

# Public Document Pack



**Committee:** Executive

**Date:** Monday 4 January 2016

**Time:** 6.30 pm

**Venue** Bodicote House, Bodicote, Banbury, OX15 4AA

## Membership

**Councillor Barry Wood (Chairman)**

**Councillor Ken Atack**

**Councillor John Donaldson**

**Councillor Tony Ilott**

**Councillor D M Pickford**

**Councillor G A Reynolds (Vice-Chairman)**

**Councillor Norman Bolster**

**Councillor Michael Gibbard**

**Councillor Kieron Mallon**

**Councillor Nicholas Turner**

## AGENDA

### 1. Apologies for Absence

### 2. Declarations of Interest

Members are asked to declare any interest and the nature of that interest that they may have in any of the items under consideration at this meeting.

### 3. Petitions and Requests to Address the Meeting

The Chairman to report on any requests to submit petitions or to address the meeting.

### 4. Urgent Business

The Chairman to advise whether they have agreed to any item of urgent business being admitted to the agenda.

5. **Minutes** (Pages 1 - 12)

To confirm as a correct record the Minutes of the meeting held on 30 November 2015.

6. **Chairman's Announcements**

To receive communications from the Chairman.

7. **Response to Oxfordshire County Council's Proposed Changes to Children Centres and Early Intervention Hubs** (Pages 13 - 22) **6.35pm**

Report of Director of Community and Environment

**Purpose of report**

To consider the Council's response to Oxfordshire County Council's (OCC) proposal to close all its children centres and create a small number of family centres.

**Recommendations**

The meeting is recommended:

- 1.1 To instruct officers to respond to the OCC consultation process as outlined in paragraphs 3.8 and 3.9 of the report.

8. **Housing Strategy Priority 5: Homeless Prevention Action Plan Update** (Pages 23 - 50) **6.50pm**

Report of Head of Regeneration and Housing

**Purpose of report**

To update the Executive on the progress of the Homeless Prevention Action Plan 2016/17.

**Recommendations**

The meeting is recommended:

- 1.1 To approve the update on the Homelessness Prevention Action Plan at Appendix 1 which takes account of learning from the current year's plan, and reflects Cherwell District Council's application for the Gold Standard accreditation for homelessness services.
- 1.2 To note the contents of the report and the importance of the Homeless Action Plan, and the particular benefits the Council derives from financially supporting preventative homelessness services in partnership with other voluntary agency bodies.

9. **Council Tax Base 2016/17** (Pages 51 - 60)

7.00pm

Report of Head of Finance and Procurement

**Purpose of report**

To provide Executive with details of the Council Tax Base for 2016-2017.

**Recommendations**

The meeting is recommended:

1.1 To consider the report of the Head of Finance and Procurement for the calculation of the Council's Tax Base for 2016-2017 be considered.

- (a) That pursuant to the Head of Finance and Procurement's report and in accordance with the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012, the amount calculated by Cherwell District Council as its Council Tax Base for the year 2016-2017 shall be 50,357.1
- (b) As for the parishes which form part of its area shown in Appendix 2, the amount calculated as the Council Tax Base for the year 2016-2017 in respect of special items shall be as indicated in the final column thereto.
- (c) As for the Flood Defence Areas which form part of its area, the amount calculated as the Council Tax Base for the year 2016-2017 for the purposes of levies on Oxfordshire County Council by River Authorities, shall be:

Thames Flood Defence Area	48,046.2
Anglian (Great Ouse) Flood Defence Area	1,876.3
Severn Region Flood Defence Area	434.6
	<hr/>
	50,357.1

1.2 To delegate final approval of the Council Tax Base for 2016-2017 to the Section 151 Officer in consultation with the Lead Member for Financial Management.

10. **Annual Monitoring Report 2015** (Pages 61 - 66)

7.10pm

\*\* Please note that due to the size of the Appendices, 1: Annual Monitoring Report 2015 and 2: Infrastructure Delivery Plan Update, they will be published as a supplement to the main agenda pack \*\*

Report of Head of Strategic Planning and the Economy

**Purpose of the report**

To seek approval of the Annual Monitoring Report (AMR) 2015, and to present the District's current housing land supply position.

## **Recommendations**

The meeting is recommended:

- 1.1 To approve the Annual Monitoring Report (Appendix 1).
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor amendments before publication.
- 1.3 To note the District's housing delivery position.

### **11. Statement of Community Involvement 2016 (Pages 67 - 122) 7.20pm**

Report of Head of Strategic Planning and the Economy

#### **Purpose of report**

To seek approval of a new Statement of Community Involvement (SCI) 2016 for formal consultation.

#### **Recommendations**

The meeting is recommended:

- 1.1 To approve the draft Statement of Community Involvement (SCI) 2016 (Appendix 1) for formal public consultation.
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor and presentational changes to the draft Statement of Community Involvement 2016 before formal consultation commences.

### **12. Local Development Scheme (Pages 123 - 142) 7.30pm**

Report of Head of Strategic Planning and the Economy

#### **Purpose of report**

To seek approval of an updated Local Development Scheme (LDS) for the production of the Council's planning policy documents.

#### **Recommendations**

The meeting is recommended:

- 1.1 To approve the updated Local Development Scheme (LDS) (Appendix 1).

### **13. Cherwell Local Plan 2011-2031 (Part 2): Development Management Policies and Sites (Pages 143 - 150) 7.40pm**

\*\* Please note that due to the size of the Appendix, Local Plan Part 2 Issues Paper, it will be published as a supplement to the main agenda pack \*\*

Report of Head of Strategic Planning and the Economy

**Purpose of report**

To seek approval of an issues paper on Local Plan Part 2 for formal consultation.

**Recommendations**

The meeting is recommended:

- 1.1 To approve the issues paper (Appendix 1) for formal public consultation.
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor and presentational changes to the issues paper before formal consultation commences.

**14. Cherwell Local Plan 2011-2031 (Part 1): Partial Review - Oxford's Unmet Housing Need (Pages 151 - 228) 7.50pm**

Report of Head of Strategic Planning and the Economy

**Purpose of report**

To seek approval of an issues paper on the Partial Review of Local Plan Part 1 for formal consultation.

**Recommendations**

The meeting is recommended:

- 1.1 To approve the issues paper (Appendix 1) for formal public consultation.
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor and presentational changes to the issues paper before formal consultation commences.
- 1.3 To request officers to engage with Oxford City Council to agree appropriate arrangements for seeking the views of Oxford City stakeholders prior to the commencement of formal consultation.

**15. Draft Banbury Masterplan Consultation (Pages 229 - 298) 8.00pm**

Report of Head of Strategic Planning and the Economy

**Purpose of report**

To approve the draft Banbury Masterplan for public consultation and engagement over a six week period.

The draft Banbury Masterplan provides a vision for the future of Banbury and a set of themes for coordinating a series of actions as detailed in an Action Plan. A combination of steps has been identified to help promote the development of

Banbury in a comprehensive, integrated way which builds on the adopted Cherwell Local Plan (2011 - 2031).

### **Recommendations**

The meeting is recommended:

- 1.1 To approve the draft Banbury Masterplan for six weeks consultation and engagement with the public and stakeholders.
- 1.2 To authorise the Head of Strategic Planning and the Economy the correction of any minor spelling, grammatical or typographical errors together with any improvements from a presentational perspective prior to the publication of draft Banbury Masterplan for consultation.
- 1.3 To request officers to report back to the Executive the results of the consultation.

## **16. Neighbourhood Planning: Application for Designation as a Neighbourhood Area - Bodicote Parish (Pages 299 - 332)**

Report of Head of Strategic Planning and the Economy

### **Purpose of report**

To consider an application to designate Bodicote Parish as a Neighbourhood Area for the purpose of preparing a Neighbourhood Plan.

### **Recommendations**

The meeting is recommended:

- 1.1 To refuse the Bodicote Parish Neighbourhood Plan application as submitted but to approve the designation of the more appropriate alternative as shown on the map at appendix 4.
- 1.2 To authorise the Head of Strategic Planning and the Economy to issue a Notification of Decision pursuant to Recommendation 1

## **17. Graven Hill and Local Housing Company: Appointment of Housing Representatives (Pages 333 - 336)**

**8.15pm**

Report of Head of Law and Governance

### **Purpose of report**

To confirm the appointment of two of the statutory officers to act as the formal representatives of the Council's shareholding interests in the Graven Hill companies and the proposed local housing company.

### **Recommendations**

The meeting is recommended:

- 1.1 To approve the appointment of the section 151 officer, and the monitoring officer in the absence of the section 151 officer, as the authorised representatives of the Council's shareholding interests in Graven Hill Village Holdings Company Limited, Graven Hill Village Development Company Limited and the proposed local housing company.
- 1.2 To delegate authority to the section 151 officer, and the monitoring officer in the absence of the section 151 officer, to take all necessary shareholder action and to exercise all necessary shareholder discretion in relation to the three said companies in consultation with the Lead Member for Financial Management.
- 1.3 To require that all future business cases for proposed council companies that are submitted as part of the approved confederation approach include a recommendation as to the most appropriate officer shareholder representative.

**18. Asset Management Strategy Action Plan Update (Pages 337 - 340) 8.20pm**

Report of Head of Regeneration and Housing

**Purpose of report**

To update the Executive on the progress of the priority actions arising from the Asset Management Strategy Review as reported in December 2014 and as part of the 2015/16 budget process.

**Recommendations**

The meeting is recommended:

- 1.1 To note the updates on the priority actions arising from the Asset Management Plan set out in exempt Appendix 1 and to approve the recommendations set out therein.
- 1.2 To note the further progress associated with re developing The Hill Youth and Community Centre and note the full capital cost to complete the replacement of the current facility indicated in the exempt Appendix 1.
- 1.3 To note the Expression of Interest made to Sport England and the Lottery Fund to support the redevelopment of the Hill Youth and Community Centre, details of which are contained in the exempt Appendix 1.
- 1.4 To note and approve the latest position in respect of the Bolton Road car park facility and the revised financial position contained in the exempt Appendix 1.
- 1.5 To support the necessary work through the Accommodation Asset Strategy Board to conclude an investment and disposal strategy for core and noncore assets to enable the Executive to consider and approve the Strategy by April 2016 with the costs associated with completing this work to be met from the approved additional resources of £100K available to deliver action plan objectives.

## 19. Exclusion of the Press and Public

The following item contains exempt information as defined in the following paragraphs of Part 1, Schedule 12A of Local Government Act 1972.

3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

Members are reminded that whilst the following item has been marked as exempt, it is for the meeting to decide whether or not to consider it in private or in public. In making the decision, members should balance the interests of individuals or the Council itself in having access to the information. In considering their discretion members should also be mindful of the advice of Council Officers.

No representations have been received from the public requesting that this item be considered in public.

Should Members decide not to make a decision in public, they are recommended to pass the following recommendation:

“That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following item of business on the ground that, if the public and press were present, it would be likely that exempt information falling under the provisions of Schedule 12A, Part 1, Paragraph 3 would be disclosed to them, and that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.”

## 20. Asset Management Strategy Action Plan Update - Exempt Appendices (Pages 341 - 356)

8.30pm

**(Meeting scheduled to close at 8.40pm)**

## Information about this Agenda

### Apologies for Absence

Apologies for absence should be notified to [democracy@cherwellandsouthnorthants.gov.uk](mailto:democracy@cherwellandsouthnorthants.gov.uk) or 01295 221589 prior to the start of the meeting.

### Declarations of Interest

Members are asked to declare interests at item 2 on the agenda or if arriving after the start of the meeting, at the start of the relevant agenda item.



## **Local Government and Finance Act 1992 – Budget Setting, Contracts & Supplementary Estimates**

Members are reminded that any member who is two months in arrears with Council Tax must declare the fact and may speak but not vote on any decision which involves budget setting, extending or agreeing contracts or incurring expenditure not provided for in the agreed budget for a given year and could affect calculations on the level of Council Tax.

## **Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012**

This agenda constitutes the 5 day notice required by Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 in terms of the intention to consider an item of business in private.

### **Evacuation Procedure**

When the continuous alarm sounds you must evacuate the building by the nearest available fire exit. Members and visitors should proceed to the car park as directed by Democratic Services staff and await further instructions.

### **Access to Meetings**

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named below, giving as much notice as possible before the meeting.

### **Mobile Phones**

Please ensure that any device is switched to silent operation or switched off.

### **Queries Regarding this Agenda**

Please contact Natasha Clark, Democratic and Elections  
natasha.clark@cherwellandsouthnorthants.gov.uk, 01295 221589

**Sue Smith**  
**Chief Executive**

Published on Tuesday 22 December 2015

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## Cherwell District Council

### Executive

Minutes of a meeting of the Executive held at Bodicote House, Bodicote, Banbury, OX15 4AA, on 30 November 2015 at 6.30 pm

Present: Councillor Barry Wood (Chairman), Leader of the Council  
Councillor G A Reynolds (Vice-Chairman), Deputy Leader of the Council

Councillor Ken Atack, Lead Member for Financial Management  
Councillor Norman Bolster, Lead Member for Estates and the Economy

Councillor John Donaldson, Lead Member for Housing  
Councillor Michael Gibbard, Lead Member for Planning  
Councillor Tony Ilott, Lead Member for Public Protection  
Councillor Kieron Mallon, Lead Member for Banbury Futures  
Councillor D M Pickford, Lead Member for Housing  
Councillor Nicholas Turner, Lead Member for Change Management, Joint Working and IT

Also Present: Councillor Sean Woodcock, Leader of the Labour Group

Officers: Sue Smith, Chief Executive  
Ian Davies, Director of Community and Environment  
Kevin Lane, Head of Law and Governance / Monitoring Officer  
Paul Sutton, Head of Finance and Procurement  
Jo Pitman, Head of Transformation, for agenda item 8  
Ed Potter, Head of Environmental Services, for agenda item 7  
Natasha Clark, Team Leader, Democratic and Elections

#### 73 **Declarations of Interest**

Members declared interests in the following agenda items:

##### **10. South West Bicester Sports Village.**

Councillor D M Pickford, Non Statutory Interest, as a member of Bicester Town Council.

##### **12. South West Bicester Sports Village - Exempt Appendix.**

Councillor D M Pickford, Non Statutory Interest, as a member of Bicester Town Council.

#### 74 **Petitions and Requests to Address the Meeting**

There were no petitions or requests to address the meeting.

