026, a target which included under-performance from 2003 would not be. Therefore a target of 400 per annum between 2010 and 2026 was set out in the previously submitted Core Strategy. It should be noted that the housing target was not an issue raised for discussion at the Exploratory Meeting relating to the previously submitted Core Strategy.

Recent completion rates and clearance assumptions

The table below shows completion rates in the borough since 2003.

Table 10 Net housing completions in the borough 2003 - 2012

Year	Gross completions	Demolitions	Net completions
2003 - 2004	290	171	119
2004 - 2005	323	265	58
2005 - 2006	461	111	350
2006 - 2007	496	367	129
2007 - 2008	489	71	418
2008 - 2009	500	115	382
2009 - 2010	268	231	37
2010 - 2011	254	63	191
2011 - 2012	467	13	454
Average	**394**	**157**	**237**

This table shows that since 2003 net completion rates have been low. Although gross completions were between 450 and 500 for four consecutive years, the high levels of clearance and low completion rates for other years meant that average net completions remained well below the RSS target. In recent years completions have clearly been hit by the impacts of the recession although there are some signs that completions are starting to rise as the market picks up.

This demonstrates that the target in previously submitted Core Strategy of 400 per annum remains an

96 Annual Monitoring Report (2009)

aspirational target particularly given the current economic climate and the fact that many new developments are more traditional, lower density schemes with far fewer apartments coming forward.

As the table shows, clearance levels have had a large impact on the number of net completions coming forward and was the principal reason for the under-performance against the RSS target from 2003. These clearance rates have been due to major regeneration programmes and in particular large scale demolition on the Langley estate in Middleton. In the period 2001-2010, of the 1,721 dwellings cleared in the borough, 1,117 were on Langley. However, clearance on Langley is now coming to an end with just 26 properties identified for demolition.

The table below sets out proposed clearance within key regeneration areas over the plan period.

Table 11 Major sources of clearance over Core Strategy period

Priority Regeneration Areas	No. dwellings to be cleared
East Central Rochdale	11
Kirkholt	150
Heywood	206
Langley	26
Total	**393**

The current low levels of planned clearance reflect the scale of clearance that has taken place in recent years and the fact that there are now limited resources to undertake clearance. Some of the clearance identified in the table above is reliant on some additional funding coming forward to deliver it and it is unlikely to all be delivered in the short term. In 2010, the planned clearance was over 1000 and therefore the reduction to 393 demonstrates the impact that the loss of regeneration funding has had.

Given the current situation regarding clearance it is clear that the previous assumptions regarding clearance rates may no longer be appropriate. Previous versions of the Core Strategy assumed an annual clearance rate of 100 per annum but this now looks too high given the planned clearance and drop in the number of demolitions since 2010. Therefore the revised Core Strategy does not assume a specific clearance rate but will take account of planned clearance when calculating and presenting the five year deliverable supply.

In summary it is clear that clearance and the recession have had a major impact on the ability to deliver the RSS target and it is considered unrealistic to expect this shortfall to be addressed in subsequent years.

Delivering regeneration and improving housing choice

The borough has undergone significant regeneration in recent years and much of this has focused on improving the quality and choice of housing and general environment in existing residential areas. In particular, regeneration has looked to tackle issues of unfit housing, incompatible uses adjacent to existing homes and over-dominance of a particular housing type or tenure.

The borough was chosen as a pathfinder area (jointly with Oldham) under the Housing Market Renewal programme. This regeneration programme covered large parts of the borough and focused on inner urban areas as well as large social housing estates (Langley and Kirkholt). Although the funding for this initiative has now gone it is important that these areas, and the work started, continue to be a focus for regeneration activity. The need to deliver ongoing regeneration within the borough is a key priority within the Core Strategy and provides the background for Policy C2. It is also an important issue in considering overall housing delivery since it requires a continued focus of the development of previously developed sites within the urban area.

Delivering new housing through regeneration will help to improve the mix and and quality of housing in areas currently dominated by a particular type and tenure. The need to provide a better mix of housing is also evidenced in the Strategic Housing Market Assessment (SHMA). This highlights in particular the need for larger housing. The Council is also seeking to increase the the number of larger and higher value homes in

the borough in order to attract and retain residents on higher incomes. This is seen as important to boost the local economy (e.g. Spending in town centres) and ensure that the borough can compete with other districts by provide a good range of housing in terms of quality and choice.

National population and household projections

Projections, particularly household projections, provide a useful context and evidence base for deriving housing targets and are normally updated every two years. The latest population projections are the 2010-based sub national population projections produced by Office for National Statistics in March this year. The latest household projections are the 2008 based projections produced by the Department for the Communities and Local Government and were produced in November 2010.

The 2008 household projections show a rise in households from 84,000 in 2008 to 92,000 in 2028. This equates to 400 per annum over this period. There is no specific figure given for 2012 but as the rises across the time periods are fairly consistent it is appropriate to assume a 400 per annum increase for the period 2012-2028.

The 2010 based population projections do show a larger increase in the boroughs population than the corresponding 2008 based population projections. The 2010 based projections show population in the borough rising from 207,000 in 2012 to 223,000 in 2028, an increase of 16,000. The 2008 based projections showed a rise of just 5,900 over the same period. This large difference between the two sets of projections does demonstrate that projections, even those carried out relatively close together, can vary significantly and much depends on the underlying assumptions and data fed into the methodology. Therefore whilst projections do form a useful source of evidence which is regularly updated they do need to be considered alongside other relevant information.

Sub-regional forecasts – The Greater Manchester Forecasting Model

The Greater Manchester Forecast Model[(97)] was developed by Oxford Economics and adopted by AGMA to provide a common base within Greater Manchester for developing plans and strategies. The model provides economic, demographic and housing forecasts, providing a link between housing and the economy. The model has undergone a number of developments since its inception and has been used both to provide baseline forecasts and a variety of alternative scenarios.

The latest running of the model provides information for 2012 onwards and covers the period covered by the Core Strategy. The household growth forecasts from this model show that the number of households in the borough will increase from 89,000 in 2012 to 98,000 in 2028. This is an increase of 9000 which equates to 563 per annum.

Need identified through Rochdale Strategic Housing Market Assessment

Consultants arc4 Limited were commissioned in 2009 to carry out a comprehensive Strategic Housing Market Assessment (SHMA) for Rochdale Metropolitan Borough Council.

This research conforms to the Department of Communities and Local Government (CLG) Strategic Housing Market Assessment Guidance and provides an evidence base for future policy development. The research focused on four core areas: a review of housing markets; an assessment of housing need and affordable requirements; a review of general market requirements; and policy recommendations.

Section 5 of the SHMA covers a review of general market demand requirements. This takes account of demand from the household survey and open market supply which considers both the owner occupied and private rented sectors and therefore provides an indication of the number of additional homes required.

The SHMA notes that one of the key factors of supply in meeting overall open market requirements is the volume of sales. The study acknowledges that this factor fluctuates significantly and at the time of the study the volume of sales had reduced from 4,163 in 2007 to only 1,621 in 2009, a fall of 61.1%. Therefore in carrying out the modelling as well as using the current data (scenario 1), an alternative (scenario 2) was also

97 Greater Manchester Forecasting Model (AGMA, 2011)

considered which included a 20% uplift in open market supply to reflect more realistic market conditions.

The results of scenario 1 suggested an annual shortfall of 983 based on average supply over the past two years. The results of scenario 2 suggested an annual shortfall of 396 based on the 20 % uplift. The latter was considered to be the more reliable of the two figures but it is clear that the modelling is significantly affected by changes to market conditions in a relatively short space of time. More detail on how these figures are derived is included in the SHMA.

The SHMA utilises the 396 figure as the most appropriate figure for open market housing. This needs to be considered along with the need for additional affordable housing in terms of an overall requirement. The SHMA identifies a current affordable housing need of 128 per annum and therefore this gives a total figure of 524.

The SHMA makes reference to the then emerging Core Strategy target of 400 per annum. Whilst it concludes that the evidence from the SHMA shows a higher figure (which includes a challenging annual target for affordable housing) it acknowledges that achieving a delivery rate of 524 would require a considerable step-change in development practices and there are issues regarding the deliverability of this number.

More detailed need and demand information from the SHMA is included later in this section

Housing requirements and supply - summary

The table below summarises the various sources of evidence in relation to guiding a housing target for the borough and the annual targets they set out.

Table 12 Annual requirements for new homes

	Source	Additional homes per annum
1.	Adopted UDP target (2001-2016)	240
2.	Recent completion rates (2003-2012)	237
3.	RSS base target (2003-2021)	400
4.	RSS (recalculated to take account of under-performance with shortfall met by 2021)	562 (2012-2021) 400 (2021-2028)
5.	RSS (recalculated to take account of under-performance with shortfall met by 2028)	491
6.	DCLG 2008-based household projections	400
7.	Greater Manchester Forecasting Model (2011)	563
8.	Strategic Housing Market Assessment (2010)	524 (396 open market and 128 affordable)

This shows a range of figures all of which are relevant in terms of considering what the appropriate housing target should be for the Core Strategy. The two lowest figures relate to the historic target set out in the UDP (1) and current completions (2). The UDP target was replaced by the target in RSS but provides useful background to where we have come from in terms of housing targets. The figure relating to recent completions is very useful in providing a context for actual housing delivery in the borough.

In developing its figure for inclusion in the RSS the Council was demonstrating a desire to deliver more homes on sustainable sites and this was linked strongly to regeneration objectives and in particular Housing Market Renewal. However, the lead in time for preparing sites for development and the high levels of clearance meant that net completions were very low in this period. This was then exacerbated by the recession and the loss of resources to undertake the planned scale of regeneration.

It was these low levels of completions which resulted in a significant backlog of completions when considered against the RSS target. This resulted in a recalculated RSS target that was significantly higher than 400 per annum and these are shown as 4 and 5 in the table.

The remaining figures (6-8) are produced through various modelling at the national, sub-regional and local level. This produces figures ranging from 400-563. The SHMA figure does include the need to deliver a relatively high proportion of affordable dwellings. These are all relevant in terms of informing an appropriate housing target but do just reflect information at a specific point in time. For example, the information from the SHMA had to have an adjustment applied to take account of property sales figures that were much lower than average.

In terms of devising an appropriate target for the Core Strategy it is therefore necessary to consider all these figures to develop a target which strikes a balance between meeting growth targets, delivering regeneration and which can be realistically delivered. Taking account of the above a **target of 400 additional dwellings per annum** is considered the most appropriate for the following reasons:

- It would mean that, as a minimum, the Council would be meeting the latest household growth targets;
- It does reflect the base RSS target;
- It still reflects an aspirational approach to housing growth taking account of the UDP target and recent completion rates;
- It is of sufficient scale to enable a range of housing to be delivered across the borough;
- It supports and complements regeneration priorities e.g. former HMR neighbourhoods and economic growth e.g. Kingsway Business Park;
- It can be realistically delivered taking account of available supply and current clearance rates without the need for the unrestricted release of open land or development of inappropriate greenfield sites in the urban area; and
- Given that it is the same as the previously agreed RSS target it is considered that it still provides a scale of new housing that is sufficient to support the growth aspirations of the wider city region, taking into account targets in other districts.

The main issue affecting the borough in recent years has been the deliverability of sites, not the availability of them. The latest Strategic Housing Land Availability Assessment (see below) shows that there is sufficient land to meet this target. Despite this available supply the there are other factors which have an impact on the delivery of additional homes and it is hoped that meeting other objectives in the Core Strategy will help to increase the number of new homes.

This includes:

- improving the image of the borough;
- creating new jobs at Kingsway Business Park;
- regenerating Rochdale Town Centre;
- completing Metrolink - improving connectivity to the core of the City Region;
- developing and improving proposed economic growth corridors and areas; and
- improving access to, and the quality of, natural assets, green infrastructure and visitor attractions.

It should be noted that the target within the Core Strategy **is not a ceiling** and therefore can be exceeded through the development of appropriate sites. The supply within the Strategic Housing Land Availability Assessment suggests that sites are available to exceed this target if the rate of delivery increases.

Housing land supply - Rochdale Borough Strategic Housing Land Availability Assessment

The Strategic Housing Land Availability Assessment is a key component of the evidence base which supports the delivery of sufficient land for new homes. The assessment reflects the position of the housing land supply in the borough as at 1st April 2012. The assessment provides a robust evidence base for the Core Strategy, which will guide the level of house building required and where it should be focused up to 2028.

The assessment identifies sites with potential for housing, assesses what potential they have and determines

when they are likely to be developed. As many sites as possible with potential for housing have been identified. The Strategic Housing Land Availability Assessment does not determine whether a site should be allocated for housing development in the Core Strategy or that planning permission will necessarily be granted for residential development on any identified sites.

The identification of potential housing sites across the borough helps to inform policies and strategic priorities in the Core Strategy and form land allocations later on. Subsequent reviews of the assessment will consider how sites are coming forward and identify potential barriers that may be preventing other sites from coming forward. As well as illustrating potential capacity to deliver new housing, it also assists in identifying further work that may be required in helping to deliver these sites e.g. future policies and strategies.

The assessment of wider sites which are currently restricted for development due to policy (e.g. green belt, protected open land etc.) is also an important part of the process. These sites are identified in the assessment but they have been included on the list of sites which are discounted from overall housing supply at this stage. The assessment of these sites can help to identify those areas where future development may be appropriate if it is supported by an evidence of need and suitability and therefore justifies a change in policy approach. Sites that are included on the discounted list will be reconsidered through subsequent reviews of the assessment.

The results of the Strategic Housing Land Availability Assessment will help form part of the Council's evidence base to support its position in relation to the requirements of NPPF, in terms of both identifying a deliverable five-year supply (including an appropriate buffer) and also identifying potential housing sites for the next ten years and beyond (to cover the period of the Core Strategy).

Findings of the Strategic Housing Land Availability Assessment

The latest SHLAA shows the position as at 1st April 2012. The results from this SHLAA are summarised in the table below.

Table 13 Current housing supply in the borough as identified through the SHLAA as at 1st April 2012.

Time period	Source			Total	Gross p.a.	Net p.a.[98]
	Sites currently under construction	Sites with planning permission	New sites identified for housing			
Years 1-5	1649	950	121	2720	544	494
Years 6-10	375	780	3907	5062	1012	962
Years 11-15	61	100	1263	1424	285	235
Years 15+	0	0	205	205	205	155
Total	**2085**	**1830**	**5496**	**9411**	**588**	**538**

The proposed housing target within the Core Strategy is at least 400 per annum. This equates to the need to deliver a total of at least 6400 additional homes in the period up to 2028. It will also be necessary to replace dwellings lost through clearance (as mentioned in the section above) as well as providing a buffer, within the rolling five year supply, to provide greater certainty that the target will be achieved and well as ensuring choice and competition within the housing market. It is therefore considered that the current identified supply of **9411** supports the target set out in the Core Strategy and provides certainty that it can be delivered.

In terms of the five year supply, the National Planning Policy Framework requires an additional buffer of 5%, or 20% for those authorities where there has been a persistent under delivery of housing, to ensure that targets for housing delivery are met. Taking account of recent completion rates and appeal decisions it is considered that currently it is necessary to consider a 20% buffer within the five year supply. This means that the five year supply needs to demonstrate that there is capacity for an additional 2400 dwellings (5x400+20%). The current five year supply is 2720 but this is a gross figure and therefore it is necessary to

98 Based on current assumption of 50 per annum for the five year deliverable supply extrapolated over the whole Core Strategy period

take account of clearance. It is considered that clearance is unlikely to exceed 320 over the next five years given current resources. This will be monitored and if clearance is higher than expected sites will have to be moved forward from later in the plan period (in line with NPPF) to ensure that the 20% buffer is maintained.

In conclusion it is considered that the supply identified within the SHLAA supports a minimum target of 400 additional dwellings per annum. This identified supply can meet the overall requirement with sufficient flexibility to replace dwellings lost through clearance and maintain an appropriate buffer to provide certainty within the five year deliverable supply.

Previously developed land

The soon to be revoked Regional Spatial Strategy required 80% of all new homes built in the borough to be on previously developed sites. This target has been carried forward into the latest update of Strategic Housing Land Availability Assessment results. The percentage of projected completions as shown in the Strategic Housing Land Availability Assessment which are on brownfield land is shown in the table below.

Table 14 Percentage of supply that is previously developed land by type

	Years 0-5	Years 6-10	Years 11-15	Years 15+	Total
Sites under construction	89.1%	95.7%	100%	N/a	**90.6%**
Sites with permission	90.3%	81.7%	100%	N/a	**87.2%**
New sites idenfied for housing	100%	97.8%	100%	100%	**98.5%**
Total	**90.0%**	**95.2%**	**100%**	**100%**	**94.5%**

As the results of this show, of the total supply up to 2028 not including the Core Strategy site, over 94% is on brownfield land. The total supply on brownfield land over each of the five year time periods is significantly over the 80% brownfield development target.

Greater Manchester Strategic Housing Market Assessment

The Greater Manchester Strategic Housing Market Assessment is an overarching document for the Manchester city region, which provides an evidence base to support the formulation of policy and strategies. It provides a robust and evidenced assessment of numbers, types, sizes, tenures, prices and the spatial distribution of dwellings required within Greater Manchester.

Within the assessment Greater Manchester is divided into four housing market areas (HMA) with Rochdale falling into the north eastern HMA along with Tameside, Oldham and parts of northern Manchester. The assessment shows that the north eastern HMA could be particularly vulnerable in terms of the housing supply that is achieved in the short term because of current market conditions.

The assessment shows that within the north eastern HMA there is a demand for all types of properties, except terraced. It adds that there is above average demand for detached and semi-detached homes reflecting the comparatively low supply of these properties at the moment.

2010 Rochdale Borough Strategic Housing Market Assessment[(99)]

Summary of findings

The new Coalition Government is devolving planning powers to Local Planning Authorities and along with the abolition of the Regional Spatial Strategy, this means that Rochdale Council needs to identify future plans for development that are based around local evidence.

The Rochdale Strategic Housing Market Assessment, utilising findings from the 2010 household survey, has provided up to date social, economic demographic and housing data for the borough. Some strategic challenges have been highlighted:

99 2010 Rochdale Borough Strategic Housing Market Assessment (arc4, 2011)

- delivering 396 net open market and 128 affordable dwellings to reflect the demand and housing need evidenced in the Rochdale Strategic Housing Market Assessment;
- addressing the requirements of an increasingly elderly population;
- ensuring that future housing development supports future economic growth;
- ensuring a better balance between the supply and demand for market housing and in particular of larger dwellings households aspire towards; and
- diversifying the rage of affordable tenures available to local residents.

More detailed findings from the Rochdale Strategic Housing Market Assessment are provided below and the full report along with an executive summary can be found on the Councils website (see footnote).

Detailed information on Affordable Housing can be found in section C4 'Providing affordable homes' of this Background Paper.

Dwelling stock

Rochdale borough's dwelling stock, the majority of which was built before 1945, is made up from:

- 68.5% of dwellings are owner occupied;
- 23.9% are rented from a social landlord;
- 7.4% are rented privately; and
- 0.2% are in intermediate tenure, for example, in shared ownership.

79.2% of all occupied dwellings in the borough are houses, 13.6% are flats or maisonettes, 6.5% bungalows and 0.7% are classified as other types.

Market demand[100]

Planning Policy Statement 3 requires that Local Planning Authorities identify how they can achieve the right mix of properties through planned development. As part of the Strategic Housing Market Assessment Household Survey households that are intending to move to open market housing were asked what type and size of property they would like and expect to move to. Out of those moving, 79.4% of respondents said they would like to move to a house, 14.7% to a bungalow and 5.8% to a flat. This pattern is also shown in where they expect to move to as 82% said a house, 12.7% a bungalow and 5.3% a flat.

Table 15 What households moving would like

No. Bedrooms	Property type						
Detatched house	Semi-detached house	Large terraced house	Small terraced house	Flat	Bungalow	TOTAL	
One	1.3				1.2	0.1	**2.6**
Two	5.0	0.8	1.3	5.5	3.6	10.9	**27.0**
Three	14.0	15.9	1.9	1.2	1.1	2.2	**36.4**
Four	23.1	2.9	0.5		0.0	1.5	**28.0**
Five or more	4.5	1.6			0.0	0.0	**6.1**
TOTAL	**47.9**	**21.2**	**3.6**	**6.7**	**5.8**	**14.7**	**100.0**[1]

1. Base: 10,720 households

100 Rochdale Strategic Housing Market Assessment 2010 Household Survey

Table 16 What households moving expect to move to

No. Bedrooms	Property type						
	Detached house	Semi-detached house	Large terraced house	Small terraced house	Flat	Bungalow	TOTAL
One	1.3			1.5	2.2	1.3	6.3
Two		6.0	5.7	10.6	3.1	8.3	33.7
Three	8.0	17.5	3.5	3.2	0.0	2.7	35.0
Four	13.7	7.6	1.0		0.0	0.4	22.7
Five or more	2.4				0.0	0.0	2.4
TOTAL	**25.4**	**31.1**	**10.2**	**15.3**	**5.3**	**12.7**	**100.0**(1)

1. Base: 10,720 households

Table 17 Review of general market supply and demand

		Heywood	Middleton	Pennines	Rochdale	TOTAL
Tenure	**Total**	1.0	0.7	0.8	0.7	**0.7**
	Owner occupied	0.7	0.6	0.7	0.5	**0.6**
	Private rented	1.5	0.8	1.2	1.2	**1.1**
Property size	**One**	0.3	0.4	0.7	0.2	**0.4**
	Two	1.3	0.7	0.9	0.9	**0.9**
	Three	0.8	0.9	1.0	0.8	**0.9**
	Four or more	0.5	0.3	0.4	0.3	**0.4**
Property type	**Detached house**	0.7	0.3	0.5	0.8	**0.6**
	Semi-detached house	0.6	0.9	0.5	0.5	**0.6**
	Terraced house	1.4	0.7	1.5	1.0	**1.1**
	Flat (inc bedsits)	0.6	0.6	0.8	0.6	**0.6**
	Bungalow	0.7	0.7	0.7	0.3	**0.5**

Key	
< 0.5	Demand exceeds supply and particular pressure on stock
0.5 - <1	Demand exceeds supply and some pressure on stock
1>	Demand equals supply; demand likely to be satisfied

Table 17 was created within the Rochdale Strategic Housing Market Assessment to understand market demand by looking at household aspirations. The following key findings came to light:

- demand for open market accommodation exceeds supply, especially for owner occupied dwellings;
- demand exceeds supply for detached and semi-detached houses, bungalows and flats;
- there is an adequate supply of terraced properties relative to demand, except for in Middleton township; and
- there is the strongest demand for properties with four or more bedrooms and there is strong demand for one bedroom properties.

Evidence of older people and vulnerable groups

The number of people aged 60 or over is projected to increase by 36.5% from 43,000 in 2010 to 58,700 by 2031. The number of people aged 75 and over is expected to increase by 9,000.

The majority of older people want to stay in their own homes with help and support when needed and the vast majority are owner occupiers. Particularly noted is the need for help with repair/maintenance; with help needed for dealing with general repairs, bigger home improvements, improving energy efficiency and improving safety and security. Stairlifts and downstairs toilets are specific requirements identified by around one-fifth of older people. Resources for aids and adaptations remain tight, particularly for households in the private sector. Alternative sources of funding, such as equity loans, should be considered seriously to finance remedial measures required by older person households.

There is a degree of interest in new forms of older persons' accommodation, for instance extra care schemes, as well as traditional sheltered housing and open market provision. Providing a wider range of older persons' accommodation has the potential to free-up larger family accommodation.

Housing density

Completions from 1st April 2010 to 31st March 2011 were:

- 7% at a density of less than 30 dwellings per hectare;
- 27% at a density of between 30 and 50 dwellings per hectare; and
- 66% at a density of over 50 dwellings per hectare.

The policy in the current Unitary Development Plan indicates that housing development proposals will be permitted that result in a net site density of between 30-50 dwellings per hectare[101]" with higher densities promoted in sustainable locations. Sites included within the Strategic Housing Land Availability Assessment are assumed to be built out at a density of 40 per hectare. A higher density is assumed for sites in and around town centres, within walking distance of public transport nodes and those which are likely to be developed for apartments.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development?	Taking account of recent targets and completions within the borough it is considered that the target set out in the Core Strategy reflects an ambitious but realistic target for housing delivery over the plan period. It is considered that it enables us to provide a range of housing to meet needs in the borough whilst also ensuring a continued focus on delivering vital regeneration. It is not considered that the target places pressure on adjoining districts by diverting need as it does reflect a previously agreed annual target set through RSS. The Council will continue to engage through the Duty to Cooperate to ensure that future housing needs and the development of any subsequent targets is undertaken in accordance with these requirements.

101 Rochdale Borough Unitary Development Plan Policy H/5 'Residential Density'

Proposed policies compliance with guidance

NPPF - Delivering a wide choice of high quality homes	How does the Core Strategy policy address this?
Boost the supply of housing by • Using an evidence base to ensure that the needs for market and affordable housing are met in a way which is consistent with the policies set out in the Framework; • Identifying and updating annually a supply of deliverable sites to provide five years worth of housing including an appropriate additional buffer to ensure the target is achieved and ensure choice and competition in the market for land;	The Core Strategy sets an aspirational minimum target for the delivery of housing which is significantly higher than previous plan targets and recent rates of net completions. The policy acknowledges the need to provide an appropriate additional buffer to ensure a good supply of deliverable housing sites.
Local Authorities should use the Strategic Housing Land Availability Assessment to identify a sufficient supply of deliverable housing sites for the first five years, for years 6-10 and where possible for years 11-15.	The policies within the Core Strategy and the overall target for new homes is supported by an up to date Strategic Housing Land Availability Assessment. This assessment is updated annually and the latest version demonstrates a five year deliverable supply and an overall supply which meets the target over the Core Strategy period.
Housing proposals should be considered in the context of the presumption in favour of sustainable development.	The Core Strategy includes a policy (SD1) which sets out that development proposals will be considered within the context of sustainable development.
To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities authorities should plan for an appropriate mix of housing and identify the size, type tenure and range of housing that is required in particular locations, reflecting local demand.	Policy C2 identifies those areas where delivering housing of the appropriate type can assist in delivering regeneration and creating sustainable communities. Policy C3 sets out the types of housing required, based on local evidence, to widen housing choice and address current imbalances within the housing stock.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
C1 - Delivering the right amount of housing in the right places	Strategic Housing Land Availability Assessment	The Strategic Housing Land Availability Assessment (SHLAA) shows that there is more than adequate supply to meet the scale of housing put forward under C1. This means that there is flexibility in terms of the sites coming forward to meet the borough's need for new homes. If monitoring indicates that is insufficient supply to meet this requirement then the Council will explore further opportunities to meet this requirement.	The SHLAA is updated and reviewed on an annual basis. Information from the SHLAA is also published in the Council's Annual Monitoring Report.
C2 - Focusing on regeneration areas	Rochdale Council's Sustainable Communities Programme Ongoing project delivery and master planning	Whilst available public resources may affect the speed and scale of regeneration, the Council has an ongoing commitment to delivering regeneration in these priority areas. The priority areas are important to the delivery of the strategy but the lack of progress in one or more of these areas would not undermine the strategy as a whole.	Monitoring completions and other outputs in priority regeneration areas.

