



Transport for
Greater Manchester

Transport for
Greater Manchester

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23rd May 2025

Location: **Land North and East of Stakehill Industrial Estate**

Development: **Outline planning application (with all matters reserved except the means access) for the development of up to 314 residential dwellings (Use Class C3) and employment uses (Use Class B2/B8 including ancillary office space (Use Class E)) comprising up to 13,047sqm Gross External Area together with associated parking, highway infrastructure, works to public rights of way, areas of public open space, landscaping, drainage, ecological enhancements and other works ancillary thereto**

Dear Ryan Killeen

Thank you for consulting Transport for Greater Manchester (TfGM) on the above planning application. The following comments are offered as advice on transport issues for you to balance against other factors and are made in the context of TfGM's role in the planning process, as set out in the footnote below.

Background

The application seeks Outline Approval (with access as a detailed matter) for a mixed-use development comprising 314 residential dwellings and 13,047sqm of B2/B8 employment floorspace with associated external works.

¹TfGM does not have any planning powers and is not a statutory consultee in the planning process. The purpose of the advice offered is to suggest the best way to improve land use / transport integration through the development proposals. Advice is based on the information provided by the applicant, and it is not TfGM's role to undertake detailed verification unless specifically commissioned to do so. ²TfGM control and manage the traffic signals in Greater Manchester, as such any schemes that alter signalised junctions need to be agreed with TfGM. Additionally, where developments impact on signalised junctions, TfGM have a duty of care to ensure that these impacts are satisfactorily mitigated as part of the planning process.



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The application site is situated north of the Stakehill Industrial site and borders the A627(M) Slattocks Link to the north, the A627(M) to the east and Bentley Avenue and Stakehill Lane to the south and west. The site is currently occupied by Stakehill Fisheries, Dickinson egg farm and a few residential properties, with the remainder of the site occupied by farmland and shrubbery.

The site is within an allocation in the Greater Manchester Plan, Places for Everyone and is covered by Policy JPA 2.

In accordance with Places for Everyone Policy JP Allocation 2: Stakehill, development in this allocation will be required to:

- Deliver around 150,000 sqm of high quality, adaptable industrial and warehousing floorspace within a 'green' employment park setting, with a focus on suitable provision for advanced manufacturing and/or other key economic sectors, taking advantage of its accessible location and proximity to Junction 20 of the M62, and complementing the other opportunities within the North-East Growth Corridor.
- Provide around 1,680 high quality homes, including larger, higher value properties, to support the new jobs created within the North-East Growth Corridor and create a sustainable and high-quality extension to the urban area. This includes making provision for affordable housing in accordance with relevant local plan requirements.
- Achieve excellent design and sustainability through masterplanning and the use of design codes for the whole site to ensure comprehensive development. This will include the need for an infrastructure phasing and delivery strategy in accordance with policy JP-D1.
- Make provision for new and improved sustainable transport and highways infrastructure having regard to the indicative transport interventions set out in Appendix D in accordance with policy JP-C8.
- Improve access arrangements in and around Stakehill Industrial Estate to assist in the separation of residential and employment traffic as much as possible and to make appropriate provision for lorry parking.

Policy JP-D1: Infrastructure Implementation



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To ensure the effective development and implementation of the infrastructure needed to deliver the vision and objectives of the Plan, we will require applicants to prepare an infrastructure phasing and delivery strategy to be agreed by the local planning authority for sites where build out will be delivered by different developers or in phases. This strategy must outline what needs to be provided by when and who will fund and deliver it. To determine if sites were suitable to be allocated in the Places for Everyone Plan from a transport perspective, high level strategic transport modelling was undertaken using GM wide strategic trip rates. This enabled the development of high-level indicative transport mitigation for a single strategic 'worst-case' scenario. These are contained in Appendix D of the PfE Plan.

As part of the update to the National Planning Policy Framework (NPPF) in December 2024 there are now requirements in paragraphs 115 to 118 to mitigate significant impacts on the transport network and highway safety through a vision-led approach.

Transport Framework Document

A joint commission between Rochdale Council, Oldham Council and TfGM has recently started to produce a Transport Framework Document for the development. This will outline the transport vision for the Stakehill development (i.e. the whole of the JPA 2 allocation as is the requirement of the policy) that all relevant stakeholders will have agreed and is considered can be achieved by the end of the development build-out. The Transport Framework Document will adopt a vision-led planning approach for planning purposes, ensuring it aligns with NPPF and DfT Circular 01/2022 requirements, which states:

"Paragraph 48 - Where a transport assessment is required, this should start with a vision of what the development is seeking to achieve and then test a set of scenarios to determine the optimum design and transport infrastructure to realise this vision."