75 **Urgent Business**

There were no items of urgent business.

76 **Minutes**

The minutes of the meeting held on 2 November 2015 were agreed as a correct record and signed by the Chairman.

77 **Chairman's Announcements**

The Chairman made the following announcement:

1. Members of the public were permitted to film, broadcast and report on the meeting, subject to the efficient running of the meeting not being affected.

78 **Carbon Management Plan**

The Head of Environmental Services submitted a report to review the performance of the previous Carbon Management Plan which covered the period April 2009 – March 2015 and to consider the proposed Carbon Management Plan for the period April 2015 – March 2020.

**Resolved**

- (1) That the avoided energy costs and the reduction in carbon emissions in the period April 2009 – March 2015 be noted.
- (2) That the proposed Carbon Management Plan for the period April 2015 – March 2020 be supported.

**Reasons**

The Carbon Management Plan for 2009-15 has helped deliver energy savings which have been financially beneficial to the organisation. Carbon emissions have reduced even though the reductions have been less than initially hoped for. Many projects implemented have brought about significant benefits, for instance PV panels generating £89k income per year.

A new Carbon Management Plan for 2015–2020 will help outline further reductions in the future. There are a number of unknowns, especially regarding Government policy. For instance, recent changes in Solar feed in tariff mean that the economics of installing any future PV panels do not currently look attractive. However, by taking opportunities when they arise such as replacing outdated technology with the latest in technology, reductions can be achieved.

**Alternative options**

Option 1: Approve the recommendations as set out.

Option 2: Reject the recommendations

Option 3: Ask officers to develop alternative options

79

## **Performance Management Framework 2015/16 Quarter 2 Report**

The Head of Transformation submitted a report to present the Council's performance for the period 01 July – 30 September 2015 (quarter two), as measured through the performance management framework.

### **Resolved**

- (1) That the following achievements be noted: CBP1 2.4: Complete Bicester Town Centre regeneration including the Council's Commercial Building; CBP2 2.1 (Pledge): Improve local residents' satisfaction with street & environmental cleanliness continuing our successful programme of neighbourhood litter blitzes; CBP3 1.1 -1.2a: Deliver 150 units of affordable housing (Pledge) and 100 self-build housing projects as part of the HCA funded Build! programme whilst exploring new diverse funding regimes for the longer term sustainability of affordable housing across the district and the potential development of an off-site construction facility for the long term production of off-site units for affordable housing; CBP3 2.2a, b and c: Processing of Housing Benefit (HB) Claims; CBP3 2.5 (Pledge): Continue to support skills development, apprenticeships and job clubs; CBP3 2.5a Contribute to the creation and/or safeguarding of 200 jobs; CBP3 2.6 Extend Jobs Match service to support local companies to fill vacancies; CBP3 7.3 Processing of Major Applications within 13 weeks; and, CBP3 7.4 Processing of Minor Applications within 8 weeks.
- (2) That the following performance related matters be identified for review or consideration in future reports: CBP1 4.3 Establish new management arrangements for Stratfield Brake Sports Group; CBP2 1.6 : Maintain the current high levels of customer satisfaction with our waste and recycling services; CBP2 2.1b : Number of fly tips recorded; CBP3 3.1a Number of households in temporary accommodation; CBP3 7.6 Percentage of planning appeals allowed against refusal decision; CBP4 6.1 Percentage of Council Tax collected; and, CBP4 6.2 Percentage of NNDR collected.
- (3) That it be noted that the Overview & Scrutiny Committee considered the Quarter 2 2015/16 Performance Management Report at its meeting of 24 November 2015 and referred no items to Executive.

### **Reasons**

In this report we show that the Council has again commenced the new performance year well, building on the high performance of 2014/15 and continuing the positive impact upon the 4 strategic priorities for our District that we set out to achieve. There are a small number of areas which the

Council needs to keep under review to ensure targets are met and actions delivered. These and the rest of the business plan will be closely monitored over the next quarter and reported through the performance management framework.

### **Alternative options**

Option 1: To note the report

Option 2: To request additional information on items and/or add to the work Programme for review and/or refer to Overview and Scrutiny

80

## **Quarter 2 2015-16 - Revenue and Capital Budget Monitoring Report**

The Director of Resources submitted a report which summarised the Council's Revenue and Capital position as at the end of the first six months of the financial year 2015-16 and projections for the full 2015/16 period.

### **Resolved**

- (1) That the projected revenue and capital position at September 2015 be noted.

### **Reasons**

In line with good practice budget monitoring is undertaken on a monthly basis within the Council. The revenue and capital position is reported monthly to the Joint Management Team and formally to the Budget Planning Committee on a quarterly basis.

The revenue and capital expenditure in Q2 has been subject to a detailed review by Officers and reported monthly to management as part of the corporate dashboard.

### **Alternative options**

Option 1: This report illustrates the Council's performance against the 2015-16 Financial Targets for Revenue and Capital. As this is a monitoring report, no further options have been considered. However, members may wish to request that officers provide additional information.

81

## **South West Bicester Sports Village**

The Director of Community and Environment submitted a report to consider the progress and latest position regarding the project.

### **Resolved**

- (1) That the progress and activities of the project be noted.

- (2) That the actions taken to secure the earliest external funding contribution and delivery of the 3G artificial turf pitch be supported.
- (3) That a further report be received on 1 February 2016 on the capital cost of the project following receipt of construction tenders and the delivery of the project in 2016.
- (4) That the revised approach to the procurement and letting of the management contract as requested by Bicester Town Council be supported.
- (5) That a Funding Agreement with Bicester Town Council on the terms outlined in the report addendum (exempt annex to the Minutes as set out in the Minute Book) be progressed.

### **Reasons**

The project is progressing in a way which addresses the many components of the project and the different procurement and other processes, many of which need to run concurrently but which influence each other.

### **Alternative options**

The project has been approved and is progressing in accordance with these approvals. There are no other options being considered at this time other than proposals to remain within the approved funding envelope.

## **82 Exclusion of the Press and Public**

### **Resolved**

That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following item of business on the ground that, if the public and press were present, it would be likely that exempt information falling under the provisions of Schedule 12A, Part 1, Paragraph 3 would be disclosed to them, and that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **83 South West Bicester Sports Village - Exempt Appendix**

### **Resolved**

- (1) That the exempt appendix be noted.

## **84 Safeguarding**

The Director of Community and Environment submitted an exempt report to consider the findings of the review of the Council's approach to and arrangements for safeguarding the vulnerable.

## **Resolved**

- (1) That the conclusions, recommendations and the proposed range of actions arising from the internal review be supported.
- (2) That the Overview and Scrutiny Committee be requested to consider an annual report on safeguarding activities to be timed to include the annual self-assessment submission requirement for Section 11 of the Children's Act 2004.

## **Reasons**

The issue of safeguarding across Council services is an important matter which all councils should be considering. It is a subject which is of recent increased statutory significance and has many facets. Therefore it needs a structured approach to be effectively managed.

Some good progress has been made over the past year or so but it is recognised that there is more to do, hence the joint internal review with South Northamptonshire Council. This review has proven very beneficial in strengthening the Council's position and to ensure good practice is applied.

## **Alternative options**

Option 1: To accept in part only or to reject the review report recommendations

## 85 **New Woodgreen Leisure Centre Management Contract and Facility Improvements**

The Director of Community and Environment submitted an exempt report which brought the Executive fully up to date with the progress of this project and sought the Executive's approval, following the evaluation of final tenders, to the appointment of a preferred bidder to enable the project to move forward.

Executive thanked all officers who had been involved in the tender process for their hard work.

## **Resolved**

- (1) That the outcome of the final tender evaluation process and conclusions be noted.
- (2) As set out in the exempt minutes.
- (3) That the appointment of Tenderer 1 as the Council's preferred bidder for the delivery of facility improvements at Woodgreen Leisure Centre and for the provision of leisure management services over a period of up to 18 years be agreed.



(4) As set out in the exempt minutes.

**Reasons**

The Council has received bids from two operators for the contract to refurbish and manage Woodgreen Leisure Centre. Both bids offer annual revenue savings to the Council when compared to the existing cost of the facility made up of the Parkwood management fee and Council retained costs.

The evaluation scores have identified that Tender 1 is the strongest according to the evaluation criteria.

**Alternative options**

Option 1: To reject either or both final tender submissions. This is rejected as a competitive platform is desirable and both core bids are compliant.

The meeting ended at 7.30 pm

Chairman:

Date:

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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## Cherwell District Council

### Executive

4 January 2016

<p><b>Response to Oxfordshire County Council's Proposed Changes to Children Centres and Early Intervention Hubs</b></p>
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### Report of Director of Community and Environment

This report is public

#### Purpose of report

To consider the Council's response to Oxfordshire County Council's (OCC) proposal to close all its children centres and create a small number of family centres.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To instruct officers to respond to the OCC consultation process as outlined in paragraphs 3.8 and 3.9 of the report.

#### 2.0 Introduction and Background

- 2.1 When OCC set its budget in February 2015, it was agreed that children's centres and the Early Intervention Service would have to make £6m of savings on a total budget of £16m, to meet the council's saving target. This represents part of the council's on-going savings of £290m from 2010 to 2018.
- 2.2 Through various measures, a total of £1m of this is being saved during the 2015/16 financial year. However, OCC believes it will need to make significant additional savings over the next three years, on top of the £290m figure as a result of a further round of cuts to the public purse by the Treasury. That is why the proposal to Cabinet is for an £8m saving rather than £6m.
- 2.3 OCC are formally consulting until 10 January 2016 on its proposal to adopt a new model of children's services in Oxfordshire for children aged 0-19 to save £8 million from the budget by 2016-17. Its proposal is to create a new service for families and their children aged 0-19 years old, or up to 25 if the child has additional needs.
- 2.4 The plan is to open up to eight new Children and Family Centres across Oxfordshire. These centres would support children and their families who need help and will integrate the work of the Children's Centres, the Early Intervention Hubs and

Children's Social Care. OCC state that unless a new way of working can be found, the current 44 Children's Centres which support families with children aged 0-5, and the seven Early Intervention Hubs currently providing support to children aged up to 19, or 25 if the child has additional needs will close.

- 2.5 As well as the new Children and Family Centres, OCC proposes to provide an outreach service so it can support children and families close to where they live. It would also work with schools, health and other services to ensure that children and families get the help that they need.
- 2.6 As part of the consultation process, it would like to identify any potential impact of this proposal on individuals, groups and communities. OCC would also like to identify options for the future use of the Children's Centres and Early Intervention Hub buildings and how universal services could continue to be run without financial support from OCC.

### **3.0 Report Details**

#### **Consultation Proposals**

- 3.1 The full consultation summary details are contained in Appendix 1. Under this, there are three options being considered.

**Option 1:** The OCC preferred option is that eight Family and Resource Centres at various locations be developed with the full focus on the most vulnerable and the council ceasing to provide/commission universal services (such as stay and play or open access youth sessions). These centres would be the base for significant outreach work to all Oxfordshire communities – not just those communities in which the centres would be based.

The focus would be on maximising staff numbers in order to provide wide service coverage - including at outreach locations beyond the eight centres - based upon the current configuration of children's centres and early intervention hubs. Locations of the centres will be subject to consultation but criteria for judging these matters would be based on travel times and areas of greatest need - including levels of child deprivation in different parts of Oxfordshire.

It is envisaged that some universal services funded by other organisations would also be delivered from these centres – for instance health visiting, child and adolescent mental health services and activities run by the voluntary and community sector. Discussions are on going about the nature and extent of this provision.

**Option 2:** Again there would be eight centres. However, the council would continue to provide or commission limited universal services. The resource to do this would come from an increase in caseloads within the Family Support Service and a reduction in the amount of outreach provided by the Family Support Service.

**Option 3:** Under this option there would only be six centres. This would release £1m per year for grant funding to the voluntary and community sector to deliver services for families across Oxfordshire.

- 3.2 Under all three options a new Locality and Community Support Service would be set up to support and work with those agencies who continue to provide universal services – such as schools and health and community based services. The service would build on the current established model of locality support. Under this model social workers link with universal services enabling concerns to be shared and advice and guidance given in relation to children and young people where there may be child protection issues. Three teams (for the north, south and centre of Oxfordshire) will make up the Locality and Community Support Service.

### **Key Issues**

- 3.3 Of the 44 children's centres, 10 are in Cherwell and of the 7 early intervention hubs, 2 are in Cherwell. They are;

Woodgreen Early Intervention Hub  
Courtyard Bicester Early Intervention Hub  
East Street Children's Centre, Banbury  
Sunshine Children's Centre, Banbury  
Brittania Road Children's Centre, Banbury  
North Banbury Children's Centre  
Bloxham Children's Centre  
Heyford Children's Centre  
Brookside Children's Centre, Bicester  
Glory Farm Children's Centre, Bicester  
Kaleidoscope Children's Centre, Kidlington  
Ambrosden Children's Centre

- 3.4 The proposal to cut the early years and early intervention services and in some cases close children centres and replace these with a much smaller number of family centres is of real concern to Cherwell District Council. The investment and foresight of providing children centres and early intervention hubs relatively recently has resulted in much valued and needed services for local people many of whom are our most vulnerable and needy.

- 3.5 In relation to the effect in Cherwell, the following are relevant;

- The Banbury facilities and services are the most relevant in relation to the specialist and multi agency support they provide local people many of whom suffer from some form of disadvantage and/or deprivation. In this respect, OCC's recognition of this as a key factor in determining the scale and nature of future service provision is welcomed. In fact, much of the success of the **Brighter Futures in Banbury** Programme is down to the reliance on the services provided by Banbury's children's centres and the Woodgreen early intervention hub.
- Children's centres are used most by young parents and many single parents needing support. The long term value of the services provided to these users is so important in addressing deprivation and breaking its cycle of generational influence. In this respect, the OCC proposal is short sighted in relation the **provision of the best start in life for early years children** and is counter to the principles of the Brighter Futures in Banbury programme.
- It may be possible that through a thorough analysis of the effectiveness of current services and centres and relevance to local need, that **a rationalisation of**

**centres could be delivered** but not a whole scale closure of all children's centres. Those on or adjacent to junior school sites should be targeted for developing alternative service delivery models with an appropriate level of OCC facilitation as these stand a greater chance of developing alternative models for service continuity given their synergy with local junior schools. This applies to five children's centres in Cherwell.