Policy	Evidence of deliverability	Flexibility	Monitoring
C3 - Delivering the the right type of housing	Rochdale Borough Strategic Housing Market Assessment Greater Manchester Strategic Housing Market Assessment	The policy is not unduly prescriptive about the mix of homes to be provided in terms of type and size. This approach is intentional and the policy refers to utilising the most up to date information i.e. from the up to date Rochdale Borough SHMA to indicate the types of housing that should be provided. The purpose of the policy is to broadly set out the direction of travel in widening housing choice within the borough particularly those property types that are currently in short supply and for which there is strong demand.	Monitoring completions in terms of both type and size through the Annual Monitoring Report.

C4 - Providing affordable homes

Main sources of information

National Planning Policy Framework[102]; Affordable Housing Supplementary Planning Document[103]; Economic Viability of Affordable Housing Requirements[104]; Rochdale Borough Strategic Housing Market Assessment[105]

Evidence to justify policy approach

House prices and trends

House prices across Rochdale borough have changed significantly in recent years. Average prices have increased from £61,000 at the start of 2002 and peaked in 2007 at £134,000. Despite drop in average house prices following the recession, the average at the end of 2011 was £120,000 which is still double that in 2002[106].

The 2010 Rochdale Borough Strategic Housing Market Assessment (SHMA) showed that at the sub-district level, the relatively higher priced areas in the borough are in the Pennines Township and western areas of Rochdale (Norden and Bamford) with lower priced areas in central Rochdale and west Middleton. Lower quartile house prices are usually associated with entry-level property types and are therefore a useful indicator of affordability. In Rochdale borough, lower quartile house prices vary between £75,000 in Middleton and £89,000 in the Pennines township. Lower quartile prices in Rochdale borough are 4.9 times that of lower quartile incomes.

Affordability

The relative affordability of open market dwellings in Rochdale borough is compared with the other 39 districts in the North West, Rochdale borough is ranked the 9th most affordable district in the North West and is the most affordable of the ten Greater Manchester districts[107]. It is interesting to note that in 2000, a household income of £13,429 was required to ensure that a median-priced property was affordable. By 2009, an income of around £28,762, was required, an increase of 114%.

Housing need

Affordable housing is defined as either social rented or intermediate housing, which is provided and made available to eligible households (i.e. those who lack their own housing or live in unsuitable housing) who cannot afford to meet their needs through the market. Intermediate affordable housing is housing at prices and rents above those of social rents, but below market prices or rents. Affordability is therefore determined according to local income and house prices with housing costs low enough for eligible households to be able to afford them.

A detailed analysis of the following factors determines overall affordable housing requirements:

- households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market (backlog need);
- new households forming who cannot afford to buy or rent in the market;
- existing households expected to fall into need; and
- the supply of affordable housing through social renting and intermediate tenure stock.

In addition to establishing the overall affordable housing requirement, analysis breaks this requirement down

102 National Planning Policy Framework (DCLG, 2012)
103 Affordable Housing SPD (March 2008), www.rochdale.gov.uk/pdf/2008-03-18_LDF_SPD_Aff_Housing_Adopted.pdf (BP 55)
104 Economic Viability of Affordable Housing Requirements (arc4, 2010) (BP 94)
105 2010 Rochdale Borough Strategic Housing Market Assessment (arc4, 2011), Currently unavailable online (BP 150)
106 Land Registry data, reproduced by New Economy Manchester, 2012
107 CLG House Price Statistics; Annual Survey of Hours and Earnings 2009

by township, property designation (i.e. general purpose and older person) and property size (number of bedrooms) as shown in the table below.

In summary, data from the Rochdale Strategic Housing Market Assessment suggests a gross requirement of 514 general needs affordable dwellings and a net requirement of 128. The substantial difference in the net and gross figures is due to the considerable mismatch between supply and demand. The annual net shortfalls in general needs affordable dwellings can be summarised as:

- 44 smaller dwellings (two bedroom)
- 84 larger dwellings (three and four bedroom)

Analysis suggests there was sufficient affordable older persons' accommodation but this only relates to affordable dwellings and not to general market or specialist provision for older people.

An analysis of the property type preferences of households in need and newly-forming households would suggest the following profile of property types:

- 68.6% houses
- 31.4% flats

Future households requiring affordable housing

The Rochdale Strategic Housing Market Assessment assumed a household formation rate of 1,469 households each year, based on the national gross household formation rate of 1.7% of households. Based on the ability of households who have formed in the past five years to access the open market, it is suggested that 58.4% of newly-forming households could not afford to rent or buy on the open market (858 each year).

Annual affordable housing requirement 2010/11-2014/15[108]

Table 18 General needs net requirements

No. Beds	Heywood	Middleton	Pennines	Rochdale	TOTAL
1	33	-16	-110	-133	-226
2	11	-29	210	79	270
3	-45	-11	50	-42	-48
4	4	62	17	48	132
Total	**3**	**6**	**167**	**-48**	**128**

Table 19 General needs gross requirements

No. Beds	Heywood	Middleton	Pennines	Rochdale	TOTAL
1	33				33
2	11		210	79	300
3			50		50
4	4	62	17	48	131
Total	**48**	**62**	**277**	**127**	**514**

108 Source: 2010 Household Survey

Affordable housing tenure

On the basis of tenure preferences of households that are currently in need and preferences of newly forming households, a split of 78.8% socially rented and 21.2% intermediate tenure is recommended for affordable housing across the borough by the Rochdale Strategic Housing Market Assessment.

Affordable housing policy

On the basis of the measure of the shortfall identified of 128 net requirement each year (see the annual affordable housing requirement table above) there is clear justification for an affordable housing policy across the borough. Any targets for affordable housing provision need to be determined with regard to evidence in the Rochdale Strategic Housing Market Assessment as well as taking account of past trends in housing delivery and the economic viability of delivering affordable housing based on tenure splits and site size.

Economic viability of affordable housing requirements

Background and purpose

This report was prepared to advise Rochdale Metropolitan Borough Council on the economic viability of affordable housing provision in the district.

The requirements for affordable housing have been reviewed in the Strategic Housing Market Assessment (SHMA) that was prepared in parallel with the Viability assessment. The SHMA finding is that there is a significant level of need for affordable housing in the district.

The estimated annual requirement, using the recommended Communities and Local Government methodology, is a net figure of 128 additional affordable homes per year. Given that the target set in the emerging Core Strategy for total new net housing provision in Rochdale, is 400 per year, fully meeting this need would require a target of 32% of all new provision to be affordable. The provision of sufficient additional new market housing is important. The target for the proportion of new affordable housing development will, in practice, be determined as much by the financial viability of new affordable housing provision as by the level of needs.

This study therefore complements the SHMA by considering the viability of affordable housing provision as part new housing developments, delivered through planning obligations within the framework of the national policy set out in NPPF. It does not take detailed account of the availability of grant support for affordable housing provision, although this will, of course, be an important element of the overall provision of affordable housing.

The scope and approach of the study was designed to meet the requirements of PPS3 but this is still relevant given the continued emphasis of viability and deliverability set out in NPPF. The study provides key evidence for the Council's Local Development Framework, notably the emerging Core Strategy and existing Affordable Housing Supplementary Planning Document. It will also inform the Housing Strategy of the Council. The scope of the study is designed to help the Council assess the impact of the recent major changes in the housing market and the uncertainty about future market conditions, alongside the long-term implications of affordable housing requirements.

Main findings

At the preferred 75/25 tenure mix, the indicative maximum levels of affordable housing provision at each price level are found to be:

- at Quarter 4 2009 house prices, affordable provision at 15%;
- in a stronger housing market position with Q4 2009 house prices plus 17% (a position similar to that of late 2007, when house prices were at their peak), affordable provision is assessed to be viable at up to 20%. This provides for an increase in land values of 21%; and
- in a possible mid-point future market position where prices recover to a 8.5% increase from Q4 2009 levels, the affordable housing provision is again at 15%.

A change to 50/50 tenure split results in only a marginal change to the base case, and at Q4 2009 house

price levels, affordable housing provision of 20% is the indicative maximum.

There is some geographical variation across Rochdale, but no strong geographical pattern. There is not therefore a justification for adopting a different policy approach for different market areas within Rochdale. It would, in practice, be very difficult to define the market areas that would merit different policy approaches. The circumstances and property values associated with individual sites and locations are as great as the overall impact of different market areas.

Policy conclusions and recommendations

An initial target of up to 15% provision of affordable housing on all sites, applied borough-wide is recommended. The affordable housing provision at this target level would be 75% social rent and 25% intermediate (e.g. shared ownership). This tenure split is based on the findings of the SHMA and the expectation that the feasible sale prices of shared ownership or shared equity intermediate housing will be £55k-£80k, depending on type.

In order to assess the viability of the current approach to the provision of affordable housing within the adopted Affordable Housing Supplementary Planning Document and emerging Core Strategy, this recommendation needs to be considered as a percentage of the gross development sales value.

The range of the percentage gross development sales value of all the beacon sites tested in the study is from 7.12% to 8.92%, with the mean average being 7.97%. On this basis, it seems reasonable to suggest that the proposed 7.5% of gross development value stated in the emerging Core Strategy and Affordable Housing Supplementary Planning Document is fully supported.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development?	The policy on affordable housing seeks to ensure the delivery of affordable housing to meet objectively assessed needs within the borough. However it also acknowledges the importance of deliverability and recognises viability as a key issue in the application of the policy. This approach is sufficiently flexible to take account of peaks and troughs within the housing market over the plan period.

Proposed policies compliance with guidance

NPPF - Delivering a wide choice of high quality homes	How does the Core Strategy policy address this?
Local authorities should use their evidence base to ensure that the Local Plan meets the full objectively assessed needs for affordable affordable housing.	Through seeking the provision of affordable housing on all residential sites of 15 dwellings or more across the borough to meet identified housing needs based on an up to date Strategic Housing Market Assessment. The requirement is high and therefore meeting the full needs has to be balanced against viability.
Where a need for affordable housing has been identified, local authorities should set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities.	The policy sets out an approach which seeks to deliver on-site provision but also includes flexibility of off-site provision or a financial contribution where appropriate. A target has been set based on a percentage of the gross development value of residential schemes. This approach has been taken so that the cost of providing affordable housing is more clearly set out and can therefore be taken into account by housing developers and providers. This target has been assessed through a detailed Economic Viability Assessment. The policy also makes reference to viability and sets a basis for constructive negotiation on individual sites.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
C4 - Providing affordable homes	Rochdale Borough Strategic Housing Market Assessment, Greater Manchester Strategic Housing Market Assessment, Affordable Housing Economic Viability Assessment	It is important that the Core Strategy sets the target for delivery of affordable housing to reflect up to date needs information. However, the policy and the supporting Affordable Housing SPD recognises that other issues such as viability do need to be taken into account.	Monitoring completions in the Annual Monitoring Report and the Strategic Housing Land Availability Assessment.

C5 - Meeting the needs of gypsies, travellers and travelling showpeople

Main sources of information

Gypsy and Traveller Accommodation and Service Delivery Needs Across Greater Manchester 2007/8[(109)]; Planning policy for travellers sites[(110)]

Evidence to justify policy approach

Research for the Gypsy and Traveller Accommodation and Service Delivery Needs Across Greater Manchester 2007/8 was commissioned by Greater Manchester local authorities to inform the development of a Gypsy and Traveller Accommodation Strategy at district level which in turn will inform local housing and homelessness strategies, supporting people strategies and Local Development Frameworks across Greater Manchester. The research has been carried out by arc4 in partnership with the Northern Network of Travelling People. The staff of the "We're Talking Homes" project were also actively engaged in supporting the study.

The research methodology has comprised:

- a comprehensive survey of Gypsies, Travellers and Showpeople across Greater Manchester;
- desktop analysis of existing documents and data;
- a Key Stakeholder Forum with key professionals who have direct contact with local Gypsy and Traveller communities; and
- consultation with Gypsies and Travellers, the Northern Network of Travelling People and the Showmen's Guild through focus groups and correspondence.

Secondary and survey data have been used to derive an estimate of the Gypsy and Traveller population and the total number of households in Greater Manchester.

A model for calculating pitch requirements based on Communities and Local Government guidance has been developed. This:

- Estimates the current additional need by estimating: the level of overcrowding on existing sites, the number of concealed households in bricks and mortar with a need or preference for a pitch on a site and the number of homeless households on unauthorised encampments;
- Forecasts the projected need that will result from household growth on sites;
- Estimates the pitch supply that will result from movement off sites.

The research has demonstrated that across Greater Manchester, there is currently and additional need of 416 pitches and projected need of a further 29 pitches, allowing for household formation (to 2015). Taking account of the potential supply the net estimated shortfall to 2015 is 381 pitches. Table 22 shows how this figure is broken down by individual districts.

Table 20 Gypsies and Traveller Pitch requirements to 2015 across Greater Manchester

District	A - Current need	B - Projected need	C - Preferring to move from sites into housing	A+B+C = Total shortfall (to 2015)
Bolton	46	3	7	42
Bury	46	4	5	45
Manchester	66	5	4	67
Oldham	24	2	0	26

109 Gypsy and Traveller Accommodation and Service Delivery Needs in Greater Manchester 2007/8 (Arc4, 2008), www.northwestplanpartialreview.org.uk/downloads/gtaa/AGMA%20G&T%20FINAL%20REPORT%20June%202008%20Final.pdf (BP 35)

110 Planning policy for travellers sites (DCLG, March 2012)

District	A - Current need	B - Projected need	C - Preferring to move from sites into housing	A+B+C = Total shortfall (to 2015)
Rochdale	**54**	**4**	**7**	**51**
Salford	44	3	8	39
Stockport	33	2	0	35
Tameside	16	1	0	17
Trafford	43	2	23	22
Wigan	45	3	9	39
Total	**416**	**29**	**64**	**381**

Prior to the proposed revocation of the Regional Spatial Strategy, regional evidence indicated a requirement of 50 additional pitches up to 2016 with a year on year increase of 3% post 2016.

Discussions are ongoing amongst AGMA districts to see if this evidence base needs updating and to agree pitch targets. Once an agreement has been reached through this process, a pitch target for Rochdale will be included in the subsequent Allocations DPD.

The recently published national guidance also requires authorities to identify a five years supply of deliverable sites against locally set targets and a supply of specific developable sites or broad locations for growth for years 6-10 and where possible 11-15. It also emphasises the importance of up to date evidence and joint working with neighbouring authorities. A supply of sites has yet be developed but as above this will be undertaken based on the most up to date evidence and through collaboration with adjoining districts and the travelling community.

It adds that criteria should be set to guide land supply allocations where there is identified need. The policy within the Core Strategy therefore sets out criteria for guiding subsequent allocations and dealing with planning applications. The Core Strategy does not include allocations as this is more appropriate for inclusion within the subsequent Allocations Development Plan Document (DPD).

Travelling Showpeople

There are an estimated 414 households in the Travelling Showpeople community across Greater Manchester but they are not equally distributed across the sub-region. There are no recorded cases of Showpeople living in the Rochdale local authority area and the GTAA does not provide evidence of need within the Rochdale area. This will continue to be monitored through further assessments.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development?	The policy seeks to ensure that new developments are appropriately designed and located. The Core Strategy does not set a pitch requirement for reasons evidenced above. However, the reasoned justification to the policy does set out how the Council will respond to evidence of need through the Allocations DPD.

Proposed policies compliance with guidance

Planning policy for travellers sites	How does the Core Strategy policy address this?
Using evidence to plan positively and manage development. This includes effective engagement with the settled and traveller communities, co-operating with travellers, relevant bodies and other local authorities to ensure a good understanding of travellers needs and create a robust evidence base to inform the preparation of plans and planning decisions.	The GTAA was prepared in consultation with relevant bodies and the travelling community and was a joint piece of research across Greater Manchester. Future research will continue to use appropriate engagement and will include collaborative working between authorities to ensure it provides a robust evidence base to support local plans and planning decisions

Planning policy for travellers sites	How does the Core Strategy policy address this?
Local planning authorities should set pitch targets for for gypsies and travellers and plot targets for travelling showpeople which address the likely permanent and and transit site accommodation needs of travellers in their area. Local planning authorities should, in producing their Local Plan; • Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets; • Identify a supply of specific, developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15	The reasoned justification to the policy sets out the current source of evidence in terms of pitch requirements. It is not considered appropriate to set pitch targets within the policy as these could vary based on the latest evidence and discussions are ongoing through the duty to cooperate process. The reasoned justification also makes reference to the need to provide and maintain a five year supply but does not include reference to site at this stage as this will be undertaken through separate availability assessment work and specific sites, where appropriate identified through the Allocations DPD.
Criteria should be set to guide land supply allocations where there is identified need. Where there is no identified need, criteria based policies, should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair, reasonable, realistic and effective in delivering sites.	The policy sets out criteria for the provision of local authority and private pitch provision. The criteria takes account of the good practice guidance to ensure the provision of good quality facilities in appropriate locations. The criteria set do not overly constrain opportunities to provide new gypsy and travellers sites but seek to ensure that sites are well located and meet the needs of the community.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
C5 - Meeting the housing need of gypsies and travellers	Greater Manchester Gypsy and Traveller Accommodation Assessment Monitoring of pitch completions	The policy seeks to set criteria for the provision of local authority and private sites. It is anticipated that detailed allocations will come through the Allocations Development Plan Document. Requirement and provision will continue to be monitored in order to ensure progress in maintaining a five year supply of sites. The delivery of additional local authority pitches will have to be flexible to take account of funding and resources available.	Pitch completions will be monitored and subsequent updates will be fed into updates of the accommodation assessment.

C6-C8 - Community policies

Introduction

There is a recognised need in the borough to create sustainable neighbourhoods that ensure harmony between ethnic groups, provide good housing and allow residents good access to public transport. There also needs to be a provision of nearby available schools, shops, health facilities, leisure and employment opportunities. It is important that communities feel empowered to influence decision making concerning their neighbourhoods and the wider community.

Provision and access to quality public services, including health-care facilities, has a direct positive effect on the health of local people. Planning for integrated and multi- functional public services in accessible locations also has a direct positive effect on the health of local people by enabling them to access a range of services.

Accessible leisure and community facilities play an important role in ensuring local people have the opportunity to lead active lifestyles and participate in community activities, which can have positive outcomes for mental health and social cohesion.

C6 - Improving health and well being

Rochdale borough is one of the most deprived boroughs in England and this can be measured directly from the inequality that exists in health, education and local facilities and services. There is an increasing gap between the more affluent and the poorer groups in Rochdale. There are a number of communities living in the countries most deprived areas. Tackling health inequalities is important in meeting the needs of the most vulnerable groups with the worst health. Reducing health inequalities is one of the top priorities for the borough.

Main sources of information

NPPF, Rochdale Borough Health and Well-being Strategy 2009-2011,[111] Rochdale Borough Profile 2009,[112]

Evidence to justify policy approach

Rochdale's population has historically suffered from higher levels of ill-health compared to the national average. The difference between life expectancy in Rochdale compared to the national average has implications in the areas of social and health care and housing needs.

In the last few years deprivation in Rochdale Borough has increased. Even more of our local areas are now ranked in the most deprived in the country. This worsening of deprivation has been particularly marked in the health, income and employment domains. Rochdale Borough has among the worst health outcomes in the country, yet the 3% most deprived LSOAs are still significantly worse across all measurable indicators than the borough as a whole. Being healthy is intrinsic to a good quality of life, whereas poor health can potentially impact upon a person's economic prosperity, motivation, housing situation and social and family life.

The evidence from the following documents and sources demonstrate more specifically the types of deprivation and health issues faced by the borough.

The Local Plan intends to support the provision of local health facilities but also influences health directly by supporting strategies for improvements to air quality and promoting a healthier lifestyle through walking / cycling and the provision of open spaces and recreation facilities.

111 Rochdale MBC Health and Well Being Strategy 2009-2011 (2008)
112 Rochdale Borough Profile (RMBC, 2011)

Rochdale Borough Health and Well being Strategy 2009- 2011

The overarching aim of the strategy is increasing healthy life expectancy and reducing health inequalities. The strategy sets out the principles we will follow in achieving this overarching aim by:

- tackling priority health issues;
- narrowing the health inequalities gap between the borough and the England average; and between the areas and communities with poorest health and the rest of the borough; and
- tackling the wider determinants of health and well-being through other strategies and plans.

The supporting aims for the strategy are:

- supporting healthy lifestyles;
- creating a healthy environment;
- providing health and well-being services as close to people's homes as possible;
- supporting vulnerable people to live independently;
- healthy children and young people; and
- improving the health and well-being of our workforce.

The health profile identifies the key health inequalities and priorities in the borough. The results of the Strategy inform the Council's position in terms of health proofing all the policies in the Core Strategy. It is a cross cutting theme which overlaps with many of the policies in the Core Strategy and has been integrated to reflect this.

Rochdale Borough Profile 2011

Index of multiple deprivation

Rochdale, as a borough, is between the 12th and 46th most deprived in the Index of Multiple Deprivation across six district level measures. This means that it is one of the most deprived boroughs in the country. One in four (55,000) of the borough's residents live in the super output areas that fall within the 10% most deprived nationally. 39 of Rochdale's 135 super output areas are within the worst 10% on a national level. The scale of deprivation and the challenge we face in transforming the quality of life for our residents is considerable.

General health

Our industrial heritage and levels of deprivation can be attributed to the borough's poor health compared with the rest of England and Wales. In some wards life expectancy is ten years less than in other parts of the borough. We have particular challenges in our most deprived neighbourhoods.

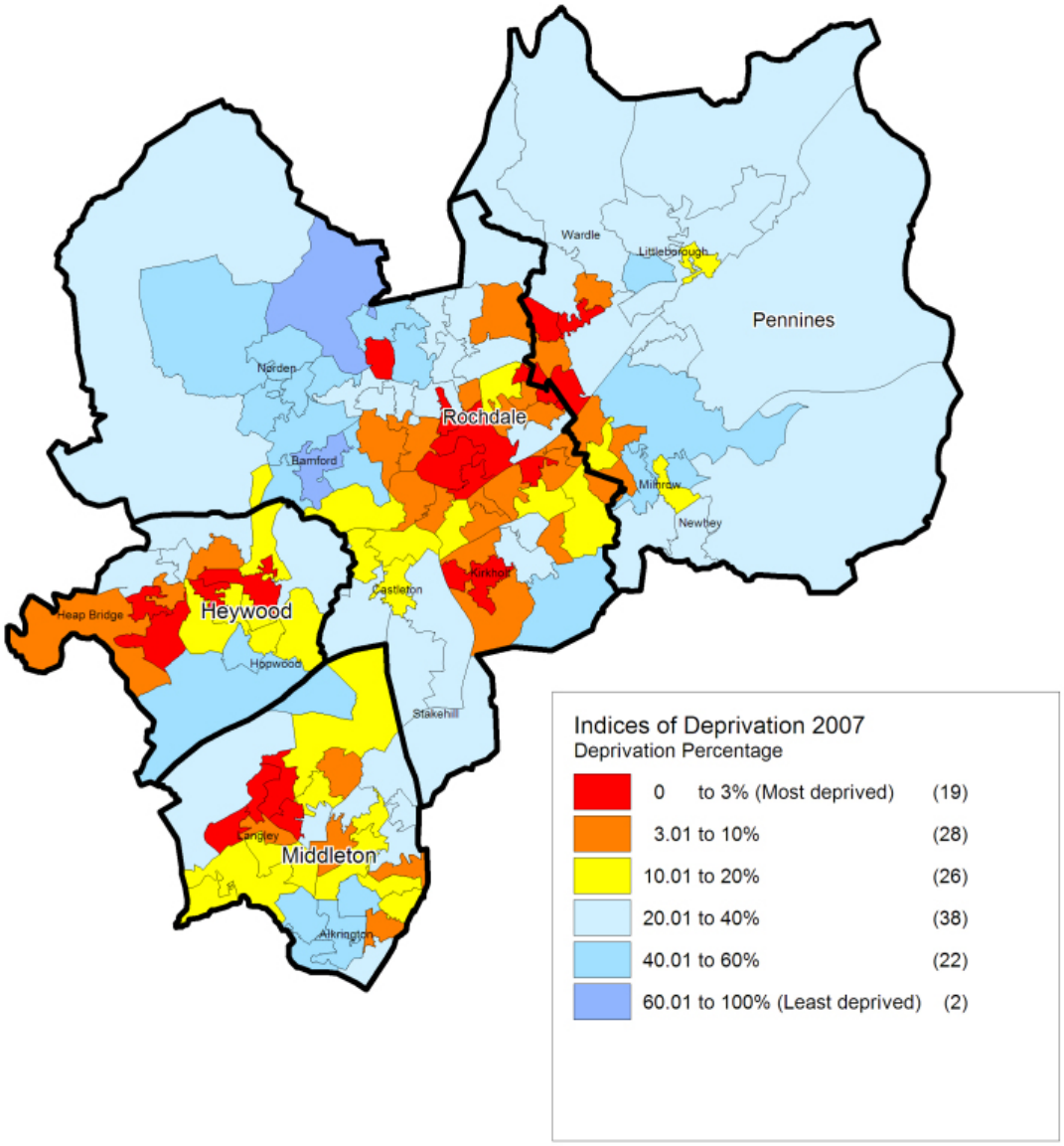
General health as a percentage of all people

	Total population[113]	Good general health	Fairly good general health	Not good general health
England & Wales	56,075,900	68.55	22.23	9.22
Northwest	7,052,200	66.88	22.16	10.95
Rochdale borough	211,700	66.10	22.68	11.22
Heywood	N/a	66.35	22.18	11.48
Middleton	N/a	65.09	22.97	11.94
Pennines	N/a	66.56	22.41	11.03
Rochdale	N/a	66.32	22.81	10.87

113 Census 2011 from Stats and Maps

Source: Census 2001 from Stats and Maps

Map 12 IMD 2007 - Health deprivation and disability



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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Not to scale

As shown, the proportion of the population in the borough with 'good' general health is lower than the England and Wales and Greater Manchester averages. The township with the greatest proportion of residents with 'good' general health is Pennines, followed by Rochdale. There are more residents with 'not good' general health in the borough compared to England and Wales and marginally more than in Greater Manchester. The township with the highest levels of "not good general health" is Middleton, closely followed by Heywood.