All planning applications for the Stakehill development will therefore have to align and fully support the transport vision, enabling and promoting sustainable travel to, from and within the site. It will be crucial for early investment in both active travel and public transport, to ensure the vision is realised and momentum is built from the outset. This will also support early site delivery. Understanding the transport impacts from the development, coupled with the mitigations needed to achieve the transport vision at site level will be important and will be set out in the Transport Framework Document. A comprehensive package of transport investment will be needed, balancing the needs of active travel, public transport and highway measures aiming to create a sustainable site in the long term.



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It is therefore considered pre-emptive for planning applications to come forward for parcels of land within JPA 2 in advance of the completion of this work, which seeks to provide the infrastructure phasing and delivery strategy for the whole allocation in accordance with PfE site requirement policies and JP-D1.

Transport Assessment Analysis

Notwithstanding our comments above about the need for vision-led planning and the outcome of the Stakehill Transport Framework Document commission to inform the Transport Assessment (TA), colleagues from within TfGM HFAS (Highways Forecasting Analytical Services), UTC (Urban Traffic Control), Strategy and Active Travel have reviewed the TA issued in support of the proposed development and have provided comments in respect of the relevant sections.

The vision-led principles outlined above should underpin the development of all transport strategies in support of new development, such that the design of highway infrastructure needed to mitigate significant development impacts is based on residual car use and ensuring safety and permeability for sustainable modes, following the application of the vision-led approach. The following sections therefore focus on sustainable transport accessibility first, with highway impacts covered following this.

1. Sustainable Transport Accessibility

The sustainable transport measures needed in support of site delivery in accordance with NPPF requirements will be identified as part of the Transport Framework Document. However, key site-specific matters which will need consideration are summarised below.

I. Public Transport

- a. Bus frequency and services need to be attractive to encourage people to use them from the site from the outset.
- b. Public transport access, particularly from Oldham borough, requires improvement (as stated in PfE Appendix D).
- c. Ensure active travel routes to public transport stops and stations (bus stops, Metrolink stops and rail stations) have direct and safe infrastructure in place connecting them to the site.
 - i. The closest bus stop on Rochdale Road includes crossing the Slattocks roundabout, potential to improve this junction for active travel with pedestrian crossings, footpaths also very narrow in places.



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In terms of the infrastructure required to support a bus service through the site the following should be acknowledged:

- To facilitate two-way bus access the roads would need to be a minimum of 6.5 metres wide (wider on bends / curves and where parking is permitted subject to appropriate swept path analysis) to allow two buses to pass.
- Bus stop infrastructure would need to be located accordingly around the site. TfGM's standards for urban areas are ideally that spacing between bus stops should be 250 metres – 300 metres (can be varied depending on location specific requirements).

II. Active Travel

In order to maximise the benefits of the site's location and to encourage walking and cycling, it should be ensured that the pedestrian and cycling environment, within and around the site, is designed to be as safe, attractive and convenient as possible, including natural surveillance where possible. This should provide high quality walking and cycling links which connect to existing and future walking and cycling infrastructure.

The Transport Assessment shows the walking accessibility isochrones (Figure 5-1) and describes the development as in a "highly accessible location".

- The site is bound by A627(M) and the A664 Rochdale Road, so is only really accessible by the private car. Active travel infrastructure will need to be significantly improved to encourage people to travel to Castleton, Royton, Middleton and Balderstone by active modes. There is a lack of active travel infrastructure to these key destinations, with some footpaths very narrow and no segregated cycle infrastructure near the development.
- Active travel infrastructure around the A627(M) Slattocks Roundabout needs to be considered.
- It is important the site builds on the extensive public rights of way (PRoW) network in the vicinity of the site, making sure access to PRoW's is safe and direct.
- Any redundant vehicle access points should be reinstated as continuous footway to adoptable standards.



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- Footway resurfacing and renewal undertaken as appropriate.
- Provision of continuous 2-metre-wide footways throughout and surrounding the development.
- Tactile paving with dropped kerbs should be installed across both sides of all the site access points and at junctions surrounding the site.
- A full list and plan should be provided showing all the conditioned active travel infrastructure to support walking and cycling trips.

Stakehill Active Travel Strategy

In 2023 TfGM developed an active travel masterplan for the Stakehill Places for Everyone allocation JPA 2. This details a proposed cycle route network connecting to and from the site. As far as I have seen, the active travel masterplan has not been referenced as part of the site masterplanning process or the transport assessment. The active travel masterplan does not contradict any route alignments in the masterplan, but it could be used to inform the identification of infrastructure required to provide active travel access to and from the site. In particular, it could be used as a basis to undertake an experiential route assessment as ATE have requested (2.2, ATE response) . [Stakehill Active Travel Masterplan Final submitted](#) .