- In relation to specific centres, those in Banbury are most relevant particularly the **Sunshine Centre, East Street and Britannia Road children's centres and the Woodgreen Early Intervention Hub** as these are central to the delivery of the Brighter Futures in Banbury multi agency activities in those wards. Closing and reducing services in any of these sites will have a significant effect on this Programme. This Council is the landowner of the Sunshine Centre site and could support OCC in using its landlord status and asset in finding an alternative service delivery model if that would help.
- Given the planned growth in **Banbury and Bicester** and the fact that some Banbury neighbourhoods have some of the worst deprivation in the county, it is advocated that a greater emphasis should be placed on these factors to future proof services to support our changing population. Whatever alternative service solution is developed, these two towns should be given some priority of provision.
- The centre in **Bloxham** is a key facility that is used in order to reduce, as far as possible, the impact of rural deprivation and is a fundamental service to those living in and around the area.

3.6 In addition to the interface with the Brighter Futures in Banbury Programme, there are many services provided at children's centres and the early intervention hubs which are delivered by the Council and/or its partners eg sports and arts activities, job clubs, benefits advice, employment and training opportunities, health improvement activities etc. They therefore play an important role in service delivery and community resources.

### **The Council's Response**

3.7 It is clear that the current children's centres and early intervention hubs play a key role in delivering important local services, most of which are County Council related. It is also clear, that the scale of the required budget cuts require substantial change and result in little chance of retaining all current services and premises.

3.8 The Council in its response to the consultation requests OCC consider the following;

- a) Ensures that a sufficient facilitation resource is made available to explore alternative service delivery models for each of the current service sites
- b) Recognise that some emphasis should be placed on Bicester given its planned growth and therefore Option 3 is not supported by this Council
- c) Incorporate some universal services in its future service as a means of maintaining some preventative and early intervention focus
- d) That every effort be made to maintain the strong link between schools and children's centres as a means of the most beneficial service continuity model
- e) Option 2 is the Cherwell District Council's favoured solution to meet b) and c) above



3.9 Whilst the Council would want to see the retention of the majority of the current service provision, it is not in a position financially or organisationally to intervene directly to do this. It is however in a position to consider a number of opportunities to assist OCC in the process of finding the best alternative overall service provision.

These include;

- to consider this Council's freehold title of the Sunshine Centre with OCC and the Sunshine Centre management organisation as a means of determining whether this will assist in identifying an alternative service delivery model – this is consistent with the Council's emerging asset management strategy;
- to use its community network in relation to the community and voluntary sectors to assist OCC in identifying alternative service delivery models at each of the affected locations;
- to offer officer support to consider how current Council services can contribute to the viability of alternative service delivery models on a site by site basis;
- to use the Brighter Futures in Banbury Programme and its multi agency basis as a means of reviewing an alternative service delivery model for the town of Banbury which is based on identified service need and builds on the current service strengths.

## **4.0 Conclusion and Reasons for Recommendations**

4.1 The proposal to cut the early years and early intervention services and in some cases close children centres and replace these with a much smaller number of family centres is of real concern to Cherwell District Council. The investment and foresight of providing children centres and early intervention hubs relatively recently has resulted in much valued and needed services for local people many of whom are our most vulnerable and needy.

4.2 It is clear that the current children's centres and early intervention hubs play a key role in delivering important local services, most of which are County Council related. It is however also clear, that the scale of the required budget cuts require substantial change and result in little chance of retaining all current services and premises.

4.3 The Council wishes to support the search for alternative delivery solutions for each of the ten children's centres and two early intervention hubs in the District, is prepared to play its part in this process and urges OCC to ensure effective facilitation resources are put in place to enable this to happen.

## **5.0 Consultation**

OCC officers  
Sunshine Centre representatives

## 6.0 Alternative Options and Reasons for Rejection

6.1 The following alternative option have been identified and rejected for the reasons as set out below.

Option 1: to respond in a different way to that outlined in the report

## 7.0 Implications

### Financial and Resource Implications

7.1 There are no immediate financial implications arising from this report as the subject is about OCC service and budget cuts. However, there may arise from alternative service delivery models increased service requests and budget pressure on the Council which it will need to consider along with other Council priorities

Comments checked by Paul Sutton, Head of Finance & Procurement, 030000 30106, paul.sutton@cherwellandsouthnorthants.gov.uk

### Legal Implications

7.2 There are few legal implications arising from this report. There may be some property consideration required for the Sunshine Centre where the Council has a freeholder interest.

Comments checked by:

[Insert name], [Insert job title] [Insert phone number] [Insert E-mail]

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met: No**

**Community Impact Threshold Met: No**

### Wards Affected

All Banbury, Bicester and Kidlington wards, Bloxham & Bodicote, the Astons & Heyfords Ambrosden & Chesterton

### Links to Corporate Plan and Policy Framework

Delivery of the Brighter Futures in Banbury programme to provide opportunities in some of the District's most disadvantaged people.

## Lead Councillor

There are a number of services of different Lead Members which are influenced by this. They are;

Councillor Kieron Mallon, Lead Member for Banbury Futures

Councillor Tony Illot, Lead Member for Public Protection, Community Partnerships and Recreation

Councillor Norman Bolster, Lead Member for Economic Development and Regeneration

## Document Information

Appendix No	Title
1	Oxfordshire Children's Services Consultation Summary
<b>Background Papers</b>	
None	
<b>Report Author</b>	Ian Davies, Director of Community and Environment
<b>Contact Information</b>	030000 30101 ian.davies@cherwellandsouthnorthants.gov.uk

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## Appendix 1

### Oxfordshire Children's Services Consultation Summary

#### Have your say about the future of children's services in Oxfordshire

The council wants to know what people think about its plans for the Children's Centres and Early Intervention Hubs in Oxfordshire.

#### Why are we making changes?

The Government is giving all councils less money to provide their services. This means we are looking at how we can do things differently, save money and still provide good quality services.

The council must protect vulnerable children in Oxfordshire from abuse and neglect, which means that making changes to the Children's Centres and Early Intervention Hubs is the only way of saving money.

#### The plan

Our plan is to create a brand new service for families and their children aged 0-19 years old, or up to 25 if the child has additional needs.

We are proposing to replace Oxfordshire's 44 Children's Centres and Early Intervention Hubs with up to eight new Children and Family Centres. The Children and Family Centres will bring together the services currently provided by the Children's Centres, the Early Intervention Hubs and Children's Social Care.

The new Children and Family Centres would also provide an outreach service so we can support children and families close to where they live.

We would also work with schools, health and other services to make sure that children and families get the help that they need.

#### There are different ways we could do things

We think there are three ways we could set up the new service and we want to know which one you think would be best. The table below shows the different ways we could do things.	Option: 1	Option: 2	Option: 3
<b>Have services for children and families who most need them?</b>	Yes	Yes	Yes
<b>Have some services for all children and families?</b>	No	Some	Some by giving grants to other organisations
<b>How many Children and Family Centres?</b>	8	8	6
<b>Where will the Children and Family Centres be</b>	1. Abingdon	1. Abingdon	1. Banbury
	2. Banbury 3. Bicester 4. Didcot	2. Banbury 3. Bicester 4. Didcot	2. Didcot 3. Oxford - Barton/Sandhills

	5. Oxford - Barton/Sandhills 6. Oxford - Blackbird Leys 7. Oxford - Rose Hill / Littlemore 8. Witney	5. Oxford - Barton/Sandhills 6. Oxford - Blackbird Leys 7. Oxford - Rose Hill / Littlemore 8. Witney	4. Oxford - Blackbird Leys 5. Oxford - Rose Hill / Littlemore 6. Witney
<b>Outreach support to children and families?</b>	Yes	Some	Some
<b>Work with schools, health and other services?</b>	Yes	Yes	Yes
<b>Join up the work of Children's Centres, Early Intervention Hubs and Children's Social Care?</b>	Yes	Yes	Yes

### How we made our plan

We made our plan by looking at:

- what we have to do by law
- what people need and want
- what we do now and what we could do differently

### Have your say

You can have your say up until the 10th of January 2016.

You can do this by completing the online questionnaire on the county council website <http://www.oxfordshire.gov.uk/consultation>

Or

Sending back the consultation questionnaire, which is available at all Children's Centres, Early Intervention Hubs, and at most Oxfordshire County Council Buildings, including libraries.

You can return it to any Children's Centre or Early Intervention Hub or send it to the County Council using the following FREEPOST address:

**Children's Services Consultation**  
**FREEPOST OXFORDSHIRE COUNTY COUNCIL**  
*(No further address details are required)*

or

Coming along to one of the public events on:

Wednesday 18 November from 6 - 7.30 pm at Kings Centre, Osney Mead, Oxford OX2 0ES

Monday 23 November from 6 - 7.30 pm at Didcot Civic Centre, Britwell Road, Didcot, OX11 7JN

Monday 30 November from 6 - 7.30 pm at John Paul II Centre, Webb Court, Causeway, Bicester OX26 6AW

### What happens next?

A group of people called the Cabinet will then look at the plans and your ideas. This group is made up of people called councillors who have been voted for by the public.

Your feedback will be passed on to Cabinet in Spring 2016.

Once they made a decision, we will start to make the changes.

## Cherwell District Council

### Executive

4 January 2016

<p><b>Housing Strategy Priority 5: Homeless Prevention Action Plan Update</b></p>
---

### Report of Head of Regeneration and Housing

This report is public

#### Purpose of report

To update the Executive on the progress of the Homeless Prevention Action Plan 2016/17.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the update on the Homelessness Prevention Action Plan (Appendix 1) which takes account of learning from the current year's plan, and reflects Cherwell District Council's application for the Gold Standard accreditation for homelessness services.
- 1.2 To note the contents of the report and the importance of the Homeless Action Plan, and the particular benefits the Council derives from financially supporting preventative homelessness services in partnership with other voluntary agency bodies.

#### 2.0 Introduction

- 2.1 The Housing Strategy 2012-17 explains the "journey" which Cherwell District Council has taken from high levels of homelessness acceptances and consequent high use of expensive, private sector temporary accommodation to today's position where despite austerity cuts to services, the number is much reduced and the type of accommodation improved. Staff are working to maintain the target of 41 households in purpose built, well managed accommodation, but homeless pressure is growing and we are now facing significant challenges including the new Housing and Planning Bill, increasing rent levels and effects of welfare reforms.
- 2.2 Since 2013 and in particular the substantial and challenging welfare reforms, a Homeless Prevention Action has been produced to focus on the detail needed to

carry out the actions in the Housing Strategy. The appended Homelessness Prevention Action Plan shows the measures delivered to maintain performance and updates the plan for 2016-17.

### **3.0 Report Details**

- 3.1 The Action Plan links into the requirements of the Government's Gold Standard Programme.
- 3.2 The Government has issued a challenge to Local Authorities to reach a Gold Standard for homelessness services. Working towards the Gold Standard for services in Homelessness is part of the Regeneration and Housing Services Plan. This is part of our homelessness prevention ethos, as the challenge is designed to help stem future increases in homelessness and rough sleeping by encouraging local authorities to deliver comprehensive preventative services for all clients – not just the families and very vulnerable individuals who would otherwise be owed a statutory duty.
- 3.3 One of the steps in achieving the Gold Standard is taking part in a process known as a Diagnostic Peer Review (DPR). Local authorities have been encouraged to form groups of 3 or more to carry out a “critical friend” assessment of each other's homelessness service to make sure the best outcomes are being achieved for customers. Cherwell completed their Diagnostic Peer Review achieving a score of 72% which was considered to be a high score by the National Practitioner Support Service (NPSS)
- 3.4 To achieve Gold Standard, we are required to complete 10 steps. We are working to progress to achieve Bronze at the present time and expect to have confirmation early in the New Year.

#### **Partnership Working**

- 3.5 The Homelessness Prevention Action Plan 2016-17 maintains a strong focus on partnership working. As services respond to the reduction in Council (District and County) funding, best value for money will be achieved by working together on our joint aims. The introduction of the full suite of welfare reforms is delayed but there will be effects on tenancy sustainment as the freeze on benefits is introduced, and local housing allowance fails to keep pace with local rent levels.
- 3.6 The plan is being, and will continue to be monitored by a steering group of statutory and voluntary sector partners, ensuring buy in from all parties and streamlining a joined up approach to holistic homelessness prevention.
- 3.7 We also work in significant partnership with Oxfordshire County Council to ensure pathways of care and support are available for vulnerable groups. These pathways have all received budget cuts to existing services and a further £1.5 million has been considered as part of the County Councils recent consultation to reduce budgets still further in the three years 2017 – 2020. This may have a negative impact on the housing support made available for rough sleepers, people subject to domestic abuse and floating support service to help sustain tenancies. This in turn



may lead to increased use of temporary accommodation and increased costs to the Council.

### **Challenges to Homelessness Prevention**

- 3.8 The national agenda of the last Government has resulted in a demand for local authorities to offer “more for less” by working more efficiently in a time of reduced funding. For homelessness services in Cherwell we are seeing an increase in demand due to changes to the welfare system and a failure of wages to keep pace with rents and local house prices.

### **A holistic approach to Homelessness Prevention**

- 3.9 Through the homelessness prevention action plan services are directed to a holistic approach which tackles the deep causes of homelessness, rather than a crisis response. Homelessness prevention is a more cost effective approach than crisis management (Research by Heriot-Watt University previously calculated the cost of preventing someone from becoming homeless was £1,700 compared with the £5,300 cost of helping someone after they become homeless). It is also a far better approach for the individuals and households concerned, many of whom are very vulnerable and also include families with children. It contributes significantly to the protection of vulnerable children as well as providing help to the wider community.
- 3.10 The homelessness prevention action plan is based on evidence about the households who present as homeless in Cherwell. This has resulted in developing a range of partnerships to provide a wide range of tools to prevent homelessness. They include work to improve budgeting, reduce debt and improve employment prospects which in turn reduces the risks of homelessness. See key findings within the Homeless Action Plan evidence of trends within Cherwell

### **Resources for homelessness prevention**

- 3.11 In order to avoid expensive temporary accommodation it is essential the Council continues to invest in front line services at the Council and through our partners. We use funds to provide outreach services for victims of domestic violence to remain in their homes if it is safe for them to do so. We work in significant partnership in both Banbury and Bicester to provide services for vulnerable singles to prevent them sleeping rough as far as possible. We provide general family support to build family resilience to prevent family break up which is often a root cause of homelessness. We also support education and skills training to improve opportunities for those disadvantaged who need skills to access training and employment. The homelessness prevention action plan sets out a co-ordinated approach by the agencies working in this field in Cherwell, to avoid duplication and to produce synergy from our actions.
- 3.12 In Cherwell, we fund external partnerships who can deliver through grant agreements to provide homelessness prevention activities and services. Their performance is monitored regularly to ensure the outcomes are achieved or exceeded. These partners have made a major contribution to Cherwell’s ability to maintain performance and reduce the need for temporary accommodation which is also very costly. They also play a large part in our bid for the ‘Gold Standard’ award

for DCLG which focuses on partnership working. Examples of services funded through these agreements include the Banbury District Housing Coalition – who provide a drop in centre for those who are homeless, unsuitably housed or socially excluded to access advice and support also Connection who provide the outreach service required to verify rough sleepers to access the single homeless pathway/hostels in Oxfordshire.