Green space, sport and recreation are essential elements of sustainable communities that contribute towards health, quality of life, sense of place and overall well-being. Looking at our green assets in a more joined up way through initiatives such as Green Infrastructure can maximise social and environmental benefits, including the promotion of health and social wellbeing.

Lifestyles

The lifestyles of individuals have a major impact on their health and well-being. Physical activity reduces the risk of heart disease and stroke, and improves mental health and general well-being. The recent healthy lifestyles survey showed that 49% of respondents have a sedentary lifestyle, i.e. they have less than three 15-minute sessions per week of vigorous or moderate exercise.

Being physically active has potential health benefits that are well evidenced, including avoiding joint and muscle conditions, obesity and diabetes. Physical activity is also effective in the treatment of mental illness and helps people feel better. People in Rochdale borough are less physically active than the national average (19.5% of adults participate in sport or physical activity for 30 minutes three times a week, compared with 21%).

Nationally it is estimated that around a quarter of all adults are obese. Within the borough, it is estimated that there are around 37,000 people with a Body Mass Index of more than 30. Heywood township had the highest percentage of overweight or obese people (56.5%) and Pennines township the lowest (49%). Poor diet is a serious health risk and is linked to coronary heart disease, cancer, diabetes, high blood pressure and behavioural and concentration problems. Only 18% of adults in the borough eat the recommended five or more portions of fruit or vegetables a day.

Smoking

Smoking is the biggest contributor to the low life expectancy in the borough. 24% of people in the borough smoke. However, this figure masks a wide variance of smoking prevalence within the borough, with smoking prevalence estimated greater than 40% in some wards. Even though quitting smoking rates are better than the rest of Greater Manchester, more people in the borough smoke to begin with.

Older people

The borough's population is relatively young compared with the rest of the country, but the number of older people is increasing. Population projections suggest that there will be more older people than children in Heywood township by 2013. Middleton and Rochdale townships will have more older people by 2021/2 whilst in Pennines township older people are growing in number but this is matched by an increase in children and young people. The population of the borough aged 65+ is due to increase from 29,450 in 2001 to 38,400 in 2021, i.e. by more than 30%. The growth in the number of older black and minority ethnic people is projected to grow at a much higher rate, around 150%.

The first stage of the Joint Strategic Needs Assessment in 2008 included research into the health and well-being needs of older people and services are using the results of this in their service planning. The key health issues identified by older people in the borough are:

- social care;
- information and awareness of services and issues;
- mental health, including social isolation;
- access to services and facilities; and
- promoting independence.

Black and minority ethnic groups

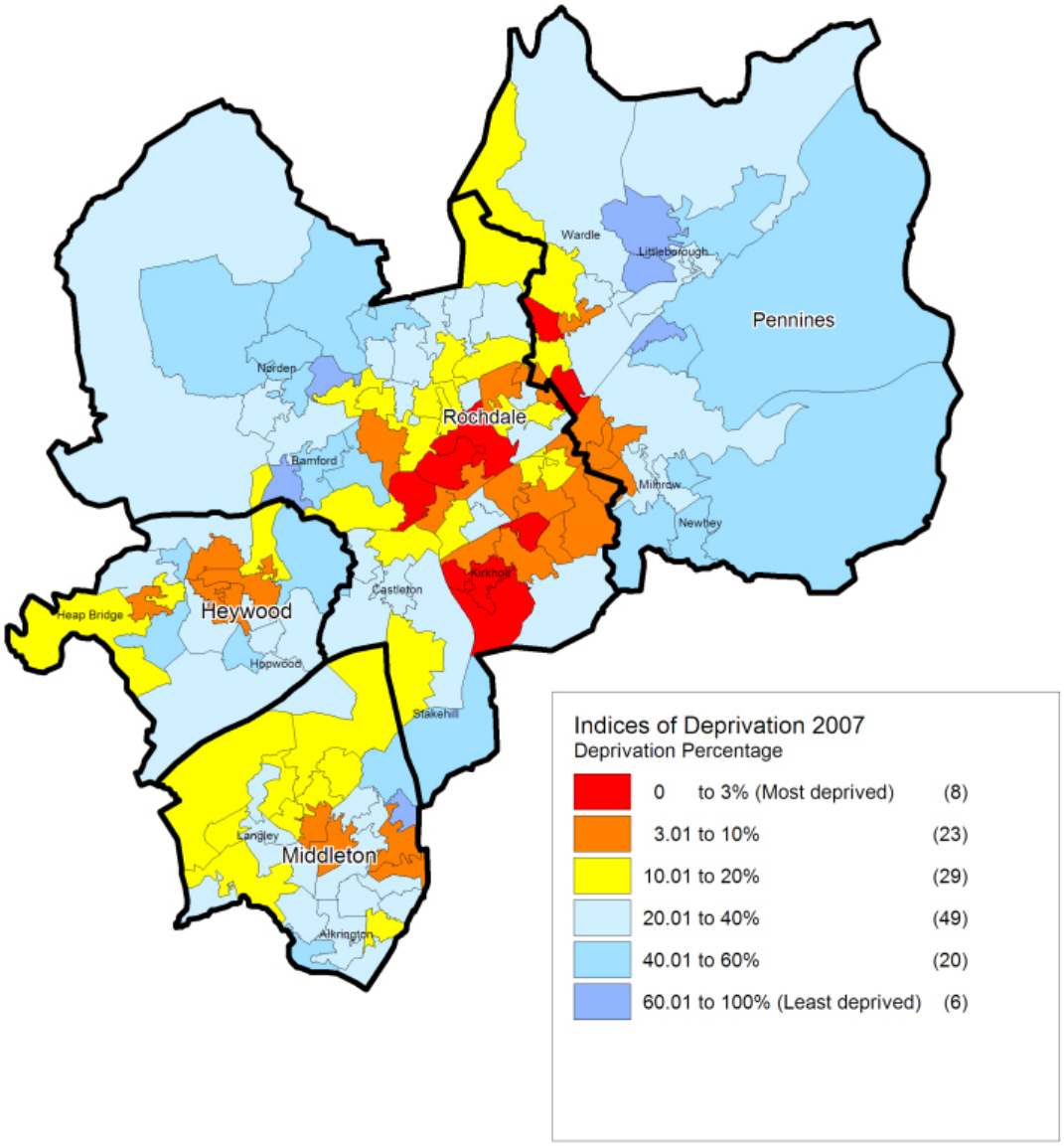
11.4% of the borough's population in 2001 were from black and minority ethnic groups, mainly people of Pakistani and Bangladeshi ethnic origin. This percentage is expected to grow to 20.3% of the population by 2021. These communities may experience health disadvantages for a variety of reasons including genetic predisposition to certain medical conditions, higher levels of deprivation, low employment rates and poor access to services. There is a higher incidence of diabetes and stroke amongst Asian communities.

Crime

Crime is a major concern, with many people feeling unsafe in their own homes or neighbourhood. Rochdale has high levels of crime deprivation. Crime is more concentrated in the most deprived areas of the borough and particularly in town centre locations.

Current data shows that Rochdale township has the highest crime rate, but that all townships experience higher crime rates in the more populous urban areas. Anti-social behaviour is a growing issue in the townships, with an increase in incidents over the past couple of years. An increase in reporting of these incidents may be the cause of this.

Map 13 IMD 2007 - Crime deprivation



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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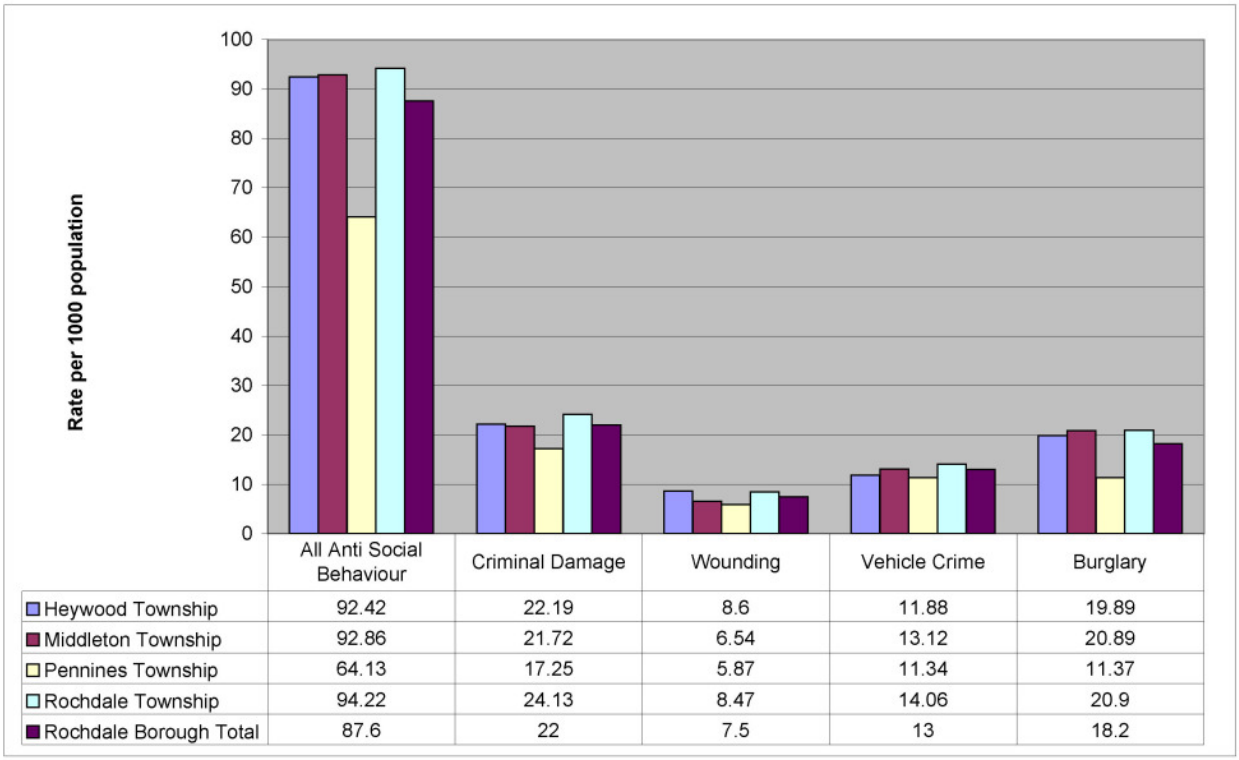
Not to scale

Figure 10 Crime rate per 1000 population



	All Anti Social Behaviour	Criminal Damage	Wounding	Vehicle Crime	Burglary
Heywood Township	92.42	22.19	8.6	11.88	19.89
Middleton Township	92.86	21.72	6.54	13.12	20.89
Pennines Township	64.13	17.25	5.87	11.34	11.37
Rochdale Township	94.22	24.13	8.47	14.06	20.9
Rochdale Borough Total	87.6	22	7.5	13	18.2

Mental health and well-being

Mental health and mental well-being are independent and influential of each other; that is, people with poor mental well-being may have few or no signs and symptoms of mental illness. Conversely, some individuals with long standing problems relating to mental ill health may have positive mental well-being. What contributes to individuals who are “flourishing” is a variety of environmental and community factors.

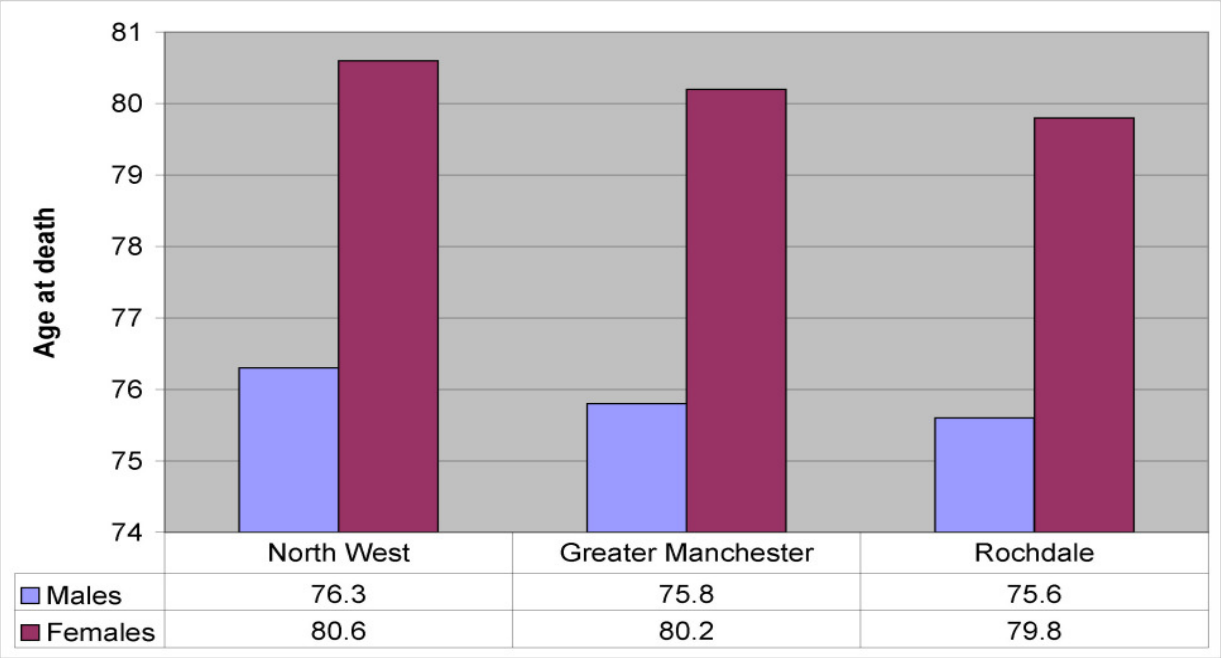
Poor mental health is both a cause and consequence of poor physical health and is associated with chronic illness such as heart disease and a range of unhealthy behaviours including smoking, drug and alcohol abuse and poor diet. 12.3% of residents in the borough consulted their GP about nerves or depression in 2006 as shown in the borough's health and well-being strategy. There are about 6,628[(114)]people out of work and claiming incapacity benefit due to mental health problems and there is a strong association between being on incapacity benefit, chronic ill health problems in later life and reduced life expectancy.

Life expectancy

Figures for health and life expectancy in Rochdale compare poorly with the North West statistics, with an average life expectancy at 75.6 years for females and 79.8 years for males, although this is lower than some areas in Rochdale.

114 Stats and Maps Health Profile 2011

Figure 11 Life expectancy at birth by gender



	North West	Greater Manchester	Rochdale
Males	76.3	75.8	75.6
Females	80.6	80.2	79.8

It is clear that the inequalities that exist in terms of health has an effect on a persons quality of life and to address these health issues, a holistic approach is required. Policy C6 proposes various ways to address the inequalities, however, works best together with all of the other policies in the Core Strategy.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	C6 has been prepared positively to promote the overall health and well being of the borough by locating development to meet the needs of the existing and new communities in accessible and sustainable areas. This policy is inter-related and supported by a number of other policies in the plan.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
To deliver the social, recreational and cultural facilities and services the community needs	Policies in the Core Strategy seeks major development to be in accessible locations such as main transport corridors or town centres. New development such as housing, shops, education and offices are all required to be in accessible locations so that it can be easily accessed by everyone in the borough. Policy C6 aims to promote health by co locating facilities in accessible locations, areas' of greatest demand and deprivation so it reduces the need to travel.
Housing should contribute to sustainable development by making use of locations which offer good access to facilities, jobs, services and infrastructure.	Policy C6 recognises that providing a range of good quality housing in areas of greatest need will improve health and well being. Policy C1 seeks to focus the delivery of housing and new homes in those areas which are easily accessible and well related to jobs and services both within the borough.
Aims to identify deficiencies in the network of centres giving priority to deprived areas where there is a need for better access to services, facilities and employment by socially excluded groups.	Policy C6 aims to promote access to essential services by walking, cycling and public transport. It encourages more facilities to be co-located to reduce the need to travel.

NPPF	How does the Core Strategy policy address this?
Deliver more sustainable patterns of development, reduce the need to travel, especially by car and respond to climate change.	Policy C6 encourages development that promotes active living through creating places that are easily accessible, attractive and safe to move around by walking, cycling and public transport. More detail can be found in Policy T1 and T2 which looks at accessibility further.
Open spaces, sports and recreational facilities have a vital role to play in promoting healthy living and preventing illness, and in the social development of children of all ages through play, sporting activities and interaction with others.	Policy C6 aims to promote healthy lifestyles by addressing existing deficiencies in provision, and aiming to improve the quality and quantity of sports and recreational facilities, playing pitches and children's play spaces throughout the borough and access to them. Further detail of how this will be delivered can be found in policy R4.
The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice in how they travel,	Policy C6 encourages development that promotes active living through creating places that are easily accessible, attractive and safe to move around by walking, cycling and public transport. More detail can be found in Policy T1 and T2 which looks at accessibility further.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
C6 - Improving health and well being	There are a large number of strategies and agencies, which are continuously emerging and being updated, that deliver health and well being improvements in the borough.	The policy is flexible as it sets out the approaches the Core Strategy and Local Development Framework can take to improve health and well being without restricting it.	Improvements to health and well being across the borough will be monitored and demonstrated in updated and emerging health strategies.

C7 - Delivering educational facilities

Skills and educational attainment are an acute issue in the borough. The borough has, amongst some of its wards the highest deprivation in terms of education in the country. It is essential that the Core Strategy addresses this issue to give people the best opportunities to achieve their aspirations and goals. To address this issue and improve the prospects of local people, new education and skills facilities are necessary. It should be accompanied by employment, training and skills and by the right types of housing and community facilities etc.

Main sources of information

School Organisation Plan Update 2010- 2014[115], Children and Young People's Plan 2011-2014[116], Rochdale Borough Profile 2011[117]

Evidence to justify policy approach

Skills and qualifications

In skills and employment terms, residents are less well qualified than the Greater Manchester and national average, only 22.5% have a degree or higher qualification. Few have the qualifications to occupy senior or managerial positions. Education is greatly undervalued and this perpetuates the 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 elsewhere. Progression into higher education by Rochdale students is actually falling, in contrast to the regional and national trends.

Skills levels and qualifications have a big impact on people's life chances, particularly in terms of employment, income and health. Success in exam results for young people has been steadily improving with 51.10 achieving 5 A*-C grades (including Maths and English), which is still below the England average of 53.10%. The borough has a high proportion of adults with a low level of skills. 15.4% adults of working age has no qualifications compared to 11.1% nationally. 61.7% of working age adults are qualified to level 2 or above (at least 5 A* to C GCSE's, NVQ level 2, 5 O-level passes, or equivalent) which is lower than the national average of 67%. Older residents in the borough, particularly those in deprived neighbourhoods, are likely to have low skills levels.

GCSE's gained

Table 21 GCSEs gained as a percentage of all eligible pupils

	5 A* to C
England	53.10
Roch borough	51.10
Heywood	56.81
Middleton	52.97
Pennines	56.13
Rochdale	47.10

Source: Census 2001 from Stats and Maps

In terms of the percentage of pupils gaining five A* to C GCSEs the borough average is below that of England and Wales. Heywood has a higher percentage of pupils gaining these grades than any of the townships.

115 Rochdale MBC School Organisation Plan update 2010-2015 (2010)
116 Children and Young People's Plan - One year interim plan 2010-2011 (Rochdale Borough Children's Trust Board, 2010)
117 Rochdale Borough Profile 2011

Rochdale has the lowest percentage of students gaining five A* to G grades at GCSE level.

Children and Young People's Plan 2011-2014

The Children and Young People's Plan is a Local Authority, NHS Primary Care Trust partnership which champions and leads the development of integration at the planning, commissioning and service delivery levels.

It sets out the key priorities and outcomes identified through a joint strategic needs assessment. It develops and reviews the annual set of commissioning intentions for children and young people's services, identifying areas of need and priorities for development and/or investment.

School Organisation Plan Update 2010- 2014

The School Organisation Plan sets out how the local authority proposes to make sure there are enough primary and secondary school places for children in the borough, including for children with special educational needs. The Local authority has a legal duty to ensure there are sufficient school places in its area, to promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's potential. Local authorities must also ensure there are sufficient schools in their area, promote diversity and increase parental choice. In terms of school places, this involves opening new schools or adding places to existing schools where extra capacity is needed, and reducing places or closing schools where places are not needed. This plan update covers the period 2010-2014, and gives conclusions about the need to add or remove places in that period. This plan update will focus on the demographic data and the implications of changes to pupil numbers.

The Plan will help the Local Authority, schools, parents, promoters and local communities to understand the need for school places. It will provide the basis for considering proposals for identifying the need for new educational facilities.

School Capacity Data

The net capacity is the physical measure of space in a school, and relates the number, size and use of rooms to pupil places. Surplus places and overcrowding are measured in this way. The underlying aim is to link the physical space available to admission capacity. There is an annual School Capacity Survey, which measures the available places, by sector in each local authority area. The Survey excludes Academies.

The data for Rochdale from the School Organisation Plan update are presented as follows:

Table 22 Primary schools

Year	Number of places	Number of surplus places	Surplus as % of total	Number of primary schools	Number of schools with more than 25% surplus	% of schools with more than 25% surplus	Rural schools as % of total
2010	19,159	1,292	6	69	3	4	N/a
2009	19,295	1,544	8	69	4	6	1
2008	19,862	2,107	11	70	6	9	1

Table 23 Secondary schools

Year	Number of places	Number of surplus places	Surplus as % of total	Number of Primary Schools	Number of schools with more than 25% surplus	% of schools with more than 25% surplus	Rural schools as % of total
2010	14,461	2,126	14	13	2	15	N/a
2009	14.478	2,058	14	13	3	23	8
2008	14,589	1,898	13	13	2	15	8

For place planning purposes, there is an emphasis on the admission capacity of a school, that is the planned admission number. At primary school level, the focus is therefore on Reception capacity, and at secondary schools it is the Year 7 capacity.

Pupils numbers are developed using projections on birth Information, pupil numbers on roll and housing development.

Births in the borough reflect the national trend, there has been a fall in births from about 3100 in 1992/3 to about 2500 in 2000/1. The number of children born has increased since then, seeming to level out in 2003/4 and 2004/5 for admission to school in 2008/9 and 2009/10. However in 2006/7 (after the second stage of the Primary Review) births increased significantly and peaked in 2007-08. Births in 2008-09 show a reduction on the two previous years.

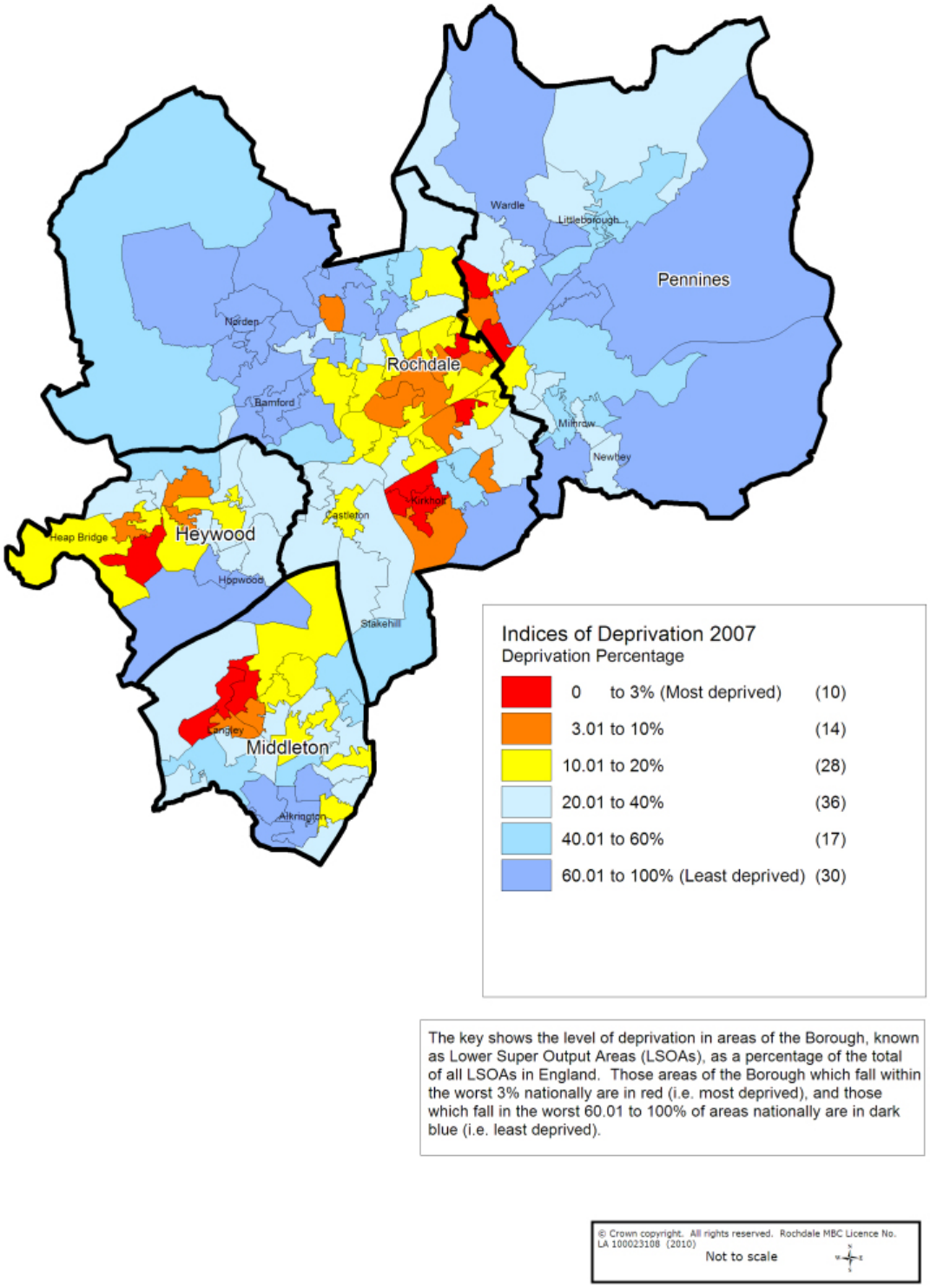
Across the borough in 2011-12, 484 new properties were completed, and 13 were demolished, which gives a net growth in the number of houses of 471. Any children of school age in those houses will be included in the pupil number projections. The Strategic Housing Land Availability Assessment for 2010[(118)] examines need for new homes in the borough and where they can be located. The report concludes that in the period 2012-2028 6400 additional new homes will be provided to meet the target set out in the Core Strategy. The implications of the distribution of these homes will need to be considered in future school place planning.