Potential future cycle routes identified in the active travel masterplan include protected infrastructure along Rochdale Road (including protected movement through Slattocks Roundabout) connecting the site to Rochdale, Castleton, and Middleton, as well as a low traffic route along Hough Lane / Oozewood Road connecting the site to Royton.

Stakehill Lane

Stakehill Lane is an existing low traffic byway and is proposed as a low traffic route in the masterplan. It is noted that the masterplan proposes a HGV access restriction on Stakehill Lane directly north of Finlan Road, but it is not clear whether this would be sufficient to maintain low vehicle traffic along the entirety of Stakehill Lane when considering all future journeys. LTN 1/20 and Streets for All recommends vehicle volumes per day do not exceed 2500 vehicles per day for low traffic routes with on-carriageway cycling. To ensure that the route remains low vehicle traffic it could be beneficial to propose further traffic management and access restrictions.



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Primary Routes

The masterplan identifies primary routes through the residential and employment areas. The masterplan design code recommends shared use provision for cycling on the primary route through employment area. TfGM Active Travel support ATE's request for further information on the provision for cycling on the primary route within the residential area which currently appears to be on-carriageway. There is a risk that high vehicle traffic volumes (above 2500 vehicles per day) would require protected cycle infrastructure to achieve LTN 1.20 and Streets for All requirements.

National Cycle Route 66

The Transport Assessment identifies National Cycle Route 66 as an active travel route which provides connectivity to and from the site. However, the section of NCN 66 closest to the site (along the Rochdale Canal tow path) does not meet LTN 1.20 minimum standards in terms of widths and surface quality. Furthermore, due to lack of lighting and consistent lack of passive surveillance it raises significant safety concerns. As such it is recommended that this not be identified as part of the existing active travel connectivity to and from the site. This issue is explored further in the Stakehill Active Travel Masterplan which identifies a future cycle route connecting Stakehill to Rochdale and Middleton along Rochdale Road rather than the canal tow path.

III. Cycle Parking

As the application seeks Outline Approval, there are no details provided in terms of cycle parking provision, as it is stated that this will be dealt with as part of a future reserved matters application.

TfGM would note that all cycle parking should be to LTN1/20 standard. The cycle parking should be secure, covered and easily accessible and benefit from security measures such as CCTV and lighting with plenty of natural surveillance. Cycle maintenance tools should also be provided. For employment uses, showers, lockers and changing rooms for employees should also be made available.

IV. Travel Plan

It is noted that a Framework Travel Plan has been submitted to support the application.

TfGM recommends that a full Travel Plan is produced for the development, with the objective of reducing reliance on the private car, particularly single occupancy use. The



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Travel Plan should be designed to raise awareness of opportunities for reducing travel by car and should feature a range of measures and initiatives promoting a choice of transport mode, and a clear monitoring regime with agreed targets.

In order to encourage sustainable journeys to mitigate the traffic impact of the development, through the Travel Plan, incentives should be offered to encourage users of the site to use public transport and active travel modes through measures such as concessionary bus fares, discounted cycles, journey planning etc.

2. Highway Impacts

I. Road Safety

The road safety data should be updated to the latest 5-year period to include 2024 or at least the part of 2024 that is DfT validated.

II. Trip Generation and Distribution

The trip generation assessment work is acceptable.

The trip distribution has been based on 2021 Census which is not acceptable due to the conditions this distribution was carried out in (during the Covid Pandemic).

With reference to Section 6.2.3 of the TA - what defines the 'most logical route'? The distribution is unclear.

It should be highlighted that extractions from the PfE are not acceptable to TfGM (as per Section 7.2.1 of the TA).

TfGM HFAS would suggest counts are collected for a) junction analysis and b) to determine trip distribution.

TfGM HFAS are happy to discuss the comments and agree the most appropriate way of ensuring that the concerns are addressed.

III. Junction Modelling

The LINSIG modelling has been checked, and the following errors have been identified which require correcting. It should be noted that as the flows have not been agreed, the modelling may not be representative.



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- M62 J19

The signal parameters and cycle times are incorrect.

- M62 J20

Arm 8 should be modelled as 2 lanes plus a flare.

Arm 2 should be modelled as 2 lanes plus a flare.

The staging for the south-east part of the roundabout is incorrect.

- Broadway/A627

The cycle time is incorrect.

D to B intergreen is incorrect.

Give way parameters are incorrect .

It should be highlighted that junction modelling should be validated using existing traffic flows before the addition of development flows to assess the impact of development proposals. If counted flows are used, then the DOS values in the model should not exceed 100% in the existing situation. When modelling signalised roundabouts, manual optimisation should be used to ensure appropriate queuing in the circulatory lanes.