- 3.13 The partnerships have been reviewed as directed by the Housing Strategy 2012-17, Chapter 5, and grant agreements have been modified to take account of the changing environment. Not only do the grants made by Cherwell District Council enhance our partners' ability to reduce homelessness, but can also assist partner organisations in leveraging in other funding, as they demonstrate the Council's existing support to them.
- 3.14 The Housing Needs Team continue to explore new initiatives to help discharge homelessness duties including the possibility of developing a Private Rented Sector leasing scheme and improving working relationships with Registered Providers. We will continue to use S106 requirements to request 1 & 2 bedroom properties from future development sites to help meet the current housing need identified from the Housing Register.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 It is through adopting this Action Plan that the Council makes clear its commitment to the homelessness prevention agenda to both Central Government and its partners across the statutory and voluntary sectors.
- 4.2 The Homelessness Prevention Action Plan is a result of a review of the previous action plan as directed in Chapter 5 of the Housing Strategy, which requires a review of partnerships.
- 4.3 The adoption of the Homelessness Prevention Action Plan is an important step on the Council's journey to achieving Gold Standard for Homelessness Services, and all that lies behind that award.

## **5.0 Consultation**

Public consultation

The actions are derived from the Housing Strategy 2012 -17 which has been subject to full consultation.

Statutory and voluntary agencies providing services for vulnerable people

Consultation has taken place with partner organisations who work with people who are homeless or at risk of homelessness in partnership with the Council. A specific meeting was held on 6 November to update partners.

## **6.0 Alternative Options and Reasons for Rejection**

- 6.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Not to endorse the Homeless Action Plan 2016/17 which highlights the continued need to work in partnership and highlights the request to continue funding to support the prevention of Homelessness. This has been rejected as it will lead to an increase in statutory duties to homeless and an increase in spending on provision of expensive temporary accommodation and rough sleeping across the district.

## **7.0 Implications**

### **Financial and Resource Implications**

- 7.1 There are no direct finance implications from the report.

Comments checked by:

Head of Finance and Procurement, 0300 0030106  
paul.sutton@cherwellandsouthnorthants.gov.uk

### **Legal Implications**

- 7.2 The Council retains a statutory duty to provide homeless services including the statutory provision of temporary accommodation to qualifying households.

Comments checked by:

Kevin Lane, Head of Law and Governance, 0300 0030107  
kevin.lane@cherwellandsouthnorthants.gov.uk

### **Risk implications**

- 7.3 If the council does not continue to support homeless prevention it risks an increase in costs for provision of temporary accommodation.

Temporary Accommodation in an emergency is often Bed and Breakfast where costs can vary from night to night depending on availability. Sometimes they may be as high and in some cases may be as much as £100 per night per room.

Failure to continue to support a prevention approach may result in families being placed in B&B accommodation for longer than 6 weeks. This will affect the council performance and may lead to fines from central government due to breaching legal guidelines issued from DCLG.

This will be monitored through the teams operational risk register and escalated through the corporate risk register.

Comments checked by:

Louise Tustian, Acting Corporate Performance Manager, 01295 221786  
louise.tustian2@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met:** No

**Community Impact Threshold Met:** Yes

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

District of opportunity  
Thriving Communities  
Sound budgets and customer-focused council

### Lead Councillor

Councillor John Donaldson, Lead Member for Housing.

### Document Information

Appendix No	Title
1	Homeless Action Plan 2016 - 2017
Background Papers	
None	
Report Author	Marianne North, Housing Needs Manager
Contact Information	01295 227946 Marianne.North@cherwell-dc.gov.uk

# Homelessness Prevention Action Plan review and update for 2016 - 17

## Contents

Foreword from Lead Member for Housing	1
Introduction	1
Aims	2
Key Facts	3
Key Findings	5
Homeless Prevention Action Plan Update 2016 – 17	6
<b>Appendix A</b> - Homelessness Prevention Partnerships	17
<b>Appendix B</b> - Statistical Information	18

## Foreword

“I am pleased to support Cherwell’s Homelessness Prevention Action Plan 2016/17 and to ensure it has full support from Councillors. This Council is very keen to reduce the number of households and communities whose lives are affected by homelessness.

Cherwell has moved from a crisis situation of over 400 households in temporary accommodation to approximately 40 households weekly. We have been pleased to see the quality of temporary accommodation become mostly purpose built, well managed homes where families stay until they can achieve a settled housing solution. We are not complacent about our performance and know that it is the result of both good operational work and effective planning within the Council and with our partners.

As a nation, we are beginning to see an economic recovery, and in our district unemployment is down to 1%. These are good signs for the economic success of communities. However, house prices and rents in our district are rising and becoming difficult for households to afford. We are working in a time of a significant reduction of funds for public services, and on-going welfare reforms.

I want to make sure that our most vulnerable residents are included. Our Homelessness Prevention Action Plan provides focus to help us all to understand the reasons for homelessness and provide solutions which really address them through partnership working to prevent homelessness. By working through a range of partnerships we hope to provide a safety net to include the needs of all individuals who need help to improve their life chances. Our objectives remain support to improve personal responsibility, personal resilience and personal health and well-being to prevent homelessness.”

*Councillor John Donaldson, Lead Member for Housing*

## Introduction

Cherwell District Council’s Homelessness Prevention Plan has been refreshed for 2016 - 2017. The review of this Homelessness Prevention Action Plan comes at an important time strategically, with the following influences on the review:-

- Major reductions in public spending have meant we continue to see reduced funds available for homelessness prevention to the Council and its partners

- The County Council has announced that it expects to need to make a further £50 million of cuts from its current budgets between now at 2019/20 and has recently consulted on its proposals to remodel services throughout the council. This includes possibilities of further reductions in housing related support for adults and young people. This will have a massive effect on homelessness prevention in Cherwell District Council if approved.
- The District Council is setting its budget for 2016/17 in an atmosphere of reduced funding from the County and a reduction in its own budget.
- The implementation of Universal Credit for single claimants has been introduced within Oxfordshire this year. The number claiming within Cherwell is still relatively low but announcements are expected for when this will be rolled out to larger sections of the community.
- Effects of Welfare reform are beginning to be felt. This includes a freeze on Local Housing Allowance rates until 2020 and benefit cap reduction to £20,000 for families living outside of London these are expected to have implications for claimants' ability to sustain a tenancy
- Interest rates have remained low, keeping mortgages more affordable
- We are pleased to see 'value for money' achieved through the partnerships funded from the Homeless Prevention Grant. Our regular monitoring showed 10673 individual support requests in 2014 – 2015 were met. This equates to £9.32 per intervention.

The review sets out the aims and proposed outcomes for the year 2016 – 17, showing how the Council will continue to work with its partners to prevent homelessness. We will retain the 3 themes of personal responsibility, personal resilience and personal health and well-being as we believe that focussing on these areas is the best way to support residents to avoid homelessness and sustain settled accommodation.

#### **Aims**

With our partners' support, Cherwell District Council aims to

- Take a broad view of homelessness prevention, looking to build personal responsibility, personal resilience and personal health and well being
- Continue to keep homelessness levels low through early intervention and crisis prevention
- Deliver focussed support which concentrates on preventing homelessness and avoiding repeat homelessness
- Understand the causes of homelessness and target prevention services to relevant groups such as emergent households
- Provide suitable accommodation to meet the needs of people in the district including better access to private sector accommodation

**Key facts**

Ethnic diversity	Cherwell District Council has lower than average national levels of ethnic diversity. The levels of diversity have increased between the censuses of 2001 and 2011
Unemployment	Unemployment in Cherwell District Council is lower than the national average at 0.6%
Demand for housing	The numbers on the Housing Register decreased when the new Allocation scheme was implemented but are now rising
	The majority of applicants are seeking 1 or 2 bedroomed accommodation
Empty homes	The number of empty homes in the district has decreased, assisted by the Council's Build! initiative and the use of home improvement grants
Homelessness acceptances	The level of homelessness acceptances has increased significantly in the past year but correlates with the increase in the number of people approaching the council for assistance.
Reason for loss of last settled home	Very low levels of people being homeless on leaving care
	Few people homeless as a result of leaving hospital
	Main causes are: Loss of assured shorthold tenancy Parents no longer willing or able to accommodate
Temporary accommodation	Use of temporary accommodation has increased over the past year
	People are needing to stay in temporary accommodation for longer than previously due to a lack of affordable private rented accommodation to discharge homeless duties into.
	Use of bed and breakfast remains low but we have seen increase in the early part of this year.
	No 16 and 17 year olds are accommodated in B & B
Rough sleeping	The estimated number of rough sleepers in Cherwell increased from 14 to 21 during the most recent estimate in November 2015
The cost effectiveness of early prevention	Research by Heriot-Watt University calculated the cost of preventing someone from becoming homeless was £1,700 compared with the £5,300 cost of helping someone after they become homeless
	The costs of a rent deposit scheme are estimated to be eight-and-a-half times less than the costs of providing accommodation under the main homelessness duty according to an advice note from the Department for Communities and Local Government
	Helping someone to retain their accommodation through mediation(for example settling family disputes is nine times less expensive than finding someone new accommodation according to

	an advice note from the Department for Communities and Local Government
	Advice on housing options, such as how to solve benefit problems or helping people to manage their finances (i.e. debt advice, benefit take-up), is also estimated at nine times less expensive than finding someone new accommodation

**For more detailed information**

**Appendices**

Appendix A	Cherwell District Council homelessness partnerships
Appendix B	Statistical information



**Key Findings**

We have analysed the data which affect the way we deliver the Homelessness Prevention Action Plan with the following key findings

- Number of households accepted as homeless has increased from last year
- End of AST has become the main reason for presenting as homeless this year and has seen a 9% increase on the total number of presentations to the Council when compared to the previous full year (14/15). Only half of those presenting as homeless as a result of end of AST were accepted as homeless.
- The increased partnership work with the voluntary sector, together with commissioning an outreach service has resulted in improved intelligence about rough sleeping. It demonstrated that Cherwell has been consistently under resourced through Supporting people and the successor funding.
- The number of duty presentations increased significantly last year.
- The number of looked after children is statistically predicted to increase which has implications for their housing need on leaving care
- The number of referrals made for people rough sleeping within the District has also increased. As a result of this we have also seen an increase in the number of people accessing the Single Homeless Pathway.

Key strategic area 1 Personal responsibility					
Key objectives	Key actions and milestones	Progress to date	Going forward	Resources	Gold Standard Challenge
<b>Increase access to good quality homes in all sectors</b>	<p><i>Investigate and enable innovative models of housing provision:-</i></p> <ul style="list-style-type: none"> <li>○ Build to rent</li> <li>○ Rent-save-own</li> <li>○ Cherwell's own development programme</li> <li>○ RP development programmes</li> </ul>	<p>Various development models have been considered throughout the life of Cherwell's Homeless prevention Action plans. Currently delivery of new housing has been delivered through Cherwell's development team and the Build! Programme. Development has also been provided through RPs</p>	<p><b>Action – Continue with CDC's own development programme</b> - CDC's development programme for 16/17 onwards will focus on the delivery at the Graven Hill Site, Bicester as well as other Build! Opportunities.</p> <p>Additional rented accommodation development for singles at affordable rents is also in the pipeline with some to be delivered during 2016.</p> <p><b>Action – Keep abreast of proposed changes to planning requirements to provide affordable housing</b> - We will need to focus keenly on the proposed changes to planning requirements from the Housing and Planning Bill. It is proposed to remove the need for developers to provide affordable housing through S106 agreements. This could mean that there may be no new <b>rented</b> affordable housing delivered through large development sites and could face being dependent on relets only for those in need.</p>	<p>HCA grant Registered Provider funds CDC recyclable grant Existing grant agreements</p>	1, 2, 6