Long Term Aims

The strategy for education within Rochdale is set out in the education development plan. There are no proposed schools, although additional accommodation may be required within some existing schools. However, any significant new housing development or growth in population would require the planning of additional accommodation for schools into any proposals.

118 Rochdale MBC Strategic Housing Land Availability Assessment - as at April 2012 (March 2012)

Map 14 IMD 2007 - Education, skills and training deprivation



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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Not to scale

Higher and further education

Hopwood Hall College is in the early stages of developing a new and innovative accommodation strategy to completely rebuild its whole estate by 2011 to make way for improved new facilities. A newly developed sixth form centre stands on the Saint Mary's Gate site next to Hopwood Hall's new buildings. Some college courses relocated to Middleton campus, housed in a state-of-the-art skills centre planned for the site.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	C7 has been prepared positively to promote opportunities for economic development by improving the skills base of the borough, including tackling skills deficiencies and concentrations of unemployment.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
Ensure sufficient choice of school places is available to meet the needs of existing and new communities by giving more weight to creating, expanding or altering schools.	Policy C7 aims to promote access and choice to schools in partnership with relevant organisation and bodies.
Deliver more sustainable patterns of development, reduce the need to travel, especially by car and respond to climate change.	Policy C7 encourages development that promotes active living through creating places that are easily accessible, attractive and safe to move around by walking, cycling and public transport. More detail can be found in Policy T1 and T2 which looks at accessibility further.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
C7 - Delivering educational facilities	Updates to education strategies for the borough will show progression in delivering educational facilities. Council policy on section 106 agreements will shows evidence of their use to deliver educational facilities.	The policy is flexible as it sets out the approaches the Core Strategy and Local Development Framework can take to deliver educational facilities without restricting how this is done.	Delivering educational facilities across the borough will be monitored and demonstrated in updated and emerging education strategies and planning applications. Developer contributions and how they are implemented will be monitored through the Annual Monitoring Report.

C8 - Improving community, sport and leisure and cultural facilities

The borough's community, sport, leisure and cultural needs are met by a range of facilities provided by a range of public and private bodies and organisations including sports, community and village halls, health centres, places of worship and schools. They provide valuable assets for the community and a focus for a range of activities. The loss or under provision of such facilities could have a significant impact on the vitality of a community.

The existing population and the residents of proposed developments are likely to generate new demands for facilities. It will be important to ensure that wherever possible investment in new capacity is in step with the growth in population.

Main sources of information

Rochdale Borough Profile 2011[(119)], Rochdale Retail, Leisure and Cultural Facilities Study[(120)], Annual Monitoring Report 2011[(121)], Greenspace Audit[(122)]

Evidence to justify policy approach

NPPF places a strong emphasis on access to high quality open spaces and opportunities to sport and recreation and it is vital to the health and well being of communities. Promoting and improving such facilities and opportunities will promote public health and wellbeing whilst tackling health inequalities. It is very important that there are sufficient facilities and opportunities for open space, sport and recreation facilities in the borough.

Design should create well integrated developments which have well planned public open spaces that bring people together and provide opportunities for physical activity and recreation. In terms of individual buildings there are number of factors to consider when assessing design quality. These factors include the extent to which the proposed development provides, or enables good access to, community, green, open amenity and recreational space (including play space) in addition to private outdoor space such as residential gardens.

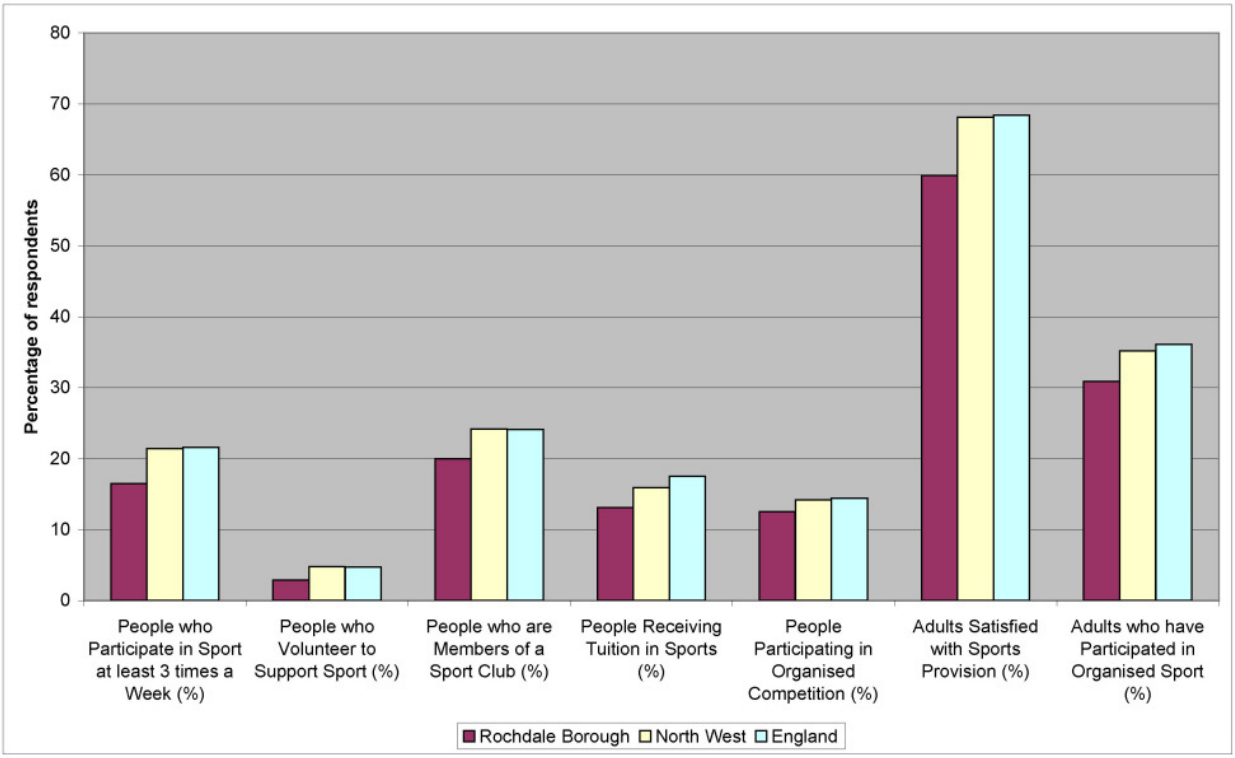
The parks and green spaces within the county provide networks of accessible high quality open space and recreation facilities fulfilling an important function in terms of the structure of both urban and rural areas, visual amenity, regeneration, townscape and ecological value. Green spaces provide breathing space and offer places for formal and informal recreation, where people can walk and relax and enjoy cultural activities. The following evidence and strategies have helped inform Policy C8.

Sports and Leisure

The development of sport and physical activity in Rochdale is needed to improve the fitness and health levels in the borough. In Rochdale borough 16.5% of adults participate in sport and 2.9% volunteer, a lower level than in England for participation (21.6%), and volunteering (4.7%).

119 Rochdale Borough Profile (RMBC, 2011)
120 Rochdale Retail, leisure and cultural facilities Study (Nathaniel Lichfield and Partners, 2010)
121 Annual Monitoring Report (RMBC, 2011)
122 Green Space Audit of Rochdale Borough (2009)

Figure 12 Level of sports participation



Leisure assessment

There is an under provision of leisure in the borough and the Nathaniel Lichfield and Partners Rochdale Retail and Town Centres Study sets out the existing provision of leisure within the borough and identifies where there is a deficiency. For further information on sports and leisure provision within town and local centres please see the background information for policy E1 'Establishing thriving town and local centres' within this Background Paper.

Greenspace Audit

A greenspace audit has been completed by the Council as a part of the developing a baseline for green infrastructure planning and delivery. The study examines all recreational open spaces in the borough in terms of their recreational role and quality. The study examines the extent to which communities have good access to 'natural' greenspace in line with national priorities promoted by Natural England i.e. seeking to ensure neighbourhoods have good access to natural spaces within 300m of where they live.

Open space

Community access to amenities such as parks, open spaces and green infrastructure plays an important part in developing and shaping healthy and sustainable communities. Further information on the provision and evidence for open space can be found in G6 Enhancing Green Infrastructure.

Rochdale Retail and Town Centres Study 2010

The Rochdale Retail and Town Centres Study identifies the retail capacity, and need for leisure and cultural facilities, in the borough up to 2026 (see evidence to support policy E1 in chapter 6 of this report).

Libraries

There are seventeen public libraries in Rochdale offering a wide range of services, with the largest of these being the library in Rochdale town centre. Libraries have diversified the services they offer to the public in

recent years, now supplementing the traditional lending of books with electronic media (CDs, DVDs and computer games) and also internet and computer facilities for members of the public to use.

100% of households in Rochdale borough are within a 2 mile radius of a library where over 788,000 visits were made to the 17 libraries across the borough in 2008-09.

Arts and Heritage

Rochdale has a number of museum, art and heritage galleries. The Nathaniel Lichfield and Partners Rochdale Retail and Town Centres Study sets out a number of recommendations regarding the provision of cultural facilities within the borough and identifies that there is a deficiency/surplus.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	C8 has been prepared positively to improve the provision of community, sports, leisure and cultural facilities which aims to improve the overall health and well being of the borough by locating development to meet the needs of the existing and new communities in accessible and sustainable areas. The Retail, Leisure and Cultural Study (2010) identifies the scope for further leisure and cultural development for the borough. These are based on up to date evidence which looks at expenditure and need for different catchment areas within the borough.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
Requires access to high quality open space and opportunities for sport and recreation as an important contributor to health and well being.	Policies in the Core Strategy seek major development to be in accessible locations such as main transport corridors or town centres. New development such as housing, shops, education, community, sport and leisure are all required to be in accessible locations to address accessibility (location and physical) for all members of the community to leisure and community facilities. Policy C8 aims to promote access to community facilities, sports and leisure by ensuring they are met in areas of the greatest need and demand where it reduces the need to travel.
Aims to identify deficiencies in the network of centres giving priority to deprived areas where there is a need for better access to services, facilities and employment by socially excluded groups.	Policy C8 aims to promote access to essential services by walking, cycling and public transport. It encourages more facilities to be co-located to reduce the need to travel.
Deliver more sustainable patterns of development, reduce the need to travel, especially by car and respond to climate change.	Policy C8 encourages development that promotes active living through creating places that are easily accessible, attractive and safe to move around by walking, cycling and public transport. More detail can be found in Policy T1 and T2 which looks at accessibility further.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
C8 - Improving community, sport and leisure and cultural facilities	Updates to the retail study in the future will show an improvements in the facilities. Future strategies on community, sport, leisure and cultural facilities will demonstrate any improvements.	The policy is flexible as it sets out how the Core Strategy and Local Development Framework will improve facilities without restriction.	Monitored through planning applications and the Annual Monitoring Report.

10 Improving design, image and quality of place (SO3)

Introduction

The borough is endowed with a rich natural and cultural heritage, however poorer built developments in recent times have not respected their context and as a result the character and image of the borough has been degraded. Nonetheless, the heritage is very strong and includes a dramatic landscape characterised by hills and valleys and water bodies. The built and cultural heritage includes historic farm buildings, mills and housing from the 19th century industrial period, architectural gems from architects such as Edgar Wood, and the buildings which were central to the creation of the world famous co-operative movement.

P1 - Improving image; P2 - Protecting and enhancing character, landscape and heritage; P3 - Improving design of new development

Main source of information

Rochdale Borough Renaissance Masterplan 2010[(123)]; Rochdale and Oldham Urban Design Guide Supplementary Planning Documents[(124)]

Evidence to justify policy approach

According to NPPF, good design is a key aspect of sustainable development, and it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Local plans should develop robust and comprehensive policies that set out the quality of development that will be expected. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its present defining characteristics. Design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout and access of new development in relation to neighbouring buildings and the local area more generally.

Bearing this in mind, this section of the Core Strategy has policies relating to how development can affect the overall image of the borough, how we expect character, landscape and heritage to be taken into account, and general design principles for new development.

Improving image

This policy emphasises the importance of particular areas in terms of the image of the borough, and these include key gateways, strategic and local improvement corridors and town centres which are set out in the Council's Borough Renaissance Masterplan. The M62 motorway is seen as the primary element, forming a major spine through the borough; other key routes are the A627(M), the A58, and other corridors which connect these three spines. Along each of the key corridors there should be comprehensive plans to maximise investment opportunities, create high quality street scenes and integrate transport modes and maximise environmental opportunities and linkages.

Gateways are critical to the perception and image of the borough and present crucial opportunities to create a sense of arrival and belonging for residents, visitors and businesses. They allow major investments and development proposals to bring economic regeneration to the Borough. Comprehensive improvement schemes will be developed for each of these gateways, and this policy will provide the planning context for these ambitions.

Protecting and enhancing character, landscape and heritage

123 Rochdale Borough Renaissance Masterplan (RMBC, 2010

124 Oldham and Rochdale Public Realm Design Guide SPD (September 2007); Oldham and Rochdale Residential Design Guide SPD (September 2007); Oldham and Rochdale Urban Design Guide SPD (September 2007)

In line with the Borough Masterplan's emphasis on capitalising on environmental assets, this policy will ensure that planning approvals relate positively to the intrinsic character and heritage. So the policy draws on an analysis of what the key assets are, both in terms of the natural and cultural development of the area.

This also relates to the NPPF requirement for local planning authorities to set out a positive strategy for the conservation and enjoyment of the historic environment, including the recognition of heritage assets as an irreplaceable resource.

Definition of 'heritage asset': 'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest' (National Planning Policy Framework). They include designated heritage assets and assets identified by the local planning authority (including local listing).

Improving design of new development

The primary evidence base in respect of this policy is the Council's existing 'Oldham and Rochdale Urban Design Guide' Supplementary Planning Documents. These set out the basic design principles which should be adhered to, without being unduly prescriptive or detailed. The principles set out in this policy also reflect those matters which the NPPF considers that design policies should concentrate on, i.e. overall scale, density, massing, height, landscape, layout, materials and access.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	These policies have been prepared in accordance with best practice principles to ensure integrated and people friendly environments. It is important to ensure that infrastructure is integrated in a well designed manner for it to function efficiently.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.	The Core Strategy reflects the borough's design guides by requiring high quality design that lasts the lifetime of the development
Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.	The Core Strategy reflects the borough's design guides by requiring high quality design that lasts the lifetime of the development
Design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.	The Core Strategy will allow flexibility of design whilst concentrating on outlining the basic principles which should apply to all development.

National Planning Policy Framework	How does the Core Strategy policy address this?
Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account: • the desirability of sustaining and enhancing the significance	The Core Strategy advocates the protection of heritage assets in accordance with their significance, including re-use of historic buildings. It also emphasises the importance of new development making a positive contribution to local character and distinctiveness.

National Planning Policy Framework	How does the Core Strategy policy address this?
of heritage assets and putting them to viable uses consistent with their conservation; • the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; • the desirability of new development making a positive contribution to local character and distinctiveness; and • opportunities to draw on the contribution made by the historic environment to the character of a place.	

Effectiveness of the policy

Policy	Evidence of deliverability	Flexibility	Monitoring
P1 - Improving image	Improvements to gateway areas and the design quality of new developments	This policy relates to specific areas of the borough, specifically key gateways and corridors; the principle of improving gateways and corridors is not likely to be contradicted by future guidance and the policy allows for flexibility in the list of sites to which it relates.	Rochdale Borough Design Awards; Public art in new developments.
P2 - Protecting and enhancing character, landscape and heritage	The design quality of new developments	The policy adheres to the fundamental principles of protecting character and heritage which are likely to remain constant, and therefore offers flexibility in respect of future national guidance; it also allows for protection of heritage assets which may not have been identified yet.	Rochdale Borough Design Awards
P3 - Improving design of new development	The design quality of new developments	This policy relates to basic design principles which are broad enough to adapt to future policy changes and there is the capacity to include emerging design priorities under these key broad headings.	Rochdale Borough Design Awards; Developments adhering to 'Building for Life' standards.

Ten improving design, image and quality of place (so3)

11 Promoting a greener environment (SO4)

Introduction

The borough's environment is one of its strongest assets and we have a responsibility to protect and manage our land, minerals and water resources wisely in the interests of sustainability. The borough contains an extensive and diverse network of open spaces and countryside which provide a multi functional resource that supports the quality of life and place in the borough and contributes to sustainable development and growth. The sustainable use of resources is increasingly important due to the impact of climate change. It is necessary that new development does not exacerbate flood risk or contribute to pollution levels. Development should seek to minimise its impact on landscapes and natural resources.

G1 - Tackling and adapting to climate change; G2 - Energy and new development; G3 - Renewable and low carbon energy developments

There is strong evidence that the global climate is changing rapidly and in the north west this is likely to mean hotter, drier summers and warmer, wetter winters, as well as more extreme weather events (UK Climate Impacts Programme). The government position is that this is caused to a large part by increased carbon dioxide emissions. Whilst there may be some opportunities arising, climate change is likely to cause many problems for people and biodiversity in the borough, such as increased flooding and increased health risks.

Main sources of information

UK Climate Impacts Programme[125]; The Association of Greater Manchester Authorities "Decentralised and Zero Carbon Energy Planning Study"[126]; Climate Change in the North West and its Impacts[127]

Evidence to justify policy approach

Climate change

Temperatures around the world have risen by 0.75 degrees in the past 100 years, and eight of the ten hottest years in the UK on record have all occurred since 1990. Winter precipitation in the UK has increased by about 50% since 1961 and summer precipitation has dropped by about 20% in the north west in the last century. There has been a trend towards more extreme weather events occurring (Sustainability Northwest).

In 2007, the intergovernmental panel on climate change, the world's most authoritative body on climate change, concluded that most of the observed increase in global average temperatures since the mid-20th century is very likely due to the observed increase in man-made greenhouse gas concentrations. Carbon dioxide is believed to be responsible for the majority of this impact. Average annual temperature in the UK is expected to rise by between 1 and 5 degrees centigrade by the end of the century. Summers will get hotter and drier, winters will get milder and wetter. By the 2020s the UK can expect up to 10% more winter rain and by the 2080s winter rainfall could increase by between 10% and 35% more than today's levels. Summer rainfall in the North West could decrease by as much as 60% by the 2080s (UK Climate Impacts Programme)

The 2008 Climate Change Act[128] enshrined in law that carbon dioxide emissions in 2050 must be at least 80% below those of 1990 (34% by 2020). 98% of our carbon dioxide emissions emanate from the burning of fossil fuels to meet our energy needs. Therefore the problems associated with mitigating the effects of climate change are essentially those associated with the way we currently generate, supply and use energy.

125 UK Climate Impacts Programme (North West)
126 Decentralised and Zero Carbon Energy Planning (AGMA, 2010)
127 Climate Change in the North West and its Impacts (Sustainability Northwest, March 2005)
128 Climate Change Act 2008

The most economically damaging aspect of climate change to date has been extreme wet weather. The UK summer floods of 2007 caused 13 deaths, flooded 48,000 homes and 7,300 businesses, cost £3 billion and for a time left several urban areas without drinking water or power[(129)].

In August 2003, 35,000 people across Europe died from the effects of heat, 2,091 of them in England. Increasing tree cover by 10% can reduce the surface temperature of an urban area by between three and four degrees centigrade (Hallmarks of a Sustainable City).

The Mini-Stern report[(130)] projected a loss of £20bn in Gross Value Added by 2020 if the City Region fails to achieve carbon reductions, suggesting that:

> *'unless [the City Region] achieves significant emissions cuts, improves its resilience to Climate Change, and leverages its assets, the Manchester City Region could fall substantially short of its economic regeneration goals and targets. Early action is therefore needed to respond to legislative drivers by cutting emissions, improving resilience, and adapting economic priorities to take account of Climate Change legislation. In doing so the Manchester City Region has the potential to enhance its competitive advantage over those Cities that are slower to adapt.'*

The Mini-Stern highlighted the central role of spatial planning in seeking to adapt and realise this competitive advantage, stating that:

> *'Manchester City Region [has] the opportunity to shape and align planning policy to direct development to deliver carbon efficiencies....[and] an opportunity for a collective approach to energy planning that can take advantage of the economies of scale in major development and regeneration projects within and across local authority boundaries. New approaches to energy generation and distribution are required and a more comprehensive approach to energy planning creates a significant economic opportunity for the Manchester City".*

Zero carbon

Consultations undertaken by the previous and current governments, including a consultation on Planning Policy Statement: Planning for a Low Carbon Future in a Changing Climate (March 2010)raised the possibility that it may be possible to meet the zero carbon targets through the use a combination of on-site energy technologies and near site 'allowable solutions' which a building, or development, would source its energy from either directly or indirectly over local energy networks.

The Association of Greater Manchester Authorities (AGMA) "Decentralised and Zero Carbon Energy Planning Study" provides strategic evidence to allow the ten Greater Manchester districts to set minimum targets for low and zero carbon in respect of new developments, to ensure compliance with the national zero carbon targets. It sets out a proposed common approach towards planning for low and zero carbon energy, including identifying delivery mechanisms.

The AGMA study undertook an analysis of existing energy networks and future potential in the City Region. The methodology sought to develop an evidence base comprising a 'top-down' spatial review of the City Region's strategic potential and a 'bottom up' analysis of a representative selection of case studies. These two elements were considered against the wider context of planning policy and infrastructure provision, organised into the following work streams:

- the present position: a review of growth and development projections for the City Region and the issues raised going forward;
- existing network infrastructure: a review of current and future electricity, gas and district heating networks across Manchester City Region;
- top-down evidence base: an outline spatial review of the main low and zero carbon energy technologies and their potential for application across Manchester City Region;

129 Hallmarks of a Sustainable City (CABE, 2009)
130 Mini Stern for Manchester (Deloitte, 2008)

- bottom-up evidence base: development of outline carbon budget analysis and energy planning frameworks for 13 case studies representative of different 'character areas of change' across the City Region; and
- enabling mechanisms: a review of finance and delivery mechanisms for low and zero carbon energy technologies.

The Study concluded that a model for low, even zero, carbon growth was needed, decoupling growth from carbon emissions. A co-ordinated approach to infrastructure investment is required, designed to anticipate and plan for the City Region's response to future targets and milestones. The study recommended:

- carbon reduction targets: Targets that require reductions in regulated and unregulated carbon emissions;
- network connection requirements: Provision to require developers to connect buildings to existing or planned district heating networks;
- allowable solution funds: Provision to collect infrastructure contributions from developers in order to underwrite investment in 'allowable' solutions;
- infrastructure allocations and safeguards: Provision to allocate or safeguard existing low carbon infrastructure in order to support planning objectives; and
- greenbelt site allocations: Agreed policies relating to landscape character and cumulative impacts.

It is proposed that the targets are expressed in terms of carbon, and providing minimum and maximum targets from low and zero carbon energy infrastructure, with the potential for revision upwards where lower cost area and site-specific opportunities are available to developers. A strategic and technical justification for the targets, and the inclusion of unregulated emissions, including analysis of viability, is provided within the Study.

Target Setting

Whilst there was already legal precedent for Councils to set targets, Royal assent of the Planning and Energy Act in 2008[(131)] formalised their legal ability to set targets. A local planning authority in England may in their development plan documents, and a local planning authority in Wales may in their local development plan, include policies imposing reasonable requirements for:

- a proportion of energy used in development in their area to be energy from renewable sources in the locality of the development;
- a proportion of energy used in development in their area to be low carbon energy from sources in the locality of the development; and
- development in their area to comply with energy efficiency standards that exceed the energy requirements of building regulations.

Local requirements should be consistent with national zero carbon policy and nationally described standards (NPPF).

Peat

Upland peat soils provide a substantial carbon sink if managed properly. A study of a 550 sq km peatland area in the UK indicated that it could potentially store approximately 160,000 tonnes of carbon dioxide per year[(132)].

Broken link - possible circular reference Broken link - possible circular reference Broken link - possible circular reference

131 Planning and Energy Act 2008
132 European Commission, Durham University, December 2009

Wind Power

The Landscape Capacity Study for Wind Energy Developments in the South Pennines[(133)] was commissioned by a partnership of South Pennine councils to examine landscape capacity and sensitivity to various scales of wind power development in and around the districts of Rochdale, Bury, Burnley, Rossendale, Calderdale and Kirklees; it will also provide useful source material for prospective developers to assist the site selection process. The study shows much of the borough's uplands to be a highly sensitive landscape character type.

Local Commitments

The Nottingham Declaration

The Council is a signatory to the Nottingham Declaration on Climate Change, which means that it is committed to developing plans to address the causes and impacts of climate change, securing maximum benefits for the local community.

National indicator 188 - Adapting to Climate Change

The indicator allows authorities and partners to measure progress in adapting to climate change over five levels. The levels range from identifying the priority areas for adaptation through to developing and maintaining an adaptation action plan.

Department of Energy and Climate Change (DECC) heat mapping tool

The National Heat Map and similar tools can be useful in identifying opportunities for heat networks.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The policies seek to exploit the renewables potential of the borough in line with national policies and targets, in order to significantly increase the level of low and zero carbon infrastructure. Benefits will include better resilience to climate change, tackling fuel poverty and increasing the security of energy supply.