- Rochdale Road / Hollin Lane

Phase minimums are incorrect.

Give way parameters missing for arms 1 and 3.

The above errors should be corrected and the modelling resubmitted.

IV. Mitigation

The proposed mitigation below is mentioned in the TA, however it is unclear whether these measures are proposed as part of the development. Detail design layouts should be provided for mitigation proposals. Comments on the modelling of the mitigation is shown below. Please note, TfGM UTC are unable to undertake a full review on the modelling and design of mitigation measures unless detailed design scaled layouts are provided:



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- M62 J20

The modelling needs to be corrected as per our comments above for the existing layout. The modelling appears to include an unsignalised left turn off slip from the A627 northbound approach and an unsignalised left turn off slip from the M62 westbound approach. However, the TA only mentions the proposed unsignalised left turn off slip from the A627 northbound approach.

- Slattocks Roundabout

We would require a detailed design scaled drawing to enable us to check the modelling and design. If this roundabout was signalised as part of the development, then we would also require the development to fund a CCTV camera at the junction.

V. Mitigation – Places for Everyone

To determine if sites were suitable to be allocated in the Places for Everyone Plan from a transport perspective, high level strategic transport modelling was undertaken using GM wide strategic trip rates. This enabled the development of high-level indicative transport mitigation for a single strategic 'worst-case' scenario. These are contained in Appendix D of the plan and an extract is provided below:

Necessary:

- A627(M) / A664 Rochdale Road / Whitbrook Way / Bentley Avenue (Slattocks Roundabout) – localised junction improvements / roundabout improvements
- M62 J20 – major junction improvements
- A627 (M) Junction 1 / A627 Chadderton Way / A663 Broadway – localised roundabout improvements
- Bus improvements including new Rochdale-Oldham service
- Active travel improvements

Supporting:

- Potential New Rail Station at Slattocks
- M62 J19 improvements / A6046 Middleton Road Heywood Interchange
- Localised improvements -resurfacing of Thornham Lane
- Tactile kerb installation between the northern site and Castleton Station
- Extension of Local Link services

For each PfE allocation, there is a need for more detailed transport assessment work to be undertaken as part of the Masterplan process, aligned with an Infrastructure Phasing



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and Delivery Strategy. This transport assessment work should set out a transport vision for the total quantum of development proposed on the allocation site and then test a set of detailed scenarios, underpinned by local traffic counts and appropriate site-specific trip rates for all modes, to determine the optimum design and transport infrastructure requirements to mitigate the impacts.

When developing effective detailed mitigation, sustainable interventions that support active travel and facilitate access to public transport should be considered in the first instance. Highway interventions should only be considered to mitigate the impact of development once the effectiveness of sustainable interventions is understood.

Until this Masterplan work is completed and an associated Transport Assessment and Infrastructure Phasing and Delivery Strategy have been produced, it is not possible to determine what infrastructure would be required to facilitate individual parcels of development, when they would be required and how they will be funded or what environmental impact they would have.

VI. Internal Access Arrangements

The TA confirms that access to the residential elements of the proposed development site will be provided off Slattocks Roundabout via Bentley Avenue to the north and a new access road to the north of Stakehill Nurseries, while access to the industrial units will be provided via a new access point off Finlan Road and Stakehill Lane to the south.

The access points should be designed to ensure the provision of tactile paving and dropped kerbs, with appropriate white lining. Any redundant access points bordering the site should be reinstated accordingly. Visibility splays in line with standards contained within Manual for Streets should be achievable in both directions from all the site access points.

In terms of car parking provision, this will be covered as part of a future reserved matters application.

Servicing arrangements will be covered in detail as part of a future reserved matters application. All intended service & emergency vehicles i.e., refuse / fire tender / LGV / HGV should be able to enter and exit the site in forwards gear, carrying out turning manoeuvres on site safely and appropriately.

TfGM would refer to the LHA to determine whether the proposed internal access arrangements are acceptable.



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VII. Traffic Regulation Orders

TfGM would suggest that it may be beneficial for a review to be undertaken of the Traffic Regulation Orders in the vicinity of the development, with a view to introducing additional parking restrictions as appropriate, as well as ensuring adequate parking restrictions remain in place, and are refreshed accordingly. This will help to discourage pavement parking associated with the development and therefore assist in improving the quality of the surrounding public realm.

VIII. Other

A robust Construction Traffic Management Plan should be employed as part of the development.

I hope you find these comments useful in ongoing discussions with the developer as part of this planning application. Should you wish to discuss any matter further please do not hesitate to contact the Landuse team via the details below.

Yours faithfully

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