	<p><i>Cherwell Bond Scheme (CBS)</i> Continue to work with private sector landlords to source properties for the Cherwell Bond Scheme and to develop and review the scheme</p>	<p>CBS continues to be an option offered to households who are unable to raise the money required to cover the deposit needed to access Private Rented accommodation.</p> <p>We have seen a reduction in the number of people being supported by this option recently due to Local Housing Allowance rates not reflecting the current market costs for private rented accommodation</p>	<p><b>Action - Continue with Landlord Home Improvement Grant scheme, in return for nomination rights -</b> This has enabled us to gain nominations to private rented accommodation at Local Housing Allowance rates (LHA)</p> <p><b>Action - Promote landlords forum -</b> Officers will continue to work with landlords through the Council's Landlords Forum and newsletters where the benefits of joining the Cherwell Bond Scheme will be promoted to try to increase the amount of affordable rented properties available.</p> <p><b>Action – Consider new opportunities to improve access to the private rented sector -</b> We will explore new initiatives to provide affordable homes in the private sector</p> <p><b>Action – Tenancy Relations Officer (TRO) to liaise with landlords to promote good practice -</b> The TRO will continue to provide increased support to landlords. He will improve literature and legal advice to landlords on tenancy management issues. He will also provide expert advice and good practice to support staff across the Council in partnerships and also including the Cherwell Bond Scheme</p>	<p>Existing resources Existing grant agreements Tenancy Relations Officer</p>	<p>1, 6</p>
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			for those in housing need to access private sector housing		
<b>Contribute to a financial inclusion strategy which focuses on what can be achieved in partnership and plans for the predicted effects of welfare reform</b>	<p><i>Personal Budgeting</i></p> <ul style="list-style-type: none"> <li>○ provide debt and money advice to housing applicants</li> <li>○ Establish a Credit Union in Cherwell</li> <li>○ Target those most in need of Credit Union services to take up accounts</li> <li>○ Continue to work in partnership with the Cherwell staff awarding Discretionary Housing Payments, targeting people at risk of homelessness</li> </ul>	<p>Cherwell District Council has extended its existing contract with Citizens Advice (CA) (formerly Citizens Advice Bureau) to enable it to continue until April 2017 which will be the complete length of the tender.</p> <p>This contract provides free money and debt advice to all residents in Cherwell on a range of issues and provides services operating in Banbury, Bicester and Kidlington. Services are provided through office based appointments and home visits</p> <p>Citizens Advice are also developing their email services and telephone services to make their services more accessible.</p> <p>To date, this financial year (Apr – Sept) 3081 clients have been seen by CA as part of the contract for money and debt advice.</p> <p>Citizens Advice also provide a fast track housing advice service to support those at risk of homelessness.</p> <p>We worked with OCC to ensure that Connection Floating Support services continue to be funded to provide</p>	<p><b>Action - CDC to commence negotiations to continue provision of Debt &amp; Money advice following expiry of the contract March 2017</b> - Work within the Council to plan and consider arrangements and funding to continue to provide quality debt and money advice to the residents of Cherwell following the expiry of the current tender arrangements in March 2017.</p> <p><b>Action - Refresh and re-launch Credit Union</b> - Refresh and rebrand Credit Union in Cherwell to provide low cost loans and savings for Cherwell residents.</p> <p><b>Action - Provide on-going training and information on welfare reform for staff and partners in partnership across the Council</b> - Provide training opportunities and updates on welfare reforms to ensure partner agencies and staff are up to date and well informed on the current issues and changes</p> <p><b>Continue Financial Inclusion work</b></p>	Homelessness prevention grant Existing grant agreements Existing resources Voluntary sector resources	1, 2, 3,4,7

		<p>expert support services and assessments for vulnerable clients. We particularly focus triage services at both the Beacon Centre and Bridges Drop in centre in Bicester to provide support for independent living and referrals to other agencies such as Citizen Advice for in-depth money and debt advice which also prevents Homelessness.</p>	<p><b>with Partners</b> - work to promote and develop financial inclusion measures and joint working through regular meetings - including other teams in the Council and partner agencies across the statutory and voluntary sectors.</p> <p><b>Action - Support work of NOAP</b> - Encourage service providers to work collaboratively to ensure no duplication, and coordinated support and service delivery and a joined up approach to meet client's needs. To extend this work to include Food Banks across the District. To do this we will also continue to work with Citizens Advice North Oxfordshire Advice Partnership</p>		
	<p><i>Skills and training</i></p> <ul style="list-style-type: none"> <li>○ Build an operational working relationship with the Job Centre Plus manager</li> </ul>	<p>Close links were made with the JCP manager and supported the implementation of Universal Credit with Cherwell. The JCP manager left their post shortly after the implementation of UC.</p>	<p><b>Action - Identify new contacts at JCP</b> - Re-establish contacts and forge close working with the new Job Centre Plus manager following staff changes.</p>		1,2,3

<b>Key Strategic Area 2 Personal resilience</b>
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Key objectives	Key actions and milestones	Progress to date	Going forward	Resources	Gold Standard Challenge
<p><b>Provide support to members of vulnerable groups (including vulnerable adults, victims of domestic violence and young people); to avoid homelessness, be “housing ready” and maintain housing successfully</b></p>	<p><i>Contribute to the re-commissioning processes and optimise provision in Cherwell for services within the</i></p> <ul style="list-style-type: none"> <li>○ Young People’s (YP) pathway</li> <li>○ Domestic Abuse services</li> <li>○ Single homeless people including those who may be sleeping rough</li> </ul>	<p>Re-commissioning of OCC funded support to the Young Person’s Pathway was completed in April 2015 and is now operational.</p> <p>The Oxfordshire Single Homeless Pathway has been re-commissioned throughout this year and contracts have now been awarded to the successful organisations. Work is now starting for Cherwell to receive funding for support to provide local accommodation opportunities by February 2016 to ensure those with a Cherwell connection will have improved access to local accommodation within the district</p> <p>A new County Domestic Abuse Strategic lead has been appointed by OCC and is beginning a strategic review of domestic abuse services and support funding across the County.</p> <p>Locally we have established a multi-agency group in Cherwell which</p>	<p><b>Action - Hold local Homeless Partnership meetings and events to provide updates and training to staff and partners</b> – communicate with local partners to share knowledge and best practice.</p> <p><b>Action - Attend monitoring meetings with OCC</b> - Continue to monitor the progress of the development of supported housing in Cherwell to ensure that the new pathway for single homeless clients will be operational from 1 February 2016</p> <p>Continue to monitor the newly commissioned Supported Housing Pathway provision for young people (16-25 years) and young families provided through in the YP pathway in Cherwell.</p> <p><b>Action - Continue to provide DA outreach support in Cherwell District Council</b> - Continue to provide a DA specialist outreach worker in Cherwell. This post will continue to support reported cases, assessed as low and medium risk cases by Police, to prevent homelessness whenever its possible and safe to do so</p>	<p>Existing resources Homelessness prevention grant Existing grant arrangements County Council funding</p>	<p>2, 4, 5, 9</p>

Key objectives	Key actions and milestones	Progress to date	Going forward	Resources	Gold Standard Challenge
		<p>includes representation from the Banbury purpose built Refuge to ensure we are kept updated and participate to represent Cherwell.</p>	<p><b>Action - Hold regular DA partnership meetings in Cherwell to keep updated -</b> Provide a domestic abuse monitoring meeting in Cherwell to include Community Safety and those providing other specialist services in the District including Banbury refuge and also the new county DA specialist Post</p> <p><b>Action - Participate in the county review of domestic abuse -</b> To work jointly with the Community Safety Manager to share attendance at the County meetings of ODASG and also to participate in the county review of domestic abuse services and refuge accommodation provision</p>		
<p>Improve and develop Partnership working and provide suitable housing options</p>	<p><i>Review service provision for vulnerable groups in the statutory and voluntary sector,</i></p> <ul style="list-style-type: none"> <li>○ to create better access to services across the district</li> <li>○ to optimise value from the floating support service</li> <li>○ evaluate partnership funding</li> </ul>	<p>We have made contact with voluntary and faith groups including Food Banks and have improved partnerships with statutory agencies.</p> <p>We monitor delivery in co-operation with the floating support service provider.</p> <p>We conduct regular service level agreement monitoring meetings with all funded organisations to evaluate provision.</p>	<p><b>Action - Review and update website -</b> Review information on the Cherwell website and promote the work being done across the council and other agencies to prevent homelessness within the district.</p> <p><b>Action - Refresh the Cherwell Community Directory -</b> Review provision of information to agencies and individuals including the Council Community Directory.</p> <p><b>Action - Produce new leaflets and posters -</b> Provision of posters and other advice and materials to report and assist those who may be sleeping rough.</p>	<p>Existing resources Homelessness prevention grant Existing grant arrangements Voluntary sector resources</p>	<p>2,4,5</p>

Key objectives	Key actions and milestones	Progress to date	Going forward	Resources	Gold Standard Challenge
			<b>Action - Continue CDC partnership funding</b> -Continue to monitor performance and ensure grant funding to partnership working to prevent homelessness continues		
<b>Offer opportunities for individuals to participate in improving their housing options</b>	Provide Self build and self-finish opportunities within the Build programme housing developments.  Provide a Specialist approach and service for those applying for housing stating they are 'No fixed abode' to gain access to the Housing Register.  Develop a new and improved 'Move-on protocol' to maximise the use of supported accommodation opportunities within the District	Applicants to the housing register stating they are of No Fixed Abode are offered an appointment with a Housing Officer to confirm their circumstances and discuss the housing options and support available to them.  A new move-on protocol from supported accommodation has been designed as part of the recent review of the housing allocations scheme.	<b>Action - Monitor the outcomes of the Move-on protocol</b> - Embed the Cherwell 'Move-on protocol' with Partners providing supported housing and to monitor its success. This new way of assessing requests to move-on will enable maximisation of supported housing accommodation and also ensure that the skills required to manage a tenancy are adequately tested to ensure tenancy success.  <b>Action - Support development of a 'tenancy ready scheme' for people in prisons</b> - Encourage the development of a tenancy ready Scheme within prisons  <b>Action - Investigate support to provide furniture and fittings by donation or at reasonable cost</b>	Existing resources Homelessness prevention grant Existing grant arrangements County Council funding Voluntary sector resources  CLG offenders Bid	2
	Improve development of opportunities for single people to succeed through support, skills and housing opportunities at affordable rents in	Consideration to develop a single persons housing strategy and more new single homeless provision in Cherwell District Council.  Successful CLG Single Homeless Bid led by Cherwell for the county to	<b>Action - Work in partnership across the Housing Team to produce a Single Persons Housing Strategy to ensure there is an improved supply of single accommodation in Cherwell</b> – This will provide a stepping stone and opportunity for those with additional		2,3,4,5



Key objectives	Key actions and milestones	Progress to date	Going forward	Resources	Gold Standard Challenge
	Cherwell	<p>prevent homelessness and improve housing options for ex-offenders.</p> <p>Further work to be considered to understand and mitigate cuts from OCC.</p>	<p>support needs who require skills and support to enable them to access general housing successfully and will include delivery of 13 units of supported accommodation in Cherwell to be used as part of the new single homeless pathway and integrate with existing supported housing provision across the county and provide support within District.</p>		
	Develop a Rough Sleepers' action plan to try to reduce rough sleeping	<p>We have developed significant partnership working in Cherwell to provide arrange of service delivery to support vulnerable people and prevent rough sleeping in Cherwell. This continues to be a major focus for the community and we have been pleased to participate with Faith groups, Street link, Salvation Army meetings, Beacon Centre, Street Pastors and BYHP</p>	<p><b>Action - Produce a Rough Sleepers multi agency Action Plan and improve contact with Food banks and Street pastors</b> - Continue to liaise with Partners to prevent homelessness and to provide support to vulnerable people. To also include the Street Pastors and Food Banks information and intelligence to work to encourage positive engagement from all those in need. Provide information to enable them to assist those they link with in the local community to access services.</p>		2,3,4,5

<b>Key Strategic Area 3</b>	<b>Personal Health and Wellbeing</b>
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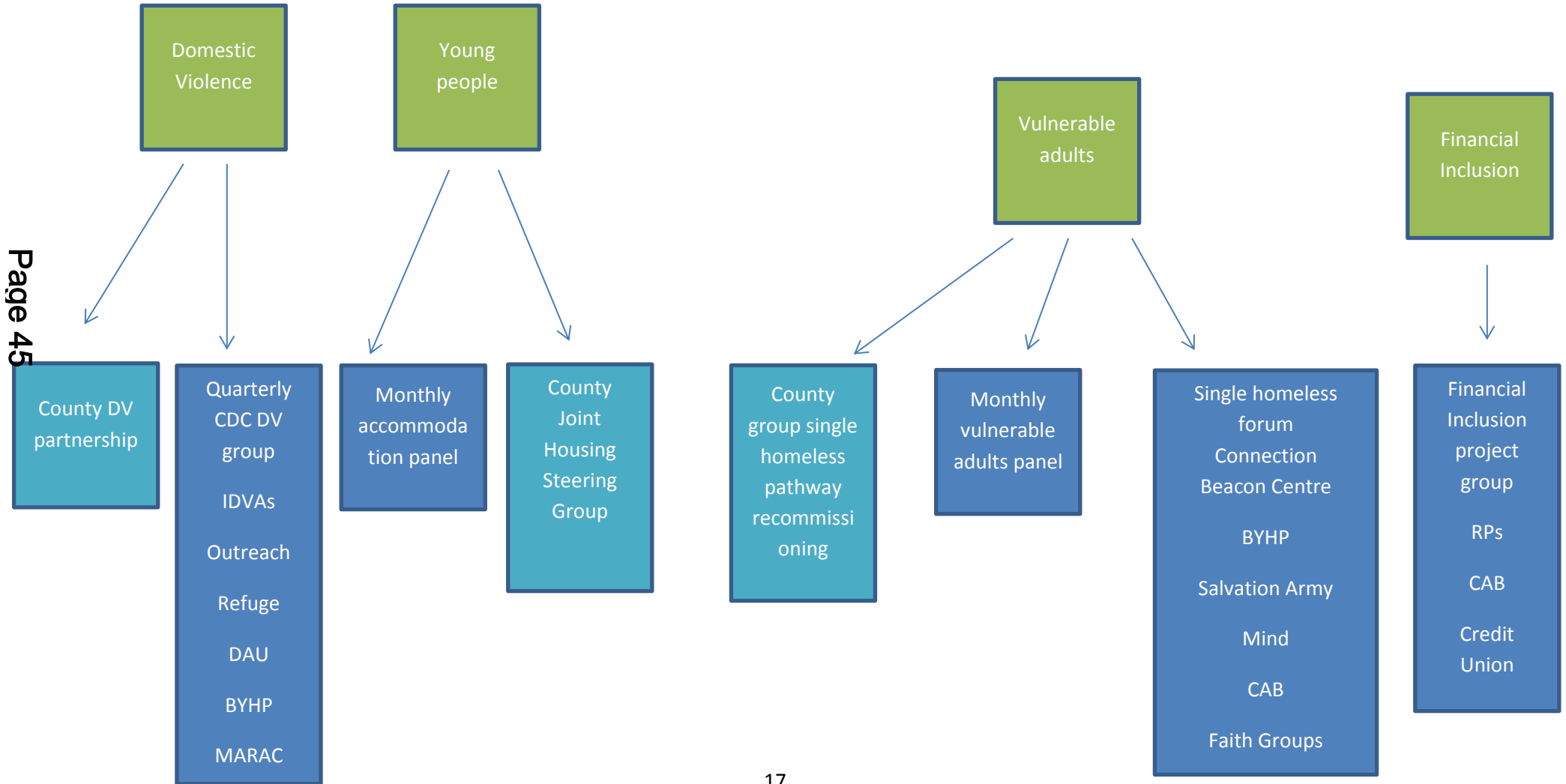
Key objectives	Key actions and milestones	Progress to date	Going Forward	Resources	Gold Standard Challenge
<b>Improve partnership working to develop and maintain services in a time of austerity, offering opportunities to develop expertise and share best practice, improve value for money and offer a co-ordinated approach</b>	Provide forum opportunities for discussion and partnership working <ul style="list-style-type: none"> <li>○ single homeless forum</li> <li>○ Vulnerable Adults accommodation panel</li> <li>○ Young People's accommodation panel</li> </ul>	<p>There have been significant changes to partnership working and commissioning of supported housing.</p> <p>Operational joint working and partnership has continued successfully in Cherwell with both Young Peoples and Vulnerable Adults meetings monthly.</p> <p>A council financial inclusion event was supported and appreciated by partners</p> <p>Partnership working is essential to minimise effects of the on-going changes</p>	<p><b>Action - Continue to support partnerships in the local community to prevent homelessness and promote financial inclusion</b> - Partnership working continues to be essential to prevent homelessness.</p> <p>We will continue our existing links within existing resources to continue the current service delivery.</p>	Existing resources Homelessness prevention grant County Council	2,5
	Participate in all forum opportunities for discussion and partnership working <ul style="list-style-type: none"> <li>○ JATAC</li> <li>○ MARAC</li> <li>○ Joint Housing Steering Group</li> <li>○ Oxfordshire Housing and Homelessness</li> </ul>	<p>The Housing Department has continued to be represented at the various multi-agency meetings to ensure that Cherwell are aware of activities taking place across the district and throughout Oxfordshire.</p> <p>This has allowed us to identify opportunities to work in</p>	<p><b>Action - Continue to attend relevant multi-agency meetings for discussion and partnership working opportunities</b> – to participate at Oxfordshire County Council meetings to discuss the effect of the significant government budget cuts at OCC which will</p>	Existing resources Homelessness prevention grant	2