Proposed policies compliance with guidance

National Planning Policy Framework	How does the Core Strategy policy address this?
Local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations.	The Core Strategy will require new developments to be zero carbon, through a framework which includes energy efficiency measures and renewable energy installations. It will also require that all new development is future - proofed against predicted climate change impacts.
To support the move to a low carbon future, local planning authorities should: • plan for new development in locations and ways which reduce greenhouse gas emissions; • actively support energy efficiency improvements to existing buildings; and • when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards.	The Core Strategy will have policies which outline how new development will be expected to be located and designed to reduce emissions and adapt to the impacts of climate change. It will also allow improvements to existing buildings to be part of the 'allowable solutions' as described above. The policies will be in accordance with national policy and standards.
Local planning authorities should:	The Core Strategy will have a policy which will encourage renewable and low carbon energy developments, whilst

133 Julie Martin Associates, January 2010

National Planning Policy Framework	How does the Core Strategy policy address this?
have a positive strategy to promote energy from renewable and low carbon sources; • design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts; • consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources; • support community-led initiatives for renewable and low carbon energy, including developments outside such areas being taken forward through neighbourhood planning; and • identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.	highlighting the need to avoid adverse impacts.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
G1 - Tackling climate change	Measures taken in new developments to tackle climate change	The policy allows compliance in a variety of ways to ensure flexibility, and makes it clear that national targets and definitions should be adhered to, even if they change	Through databases of planning conditions and developer contributions.
G2 - Energy and new development	Measures taken by new developments to ensure energy efficiency and compliance with the target framework; the development of local low carbon networks in all appropriate locations	The target framework allows flexibility in how targets are met and includes 'allowable solutions', which can be set out in an SPD and changed as appropriate	Through planning application database, showing conditions and carbon budget statements.
G3 - Renewable and Low Carbon Energy Developments	Compliance with criteria outlined in the policy	The basic principles outlined in the policy are not flexible	Through examination of planning approvals.

G4 - Managing Green Belt; G5 - Managing protected open land

In assessing long term development needs within the region and Greater Manchester, and the supply of available and suitable land within the urban area, the Regional Spatial Strategy had concluded from the evidence available that within Greater Manchester, there was no need for substantial change to the strategic Green Belt boundary before 2011. Work on Core Strategies in the Greater Manchester Districts concluded that a review of the Green Belt was not necessary and that local changes could be justified if there was strong evidence. The collective view of Greater Manchester Districts is that further substantial changes to the Green Belt, or a strategic review of the Greater Manchester Green Belt should be agreed through joint working in accordance with the Duty to Cooperate requirements. In the current round of Core Strategies, some non-strategic changes and non-substantial changes can be justified through Core Strategies or Allocations Development Plan Documents.

Main sources of information

National Planning Policy Framework;

Evidence to justify policy approach

Protected Open Land and Green Belt

Although the towns of Rochdale, Heywood, Middleton, Littleborough, Milnrow and Newhey are relatively densely developed urban areas they are separated by areas of countryside. The largest area of countryside is the Pennine Edge fringe which lies to the north and east of the borough. It is this open setting and the many green wedges, corridors and river valleys that run through the urban areas to link with the wider countryside that gives it its special attractive character and identity.

Most of the countryside (10,100 ha representing 60% of the total land area) is classed as Green Belt, which fulfils five main purposes in that it:

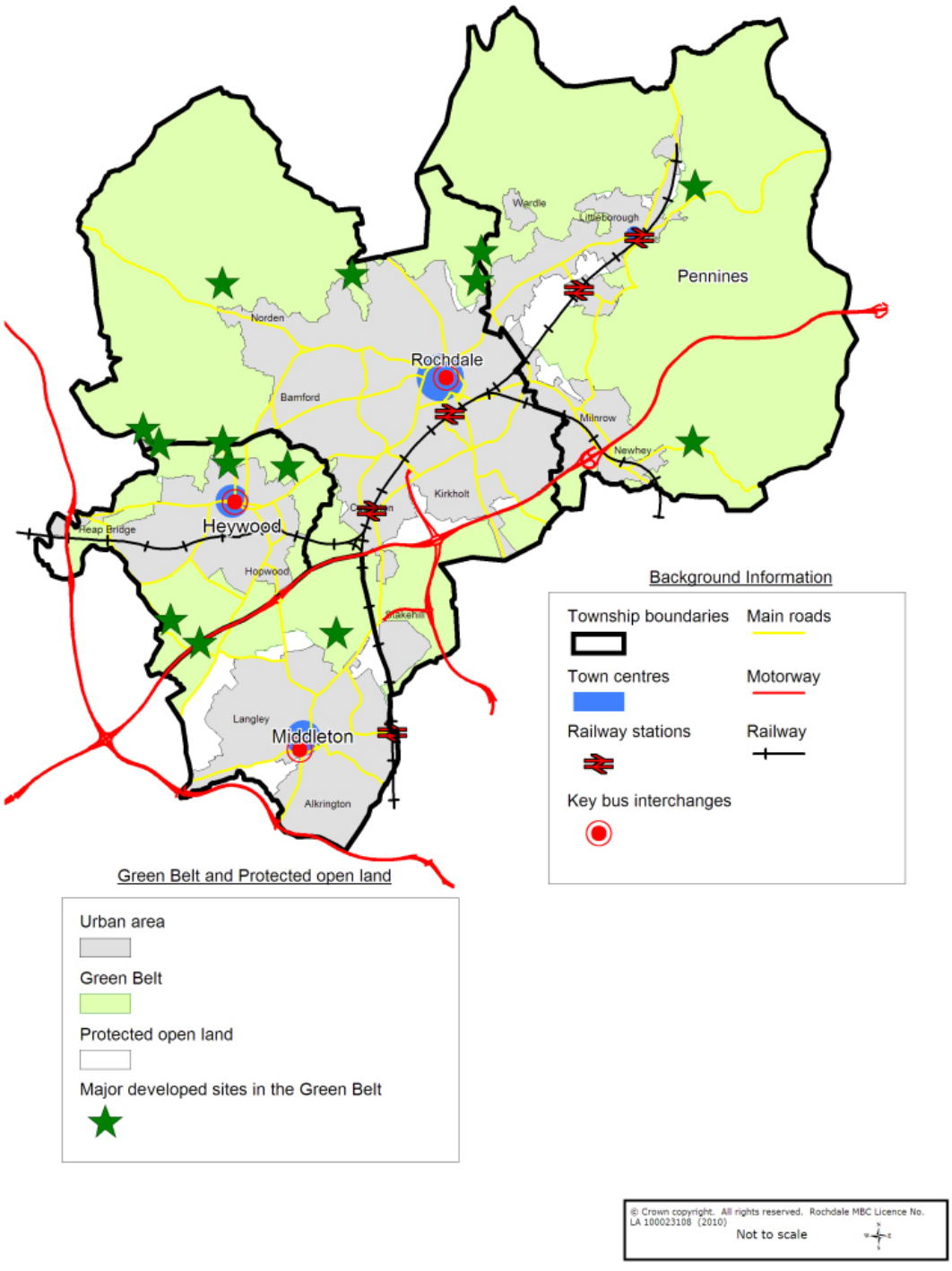
- checks the unrestricted sprawl of large built up area;
- prevents neighbouring towns from merging into one another;
- preserves the setting and special character of historic towns; and
- assists in urban regeneration by encouraging the recycling of derelict and other urban land.

A further 1,000 ha of open land lies between the urban area and the green belt and is afforded similar protection against built development.

Within the Green Belt, development is restricted to those uses that are deemed appropriate forms of development by NPPF. All other development will, by definition be inappropriate and for such development to be permitted, very special circumstances must be demonstrated. A detailed policy on Green Belt is unnecessary as it would repeat national policy. The wording within NPPF means that a detailed policy relating to major developed sites in the Green Belt, either within the Core Strategy or Allocations DPD is unnecessary. However map 15 below does show the existing major developed site in the Green belt for information.

The **Greater Manchester Structure Plan in 1981** was the first attempt at looking at planning policies for Green Belt within Greater Manchester as a whole. This established the broad areas of Green Belt whose boundaries were to be determined in local plans. The **1984 Greater Manchester Green Belt Plan** established a minimum strategic Green Belt boundary and the **Heywood Local Plan** extended the Green Belt in Heywood in 1986.

Map 15 Green Belt and Protected open land



The first Rochdale **Unitary Development Plan adopted in 1999** made only one significant change to the existing boundary by excluding land north of Hareshill Road, Heywood. The land was excluded to meet a need for strategic employment development and has now been substantially developed. The **second Unitary Plan adopted in 2006** effectively re-affirmed the Green Belt boundary and set out a policy on major developed sites in the green belt.

Protected open land between the Green Belt and the urban area may not perform a Green Belt role but is worthy of protection due to its value as vital green infrastructure (e.g. for its recreation, flood management, landscape or wildlife value) or because, like Green Belt, restrictions on development steer development to the urban area to assist urban regeneration. Policy G5 of the Core Strategy sets out the areas of protected open land within the borough and sets out criteria which must be met to justify the release of protected open land for development.

Policies to restrict development within the Green Belt and areas of protected open land have been successful and this has maintained the open character of our countryside and helped to support the regeneration of our urban areas.

Previous versions of the Core Strategy identified a site which is currently Protected Open Land at Broad Lane Rochdale as having potential to deliver high quality housing in a sustainable location. This site was the subject of a planning application in 2012 which was refused. The decision was then taken by the Council to withdraw reference to the Broad Lane proposal in the publication version of the Core Strategy. The proposal to develop this site will be considered at a Public Inquiry in April 2013.

Pressure on the Green Belt

Pressures continue for built development and uses of various kinds but for the most part, national guidance and the Unitary Development Plan[134] policies have provided an adequate basis for decision making. Farm diversification has resulted in some pressures on Green Belt in recent years but, in general, the types of diversification appropriate in much of Rochdale's countryside , having regard to landscape and other considerations, have been accommodated in line with Green Belt policy and have helped to maintain the rural economy and standards of land management. Examples include outdoor recreational facilities including equestrian activities and sensitive tourism development.

Another pressure has been for the infilling of gaps in road frontages in the green belt. Ribbon development is a feature along several roads linking towns within and outside the borough. Some roads present a generally unbroken frontage within the Green Belt, whilst others contain sporadic development giving open views into the countryside. Also within areas of open countryside, there are a number of small groups of dwellings, farm buildings and business premises. These are a historical feature of the borough's countryside and part of its character. Infilling between groups of buildings can damage that character and reduce the openness of the Green Belt and have therefore been resisted since the Green Belt was established.

The borough's Green Belt has remained strong in the face of development pressure since it was first introduced. The physical regeneration of the borough's urban areas has been considerably assisted in recent years by the effect of Green Belt policies in steering new development inwards towards urban areas and, in particular, to areas in need of regeneration. Farm diversification has resulted in some pressures on Green Belt in recent years but, in general, the types of diversification appropriate in much of Rochdale's countryside, having regard to landscape and other considerations, have been accommodated in line with Green Belt policy and have helped to maintain the rural economy and standards of land management. Examples include outdoor recreational facilities including equestrian activities and sensitive tourism development. The Council is keen to ensure that this role of Green Belt continues to assist regeneration and that it continues to meet its strategic role.

Major developed sites in the Green Belt

There are some major developed sites in the green belt ranging from 1.3ha to 14.5ha. The larger sites include the Birch industrial estate south of Heywood, Hopwood College Campus, Middleton, and the Birch

134 Rochdale Borough Unitary Development Plan (Adopted June 2006) www.cartoplus.co.uk/rochdale/ (BP 155)

motorway service area. Nearly all other substantial sites are industrial premises and these vary in appearance, condition and scope for future change. Other smaller developed sites comprise farm building complexes, small mills occupied by industrial or storage activities, pubs and restaurants, stables and riding schools, and buildings that support outdoor recreational or tourism uses. The Green Belt also contains a limited number of sites occupied by public services/utilities.

Previous national guidance required local authorities to identify major developed sites in the Green Belt within their development plan and set out relevant policies relating to appropriate infilling or partial and full redevelopment. The 2006 Unitary Development Plan included policies to deal with the future of substantial developed sites in the Green Belt. The policies identified two sites where redevelopment and regeneration would be permitted (i.e. at Healey Hall Mills, Rochdale and Rainshore Mill, Norden) and twelve sites where limited infilling and redevelopment of buildings would be permitted.

The recently published NPPF no longer requires such an approach and instead includes general guidance which can be applied to all previously developed sites in the Green Belt. The guidance states that the limited infilling or the partial or complete redevelopment of previously developed sites, whether redundant or in continuing use (excluding temporary buildings) may be appropriate provided that it would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. It is likely that the future of some major developed sites will come into question in the future and that there will be some pressure for redevelopment of some sites for housing. Such proposals would therefore have to be assessed in accordance with this guidance.

Positively prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The policy relating to Green Belt reflects national policy and the positive elements that Green Belts can provide such as enabling a focus on regeneration and preventing urban sprawl. The policy on protected open land also continues the positive approach to regeneration. However the criteria do recognise such land as a potential future resource to meet development needs which cannot be met in the urban area. In doing this the policy does provide some flexibility although any proposal would have to be clearly justified and satisfy all of the criteria.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and permanence.	The policy is simply refers to, but does not repeat, national guidance.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
G4 - Managing Green Belt	The Green Belt is expected to endure to the end of the Core Strategy period as there is no evidence currently that development needs will require the release of Green Belt land. A future review of the Green Belt may be necessary if long term needs cannot be	The reasoned justification for the policy acknowledges the potential for a wider review of the Green Belt, through collaboration with other districts, if there is evidence to suggest that development needs cannot be met without Green Belt release.	The implementation and success of this policy will be monitored through the Annual Monitoring Report[(135)]. Developments refused or permitted in the green belt will also be monitored.

135 Annual Monitoring Report (2011)

Policy	Evidence of deliverability	Flexibility	Monitoring
	accommodated on protected open land not in the Green Belt.		
G5 - Managing protected open land	Land release is based on evidence that development is justified and can be delivered (see Policy C1-C3)	Without the release of some protected open land, development needs will not be met. Other areas of protected open land exist and may be developable, but are not preferable.	The implementation and success of this policy will be monitored through the Annual Monitoring Report.

G6 - Enhancing green infrastructure

Main sources of information

Towards a Green Infrastructure Framework for Greater Manchester[136]; Prosperity for all: Greater Manchester Strategy[137]; Provision of Recreational Open Space in New Housing Supplementary Planning Document[138]

Evidence to justify policy approach

Greenspace corridors

A number of greenspace corridors have been strategically identified throughout the borough. The corridors include significant linked areas of open space in the borough and frequently, but not exclusively, include the river valleys networks. These contribute to the biodiversity interest of the borough by providing wildlife corridors which enable species to migrate between suitable habitats. They also contribute to the ecological network of the borough.

Green Infrastructure

Green infrastructure is a planned and managed network of natural environmental components and green spaces that intersperse and connect our city centres, towns and rural fringe. A Green infrastructure network consists of open spaces (parks, woodlands, natural reserves etc), linkages (river corridors and canals, pathways and cycle routes etc) and networks of urban green spaces (private gardens, pocket parks, street trees etc). The overall GI approach will make a community more attractive, vibrant, prosperous and less vulnerable to the negative effects of growth and climate change.

Greater Manchester has begun to take a strategic approach to green infrastructure planning and a baseline report 'Towards a Green Infrastructure Framework for Greater Manchester' has been produced. It identifies strategic green infrastructure assets and the role of spatial planning in delivering green infrastructure objectives for supporting growth and regeneration. The role of the river valleys and urban greenspace networks is particularly noted in the report as forming the backbone of a strategic green infrastructure network. This report has formed the basis of additional work currently underway to examine the role of green infrastructure in supporting growth and regeneration in the Manchester city region and delivering the Greater Manchester Strategy and key regeneration and economic development objectives.

Green Infrastructure Framework and Township Green Infrastructure Plans

Township Green Infrastructure Plans have been produced for Heywood, Middleton and Pennines Townships. A GI Plan for Rochdale Township will be produced by early 2013 and an overarching borough Green Infrastructure Framework produced by the end of 2013.

Township GI Plans identify the extent, character and function of green infrastructure assets and networks and any issues or opportunities for creation or improvement which relate to them. They provide a context for how open spaces and water bodies work together as a network of GI assets within and beyond townships The plans provide an evidence base and tool for targeting GI actions and investments through partnership projects, development proposals and local improvement projects. Primary assets include the borough's river valleys such as the Roch, uplands and urban greenspace and water networks which individually and together perform multiple roles to support sustainable communities and a more resilient and high quality local environment. Strategic project ideas are identified with a range of potential delivery actions and an annual work programme is devised for each township plan.

The borough Green Infrastructure Framework will provide a strategic 'umbrella' for the township plans and

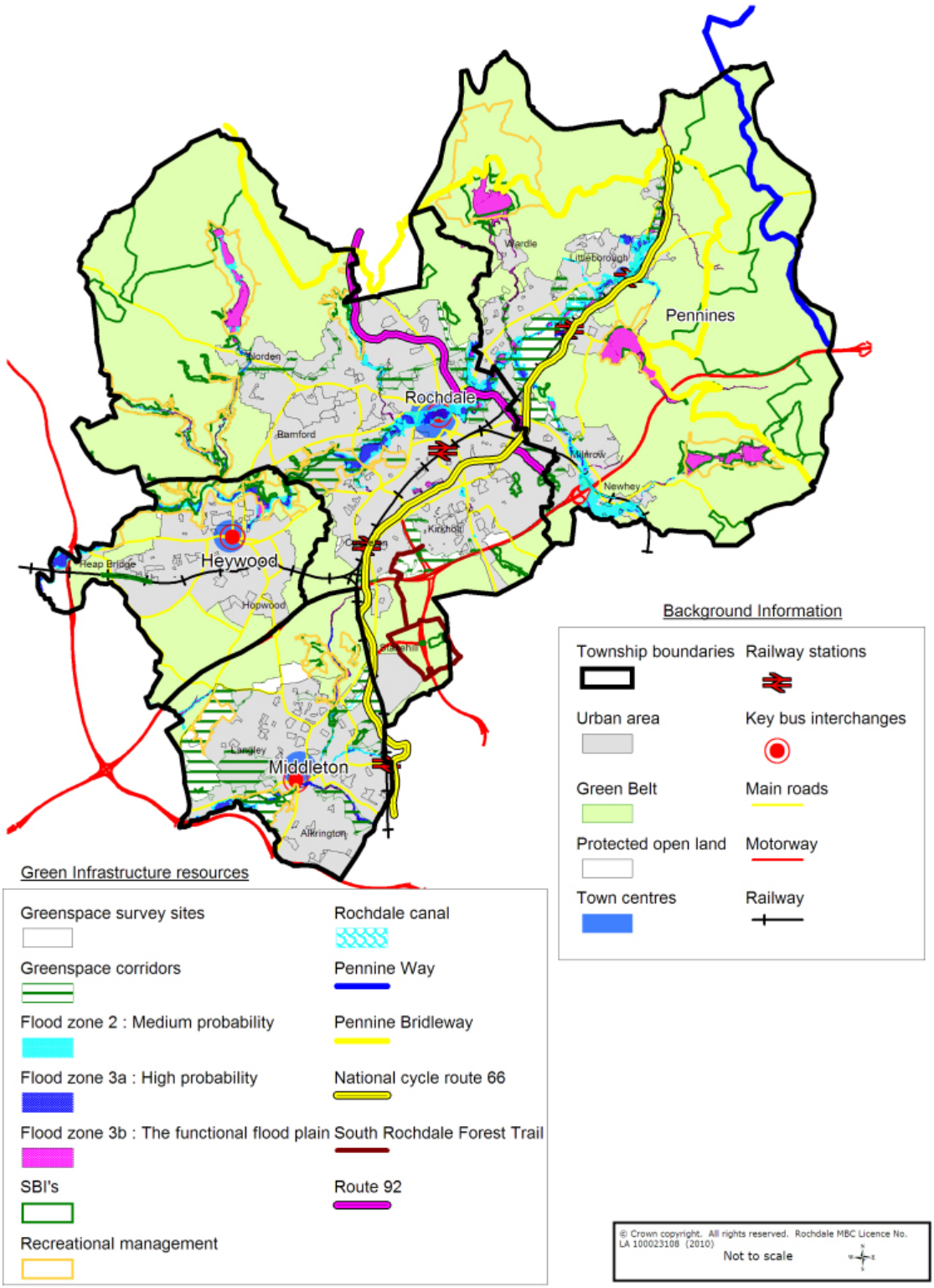
136 Towards a Green Infrastructure Framework for Greater Manchester (TEP,2008)
137 Prosperity for All: Greater Manchester Strategy (AGMA, August 2009)
138 Provision of Recreational Open Space in New Housing Supplementary Planning Document (RMBC, March 2008)

identify green infrastructure networks and functions between townships and beyond the borough into Greater Manchester and the South Pennines. The Framework will also help to identify opportunities for partnership activities at a more strategic e.g. catchment scale.

Greenspace audit

A greenspace audit has been completed by the Council as a part of the developing baseline for green infrastructure planning and delivery. The study examines all recreational open spaces in the borough in terms of their recreational role and quality. The study examines the extent to which communities have good access to 'natural' greenspace in line with national priorities promoted by Natural England i.e. seeking to ensure neighbourhoods have good access to natural spaces within 300m of where they live.

Map 16 Green Infrastructure resources



Work to date has highlighted the strategic value of the Roch Valley and wider river valley network and the need to provide high quality urban greenspaces. This is particularly important in inner urban neighbourhoods which meet the needs of today's communities for safe and stimulating recreation, access to nature and ensuring better protection from flood risks and the impacts of climate change. The study and future work building on the initial baseline will help the Council to identify how key standards are being met and to direct resources through its own management and developer contributions to areas of the borough in greatest need. GI Action Plans for Heywood, Middleton and Pennines Townships are now completed with Rochdale Township due for completion in early 2013. A borough framework will be produced in 2013 and together with the plans will provide a body of evidence and delivery tools for green infrastructure.

Provision of Recreational Open Space in New Housing Supplementary Planning Document

This document outlines the requirements for new residential developments in terms of recreational open space, including the amount required on site and the contributions required for provision and improvement of both informal open space and formal sports provision off site. The requirements are based on the requirements and standards set out in the Unitary Development Plan and the Fields in Trust (FiT) guidance[(139)]. The overall requirement is slightly lower than that set out by the FiT but reflects local demand and issues relating to open space.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The purpose of the policy is to ensure that appropriate green infrastructure is provided and enhanced in the borough.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
Local authorities should set out a strategic approach in Local Plans, planning positively for the creation, protection, enhancement and management of networks of green infrastructure and biodiversity. Core principles in NPPF for plan-making include contributing to conserving and enhancing the natural environment and reducing pollution and encouraging multiple benefits from the use of land in urban and rural areas, recognising that open land can perform many functions such as for wildlife, flood risk management, carbon storage and food production. Patterns of growth should be sustainable and make fullest use of walking and cycling opportunities and help support local health and well being strategies.	The Core Strategy sets out a strategic approach to conserving and enhancing biodiversity and green infrastructure, taking into account sub regional and local strategic objectives and evidence and links to existing and emerging action plans which will help guide, support and enable delivery of key objectives for a high quality environment which supports growth, communities and wellbeing.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
G6 - Enhancing Green Infrastructure	Green Infrastructure improvements resulting from new developments and planning agreements	There is a considerable range within what can be considered green infrastructure	Green space audits Green Infrastructure Framework and Township Plans

139 Planning and Design for Outdoor Sport and Play (Fields in Trust, 2008)

G7 - Increasing the value of biodiversity and geodiversity

Main sources of information

Greater Manchester Biodiversity Action Plan[140]; An Ecological Framework for Greater Manchester[141]

Evidence to justify policy approach

Biodiversity Action Plan

A biodiversity action plan for Greater Manchester, adopted in 2003, was subject to a major review in 2008/9. The plan includes habitat action statements for most of the important habitats in Greater Manchester, with associated targets for their enhancement, preservation and creation. It is expected that additional habitat and species action plans will be included within the plan as new priorities emerge.

Local biodiversity action plan

Rochdale is currently in the process of writing a local biodiversity action plan to reflect the key species and habitats within the borough. This will provide a future basis for improving the available data for local species of importance as well as monitoring the extent or quality of habitats and distribution of species.

The Greater Manchester Ecology Unit (GMEU), as well as the voluntary sector, provides good supporting information on species, habitats and updated habitat surveys. The GMEU is currently collating this information as a part of the emerging local records centre for Greater Manchester.

Biodiversity and Development Supplementary Planning Document

This defines biodiversity, describes the key biodiversity interests in the Borough and indicates key sites and spatial distributions. It also sets out a planning policy context, outlines potential threats and opportunities, illustrates good practice for protection and enhancement of biodiversity and signposts sources of further advice and support to help ensure a robust and positive approach to biodiversity.

Designated sites

The borough has significant ecological interest which is reflected in the designated sites network. This includes both statutorily and non-statutorily designated sites. The statutorily designated sites are:

- South Pennine Moors Sites of Special Scientific Interest; and
- Rochdale canal sites of Special Scientific Interest.

The boundaries of both of these designated sites extend beyond the borough into neighbouring authorities. These sites are also designated as Special Areas of Conservation (SACs). The South Pennine moors is also a Special Protection Area (SPA) as a reflection of its rare bird populations and their habitats. These are European designations and reflect the importance of these habitats and landscapes within the European Union. Designation is undertaken by Natural England.

Sites of biological importance

The borough includes 43 sites of biological importance. This is a non-statutory designation developed in accordance with the Department for Environment, Food and Rural Affairs guidance on local sites. The sites are identified by the Greater Manchester Ecology Unit and approved by Rochdale MBC. The sites can be on either public or private land and are required to meet a strict set of criteria which apply throughout Greater Manchester. A number of sites within the borough have overlapping designations, and so have both statutory and non-statutory designations. This applies to both the south Pennine moors and the Rochdale canal.

140 Greater Manchester Biodiversity Action Plan (GMEU, 2009)
141 An Ecological Framework for Greater Manchester (AGMA, 2009)

The Council is required to monitor the ongoing biodiversity interest through the management of these sites for national indicator 197 which measures local biodiversity. Sites of biological importance cover a total land area of 2452ha. More information on sites of biological importance and where they are located in the borough is available in the Annual Monitoring Report[142].

Local nature reserves

The borough has three local nature reserves (LNR) which are managed for both their nature conservation and recreational interest. These are:

- Hopwood Woods LNR;
- Healey Dell LNR; and
- Alkrington Woods LNR.

These sites are owned and managed by the council, and their nature conservation value is recognised by designation as sites of biological importance.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	One of the roles of sustainable development is to protect and improve biodiversity, and this policy assists in that function by outlining the priorities and setting out how best new development can carry out the function. Biodiversity is an important element of green infrastructure.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
The planning system should contribute to and enhance the natural and local environment by: • protecting and enhancing valued landscapes, geological conservation interests and soils; • recognising the wider benefits of ecosystem services; • minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures; • preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and • remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.	The Core Strategy will, through various policies, help protect the borough's landscapes, conservation interests and soils against inappropriate development, promote the protection and enhancement of biodiversity interests on development sites, protect new and existing development from pollution and require remediation of contaminated land and prevention of further contamination.

142 Annual Monitoring Report (RMBC, 2011)

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
G7 - Increasing the value of biodiversity and geodiversity	New developments which protect and enhance biodiversity	There is flexibility in terms of the most appropriate measures for a particular site	Conditions placed on planning permissions and their discharge.

G8 - Managing water resources and flood risk

Water is one of the key characteristics of the borough, and there are a variety of water bodies present . They are an asset which needs to be improved and managed. Recent flooding events have highlighted the risk for some areas of the borough in terms of flooding.

Main sources of information

Greater Manchester Strategic Flood Risk Assessment (Level 1)[143]; Bury, Oldham and Rochdale Strategic Flood Risk Assessment[144]

Evidence to justify policy approach

100% of river waterbodies in the borough are failing to reach their Good Ecological Potential status. [145].

Further detailed flood risk mapping is available in the Bury, Oldham and Rochdale Strategic Flood Risk Assessment.

Strategic Flood Risk Assessment

A Level 1 Strategic Flood Risk Assessment has been produced for Greater Manchester by the Association of Greater Manchester Authorities which provides a strategic overview and introduction to flood risk from all sources (including rivers and surface water based risks) based on available information.

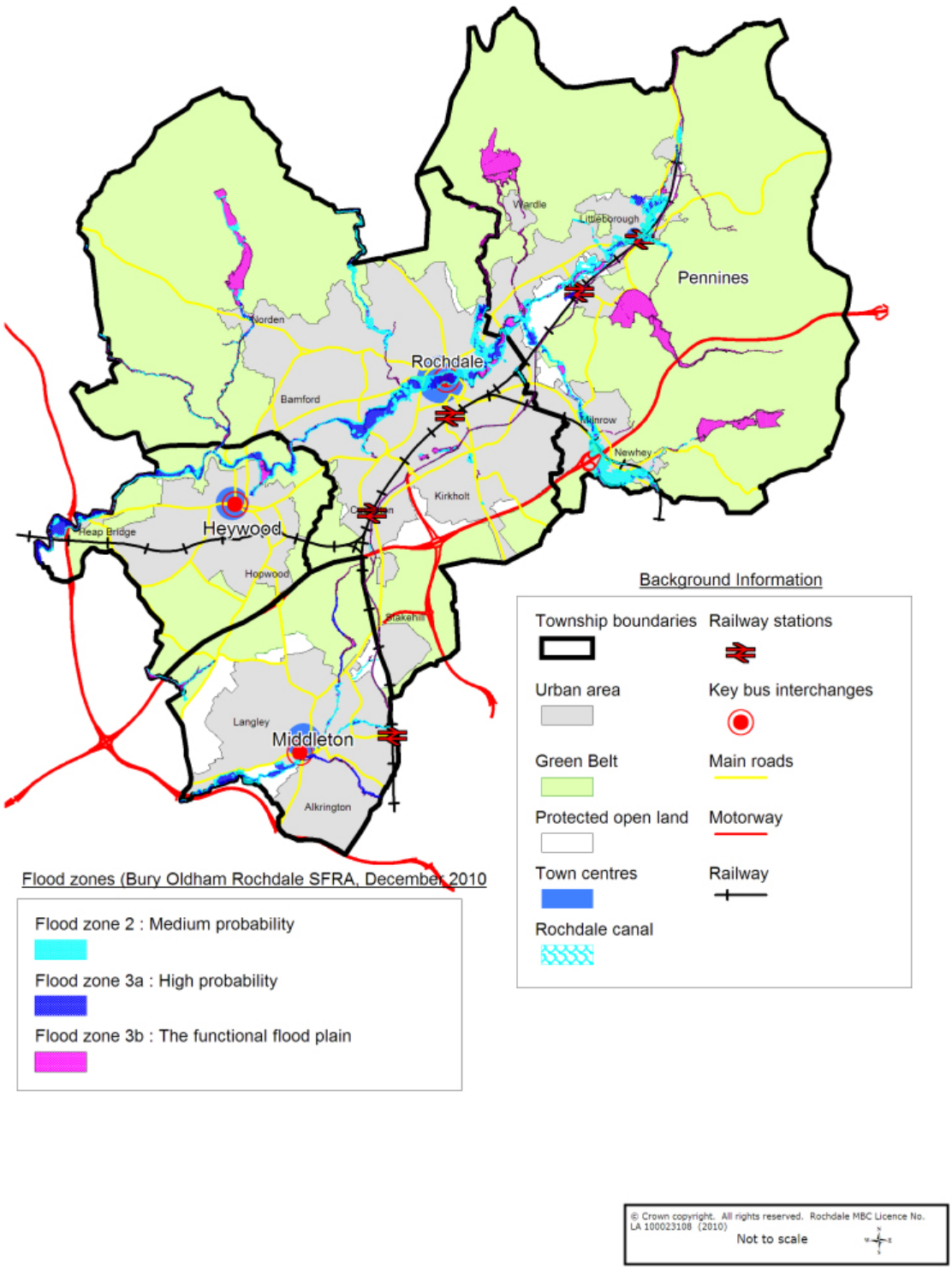
The Council has undertaken a more detailed Level 2 Strategic Flood Risk Assessment for the borough (in partnership with Bury and Oldham Councils) which examines actual and residual flood risk from all sources within higher risk communities i.e. where there is the greatest level of flood risk (flood zones 2, 3a and 3b). An allowance has also been made for the inevitable but as yet uncertain impact of climate change on flood risk. The Level 2 Strategic Flood Risk Agreement is accompanied by an initial assessment of strategic mitigation options and a user guide. A Greater Manchester Surface Water Management Plan (GM SWMP) is currently being produced which will provide a strategic overview of surface water risk,and its extent. It will also provide a basis for targeting where further or more detailed surface water flood risk assessment is needed. The GM SWMP is expected to be published in late 2013.

In summary there are areas of higher flood risk throughout the borough which include flood risk from main river, surface water or both in combination. The principal areas of risk are within central Rochdale, Heywood and Littleborough based on the River Roch and its tributaries and also from surface water sources. There are also pockets of risk from watercourses and surface water elsewhere in the borough such as those in the catchments of the Rivers Beal in Newhey and Irk in Middleton.

Future priorities for flood risk management will be highlighted in the borough's local Flood Risk Management Strategy which will be completed in 2013 as a part of the Council's new statutory role as a Lead local Flood Authority.

143 Greater Manchester Strategic Flood Risk Assessment Level 1 (AGMA, 2008)
144 Bury, Rochdale and Oldham Strategic Flood Risk Assessment – Volume 1 – User Guide (2009), Bury, Rochdale and Oldham Strategic Flood Risk Assessment – Volume 2 – Level 1 SFRA (2009); Bury, Rochdale and Oldham Strategic Flood Risk Assessment – Volume 3 – Level 2 SFRA (2009)
145 EU Water Framework Directive (2000)

Map 17 Flood zones



Culverting

Environment Agency Policy is in general opposed to the culverting of watercourses. This is because:

- the ecology of the watercourse is likely to be degraded by culverting;
- culverting introduces an increased risk of blockage (with consequent increase in flood risk);
- it can complicate maintenance because access into the culvert is restricted (in some cases being classified as a confined space and requiring trained operatives and specialist equipment)[146]

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The Core Strategy reflects National policy for flood risk management in seeking to ensure that development contributes to the prudent use of water resources, improved water quality and does not increase flood risk and where possible helps to remove, reduce and better manage flood risks from all sources. The Core Strategy will complement and help deliver the Rochdale Local Flood Risk Management Strategy and the requirements of the Water Framework Directive. It will do this by providing a robust basis for resilient and well located development to be delivered and identifying and enabling opportunities for flood defences and storage, sustainable urban drainage, improved habitat of watercourses and their environs, better water quality and sustainable and management use of water.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
Local Plans should take account of climate change including factors such as flood risk and water supply. Inappropriate development in areas of flood risk should be avoided and plans, supported by strategic flood risk assessments, should include policies to manage flood risk from all sources. A sequential risk based approach to development to avoid flood risk to people and property and manage residual risk should be applied.	The Core Strategy will take on board the evidence base provided by Strategic Flood Risk Assessments, Surface Water Management Plans, the Environment Agency and the Rochdale Flood Risk Management Strategy produced under the Lead Local Flood Authority role when published.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
G8 - Managing water resources and flood risk	The compliance of new developments with the provisions of the policy	The policy allows for changes in legislation and changing circumstances	Planning conditions and associated documents. Local Flood Risk Management Strategy

146 The Fluvial Design Guide, (Environment Agency)

G9 - Reducing the impact of pollution

Main sources of information

National Planning Policy Framework; UK Air Quality Strategy[147]; Air Quality Local Strategy and Action Plan[148]

Evidence to justify policy approach

Pollution can occur through the impact of new development including air, water, noise and light pollution.

Air Pollution

Air pollutants exacerbate respiratory conditions such as asthma and emphysema, and particulate matter has also been linked to cardiovascular disease. Air pollution caused up to 35,000 premature deaths in the UK in 2005 and in 2007 the UK Air Quality Strategy estimated that the health impact of man-made air pollution cost the UK between £8.5 billion and £20.2 billion. Air pollution disproportionately affects vulnerable groups of society, such as children, the elderly and people with existing medical conditions. It also tends to have a greater impact on areas of deprivation which are often located in urban areas, next to busy roads. Furthermore, poor air quality has a negative impact on biodiversity and is harmful to sensitive ecosystems. (UK Air Quality Strategy)

The borough contains an Air Quality Management Area, where levels of pollution exceed the standards and objectives of the Air Quality (England) Regulations 2007.

Carbon footprint

Each person in the borough has a carbon footprint, which is the amount of carbon dioxide emitted per head per year. For the year 2005 – 2006 this was 6.1 tonnes per person[149].

Other pollution

The World Health Organisation states that research clearly links night noise with harm to health, including mental disorders from sleep disturbance to increased blood pressure and heart rate.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	Development requirements include health and safety requirements and ensuring development is unaffected by pollution, and it should contribute to a clean environment in line with national legislation. This policy helps developments to meet requirements by outlining solutions.

Proposed policies compliance with guidance

NPPF	How does the Core Strategy policy address this?
The planning system should prevent both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability	The Core Strategy requires pollution impacts to be taken into account in the location of new development

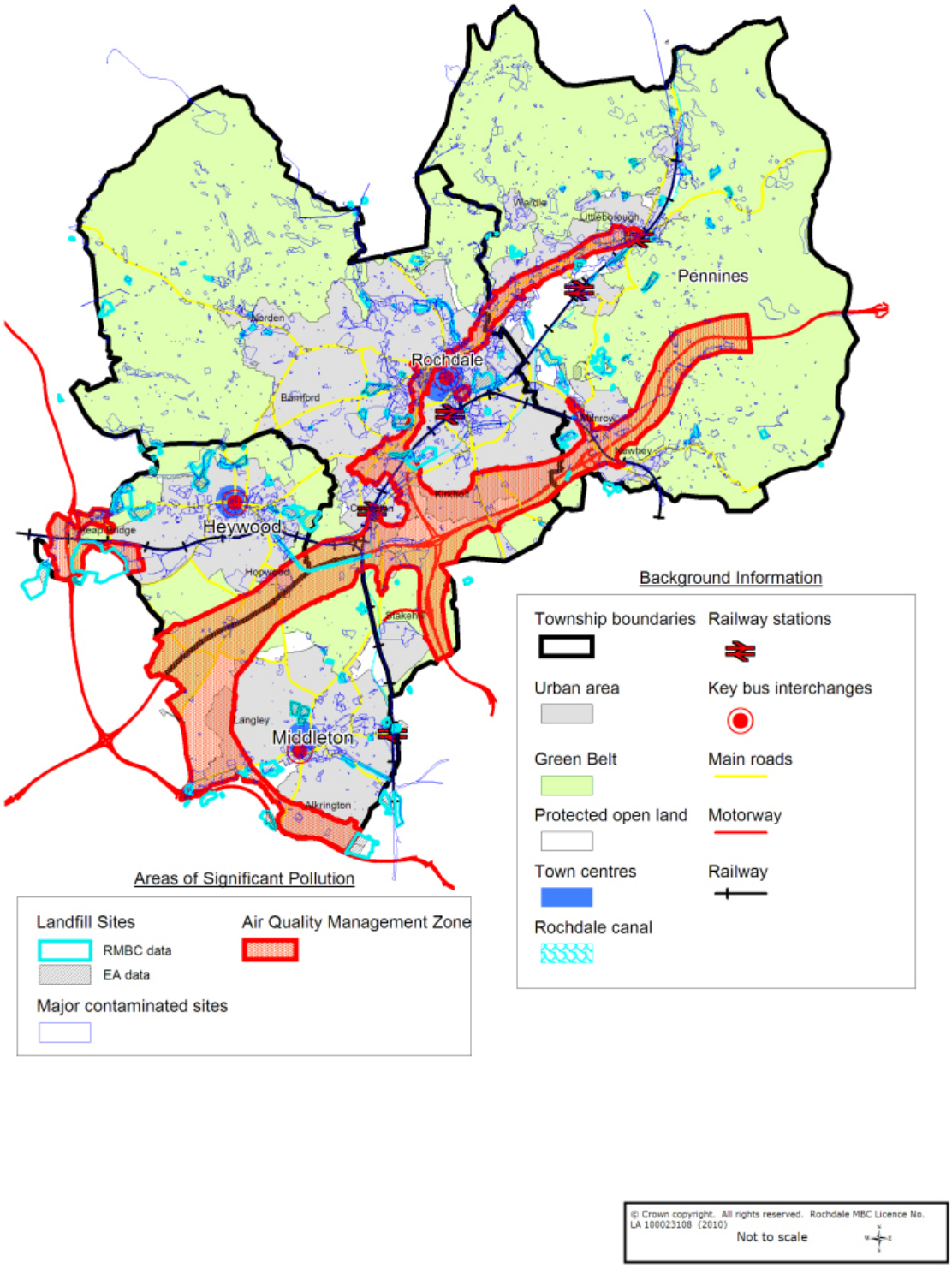
147 Air Quality Strategy For England, Scotland, Wales And Northern Ireland (Defra, 2007)
148 Rochdale MBC Air Quality Local Strategy and Action Plan
149 The Audit Commission

NPPF	How does the Core Strategy policy address this?
The planning system should remediate and mitigate despoiled, degraded, derelict, contaminated and unstable land, where appropriate.	The Core Strategy requires remediation of mitigated of contaminated sites.
To prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.	The Core Strategy requires pollution impacts to be taken into account in the location of new development
Planning policies and decisions should also ensure that: • the site is suitable for its new use taking account of ground conditions and land instability, including from natural hazards or former activities such as mining, pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation; • after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990; and • adequate site investigation information, prepared by a competent person, is presented.	The Core Strategy includes policy wording making it clear that contaminated sites must be dealt with in accordance with the proper procedures as set out.
Planning policies and decisions should aim to: • avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; • mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions; • recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established; and • identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.	This approach to noise pollution is reflected in the appropriate Core Strategy policy.
Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.	The Core Strategy includes specific requirements in respect of developments in the Air Quality Management Area.
By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.	The policy emphasises the role that new development can have in reducing light pollution.

Effectiveness of policy approach

Policy	Evidence of deliverability	Flexibility	Monitoring
G9 - Reducing the impact of pollution	New developments taking into account the requirements of the policy	The policy allows for flexibility dependent on circumstances	Database of planning decisions.

Map 18 Areas of significant pollution



G10 - Managing mineral resources

Underlying sand is in significant areas to the south of Rochdale and around Heywood and Middleton. There are sandstone/gritstone outcrops from the Pennine hills to the east and on higher ground north of Heywood and Rochdale. Historically, working shales in the coal measures for brick making took place at Shawclough, Newhey and Summit with extensive mining of coal. 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.

Main sources of information

Joint Minerals Development Plan Document for Greater Manchester[(150)]

Evidence to justify policy approach

National Planning Policy Framework

In preparing Local Plans, local planning authorities should:

- identify and include policies for extraction of mineral resource of local and national importance in their area, but should not identify new sites or extensions to existing sites for peat extraction;
- so far as practicable, take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials, whilst aiming to source minerals supplies indigenously;
- define Minerals Safeguarding Areas and adopt appropriate policies in order that known locations of specific minerals resources of local and national importance are not needlessly sterilised by non-mineral development, whilst not creating a presumption that resources defined will be worked; and define Minerals Consultation Areas based on these Minerals Safeguarding Areas;
- safeguard:
    - existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities for the bulk transport by rail, sea or inland waterways of minerals,including recycled, secondary and marine-dredged materials; and
    - existing, planned and potential sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing and distribution of substitute, recycled and secondary aggregate material.
- set out policies to encourage the prior extraction of minerals, where practicable and environmentally feasible, if it is necessary for non-mineral development to take place;
- set out environmental criteria, in line with the policies in this Framework, against which planning applications will be assessed so as to ensure that permitted operations do not have unacceptable adverse impacts on the natural and historic environment or human health, including from noise,dust, visual intrusion, traffic, tip- and quarry-slope stability, differential settlement of quarry backfill, mining subsidence, increased flood risk, impacts on the flow and quantity of surface and groundwater and migration of contamination from the site; and take into account the cumulative effects of multiple impacts from individual sites and/or a number of sites in a locality;

150 Greater Manchester Minerals Plan - Publication document (AGMA, July 2011)

- when developing noise limits, recognise that some noisy short-term activities, which may otherwise be regarded as unacceptable, are unavoidable to facilitate minerals extraction; and

- put in place policies to ensure worked land is reclaimed at the earliest opportunity, taking account of aviation safety, and that high quality restoration and aftercare of mineral sites takes place, including for agriculture (safeguarding the long term potential of best and most versatile agricultural land and conserving soil resources), geodiversity, biodiversity, native woodland, the historic environment and recreation.

Greater Manchester Minerals Plan

Work on a Joint Minerals Development Plan Document for Greater Manchester is underway. In addition to information provided in the Spatial Portrait, further information on need, supply and demand as well as monitoring of the policies for mineral working is available from the Greater Manchester Minerals and Waste Planning Unit.

The minerals plan will provide a sound, sub-regional, planning policy framework that provides a clear guide to minerals operators and the public about: the locations where mineral extraction may take place; the safeguarding of sensitive environmental features and of mineral resources with potential for future extraction; and all aspects of environmental and resource protection including the sustainable transportation of minerals.

The minerals plan objectives are to:

- provide sustainable supply of minerals to meet national and regional needs, in particular ensure provision of aggregates to meet regional requirements;
- promote reuse and recycling of secondary aggregate products;
- safeguard potentially economically viable mineral resources from sterilisation and encourage the best use of high quality materials;
- protect local communities and the natural and built environment from the impacts of minerals development and recognise the importance of high quality restoration once operations have ceased;
- encourage the sustainable transportation of minerals; and
- support the development of local energy minerals (excluding peat) where required to supplement the energy mix nationally and regionally.

Further background and supporting evidence can be found in the evidence base for the Greater Manchester Minerals Plan.

Minerals and Climate Change

Carbon dioxide contributes to climate change and is mainly emitted due to burning of fossil fuels, for example in power stations or vehicles. Heavy goods vehicles transporting minerals into Greater Manchester may also contribute to this. Moving minerals from road to rail or canal where this is possible may reduce the number of mineral-related road journeys. As well as having a high biodiversity value, deposits of peat, such as those found in Salford, Wigan and Bolton, act as carbon sinks. Peat harvesting can result in the release of this carbon into the atmosphere as carbon dioxide. Preserving existing peat areas and restoring former peat workings to lowland raised bog can therefore lock in the carbon and assist with tackling climate change. (Greater Manchester Minerals Plan: Issues and Options Report)

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The policy supports the Greater Manchester Minerals Plan which is vital for meeting European legislation and government targets on minerals production. Current local policies are out of date and a robust policy framework is needed. Certainty for developers is providing by the clear setting out of where minerals developments will be allowed in principle. The Plan also outlines policies in

Question	Evidence provided
	respect of minerals extraction infrastructure.

Proposed policies compliance with guidance

Minerals Policy Statement 1 - " Planning and minerals"	How does the Core Strategy policy address this?
In order to secure the long-term conservation of minerals it is necessary to make the best use of them. This can be achieved by adopting a hierarchical approach to minerals supply, which aims firstly to reduce as far as practicable the quantity of material used and waste generated, then to use as much recycled and secondary material as possible, before finally securing the remainder of material needed through new primary extraction.	The Core Strategy sets out a strategic approach for implementing national policy within Rochdale but consistent with an approach across Greater Manchester. More detailed policies will be covered by the Greater Manchester Joint Minerals Plan and supplemented by an Allocations Plan.

Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
G10 - Managing mineral resources	The policy is primarily a development management policy aimed at preventing reserves from being sterilised by other uses/development and to ensure the sustainable extraction and use of minerals. The policy will be supported by the GM Joint Minerals Plan. It is based on robust evidence on supply and demand.	The policy is has in-built flexibility; whilst the demand for minerals is uncertain, it seeks to safeguard those resources in the event they are needed. It also takes a strategic and co-ordinated view across Greater Manchester in order to ensure a flexible approach.	The policy will be monitored in terms of supply, take up and movement of minerals through the Core Strategy and GM Minerals Plan and Annual Monitoring Reports[151].

151 Annual Monitoring Report 2011 (RMBC, 2011)

G11 - Managing waste

Main sources of information

Greater Manchester Joint Waste Development Plan Document[152]; Greater Manchester Municipal Waste Management Strategy[153]

Evidence to justify policy approach

It is necessary to address waste management through a spatial planning framework, looking across authority boundaries. Thus a Greater Manchester Joint Waste Development Plan Document, known as the Waste Plan, has being developed and adopted by the Council.

The Greater Manchester Municipal Waste Management Strategy has identified targets for municipal waste and if such targets are met, existing facilities and committed schemes will be sufficient to fill any capacity gap for this waste stream. Therefore it is other waste streams that waste policies must address within Core Strategies and the Waste Plan. Commercial and industrial waste is the largest waste stream generated within Greater Manchester; other types of waste include construction, demolition and excavation waste, hazardous waste, sewage sludge wastes and agricultural waste.

In general, because newer methods of waste treatment often take place in a completely enclosed and controlled environment, built facilities will not have a negative impact on adjoining uses unless they are considered particularly sensitive. In this context existing facilities need to be safeguarded or if unacceptable need to be relocated.

Delivery

Waste facilities allocated within the Waste Plan will be delivered by private businesses or operators but only if sites are identified and available. Sustainable waste management also relies on waste generators to reduce waste at source, recycle and minimise waste through a combination of measures.

The construction and operation of waste management facilities will fall to several parties including waste planning authorities, Greater Manchester waste disposal authorities as well as, the Environment Agency, landowners and the private waste industry.

The primary responsibility for implementation of policies lies with the local planning authorities through the planning process. The adopted GM Waste Plan is part of the Local Development Framework of each of the ten Greater Manchester planning authorities. Planning decisions on waste management facilities and development likely to have an impact on waste plan allocations must be consistent with Core Strategies and other Development Plan Documents.

Rochdale borough as a Waste Collection Authority, Greater Manchester Waste Disposal Authority and the waste industry in general will need to optimise waste collection and recycling systems, promote waste minimisation and develop new waste management infrastructure to meet the needs of the sub region.

The areas which have been identified for built facilities in the Waste Plan and the Rochdale Site Allocations Document have been informed by sites put forward by landowners and operators as part of a 'call for sites' exercises and one-to-one meetings. The Environment Agency has a two-fold role in terms of promoting waste minimisation and in regulating and monitoring how each facility is operated and managed via the Environmental Permitting System.

For the nine Greater Manchester local authorities that comprise the Greater Manchester Waste Disposal Authority, the implementation and development of sites for the processing of Local Authority Collected Waste is being funded through a Private Finance Initiative, managed through a contract let by the Greater Manchester

152 Greater Manchester Joint Waste Development Plan Documents (GMGU, 2012)
153 Greater Manchester Municipal Waste Management Strategy (GMWDA, 2007)

Waste Disposal Authority to Viridor Waste Ltd. It is anticipated that all other waste facilities required throughout the plan period will be funded by private commercial funding.

Positively Prepared

Question	Evidence provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements?	The policy supports the Greater Manchester Waste Plan, which supports appropriate and sustainable development by outlining sites and areas where waste facilities will be allowed, as well as criteria for developments outside allocated areas. This also gives certainty to developers and contributes towards the creation of effective and appropriate infrastructure for waste disposal and recycling.

Proposed policies compliance with guidance

Planning Policy Statement 10 - "Planning for sustainable waste management" (154)	How does the Core Strategy policy address this?
Sets out requirements for achieving sustainable waste management	The policy sets out a strategic approach for implementing national policy within Rochdale but consistent with an approach across Greater Manchester. More detailed policies will be covered by the Greater Manchester Joint Waste Plan and supplemented by an Allocations Plan in terms of sites and areas for built waste facilities.

National Waste Strategy 2007(155)	How does the Core Strategy policy address this?
Sets targets for waste and recycling	The policy and the GM Joint Waste Plan uses this to help identify the number, type and distribution of waste treatment facilities across GM.

Effectiveness of policies

Policy	Evidence of deliverability	Flexibility	Monitoring
G11 - Managing waste	The policy sets a strategic approach consistent with policies in the GM Joint Waste Plan. This plan and Rochdale's Allocations Plan will identify sites and areas where waste facilities could be delivered to meet overall needs. These have been identified as part of work on the joint Waste Plan through consultation with owners,and operators and are therefore deliverable.	The policy allows flexibility by recognising that sites and areas to be identified in the Waste Plan present alternatives to operators and for a range of facilities.	The take up and need for facilities will be constantly monitored through the Waste Plan and Core StrategyAnnual Monitoring Reports(156).