Key objectives	Key actions and milestones	Progress to date	Going Forward	Resources	Gold Standard Challenge
	<ul style="list-style-type: none"> <li>○ Group</li> <li>○ Health and Wellbeing Board</li> <li>○ Brighter Futures theme groups</li> <li>○ Credit Union project group</li> <li>○ Financial inclusion partnership</li> <li>○ HSAG</li> </ul> Reviewing and forming new groups if necessary	<p>partnership such as the DCLG Single Homeless fund project supporting ex-offenders throughout Oxfordshire.</p> <p>The joint Credit Union Project with South Northants DC has ended. Initial conversations have been held to start a Cherwell focused project in partnership with Sanctuary is to begin shortly to ensure delivery reflects the needs of the district.</p>	<p>affect current supported housing provision and working arrangements in Cherwell and across the county.</p> <p>New requirements for Safeguarding and the new MASH referral system for adults and children needs to be embedded with partners and staff through a training programme</p> <p><b>Action – Continue to develop the DCLG offender project to prevent homelessness</b> - On-going strategic assessment of ex-offender housing needs through the on-going work with DCLG funding and the CRC in Cherwell</p> <p>New IT platform for Credit union</p>		
<p><b>Work towards Gold Standard for homelessness services and continue to provide a high quality housing options service, focussing on homelessness prevention</b></p>	<p>Work with NHAS and the Oxfordshire Housing and Homelessness group to meet the Gold Standard and use the diagnostic peer review tool to improve performance</p>	<p>A diagnostic peer review was undertaken in September 2014 which we passed with a mark of 72%. This has allowed us to now begin applying for the 10 challenges to meet the gold standard</p>	<p><b>Action - Continue work to achieve homeless Gold standard</b> - Work with the National Practitioner Support Service, NHAS and the Oxfordshire Housing Homeless group to meet the Gold Standard and use the diagnostic peer review tool to improve performance.</p>	<p>Existing resources</p>	<p>all</p>

Key objectives	Key actions and milestones	Progress to date	Going Forward	Resources	Gold Standard Challenge
	Implement the new Allocations Scheme ensuring those in greatest need are prioritised for housing <ul style="list-style-type: none"> <li>○ Reassess applications to achieve appropriate banding under the new scheme</li> <li>○ Ensure applicants understand the new scheme</li> <li>○ Train partners in the new scheme</li> </ul>	<p>A review of the existing allocations scheme has been undertaken this year and a revised version was launched on 7 September 2015 following consultation with partners about proposed changes.</p> <p>Changes introduced included the introduction of a reserve list for those without a recognised housing need and the introduction of priority for people who can demonstrate that are subject to financial hardship within their existing home.</p>	<p><b>Action - Regularly review Allocations Scheme rules as new changes in legislation are introduced and monitor rent levels across all housing sectors</b> - Monitor the changes introduced by the revised allocations scheme to ensure that those in greatest need are prioritised for housing and that there have not been unintended consequences of the review.</p>	Existing resources	2

Appendix A Homeless partnerships **Cherwell District Council Homelessness partnerships**

Themes, County Group Cherwell Group



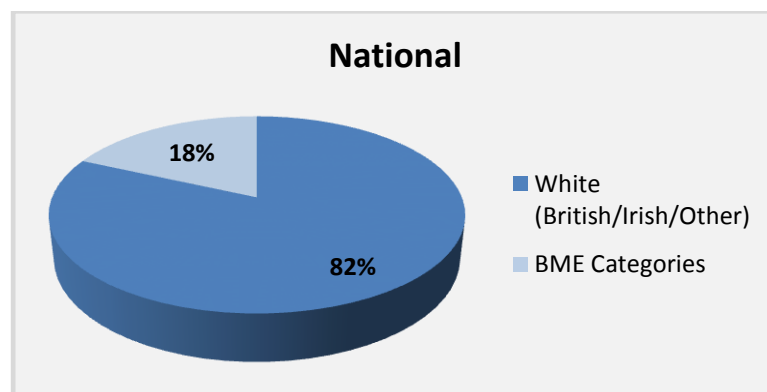
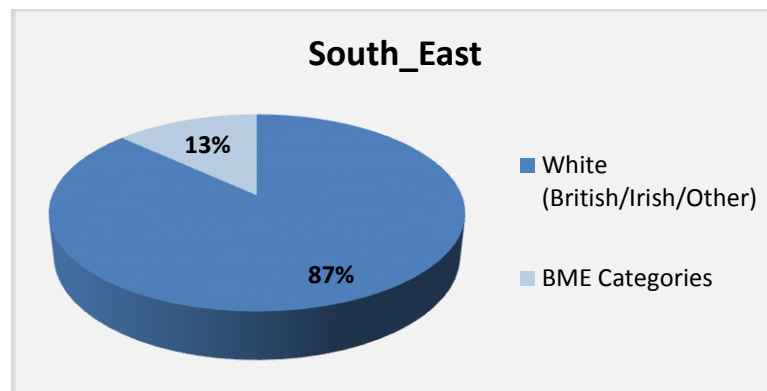
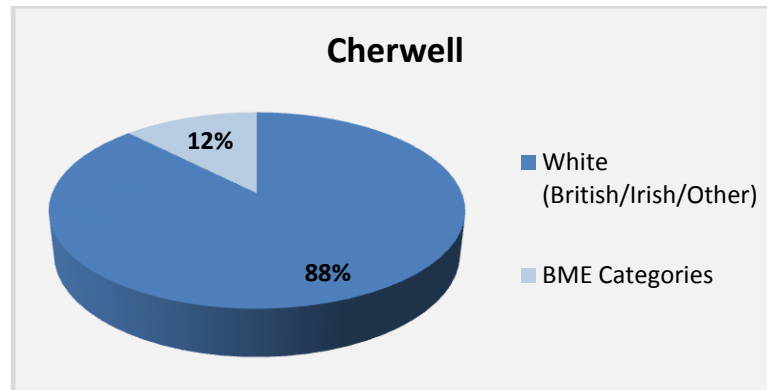
## Appendix B

### 1. Demographic overview

#### Changes between 2001 census and 2011 census

##### a) Ethnicity

The BME population in Cherwell has increased in the 2011 census compared to the 2001 census. Current proportions are shown in the graphs below.



Source Gold standard NPSS

## 2011 census Ethnicity - BME

Cherwell	SE	National
12%	13%	18%

### Population

Up from 131,785 to 141,868

#### b) Age

Under 15s down from 19.8% to 18.8%

Over 65s up from 13.5% to 15.3%

## 2. Housing Demand

Changes made to the Housing Allocations Scheme as part of the Localism Act 2011 meant there was a significant reduction in the number of people eligible to join the housing register. We have recently reviewed these changes and amended the allocations scheme to support more people to join the housing register. The figure below show the number of people registered to be on the housing register as of 5<sup>th</sup> November 2015.

Band	General	Homeless	ST moving to district	Transfer	Grand Total
1	39			66	105
2	345	28	1	89	463
3	218			39	257
Reserve List	15			3	18
Grand Total	617	28	1	197	843

The table below shows that the 87% of people on the housing register need 1 or 2 bedroom properties.

Current Bedroom Need	General	Homeless	ST moving to district	Transfer	Grand Total
4	19			16	35
3	46			25	71
2	245	28		49	322
1	307		1	107	415
Grand Total	617	28	1	197	843

## 3. Trends in Homelessness

#### a) Rough Sleeping

The number of people reported to DCLG as rough sleeping within the district in 14/15 was 14. The most recent estimate (conducted in November 2015) increased to 21 with Cherwell. Oxfordshire saw a 64% increase in the number of people reported as sleeping rough in 14/15. This was partly due to a change in the way rough sleepers were reported by Oxford City who had previously conducted a street count whilst the other districts conduct estimates due to the geographic nature of the different constituencies.

Cherwell have seen an increase in the number of people reported as sleeping rough in the past year.

Year	Total Reported	Total Verified	Access the Pathway	Refused the Pathway	Not Eligible/ No Local Connection	Re-connected
Aug 12 – Mar 13	38	8	4	0	3	1
Apr 13 – Mar 14	90	27	8	15	3	1
Apr 14 – Mar 15	132	79	25	21	7	2
Apr 15 – Sept 15	60	27	7	10	0	0

For 2015/16 Cherwell have funded Connection directly to provide an outreach service within the District for Rough Sleepers. This has allowed Cherwell to link the outreach service with the generic floating support service within the district and for Connection to attend the day centres at Banbury Beacon and Bicester Salvation Army 2 days a week to allow for a smooth transition between the different parts of the support services available.

#### Homeless Presentations –

Figures show that the number of people approaching the council as homeless or at threat of becoming homelessness has increased in the past year.

	2011/12	2012/13	2013/14	2014/15
Cancelled	2	1	0	5
<b>Number of Presentations</b>	<b>124</b>	<b>127</b>	<b>128</b>	<b>166</b>
Accepted	62	59	51	78
Non Priority	10	9	22	26
Intentionally Homeless	30	24	33	26
Not Homeless	20	27	14	30
Not Eligible	2	1	3	1
Pending	0	5	5	0
198 Referrals	0	2	0	1
Duty Presentations	<b>72</b>	<b>58</b>	<b>52</b>	<b>100</b>
Casework Presentations	<b>53</b>	<b>69</b>	<b>76</b>	<b>66</b>

- The number of presentations continues to increase, last year we saw an increase of 22%
- The number of people being accepted increased by 23%
- 28% of approaches were from Singles or Couples
- The number of presentations made to duty increased by 92% - this was in part due to changes in service delivery in the housing needs team due to vacancies within the team and long term sickness

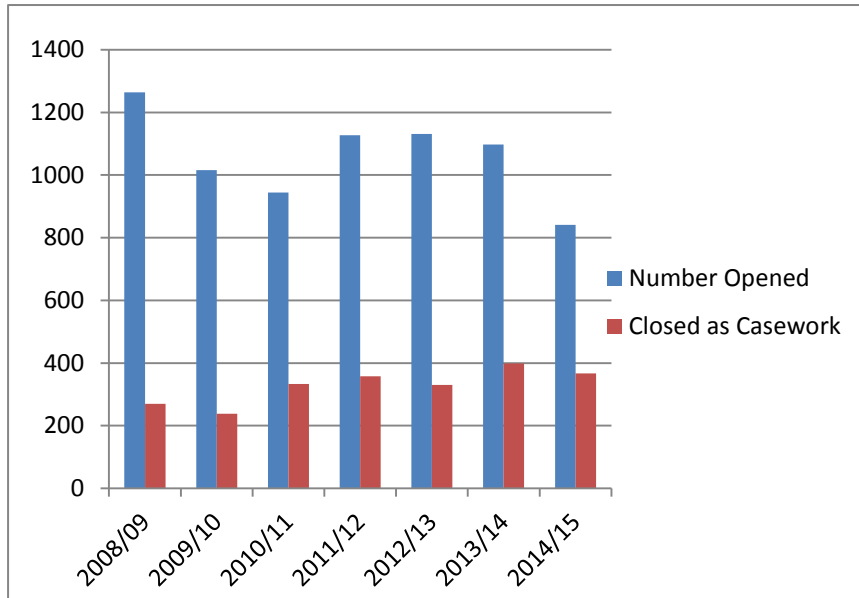


## Reasons for Presentations and acceptances

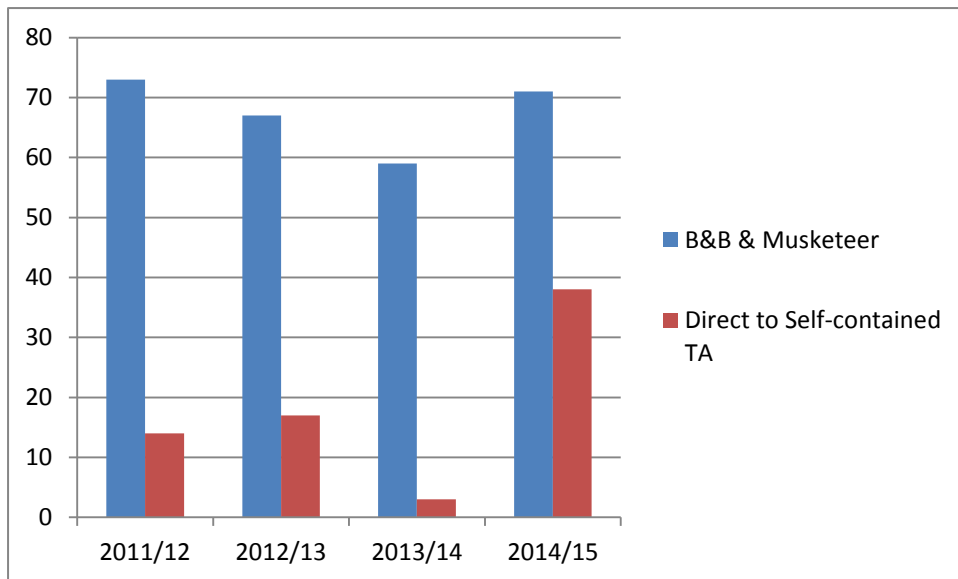
		Number	per cent		Number	per cent
Reasons	2013/14	Accepted		2014/15	Accepted	
End AST	26	11	20%	48	24	29%
Parental Eviction	27	11	21%	35	23	21%
Relative / Friend Eviction	20	5	16%	18	8	11%
Relationship Breakdown	10	8	8%	18	6	11%
Other Loss of private / Tied	4	2	3%	14	5	8%
Domestic Abuse	13	5	10%	8	3	5%
Hospital Discharge	3	0	2%	1	0	1%
Other Violence	1	0	1%	3	1	2%
Illegal Eviction	0	0	0	0	0	0
Mortgage Repossession	3	3	3	4	2	2%
NFA	3	0	2%	2	0	1%
Prison	1	0	1%	1	0	1%
Supported Accom Eviction	4	3	3%	9	5	5%
Emergency	5	1	4%	1	1	1%
Loss of Tied accommodation	0	0	0	0	0	0
MOD Discharge	4	1	3%	0	0	0
Other Reasons	0	0	0	2	0	1%
Pending	0	0	0	0	0	0
RSL Eviction	4	1	3%	2	0	1%
S198 Referral	0	0		1	1	
<b>totals</b>	<b>128</b>	<b>51</b>		<b>166</b>	<b>78</b>	

- We have seen the number of people approaching the council for assistance having been evicted from Private Rented Accommodation nearly double in the past year this is now the top reason for people becoming homeless in Cherwell.