154 Planning Policy Statement 10 – Planning for Sustainable Waste Management (ODPM, 2005), www.communities.gov.uk/documents/planningandbuilding/pdf/147411.pdf(BP 303)
155 Waste Strategy for England (Defra, 2007), www.official-documents.gov.uk/document/cm70/7086/7086.pdf (BP 273)
156 Annual Monitoring Report (2009). Updated on an annual basis showing the position as at 1st April for each year, www.rochdale.gov.uk/pdf/2010-04-30_LDF_AMR_December_2009.pdf (BP 56)

Eleven promoting a greener environment (so4)

12 Improving accessibility and delivering sustainable transport (SO5)

Introduction

Accessibility to jobs, education, training, shopping, health, leisure and other essential facilities is influenced by two factors - where development is located and the quality and choice of transport links available to access it. We need to tackle improvements at the strategic level (links to other parts of Greater Manchester and other regions), the borough-wide level and the local level. Improving access to generate economic growth and provide employment, housing, shopping and leisure choice must be balanced with the need to minimise car trips, trip length and to reduce congestion, emissions and other environmental and health impacts.

The information sources below provide the transport policy framework to deliver this. GM LTP3 sets the policy framework with Rochdale Borough's Transport Strategy setting out the Council's aspirations to support that framework over the life of the Core Strategy. The GM Transport Statistics - Rochdale document and the Rochdale Borough Movement and Access Strategy set out the current traffic patterns and behaviour that will be influenced Core Strategy development allocations. Guidance on Transport Assessment and Good Practice guidance: Delivering Travel Plans through the Planning Process support the Development Management policies set out in Policy T2.

T1 - Delivering sustainable transport; T2 - Improving accessibility

Main sources of information

Greater Manchester Third Local Transport Plan 2011/2012 to 2015/2016 [157], Guidance on Transport Assessment[158], Rochdale Borough Transport Strategy[159], 2001 Census Special Workplace Statistics Travel to Work[160], Transport Statistics - Rochdale 2010[161]; Rochdale MBC Movement and Accessibility Study[162]

Evidence to justify policy approach

The Core Strategy strategic objectives are a fundamental influence to the policy approach of improving accessibility and delivering a sustainable transport network. The main sources of information above inform the interventions that will assist in:

- meeting travel needs and supporting economic growth;
- contributing to improving social mobility;
- enhancing access to jobs and education opportunities for all;
- reducing the need to travel;
- strengthening the sustainable transport network to address poor air quality;
- tackling climate change;
- improve journey reliability, town centre vibrancy and vitality; and
- providing wider choices in accessing to local services.

The information that follows supports both Policies T1 and T2, setting out current travel behaviour in the borough as a whole and in different areas of the Borough. Travel in general is self-contained with a high proportion of trips being within the Borough, however a high proportion of these are made by car and therefore the focus of transport policy is to shift some of these trips to more sustainable modes and promoting local

157 Greater Manchester Third Local Transport Plan 2011/12 to 2015/16 (Transport for Greater Manchester - March 2011)
158 Guidance on Transport Assessments (DCLG / DfT - March 2007)
159 Rochdale Borough Transport Strategy (Rochdale MBC - June 2010)
160 Office for National Statistics
161 Transport Statistics Rochdale 2010 (Transport for Greater Manchester - November 2011)
162 Rochdale MBC Movement and Accessibility Study (Mouchel - July 2009),

employment opportunities. Policy T1 outlines the transport proposals that will support delivery of the overall Core Strategy objectives. They are consistent and informed by the Rochdale Borough Transport Strategy which sets out the Council's transport and accessibility aspirations. The programme of measures favour improving sustainable travel and accessibility in, to and from the borough. Of 24 initiatives put forward in Policy T1, only 5 offer improvement to, or maximise use of the existing highway network. All the highway proposals will however include a package of measures that enhance sustainable travel opportunities and reduce the need for travel. All the proposals are bespoke contributing to the Core Strategy's wider social, environmental or economic objectives and consistent with those of the GM Strategy, LTP3 and government transport goals in Local Transport Plan and NPPF guidance.

Development Management

Policy T2 comprises development management policies relating to transport outlining what development proposals are expected to deliver. It directs development and scheme promoters in how their proposals and access arrangements will be expected to contribute and is founded on the Council's accessibility hierarchy that seeks to maximise trips by non-carbon and low carbon means, considering them ahead of motorised travel and car commuting, and not an after - thought. Together with accessibility thresholds set out in the appendices of the Core Strategy, they aim to maximise use of the existing transport network, maintain journey reliability and minimise additional delays at bottlenecks across the Borough.

Transport Assessments and Travel Plans

Transport assessments and travel plans are standard requirements in planning application submissions for major developments[(163)] and analyse the impact of developments on local transport network. They identify issues of concern and suggest solutions to mitigate additional travel demand and maximising opportunities to travel to / from developments by sustainable transport.

Transport Assessments identify the travel impacts of developments, while travel plans set out mitigation measures to protect the operation of the transport network and identify and promote alternatives. These are fundamental if the Policy T2 is effective with the proposals in Policy T1 being key proposals in encouraging more sustainable journeys.

Travel to work patterns from the Rochdale Borough Movement and Accessibility Study

Existing travel to work patterns

Travel patterns in the borough are relatively self-contained. 77.2% of commuter trips made are within the borough, the third highest in the Manchester city region. Almost 67% of these are car trips, also a high proportion, when compared with other Greater Manchester authorities. There is potential to promote sustainable travel alternatives for these short journeys.

	Total employed population. Aged 16-74	Work mainly from / at home	Train / Tram	Bus / Minibus / Coach	Powered 2-wheeled vehicles	Car / Van	On Foot / Bicycle	Other
England & Wales	23,627,754	9.19	7.09	7.40	1.09	61.49	12.76	0.99
Gtr M'cr	1,077,347	7.74	2.85	10.67	0.82	64.95	11.74	1.23
Rochdale borough	86,867	7.75	1.64	8.95	0.82	66.89	11.93	2.03
Heywood		6.94	0.80	9.59	0.88	65.06	14.64	2.09
Middleton		6.72	0.89	14.64	0.66	64.36	10.68	2.05
Pennines		8.01	2.75	6.75	1.13	68.95	10.80	1.62
Rochdale		8.30	1.67	7.62	0.68	66.05	13.17	2.52

163 Good Practice Guidelines: Delivering Travel Plans through the Planning Process (DCLG / DfT - April 2009)

The information in the above table (2001 Census Special Workplace Statistics and Rochdale Borough Movement and Accessibility Study) is key evidence behind the proposals in Policy T1 and the established guidance and management approach T2 as well as production of the Travel Planning and New Development Supplementary Planning Document[(164)]. The Supplementary Planning Document (SPD) encourages consideration of access options and delivery of measures to discourage car commuting where feasible in favour of travel by sustainable means and so prevent further congestion at bottlenecks, maintaining efficient highway network operation.

Analysing existing travel to work trips, a high proportion of short journeys within the borough indicates a relatively self-contained travel to work journey pattern. Two thirds of those trips are made by car, compared with 65% in Greater Manchester and 61.5% in England and Wales. Proposals that encourage sustainable travel in Policy T1, will tackle this, promoting modal shift, but success will depend on alternatives to car travel being available across the borough. In Heywood Township for example, over 30% of travel to work journeys are on foot and low bus usage suggests services do not have wide appeal. The township is not currently served by a public rail service. Heywood also the township with the highest proportion of non-car owning households (37.5%).

The most common method of travel to work in the borough is by car or van, higher than both national and Greater Manchester levels. The township with the highest proportion of car or van journeys to work is Pennine and the lowest, Middleton. The second most popular modes of travel to work in the borough are on foot or by bicycle, except in Middleton where it is the bus reflecting the good network and frequency of services particularly to and from Manchester city centre and Rochdale Town Centre. The greater choice of travel options at the sub-regional centre means that Rochdale Township non-car travel is more evenly split although pedestrian journeys to work are the highest in the Borough.

Around 92% of commuter journeys to the borough are from destinations within Greater Manchester. Oldham (8.7%, just over 6 200 trips) and Bury (5.9%, 4223 trips) generate the highest number of trips from outside the borough. Commuting out of the borough, Oldham (9.3%), Manchester (12.1%) and Bury (4.5%) are the main destinations and account for 20,453 trips. About a quarter of journeys to Manchester city centre are by bus. Travel to work patterns also show the sub-regional centres to which each township has an affinity are the greatest attractors, particularly noticeable in Middleton where 42.6% of journeys to work are to Manchester, Oldham and Bury. This compares with 28.7% of journeys from Heywood, 20.1% from Pennines and 30.3% from Rochdale to these destinations.

The breadth of proposals put forward in Policy T1 seeks to exploit the opportunities these travel patterns offer, tackling gaps in the transport network that will encourage more short trips by modes other than the car to local amenities and job opportunities in sustainable locations, releasing highway capacity, relieving congestion bottlenecks and reducing traffic's contribution to emissions and carbon release.

Travel to work patterns in Rochdale borough

Locations from which Rochdale borough attracts most travel to work journeys are:

- Oldham (6 200);
- Bury (4 200);
- Rossendale (2 513 trips);
- Manchester (1 867 trips);
- Calderdale (1 116 trips);
- Bolton (1098 trips);
- rest of England and Wales (1 008 trips); and
- Tameside (897 trips).

For travel work movements out of the borough the most popular destinations are:

- Oldham (7 599 trips);
- Manchester (outside the city centre – 5 374 trips);

164 Draft Travel Planning and New Development Supplementary Planning Document (RMBC, February 2009)

- Manchester City Centre (4 461 trips);
- Bury (3 689 trips);
- Salford (2 075 trips);
- rest of England and Wales (1677 trips);
- Trafford (1 488 trips);
- Tameside (996 trips); and
- Bolton (969 trips).

The split between car drivers, public transport users and other forms of transport are shown in the following table.

Travel to work patterns in Rochdale borough

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Rochdale borough				
Rochdale borough	Rochdale borough	56.9	10.1	23.0 (17.2% on foot)
Oldham	Rochdale borough	77.0	9.8	13.2
Bury	Rochdale borough	79.9	5.7	14.4
Rossendale	Rochdale borough	74.8	11.3	13.9
Manchester	Rochdale borough	67.1	16.0	16.9
Calderdale	Rochdale borough	82.8	8.9	8.3
Bolton	Rochdale borough	89.9	3.7	6.4
Rest of England & Wales	Rochdale borough	80.9	6.6	12.5
Tameside	Rochdale borough	81.6	6.7	11.7
Salford	Rochdale borough	83.0	6.5	10.5
From Rochdale borough				
Rochdale borough	Rochdale borough	56.9	10.1	23.0 (17.2% on foot)
Rochdale borough	Oldham	72.3	12.0	16.0
Rochdale borough	Manchester	74.3	14.1	11.6
Rochdale borough	Manchester City Centre	48.4	38.5	13.1
Rochdale borough	Bury	72.5	12.3	15.2
Rochdale borough	Salford	81.1	9.3	9.6
Rochdale borough	Trafford	79.2	9.9	10.9
Rochdale borough	Rest of England & Wales	71.0	9.0	20.0
Rochdale borough	Tameside	86.5	4.5	9.0
Rochdale borough	Bolton	85.5	5.5	9.0

The wards from which the most travel to work trips within the borough are made, in total and by car are from:

- Healey (4041 in total, 2648 (65.5%) by car);
- Littleborough (3710 in total, 2343 (63.2%) by car);
- Milnrow (3077 in total, 1914 (62.2%) by car);

- Norden & Bamford (3062 in total, 2400 (78.4%) by car); and
- Heywood South (2791 in total 1495 (53.6%) by car).

The wards generating the most travel to work trips within the borough by bus are from

- Balderstone (346 trips);
- Littleborough (303 trips);
- Middleton Central (299 trips);
- Wardle (295 trips);
- Castleton (294 trips); and
- Healey (266 trips).

The wards that make the most travel to work trips within the borough on foot are

- Heywood South (667, 23.9%);
- Central & Falinge (609, 31.1%);
- Littleborough (586, 15.8%);
- Heywood North (557, 22.8%);
- Healey (547, 13.5%); and
- Smallbridge and Wardleworth (546, 20.3%).

Township Travel to Work Patterns

Travel patterns in each of the townships in Rochdale borough have distinct characteristics and identify the different sub-regional centres each have most affinity with. The tables below indicate the most popular journeys to work made to and from each of the townships.

- Heywood Township Travel to Work patterns

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Heywood Township				
Heywood Township	Heywood Township	47.7	4.1	48.2 (30.2% on foot)
Rochdale Township	Heywood Township	62.8	6.6	30.6
Bury	Heywood Township	79.0	4.0	17.0
Middleton Township	Heywood Township	63.7	13.8	22.5
Oldham	Heywood Township	87.3	3.5	9.2
Pennines Township	Heywood Township	79.5	7.1	13.4
Manchester	Heywood Township	73.9	5.4	20.9
Bolton	Heywood Township	86.8	6.0	7.2
Rossendale	Heywood Township	86.4	4.1	9.5
Bolton	Heywood Township	80.3	8.2	11.5
From Heywood Township				
Heywood Township	Heywood Township	47.7	4.1	48.2 (30.2% on foot)
Heywood Township	Rochdale Township	54.2	11.8	34.0
Heywood Township	Bury	63.4	18.8	27.8
Heywood Township	Manchester	83.1	5.0	11.9
Heywood Township	Oldham	82.0	6.9	11.1

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Heywood Township				
Heywood Township	Manchester City Centre	51.5	23.2	25.3
Heywood Township	Middleton Township	76.1	7.7	16.2
Heywood Township	Salford	84.8	4.7	10.5
Heywood Township	Bolton	78.1	9.4	12.5
Heywood Township	Rest of England & Wales	80.7	6.5	12.8

Travel patterns for Heywood township suggest that the community looks to both Rochdale township and Bury for employment opportunities and there is much less commuting to the regional centre than from other townships however of those that do travel by public transport is significant. There are higher levels of commuting on foot within Heywood township counterbalanced by comparatively low levels of travel overall by public transport. The proportion of commuting by car to and from Oldham is high, possibly reflecting difficulty in making the journey by other modes.

- Middleton Township Travel to Work patterns

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Middleton Township				
Middleton Township	Middleton Township	44.5	13.8	41.7 (24.5% on foot)
Oldham	Middleton Township	76.2	10.6	13.2
Rochdale Township	Middleton Township	74.3	11.7	14.0
Manchester	Middleton Township	58.3	23.8	17.9
Bury	Middleton Township	76.4	4.7	18.9
Heywood Township	Middleton Township	76.1	7.7	16.2
Pennines Township	Middleton Township	88.4	4.7	6.9
Tameside	Middleton Township	77.8	7.7	14.5
Rest of England & Wales	Middleton Township	81.1	4.2	14.7
Bolton	Middleton Township	87.2	4.7	8.1
From Middleton Township				
Middleton Township	Middleton Township	44.5	13.8	41.7 (24.5% on foot)
Middleton Township	Manchester	68.4	17.8	13.8
Middleton Township	Oldham	59.8	16.5	23.7
Middleton Township	Manchester City Centre	42.6	41.7	15.7
Middleton Township	Rochdale Township	64.1	16.4	19.5
Middleton Township	Salford	80.7	8.6	10.7
Middleton Township	Heywood Township	63.7	13.8	22.5
Middleton Township	Trafford	69.5	15.5	15.0
Middleton Township	Bury	73.3	13.4	13.3

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Middleton Township				
Middleton Township	Rest of England & Wales	69.5	12.5	18.0

The commuting pattern for Middleton township indicates the strong links with Manchester. There are almost as many commuting journeys made to the regional centre and the wider Manchester City Council area as levels of travel within the township. The core bus routes to the sub-regional centres of Rochdale, Oldham and Manchester attract significant commuter travel, but local bus passenger volumes are much lower. People living in Middleton use the bus network mainly to travel in and out of the township, possible due to lack of access to cars and people are familiar find local services accessible.

- Pennines Township Travel to work patterns

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Pennines Township				
Pennines Township	Pennines Township	54.0	5.1	40.9 (29.2% on foot)
Rochdale Township	Pennines Township	67.4	10.0	22.6
Oldham	Pennines Township	76.5	5.8	17.7
Calderdale	Pennines Township	78.8	10.6	10.6
Rossendale	Pennines Township	84.5	5.2	10.3
Bury	Pennines Township	91.9	0	8.1
Heywood Township	Pennines Township	73.9	15.7	10.4
Rest of England & Wales	Pennines Township	81.1	5.4	13.5
Middleton Township	Pennines Township	64.7	8.8	26.5
Manchester	Pennines Township	73.3	6.7	20.0
From Pennines Township				
Pennines Township	Rochdale Township	68.7	13.0	18.3
Pennines Township	Pennines Township	54.0	5.1	40.9 (29.2% on foot)
Pennines Township	Oldham	79.3	7.4	13.3
Pennines Township	Manchester City Centre	42.7	47.9	9.3
Pennines Township	Manchester	84.2	10.9	4.9
Pennines Township	Middleton Township	88.4	4.7	6.9
Pennines Township	Heywood Township	79.5	7.1	13.4
Pennines Township	Bury	79.5	5.1	15.4
Pennines Township	Salford	81.2	14.5	4.3
Pennines Township	Rest of England & Wales	70.3	5.9	23.8

There are more commuter trips to Rochdale township from Pennines township than made within the township itself. This could be due to the limited jobs market offered within the township, so people travel elsewhere to work. It is an attractive area to live and so is attractive to people with the means to commute. Public transport travel to Manchester and Salford is significant, mainly by rail highlighting the strategic importance of the Calder Valley rail line to Pennine communities in accessing the regional centre.

- Rochdale Township Travel to Work patterns

Origin	Destination	Car Driver (%)	Public Transport (%)	Other (%)
To Rochdale Township				
Rochdale Township	Rochdale Township	54.0	9.6	36.4 (19.2% on foot)
Pennines Township	Rochdale Township	68.7	13.0	18.3
Oldham	Rochdale Township	76.0	11.6	12.3
Rossendale	Rochdale Township	71.0	13.5	13.5
Heywood Township	Rochdale Township	54.2	11.8	34.0
Bury	Rochdale Township	80.7	8.2	11.1
Middleton Township	Rochdale Township	64.1	16.4	19.5
Calderdale	Rochdale Township	82.7	9.7	7.6
Manchester	Rochdale Township	78.5	9.0	12.5
Bolton	Rochdale Township	91.8	1.8	6.4
From Rochdale Township				
Rochdale Township	Rochdale Township	54.0	9.6	36.4 (19.2% on foot)
Rochdale Township	Oldham	77.3	11.6	11.1
Rochdale Township	Pennines Township	67.4	10.0	22.6
Rochdale Township	Heywood Township	62.8	6.6	30.4
Rochdale Township	Bury	76.6	9.2	14.2
Rochdale Township	Manchester City Centre	56.3	35.0	8.7
Rochdale Township	Manchester	78.2	11.7	10.1
Rochdale Township	Middleton Township	74.3	11.7	14.0
Rochdale Township	Rest of England and Wales	69.8	9.0	22.2
Rochdale Township	Salford	80.1	9.0	10.9

Rochdale township travel to work patterns indicate a high proportion of trips on foot around the town centre. Commuting by public transport is also high where there are frequent and better service such as to / from Manchester city centre, Oldham, Pennines, Middleton, Heywood township. The proportion of car journeys within the township is just over 50%, relatively low, reflecting the range of feasible sustainable transport choices available.

Car ownership

Despite increasing levels of awareness about the environmental impacts of travel, car ownership remains an aspiration of many people. Levels in the borough are similar to those of Greater Manchester as a whole, but significantly lower than the national average and probably reflects overall household affluence in the borough. Of the four townships, Heywood has the lowest levels of car ownership, followed by Middleton and Rochdale. Pennines has the highest, above the average rates for England and Wales and symptomatic of the rural topography of the township. Closer analysis indicates the Norden and Bamford ward has significantly high car ownership levels (1.53 cars per household) with Wardle being the next highest (1.13 cars per household).

	Total Population	No Car or Van	Car Ownership	1 Car or Van	2 Cars or Vans	3 Cars or Vans	4 or more Cars or Vans
England & Wales	21,660,475	26.75	73.21	43.80	25.53	4.51	1.38
Gtr M'cr	1,040,231	32.81	67.19	43.02	20.09	3.23	0.84
Rochdale borough	83452	33.46	66.54	42.70	19.82	3.27	0.76
Heywood		37.52	62.48	42.51	16.61	2.55	0.82
Middleton		36.56	63.44	43.13	17.10	2.72	0.49
Pennines		26.24	73.77	44.51	24.10	4.22	0.93
Rochdale		33.13	66.87	41.77	20.84	3.41	0.85

Congestion

Traffic congestion and its effects on journey reliability are an issue in parts of the borough. The longest delays occur on the M62 and M60 and local radial routes to / from the respective motorway interchanges. The A58 corridor through the borough from Littleborough to Heap Bridge is also congested. These routes are also where nitrogen dioxide emissions and fine particles from traffic are high and set to exceed government guideline air quality standards. The Highways Agency manages the motorways, but measures to reduce the number of car trips generated by the borough on the motorway network will assist in relieving congestion and emissions from traffic across the whole transport network.

There is an ongoing programme of proposals to address delays on the A58, but some measures require land acquisition and are longer term delivery aspirations. Improvements to date along the route have marginally reduced journey times by reducing delays without increasing speeds[(165)].

Air quality has improved in recent years due to better regulation of industry and tighter controls to meet vehicle emission standards but further improvement can be achieved through changes in travel behaviour for short journeys in particular and continue to develop the sustainable transport network to offer a viable alternative to the car.

Accessibility and journey times

Most areas of the borough are accessible, based on criteria that residential development should be within 30 minutes travel by public transport to / from key facilities. As a result, all but 1 unit of new development built in 2010-2011 was within 30 minutes of a GP surgery, primary school, employment area and major retail centre[(166)] with over 98% of it being within 30 minutes travel by public transport to a secondary school. Areas of the borough where meeting this level of accessibility is difficult to achieve are the rural Pennine areas of Rochdale and Pennines townships where infill and conversion developments can be difficult to serve by public transport, and hilly terrain and journey distances making travel to work by cycle or on foot time consuming and unappealing.

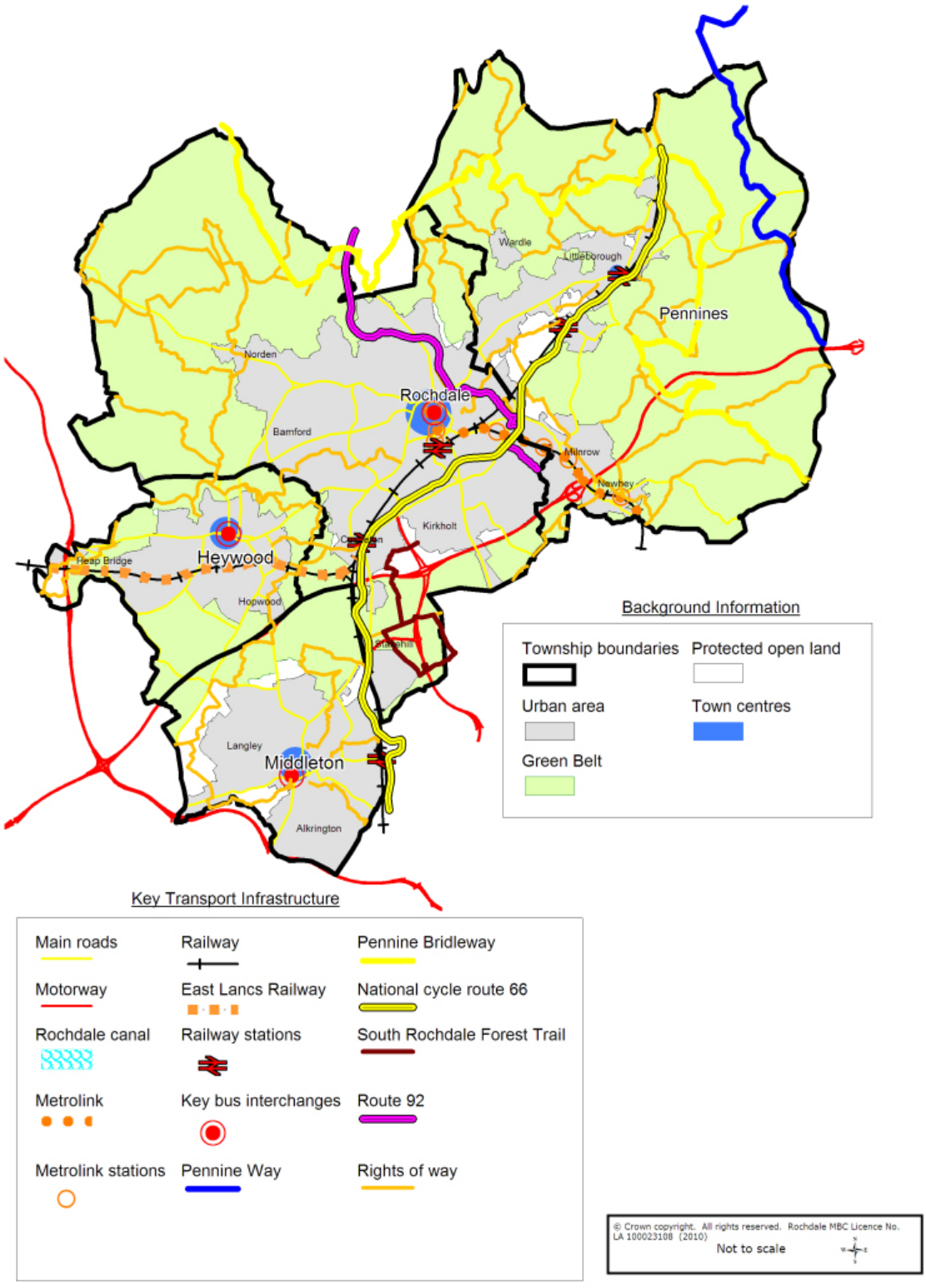
Around 80% of new residences built are within 30 minutes travel time of at least one of the four hospitals serving the borough. This proportion is influenced not only by public transport service coverage and frequency, but also by the re-organisation of local health services with specialist expertise concentrated in particular hospitals. Following the closure of Birch Hill Hospital the proportion of new developments within 30 minutes of a hospital fell from 43% in 2005-2006 to 14.1% in 2006-2007. This has gradually risen as public transport network changes are progressively revised to meet new trip demands.

The Council, supported by a range of partners and stakeholders, is continuing to develop walking and cycle networks with the Connect 2 strategic cycling proposals being completed by the end of 2012 and further development of this network following through the GM Local Sustainable Transport Fund (LSTF) and

165 Analysis of Quarterly Average Journey Times on Congestion Routes between 1/9/2006 and 31/8/2009, GMTU Report No 1547 November 2009
166 Annual Monitoring Report 2011 (RMBC, 2011)

aspirations in the Borough Transport Strategy. Rochdale canal is the spine corridor of a network that connects the four township centres in the borough and neighbouring centres by March 2012.

Map 19 Key transport infrastructure



The creation of a coherent low carbon travel network links existing cycle routes and local schools, shops, health centres etc[167]. The Connect 2 cycle network scheme is part of Sustrans successful Big Lottery Fund bid, securing £50 million towards developing a coherent strategic cycle network across the UK. Rochdale Council's allocation is £450 000, matched funded from public or private sources.

Town centres

The contribution transport offers in revitalising and regenerating town centres is through rationalising parking and removing conflict between traffic and pedestrians, providing a public realm and street environment that is attractive to shoppers, visitors and tourists. Access in Rochdale town centre will prioritise pedestrians, cyclists and public transport (Metrolink, bus and taxis) access and the construction of a new public transport interchange, further pedestrianisation, traffic management and parking measures as well as enhanced pedestrian and cycle facilities and Metrolink to access the railway station. These works are an integral part of the town centre regeneration proposals and includes a modest highway improvement between Wood Street and Drake Street to support the regeneration of Central Retail Park and accommodate traffic diverted unnecessary "rat running" through traffic out of the town centre. This scheme will enable through traffic to be removed from the town centre, allow the River Roch to be re-opened, enhance public realm and concentrate access arrangements to meet the needs of sustainable modes of travel, taxis and servicing vehicles.

Improvements to sustainable transport are proposed in Heywood to enhance the town centre shopping environment, through improved public realm, pedestrianisation and provision of focal points for bus services through the town. Traffic management measures will also assist access to and from the town to the M62

In Middleton and Littleborough town centre public realm and environmental improvements are planned to improve the urban centre environment. These will include improving connectivity within the centres, to local amenities employment areas and transport interchanges.

Bus Services

There was a steady rise in both subsidised and commercially viable bus services operating in the borough between 2004 and 2009. Weekday off peak patronage was well above average Greater Manchester levels (56% above 1985 levels, compared with 38% above 1985 levels for Greater Manchester). Work to upgrade bus stops, shelters, waiting facilities and access facilities on core quality bus corridors is complete, as are major junction improvements at Townhead, Sudden and Oldham Road/Kingsway to improve bus journey reliability. Patronage rose by 15% on the Rochdale, Oldham, Tameside bus corridor following completion of quality bus measures and the gap has slightly narrowed between bus and car journey times (Transport Statistics Rochdale 2009). This data has not been published since 2009 and the method of collecting bus service and punctuality information is changing in GM. Updates on this information will be provided in Core Strategy Annual Monitoring Reports, if required, when new data is published.

A travel plan approved for Kingsway Business Park is being implemented and will be required for all major development proposals in the borough. 94% of the borough's schools (90 in number) had travel plans in place at the end of 2010/2011, as shown in the Annual Monitoring Report 2011, ahead of the Council Performance indicator and the 2nd best in Greater Manchester. It suggests that only 5 schools in the Borough do not have travel plans and that most school travel plans will relate mainly to new schools or re-developments / extensions to schools in the future.

Traffic Flows

With regard to the strategic highway network, motorways account for 19% of the borough's major highway network but they carry 61% of the traffic. The busiest local road in the borough is the A58 Manchester Road in Sudden with a 2010 average annual weekday traffic flow of 43,800 up 300 on 2009.

Traffic flows on Rochdale borough's A and B roads in 2010 was down 2% on 2009, evidence that the recession is starting to impact on local trip demand but have risen 5% between 1993 and 2010 compared with a 3% reduction over the same period in Greater Manchester[168]. This indicates a lack of clarity the level of impact

167 Memorandum of Understanding between Rochdale MBC and Sustrans for the Rochdale Greenways Connect 2 scheme
168 Transport Statistics Rochdale 2010, November 2011, GMTU Report no 1659

transport policies are having in encouraging encourage people to make more sustainable trips or whether this is being overridden by falling economic demand.

Car parking provision

In the early period of the Core Strategy, car parking will be a key issue, particularly in Rochdale during redevelopment of the town centre. It is anticipated that there will be an increase in short stay parking of 0.5% per annum as a result of new developments in the town. The provision of a new car park for rail and Metrolink passengers will address current competition for on-street parking spaces adjacent to Rochdale Railway station / Metrolink stop which is acute where the implementation of a residents parking scheme (a condition associated with the construction of the nearby Health Centre) and construction of the Metrolink stop on Maclure Road has eradicated on-street parking. The Council is also working with the private sector and Transport for Greater Manchester to improve parking provision at the other stations in the Borough to meet rising rail passenger demand.

Positively Prepared

Question	Evidence Provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements.	Policies T1 and T2 both focus on delivering Core Strategy development objectives. Policy T1 proposals are required to positively deliver infrastructure that provides enhanced access to both existing and proposed development as well as regeneration areas that will drive the borough's future economic growth. The proposals combine to provide a sustainable and deliverable action plan to implement transport / accessibility proposals developed in partnership with adjacent local authorities and the wider Greater Manchester city region to meet some of their unmet accessibility requirements and common transport infrastructure improvement aspirations. A number of Policy T1 proposals will enhance access from neighbouring authorities to economic growth areas within the Borough. Policy T2 provides a framework within which the proposals in Policy T1 will be delivered. They seek to ensure sustainability of access to existing and new development, minimising adverse impacts on neighbouring local communities through the Transport Assessment and Travel Planning process and includes standards of accessibility to new development that developers will be encourage to provide and will be an asset to end users.

Proposed policies compliance with guidance

National	How does the Core Strategy policy address this?
NPPF provides outline principles to integrate transport and planning to deliver sustainable development by actively managing development patterns to maximise use of public transport, walking and cycling and focus development in locations which can be made sustainable.	Policy T1 sets out a programme of sustainable transport improvements to widen travel choice to existing and proposed regeneration areas set out in the spatial strategy. The few highway improvements will be promoted as options of last resort, supported by packages of sustainable transport measures. Policy T2 sets out development control policies applied to deliver the requirements of NPPF and access to the regeneration areas in the Core Strategy spatial strategy.

Local Transport Plan 3 Guidance	How does the Core Strategy policy address this?
LTP3 guidance indicates that it is critical that transport and spatial planning are closely integrated. Both must be considered from the outset with decisions on access to key amenities (housing, hospitals, schools, leisure facilities, shops and businesses) encouraging reduction in the need to travel and promote sustainable and reliable journeys and to deliver environmental, health and other benefits. It is essential Local Transport Plans	Policies T1 and T2 focus on delivering the Core Strategy development proposals and are consistent with the requirements of LTP3 guidance. Policy T1 proposals provide access to regeneration areas, closely align to the action plan in the Rochdale Borough Transport Strategy and have influenced GM Local Transport Plan 3 policies and infrastructure improvements for the borough. The proposals are in the main sustainable and contribute

Local Transport Plan 3 Guidance	How does the Core Strategy policy address this?
reflect and support Local Development Frameworks to ensure policies are consistent and align.	to the wider environmental, health and social aspirations of the Core Strategy. Policy T2 outlines the framework within which the proposals in Policy T1 and wider developments in the LDF will be implemented to ensure their sustainability.

Effectiveness of policies

Policy	Evidence to deliverability	Flexibility	Monitoring
T1 - Delivering sustainable transport	Greater Manchester LTP3; Greater Manchester Transport Fund; Rochdale Borough Transport Strategy; Rochdale Sustainable Community Strategy	GMLTP3 was submitted to DfT in March 2011. Settlements awards are reduced however other funding pots set up by government to meet its priorities (Local Sustainable Transport Fund (LSTF), GM City Bid "earnback" funding etc.) for transport proposals that promote economic growth. There is also greater emphasis on securing funding from external sources to deliver Policy T1. Through the Greater Manchester Transport Fund (GMTF) supported by Rochdale MBC , Metrolink and the new Rochdale Interchange and Cross City Bus Corridor is being delivered. Further proposals will come forward in the future through this along with the LSTF, "Earnback" and other 3rd party funding. Delivery of Future schemes will depend on these and any other funding sources that become available providing they offer a satisfactory business case. If development however does not come forward the business case is weakened and some proposals will not be implemented. Policy T1 delivery must be flexible in order to meet long term funding criteria. It is increasingly not the proposals that are supported but the wider economic environmental and social impacts they deliver.	GMLTP3 and GM Transport Fund reviewed and updated annually and Rochdale Borough Transport Strategy every few years in response to changing transport priorities and progress on scheme delivery. Central government also monitor delivery and can "clawback" finding if proposals are not delivered.
T2 - Improving accessibility	Rochdale Borough Transport Strategy; National Planning Policy Framework (NPPF)	This policy brings together relevant policy and good practice guidance interpreted to meet local circumstances. It is flexible and content is consistent with national priorities without being prescriptive to developers on how they ensure their proposals are accessible.	Successful policy delivery will depend on consistent monitoring / enforcement. Some of these procedures are in place and agreements with developers are monitored by the Council's Development Management Team.

Twelve improving accessibility and delivering sustainable transport (so5)

13 Managing delivery and monitoring progress

Introduction

It is important that new development is delivered and managed in an appropriate way to deliver sustainable growth and create high quality places. It is also important to undertake regular monitoring to ensure that the policies are being effective in delivering the overall strategy and strategic objectives. Therefore the final section of the Core Strategy deals with the following:

- how the plan and its policies will be delivered;
- general requirements that apply to all development;
- delivery of planning contributions and infrastructure; and
- how we will monitor its implementation.

DM1 - General development requirements; DM2 - Delivering planning contributions and infrastructure

Main Sources of Information

National Planning Policy Framework; Circular 05/2005 'Planning Obligations'[(169)]

Evidence to justify policy approach

Delivery

It is important that the policies in the Core Strategy are assessed to take account of their deliverability. The assessment in the Core Strategy takes account of key elements of the policies or where appropriate key projects within them. In considering deliverability, the following factors have been considered:

- How - this includes the mechanisms for delivery and the sources of funding
- Who - who are the main bodies, agencies and partners who will be involved in the delivery?
- When - is the delivery of the project likely in the short term (0-5 years), medium term (6-10 years) or long term (11-15+ years). (Where a project or policy will be delivered throughout the Core Strategy period, short term to long term has been entered in the delivery table)
- Risk / contingency - this highlights some of the key risks to delivering the policy/project and the implications for not delivering it in relation to the overall strategy. Where appropriate contingency measures have been included.

The delivery table can be seen in chapter 11 of the Core Strategy Publication Draft document. This delivery table also forms a key element of the infrastructure plan.

Managing development

Many of the policies within the Core Strategy include a development management element. However, there are a number of basic planning considerations that apply to all development. The purpose of policy DM1 of the Core Strategy is to set out these general development requirements in one policy to avoid repetition across a number of policies. The main purpose of the policy is to reduce any adverse impact of development and protect amenity.

Delivering planning contributions and infrastructure

Delivering growth and new development places pressure on existing infrastructure and often requires new infrastructure to be provided. Policy DM2 of the Core Strategy seeks to ensure that new development

169 Circular 05/2005 'Planning Obligations', www.communities.gov.uk/documents/planningandbuilding/pdf/147537.pdf

contributes to necessary infrastructure. It is important that contribution sought meets the tests set out in paragraph B5 of Circular 05/2005 'Planning Obligations'. More guidance regarding evidence of need and the scale of contributions will be set out in a Supplementary Planning Document where appropriate.

The introduction of a Community Infrastructure Levy[(170)], to force developments to contribute to infrastructure improvements in a standardised way, may affect how policy DM2 is implemented.

The Community Infrastructure Levy would ensure that the burden of contributing to development is spread more fairly. Whatever approach is adopted to securing developer contributions it is important that the demands on development to support new infrastructure are appropriate and do not affect delivery through reducing the viability of development.

Monitoring

In order to ensure that the policies and projects are being implemented in a timely and effective way and delivering the required outcomes it is important to undertake monitoring on a regular basis. This will be done through subsequent Annual Monitoring Reports. In order to assist this process an initial monitoring table is included within the Core Strategy.

Positively Prepared

Question	Evidence Provided
Does the Plan seek to meet objectively assessed development and infrastructure requirements.	Policy DM1 seeks to ensure that new development addresses development management requirements and, where possible any adverse impacts are mitigated against. It therefore seeks minimise the impact of new development and is therefore positive in ensuring that new development can be sustainably accommodated. Policy DM2 seeks to ensure that where appropriate new development contributes to the delivery of infrastructure necessary to support it. This is set out in a way which seeks to balance the need to provide necessary infrastructure with the viability of delivering a scheme.

Proposed policies compliance with guidance

National Planning Policy Framework	How does the Core Strategy policy address this?
Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.	Policy DM1 seeks to ensure that new development does not have a negative impact on amenity but within the positive context of supporting sustainable development as set out in policy SD1. Policy DM2 ensures that new development can be supported by existing or new infrastructure.
Local planning authorities should consider whether unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition. Where obligations are being sought or revised, local planning authorities should take account of market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled.	Policy DM1 ensures that new development is supported by an appropriate level of community infrastructure. Policy DM2 requires contributions to improving this infrastructure if it is necessary to make the development acceptable but takes account of viability so as not to unduly burden the delivery of sustainable development.

170 The Community Infrastructure Levy (DCLG, 2008)

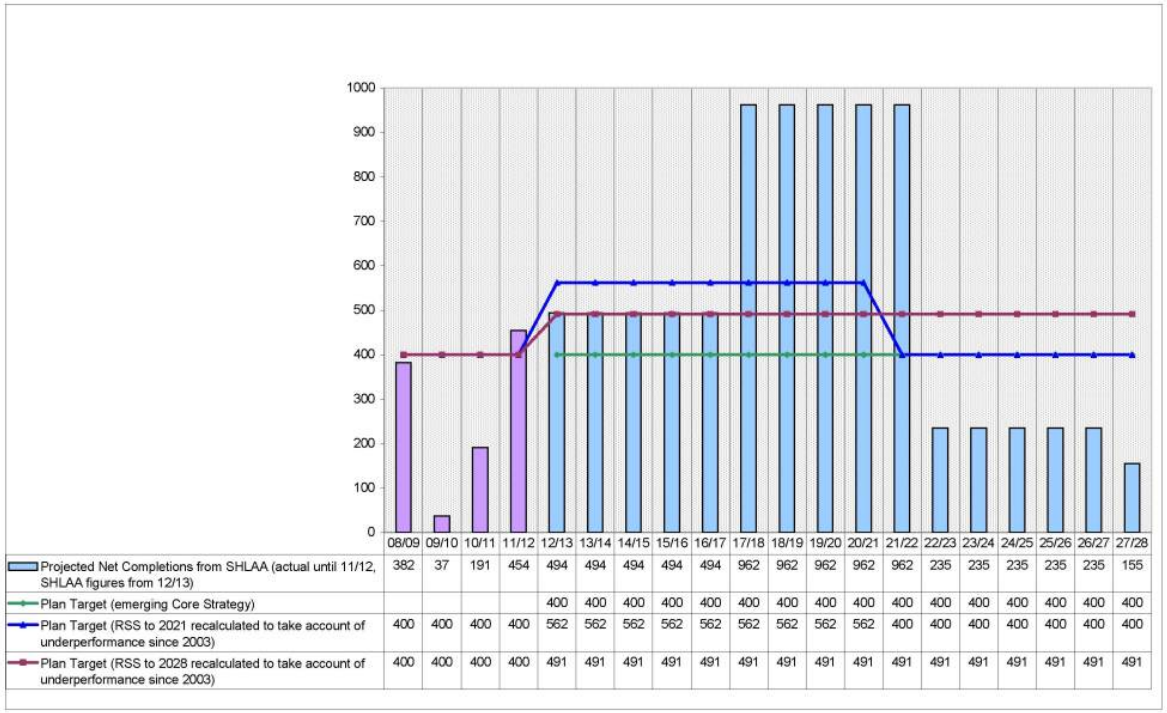
Effectiveness of policy

Policy	Evidence of deliverability	Flexibility	Monitoring
DM1 - General development requirements	The quality of new development	Flexibility within this policy is limited given that it seeks to ensure that all development contributes to, but does not detract from, the quality of place and the quality of life for residents.	This policy is difficult to monitor but could be considered generally through customer satisfaction surveys, reduced enforcement and peoples overall perception of the borough.
DM2 - Delivering planning contributions and infrastructure	The provision of additional infrastructure and contributions to infrastructure improvements. Specific evidence will be through numbers of affordable homes provided, standards for open space being met, sufficient school place to meet demand etc.	There is some flexibility in the policy to take account of local priorities and the overall viability of development. However, flexibility will be limited where failure to provide infrastructure would have a detrimental impact on the local area.	The effectiveness of this policy will monitored through s.106 receipts and evidence of adverse impacts of new development e.g. Traffic congestion, lack of school places in a particular are etc.

Thirteen managing delivery and monitoring progress

Appendix 1 Housing trajectory from the Strategic Housing Land Availability Assessment

Figure 13 Housing trajectory from the Strategic Housing Land Availability Assessment



	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
Projected Net Completions from SHLAA (actual until 11/12, SHLAA figures from 12/13)	382	37	191	454	494	494	494	494	494	962	962	962	962	962	235	235	235	235	235	155
Plan Target (emerging Core Strategy)					400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400
Plan Target (RSS to 2021 recalculated to take account of underperformance since 2003)	400	400	400	400	562	562	562	562	562	562	562	562	562	400	400	400	400	400	400	400
Plan Target (RSS to 2028 recalculated to take account of underperformance since 2003)	400	400	400	400	491	491	491	491	491	491	491	491	491	491	491	491	491	491	491	491

Appendix 2 Glossary

Accessibility - A general term used to describe the degree to which a product, device, service, or environment is accessible by as many people as possible. Accessibility can be viewed as the "ability to access" and possible benefit of some system or entity.

Affordable housing - Subsidised housing and low-cost market housing available to people who cannot afford to occupy houses generally available on the open market.

Air Quality Management Areas – If a local authority finds areas where the objectives of the Air Quality regulations are not likely to be achieved, they are required to designate an Air Quality Management Area and draw up an action plan setting out the measures in intends to take in pursuit of the objectives.

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.

Body Mass Index - An estimate of an individual's relative body fat calculated from his or her height and weight. It is calculated using the formula Body Mass Index = weight (kg)/height (m)2. Obesity is medically defined as a Body Mass Index over 30.

Building Schools for the Future - Is the biggest-ever school buildings investment programme. The aim is to rebuild or renew nearly every secondary school in England.

Carbon sink – Atmospheric carbon in the form of carbon dioxide is captured and stored in living (trees and other green vegetation) or non-living reservoirs (soil, geological formations, oceans, wood products).

Climate change - Climate change refers to the build up of man-made gases in the atmosphere that traps the suns 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.

Comparison goods - Goods that are generally more expensive and bulkier than convenience goods such as clothes, furniture and electrical appliances.

Conservation area - An area of special historic or architectural interest whose character must be preserved or enhanced.

Convenience goods - Goods that are required on a daily or weekly basis by individuals and households (such as food, alcoholic and non-alcoholic beverages, tobacco and non-durable household goods).

Critical drainage area – A location which has known surface water drainage issues and where the sewer network may be at capacity increasing flood risk locally and downstream.

Department for Communities and Local Government - The UK Government department for communities and local government in England. The department is responsible for UK Government policy in areas such as: community cohesion, decentralisation, housing, local government, planning and urban regeneration.

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 - Spatial planning documents that are subject to independent examination that, together with the Regional Spatial Strategy, form the development plan (Local Development Framework) for a local authority area. They can include: the Core Strategy, Site Specific Allocations of land, Area Action Plans and Development Control Policies.

East Lancashire Railway - The East Lancashire Railway is a heritage railway in Lancashire and Greater Manchester, England. The heritage line is now just over 12 miles (19 km) long, and has a mainline connection with the national railway network at Castleton, beyond Heywood.

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 - 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.

Geodiversity - All the variety of rocks, minerals and landforms and the processes which have formed these features throughout geological time.

Greater Manchester - encompasses one of the largest metropolitan areas in the United Kingdom and comprises ten metropolitan boroughs: Bolton, Bury, Oldham, Rochdale, Stockport, Tameside, Trafford, Wigan, and the cities of Manchester and Salford. Greater Manchester was created on 1 April 1974 as a result of the Local Government Act 1972.

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 - 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.

Gross Value Added - Gross Value Added is a measure of economic value and is used in the estimation of Gross Domestic Product (GDP). It measures the difference between the value of goods and services produced and the cost of raw materials and other inputs which are used in production.

Hectare - 1 hectare is equivalent to 10 000 square metres or 2.471 acres (where 1 acre is equivalent to 1/2 a football pitch).

Housing Market Renewal - 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.

Index of Multiple Deprivation - The Index of Multiple Deprivation takes a number of factors covering a range of health, economic, social and housing issues and combines them into a single deprivation score for each small area in England. This allows areas to be ranked according to their level of deprivation.

Infrastructure - The built facilities that are required in order to serve a community's developmental and operational needs. The infrastructure includes such things as roads and water and sewer systems.

Local Area Agreement - 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 - The collective term in the Planning Act for Development Plan Documents, Supplementary Planning Documents and the Statement of Community involvement.

Local Development Framework - 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.

Local Strategic Partnership - Brings together representatives from the local statutory, voluntary, community and private sectors to address local problems, allocate funding, discuss strategies and initiatives.

Manchester City Region - The Manchester City Region comprises the ten districts of Greater Manchester and five neighbouring local government districts, and was suggested as an effective administrative metropolitan area that could share resources and stimulate economic growth in northern England.

Metrolink - Manchester Metrolink (which operates as Metrolink) is a light rail system in Greater Manchester, England. It consists of three lines which converge in Manchester city centre and serve the surrounding towns of Bury, Altrincham and Eccles.

National Planning Policy Framework - The NPPF was published in March 2012. The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. It replaces most of the Planning Policy Statements and Planning Guidance notes within a single and more succinct document.

Northern Way- The Northern Way Growth Strategy Moving Forward: The Northern Way set out how the Northern Way would seek to bridge the gap between the North and the English regional average by growing the North's economy faster. The Growth Strategy was developed to build on the North's three Regional Economic Strategies and Regional Spatial Strategies.

Pennine Edge Forest - 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 - New statements of Government planning policy covering different topics e.g. transport, housing etc issued under the new legislation. Most of these statements have been replaced by the National Planning Policy Framework.

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 Capital Programme - Takes a long-term strategic approach to capital investment and to transform teaching and learning in primary schools.

Primary shopping area - 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).

Quality bus corridors – This term refers to a bus route that has a frequent service usually between major towns or cities where public transport facilities and services have been improved. This may be through provision of newer buses, major junction improvements to reduce delay, improved bus stops with new shelters clearer information raised kerbs to ease access on to buses for people with limited mobility or in wheelchairs and improvements in walking and disability access to bus stops.

Regeneration - The process of renewing sites, areas and landscapes that have become disused, spoilt 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 - 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 (Local Development Framework). In May 2010 the new Government announced the abolition of the Regional Strategies. They were formally revoked, under s79(6) of the Local Democracy Economic Development and Construction Act 2009, on 6 July 2010.

Renewable and low carbon energy – Renewable energy covers those energy flows which occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also biomass. Low-carbon technologies are those that can help reduce carbon emissions.

Rochdale Borough Renaissance Masterplan - A visionary document that has been developed to guide the physical regeneration of our borough.

Saved policies - Planning polices that are saved from the development plan (the Unitary Development Plan) prepared prior to the introduction of the Local Development Framework and carried forward temporarily in the new system until replacement policies and documents have been prepared.

Secondary shopping areas – Secondary frontages provide greater opportunities for diversity of uses.

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).

Sequential approach (flood risk) – demonstration that there are no reasonably available sites in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed.

Sequential approach (retail and leisure) - sets out a procedural approach in selecting sites for new retail and commercial leisure developments and other key town centre uses. It requires parties to demonstrate that first preference be given to town centre sites, followed by edge-of-centre sites, and only then by out-of-centre sites in locations that are, or can be made, easily accessible by a choice of means of transport. Only when these possibilities have been exhausted should retail development be allocated out of town.

Simplified Planning Zones – This grants advance planning permission for specific types of development within a designated area for a 10 year period. Any conforming development proposed within the site during this period would not require a separate planning permission.

Site of Biological Importance - 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.

South Pennine Moors Special Area of Conservation and Special Protection Area - The sites are designated both an Special Protection Area and Special Area of Conservation for the importance of its upland breeding bird assemblages and for the upland habitats it supports. Only 6.6% of this 64,983ha site is in Rochdale.

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 - Sites of European nature conservation importance designated under the Habitats Regulations.

Special Protection Area - A European site selected for its important wild bird assemblages. Designated under the EC Directive on the Conservation of Wild Birds.

Strategic Environment Assessment - 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.

Sustainable Community Strategy - 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.

Sustainable development - Refers to economic development that meets the needs of all without leaving future generations with fewer natural resources than those we enjoy today. It is widely accepted that achieving sustainable development requires balance between the economic, ecological and social.

Supplementary Planning Document - Provide supplementary information in respect of the policies in Development Plan Documents.

Sustainability appraisal - Assesses the potential impact of a particular plan against economic, social and environmental sustainability objectives. It can then be amended to take account of any negative impacts which may be identified, and thus it is ensured that it promotes sustainable development.

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.

Transport assessment - An assessment of the impact of a development or organisations travel requirements on the local transport network. It identifies the points where the additional trips cause or increase congestion and the measures proposed to mitigate these impacts. These proposals can be included in the Travel Plan.

Transport corridor - A transport corridor is a (generally linear) tract of land in which at least one main line for transport, be it road, rail or canal, has been built. Often new transport lines are built alongside existing ones to minimize the area affected by pollution.

Transport interchange - Facility on the transport network where it is possible to change forms of travel. Commonly these are bus or railway stations where there are taxis, cycle parking areas or stops to access the Metrolink or bus services. Larger transport interchanges are usually in town centres with local transport interchanges in villages or points where people can transfer from one form of transport to another.

Travel plan – A package of physical and persuasive measures and incentives to manage the transport and travel requirement of a development or organisation. It aims to reduce the impact of vehicular transport on local communities, environment and road congestion promoting the appeal of alternative forms of travel to the car.

Unitary Development Plan - 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 Unitary Development Plan 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.

Two glossary

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