- **Advice and Prevention**



**Emergency Temporary Accommodation Placements**



Though improved casework we have been able to plan more efficiently for cases that we are aware will require placing in temporary accommodation. This improves the standard of service being provided and prevents costs to the council in having to identify expensive B&B accommodation.

## Cherwell District Council

### Executive

4 January 2016

<b>Council Tax Base 2016-2017</b>
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### Report of Head of Finance and Procurement

This report is public

#### Purpose of report

To provide Executive with details of the Council Tax Base for 2016-2017.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 That the report of the Head of Finance and Procurement for the calculation of the Council's Tax Base for 2016-2017 be considered.
  - (a) That pursuant to the Head of Finance and Procurement's report and in accordance with the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012, the amount calculated by Cherwell District Council as its Council Tax Base for the year 2016-2017 shall be 50,357.1
  - (b) As for the parishes which form part of its area shown in Appendix 2, the amount calculated as the Council Tax Base for the year 2016-2017 in respect of special items shall be as indicated in the final column thereto.
  - (c) As for the Flood Defence Areas which form part of its area, the amount calculated as the Council Tax Base for the year 2016-2017 for the purposes of levies on Oxfordshire County Council by River Authorities, shall be:

Thames Flood Defence Area	48,046.2
Anglian (Great Ouse) Flood Defence Area	1,876.3
Severn Region Flood Defence Area	434.6
	<hr/>
	50,357.1

- 1.2 To delegate final approval of the Council Tax Base for 2016-2017 to the Section 151 Officer in consultation with the Lead Member for Financial Management.

## **2.0 Introduction**

2.1 For the purposes of Section 31B of the Local Government Finance Act 1992 and the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012, the Council is required to calculate the tax base (which will be used for tax setting purposes in February 2016) in respect of:

- (a) the whole of its area and;
- (b) for any parts of its area for the purposes of:
  - (i) Apportioning precepts and levies and;
  - (ii) Calculating the tax base for each area subject to a special item

## **3.0 Report Details**

3.1 In respect of the 1.1 (a) 'the whole of its area':

3.1.1 The tax base has to be notified by Cherwell District Council to major precepting bodies (i.e. Oxfordshire County Council and the Police and Crime Commissioner for Thames Valley) and levy authorities (i.e. Thames Flood Defence Area, Anglian (Great Ouse) Flood Defence Area and Severn Region Flood Defence Area) by 31 January 2016 to enable their precepts to be calculated as a tax per band D equivalent properties.

3.2 In respect of 1.1 (b) 'parts of its area'

3.2.1 Major precepting and levying authorities have to notify Cherwell District Council (the billing authority) by 31 December 2015 of the area(s) subject to a special item (expense) and for which an apportionment of the tax base is required. No such notification has been received.

3.2.2 Parishes who levy a precept are automatically treated as a special item and therefore has to be a tax base calculated for each of the parishes in the area. They are not required to calculate a precept as a tax per band D equivalent property, but can request the tax base figure to be supplied to them within ten days of making a request. Each parish and town council is notified of the figure for their area.

### **Calculation of the tax base**

3.3 The starting point of the calculation is the total number of council tax dwellings and their council tax band.

3.4 The council then allows for the following information for each band:

- (a) Dwellings which are exempt so no council tax is payable (e.g those where all occupiers are students)
- (b) Dwellings which attract a 25 per cent reduction (e.g those with a single adult occupier)

- (c) Dwellings which attract a 50 per cent reduction (e.g those properties where all adult residents are disregarded or 'don't count' for council tax purposes)
- (d) Dwellings which are treated as paying a lower band because they have been adapted for a disabled person. The regulations specify how to adjust the tax base in respect of band A dwellings.
- (e) Dwellings which attract a reduction through the Council Tax Reduction Scheme.
- (f) Dwellings which are exempt from council tax

- 3.5 Each band is then converted into "band D equivalents" by applying the factor required by legislation. A band H, for example, is multiplied by two. All of these are added together to give a total number of band D equivalents.
- 3.6 A further adjustment is made for Class O exempt properties (Armed forces' accommodation) as the Ministry of Defence makes a payment roughly equal to the council tax that it would have had to pay for each property if they were not exempt.
- 3.7 We also estimate the number of properties which will be either added to or removed from the Valuation List in the new financial year and make an adjustment to reflect that they won't all be subject to full council tax for 12 months.
- 3.8 A final adjustment is made to allow for non-collection. The council is required to decide what its collection rate is likely to be and applies this to its council tax base. For 2015-2016 this was 98% and it is proposed it should be 98% in 2016-2017.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 The collection rate used is a best estimate of the percentage of the total amount due for 2016-17. It is based on previous year's collection rates.
- 4.2 The appendices show the most up to date position of the Council Tax base and the adjustments have been made to take account of changes during 2015-16.

## **5.0 Consultation**

Councillor Ken Atack, Lead Member for Financial Management

## **6.0 Alternative Options and Reasons for Rejection**

- 6.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: To reject the tax base calculation. The figures in this report could be rejected and a new calculation made. However, this would result in further delays for all preceptors in calculating their own precept to be levied on the Council.

## 7.0 Implications

### Financial and Resource Implications

- 7.1 The Council Tax Base is used for calculating the amount of Council Tax set by Cherwell District Council. The tax base of 50,357.1 will be reflected in the budget.

Comments checked by:

Martin Henry, Director of Resources 0300 0030102  
martin.henry@cherwellandsouthnorthants.gov.uk

### Legal Implications

- 7.2 Section 31B of the Local Government Finance Act 1992 and the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012, the Council is required to calculate a tax base by 31 January 2016. This will be used for council tax setting purposes in February 2016.

Comments checked by:

Kevin Lane, Head of Law and Governance, 0300 0030107  
[kevin.lane@cherwellandsouthnorthants.gov.uk](mailto:kevin.lane@cherwellandsouthnorthants.gov.uk)

### 7.3 Risk Management

If the Council does not set a tax base in accordance with statutory deadlines then it will not be able to set its council tax for the financial year.

Comments checked by:

Ros Holloway, Performance Information Officer  
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## 8.0 Decision Information

### Key Decision

**Financial Threshold Met: Yes**

**Community Impact Threshold Met: Yes**

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

All

## Lead Councillor

Councillor Ken Atack, Lead Member for Financial Management

## Document Information

Appendix No	Title
Appendix 1	Tax Base by Parish
Appendix 2	Tax Base by Flood Defence area
None	
Report Author	Geni Hotchkiss, Business Support Unit Manager Mandy Anderson, Financial Analyst
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Parish	Relevant Amount	Tax Base at 98%	MoD Class O Properites	Tax Base for 2016-17	Tax Base for 2015-16	% change from previous year
Adderbury	1,255.1	1,230.0		1,230.0	1,139.3	8.0%
Ambrosden	413.2	404.9	236.6	641.50	591.9	8.4%
Ardley	268.1	262.7		262.70	253.8	3.5%
Arcott	330.8	324.2	1.8	326.00	370.8	-12.1%
Banbury	13,927.9	13,649.3		13,649.30	12,962.7	5.3%
Barford	271.2	265.8		265.80	256.8	3.5%
Begbroke	367.2	359.9		359.90	357.1	0.8%
Bicester	10,742.9	10,528.0		10,528.00	10,139.8	3.8%
Blackthorn	147.8	144.8		144.80	142.9	1.3%
Bletchington	358.6	351.4		351.40	338.1	3.9%
Bloxham	1,428.5	1,399.9		1,399.90	1,352.7	3.5%
Bodicote	879.6	862.0		862.00	875.4	-1.5%
Bourton	312.5	306.3		306.30	297.0	3.1%
Broughton	123.0	120.5		120.50	120.0	0.4%
Bucknell	105.1	103.0		103.00	102.8	0.2%
Caversfield	537.8	527.0	2.7	529.70	469.1	12.9%
Charlton on Othmoor	199.2	195.2		195.20	194.7	0.3%
Chesterton	426.8	418.3		418.30	345.6	21.0%
Claydon	138.9	136.1		136.10	134.1	1.5%
Cottisford	70.5	69.1		69.10	67.3	2.7%
Cropredy	313.0	306.7		306.70	294.3	4.2%
Deddington	940.1	921.3		921.30	899.6	2.4%
Drayton	91.9	90.1		90.10	90.7	-0.7%
Duns Tew	240.7	235.9		235.90	232.4	1.5%
Epwell	143.8	140.9		140.90	137.8	2.2%
Fencot and Murcott	128.4	125.8		125.80	126.2	-0.3%
Finmere	222.7	218.2		218.20	214.2	1.9%
Fringford	267.7	262.3		262.30	255.6	2.6%
Fritwell	283.1	277.4		277.40	311.0	-10.8%
Godington	20.8	20.4		20.40	20.1	1.5%
Gosford and Water Eaton	552.3	541.3		541.30	531.7	1.8%
Hampton Gay and Poyle	80.0	78.4		78.40	74.3	5.5%
Hanwell	126.9	124.4		124.40	121.9	2.1%
Hardwick with Tusmore	39.3	38.5		38.50	37.4	2.9%
Hethe	112.8	110.5		110.50	106.6	3.7%
Hook Norton	960.4	941.2		941.20	893.8	5.3%
Horley	164.3	161.0		161.00	160.8	0.1%
Horton	165.3	162.0		162.00	159.3	1.7%
Horton Cum Studley	247.0	242.1		242.10	238.8	1.4%
Islip	332.9	326.2		326.20	319.6	2.1%
Kidlington	4,956.4	4,857.3		4,857.30	4,675.7	3.9%
Kirtlington	464.5	455.2		455.20	446.0	2.1%
Launton	549.1	538.1		538.10	482.6	11.5%
Lower Heyford	216.3	212.0		212.00	207.0	2.4%
Merton	141.6	138.8	5	143.80	142.4	1.0%
Middle Aston	65.8	64.5		64.50	65.3	-1.2%
Middleton Stoney	151.0	148.0		148.00	144.3	2.6%
Milcombe	240.8	236.0		236.00	236.8	-0.3%
Milton	123.7	121.2		121.20	120.0	1.0%
Mixbury	118.6	116.2		116.20	113.6	2.3%
Mollington	240.8	236.0		236.00	229.8	2.7%
Newton Purcell	46.3	45.4		45.40	43.9	3.4%
Noke	80.8	79.2		79.20	77.4	2.3%
North Aston	92.5	90.7		90.70	91.9	-1.3%
North Newington	154.9	151.8		151.80	148.6	2.2%
Oddington	68.3	66.9		66.90	65.8	1.7%
Piddington	177.8	174.2		174.20	167.8	3.8%
Prescote	6.3	6.2		6.20	6.2	0.0%
Shenington	231.0	226.4		226.40	220.3	2.8%
Shipton on Cherwell	149.1	146.1		146.10	143.0	2.2%
Shutford	208.8	204.6		204.60	202.6	1.0%
Sibford Ferris	196.4	192.5		192.50	190.6	1.0%
Sibford Gower	247.0	242.1		242.10	244.0	-0.8%

Parish	Relevant Amount	Tax Base at 98%	MoD Class O Properities	Tax Base for 2016-17	Tax Base for 2015-16	% change from previous year
Somerton	143.2	140.3		140.30	136.1	3.1%
Souldern	207.6	203.4		203.40	198.5	2.5%
South Newington	158.0	154.8		154.80	151.1	2.4%
Steeple Aston	430.8	422.2		422.20	416.1	1.5%
Stoke Lyne	111.5	109.3		109.30	102.9	6.2%
Stratton Audley	210.2	206.0		206.00	203.6	1.2%
Swalcliffe	114.7	112.4		112.40	108.5	3.6%
Tadmarton	258.7	253.5		253.50	248.8	1.9%
Upper Heyford	542.1	531.3		531.30	372.2	42.7%
Wardington	245.7	240.8		240.80	228.6	5.3%
Wendlebury	194.3	190.4		190.40	187.5	1.5%
Weston on the Green	253.6	248.5		248.50	243.8	1.9%
Wigginton	110.6	108.4		108.40	118.5	-8.5%
Wroxton	291.8	286.0		286.00	278.6	2.7%
Yarnton	1,195.2	1,171.3		1,171.30	1,054.6	11.1%
<b>Total</b>	<b>51,133.9</b>	<b>50,111.0</b>	<b>246.1</b>	<b>50,357.1</b>	<b>48,253.0</b>	<b>4.4%</b>

Parish	THAMES	Anglian OUSE	SEVERN
Adderbury	1,230.0		
Ambrosden	641.5		
Ardley		262.7	
Arncott	326.0		
Banbury	13,649.3		
Barford	265.8		
Begbroke	359.9		
Bicester	10,528.0		
Blackthorn	144.8		
Bletchingdon	351.4		
Bloxham	1,399.9		
Bodicote	862.0		
Bourton	306.3		
Broughton	120.5		
Bucknell	103.0		
Caversfield	529.7		
Charlton on Otmoor	195.2		
Chesterton	418.3		
Claydon	136.1		
Cottisford		69.1	
Cropredy	306.7		
Deddington	921.3		
Drayton	90.1		
Duns Tew	235.9		
Epwell	140.9		
Fencot and Murcott	125.8		
Finmere		218.2	
Fringford		262.3	
Fritwell		277.4	
Godington		20.4	
Gosford and Water Eaton	541.3		
Hampton Gay and Poyle	78.4		
Hanwell	124.4		
Hardwick with Tusmore		38.5	
Hethe		110.5	
Hook Norton	941.2		
Horley	161.0		
Hornnton	162.0		
Horton cum Studley	242.1		
Islip	326.2		
Kidlington	4,857.3		
Kirtlington	455.2		
Launton	538.1		
Lower Heyford	212.0		
Merton	143.8		
Middle Aston	64.5		
Middleton Stoney	148.0		
Milcombe	236.0		
Milton	121.2		
Mixbury		116.2	
Mollington	236.0		
Newton Purcell		45.4	
Noke	79.2		
North Aston	90.7		

<b>Parish</b>	<b>THAMES</b>	<b>Anglian OUSE</b>	<b>SEVERN</b>
North Newington	151.8		
Oddington	66.9		
Piddington	174.2		
Prescote	6.2		
Shenington	226.4		
Shipton on Cherwell	146.1		
Shutford	204.6		
Sibford Ferris			192.5
Sibford Gower			242.1
Somerton		140.3	
Souldern	203.4		
South Newington	154.8		
Steeple Aston	422.2		
Stoke Lyne		109.3	
Stratton Audley		206.0	
Swalcliffe	112.4		
Tadmarton	253.5		
Upper Heyford	531.3		
Wardington	240.8		
Wendlebury	190.4		
Weston On The Green	248.5		
Wiggington	108.4		
Wroxton	286.0		
Yarnton	1,171.3		
<b>TOTAL</b>	<b>48,046.2</b>	<b>1,876.3</b>	<b>434.6</b>

## Cherwell District Council

### Executive

4 January 2016

#### Annual Monitoring Report 2015

### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To seek approval of the Annual Monitoring Report (AMR) 2015, and to present the District's current housing land supply position.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the Annual Monitoring Report (Appendix 1).
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor amendments before publication.
- 1.3 To note the District's housing delivery position.

#### 2.0 Introduction

- 2.1 The Council has a statutory obligation to produce a planning monitoring report. An Annual Monitoring Report (AMR) has been prepared for the period 1 April 2014 to 31 March 2015 (Appendix 1).
- 2.2 The AMR presents information on development that took place or was permitted over that period and, projecting forward, provides a comprehensive review of housing land supply as at December 2015.
- 2.3 The AMR also reviews progress in preparing the Council's planning policy documents and assesses whether development plan policies are being effective.
- 2.4 The information contained in the AMR will be used to inform policy making, planning consultation responses and in decision making on planning applications. The AMR will be made publicly available but is not subject to consultation. The review of the

District's five year housing land supply position is regularly scrutinised through the making of applications for planning permission and through planning appeals. The review takes account of two recent appeal decisions in which it was confirmed that the district had a five year housing land supply:

i. APP/C3105/W/14/3001612 - Land off Lince Lane, Kirtlington (14/01531/OUT)

ii. APP/C3105/A/14/2226552 – Land at Sibford Road, Hook Norton (14/00844/OUT)

- 2.5 This is the first AMR to include the indicators and targets from the newly adopted Local Plan 2011-2031 (July 2015). However, the Plan's adoption on 20 July 2015 postdates the AMR's basedate of 31 March 2015. It will therefore be the 2016 AMR that fully reports on these indicators.

### 3.0 Report Details

#### *Housing Land Supply*

- 3.1 The monitoring of housing supply is a key part of the AMR. The National Planning Policy Framework (NPPF) requires local planning authorities to “...*identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land*” (para 47).
- 3.2 The last AMR (2014) reported that the District had moved from a position of undersupply (for 2014-2019) to a 5.1 year housing land supply position for the period 2015-2020 including a 5% buffer.
- 3.3 On 27 August 2015, an appeal decision (ref: APP/C3105/W/14/3001612) was received which supported the Council's view that the District had a five year housing land supply with a 5% buffer applied. The appeal, relating to a proposal for 95 homes at Kirtlington, was dismissed by the Inspector who stated:
- ‘The ‘significant new evidence’ in this appeal is the Annual Housing Monitor 2014. The figures in this document are consistent with my findings above. I therefore conclude that the Council is able to demonstrate a five year supply of deliverable housing sites and that it follows that the relevant policies for the supply of housing in the Local Plan are up to date’.*
- 3.4 On 7 December 2015, an appeal decision (ref. APP/C3105/A/14/2226552) made by the Secretary of State for Communities and Local Government was received in relation to a proposal for 54 homes at Hook Norton. While the appeal was allowed, the Secretary of State came to a similar conclusion on the district's housing land supply position:

*'...the Secretary of State takes the view that at present the Council can demonstrate a 5 year housing land supply consistent with the relevant policies in the recently adopted Local Plan Part 1. Applying paragraph 49 of the Framework, the Secretary of State considers that the relevant policies in the Local Plan and Neighbourhood Plan for the supply of housing should be considered up-to-date, and he gives those policies full weight'.*

- 3.5 The 2015 AMR, now presented, includes a comprehensive review of housing land supply, taking into account housing completions and permissions as at 31 March 2015; the up-to-date position on all anticipated housing sites (December 2015); consultation with developers and agents; consultation with Council staff in the Development Management, Build® and Delivery Teams actively involved in individual sites; and current market conditions.
- 3.6 Due to earlier development management decisions that led to the release of land, and because of the adoption of the Cherwell Local Plan 2011-2031, the district has an extensive and varied stock of housing sites, many of which are in the process of being delivered. This includes the on-going urban extensions at Longford Park (Banbury), Southam Road (Banbury) and Kingsmere (Bicester); the strategic site at former RAF Upper Heyford; and many other smaller sites.
- 3.7 The conclusion is that the district has a 5.3 year supply of deliverable sites for the current period 2015-2020 and a 5.6 year supply for the next five year period (2016-2021) commencing on 1 April 2016. Subject to approval of the AMR, this up-to-date position will be reported to the Planning Committee as further relevant planning applications for housing are considered.

#### *Employment*

- 3.8 The AMR's key findings on employment generating development include:
- the district has seen a small gain in employment floorspace with 9,089 sq.m. completed over 2014/15;
  - there is approximately 380,000 sq.m. (net) of employment floorspace with planning permission that has yet to be built;
  - there is a total of 211.87 hectares of available employment land comprising allocations in the adopted Cherwell Local Plan 2011-2031 and sites identified in Non-Statutory Local Plan 2011
  - only 1.76 hectares of employment land was lost to non-employment use during 2014/15.

#### *Natural Environment*

- 3.9 The AMR's key findings for the natural environment for 2014/15 include:
- there have been two planning applications granted permission contrary to Environment Agency's advice on flood risk grounds, however no permissions granted on water quality grounds objection;
  - 26 planning permissions were granted for renewable energy schemes with the majority for solar photovoltaics (PVs);

- the area of the district covered by Local Wildlife Sites has increased by 112 hectares (extensions at Bicester Airfield and at Quarry Spring Marsh, Wiggington);
- there has been some increase in the number of priority habitats and species that exist within Cherwell.

#### *Local Development Scheme*

- 3.10 The AMR reports on progress in preparing the Council's planning policy documents as set out in its Local Development Scheme (LDS) including the adoption of the new Local Plan in July, preparatory work on a potential Community Infrastructure Levy (CIL) and the early stages of work on Local Plan Part 2 and the Partial Review of Local Plan Part 1 (Oxford's unmet housing needs). A new LDS is presented to Members elsewhere on this agenda, as are reports on Local Plan Part 2 and the Partial Review.

#### *Neighbourhood Planning*

- 3.11 The AMR also provides the updated position on Neighbourhood Planning in Cherwell including the 'making' of the Hook Norton Neighbourhood Plan in October 2015.

#### *Infrastructure Delivery Plan (IDP)*

- 3.12 Monitoring of the adopted Local Plan's IDP has commenced and a full update is presented at Appendix 2 to this officer report. A summary of the main changes, including the latest available information on the delivery of transport infrastructure, is presented within in the AMR.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 The Annual Monitoring Report provides important information to measure the effectiveness of planning policies and to assist policy making and development management decision making. It is the statutory mechanism for monitoring housing delivery. Its most significant conclusion is that the District continues to demonstrate a five year housing land supply. It is recommended that the Annual Monitoring Report be approved, subject to any necessary minor amendments, and that the District's housing land supply position be noted.

## **5.0 Consultation**

Cllr Michael Gibbard, Lead Member for Planning

## **6.0 Alternative Options and Reasons for Rejection**

- 6.1 *To seek amendment of the 2015 AMR in consultation with the Lead Member for Planning*



Officers consider the AMR to be robust report supported by data and research. Delay could lead to uncertainty within the development industry and risks for decision making.

## 6.2 *Not to approve the AMR*

Production of a monitoring report is a statutory requirement.

## 7.0 Implications

### Financial and Resource Implications

- 7.1 No significant direct financial implications arising from this report. The work on collecting data and preparing the AMR is met within existing budgets. There are risks of costs associated with unsuccessfully defending refusals of planning permission upon appeal particularly if the decisions made as a result of this report are not considered to be well founded.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, 0300-003-0106,  
Paul.Sutton@cherwellandsouthnorthants.gov.uk

### Legal Implications

- 7.2 Production of a monitoring report is a statutory requirement. It is also required by the Council to help substantiate its planning decisions.

Comments checked by:

Nigel Bell, Team Leader – Planning, 01295 221687,  
nigel.bell@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met: No**

**Community Impact Threshold Met: No**

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

- Accessible, Value for Money Council
- District of Opportunity
- Safe and Healthy

- Cleaner Greener

### Lead Councillor

Councillor Michael Gibbard - Lead Member for Planning

### Document Information

Appendix No	Title
Appendix 1	Annual Monitoring Report 2015
Appendix 2	Infrastructure Delivery Plan Update January 2016
Background Papers	
None	
Report Authors	Yuen Wong, Senior Planning Officer David Peckford, Planning Policy Team Leader
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## Cherwell District Council

### Executive

4 January 2016

#### Statement of Community Involvement 2016

#### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To seek approval of a new Statement of Community Involvement (SCI) 2016 for formal consultation.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the draft Statement of Community Involvement (SCI) 2016 (Appendix 1) for formal public consultation.
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor and presentational changes to the draft Statement of Community Involvement 2016 before formal consultation commences.

#### 2.0 Introduction

- 2.1 The SCI sets out who the Council will engage with on the preparation of Local Development Documents (LDDs), and how and when they will be engaged. The SCI also includes how the Council will consult on planning applications. Its aim is to encourage community and stakeholder involvement and set out clear expectations of the Council. The SCI therefore sets the framework for planning-related consultations which will ensure there is genuine involvement in plan-making. It will also enable the Council to demonstrate how it has met statutory requirements.
- 2.2 The existing SCI was adopted by the Council in July 2006. Since then there have been a number of changes to both planning legislation and policy and technological advances, including increased use and availability of electronic communications such as email and the internet, have changed the way public consultation is undertaken. The Council is at the early stage of producing a number of new planning policy documents which will require community and stakeholder involvement. It is therefore appropriate to prepare a new SCI.

- 2.3 SCIs are no longer defined as 'Local Development Documents'. They are no longer required to be submitted to the Secretary of State for formal public Examination and there is no statutory requirement to consult on an SCI. However, in view of their purpose, their use in preparing and examining planning policy documents, and their relevance to the preparation of applications for planning permission, it is considered to be necessary to consult on a draft SCI before it is completed and approved by Members for use. Consultation will assist in the production of a robust SCI.
- 2.4 Following approval by the Executive, a six week consultation on the draft SCI 2016 will commence in January 2016. A final SCI will be prepared taking into account representations received from the public consultation before being presented to Members for approval. Once approved it will replace the SCI adopted in July 2006.

### **3.0 Report Details**

- 3.1 An updated SCI 2016 has now been prepared for consultation (Appendix 1).
- 3.2 The SCI is a requirement of Section 18 of the Planning and Compulsory Purchase Act 2004 (as amended). It needs to comply with statutory requirements and Government policy for plan making and consultation on planning matters. However, the Government no longer provides guidance on how to produce a SCI. It is for planning authorities to decide how they will prepare their own SCI.
- 3.3 The new SCI 2016 addresses a number of changes to the planning system, including the Duty to Co-operate with prescribed bodies and Neighbourhood Planning introduced by the Localism Act 2011.
- 3.4 The Council will be producing a number of Local Development Documents (LDDs), requiring consultation. It is therefore important to have an up to date SCI that sets out the requirements and strategy for engaging with communities and key stakeholders. Documents to be produced by the Council include Local Plan Part 2, the Partial Review of Local Plan Part 1 and a number of Supplementary Planning Documents (SPDs). An updated Local Development Scheme providing the programme for the production of these documents is presented separately to Members on this agenda.
- 3.5 The draft SCI clearly sets out the key stages for preparing the LDDs, what is required from the Council, how and when.
- 3.6 Additionally, Neighbourhood Plans can be produced by Town and Parish Councils or other designated Forums. The consultation responsibilities for the preparation of those plans does not lie with this Council. However, the Council is responsible for undertaking statutory consultation on the submitted plans and, through its Legal and Democratic service, for the holding of referenda. The Council also has responsibility for consulting on technical documents such as Sustainability Appraisal reports with specific stakeholders and the public at different stages alongside Local Plans.
- 3.7 The draft SCI sets out the proposed requirements of the Council in terms of engaging and involving people in the preparation of policy documents. It also clarifies the process for consulting on applications for planning applications. Importantly, it establishes how the Council expects applicants to engage with

communities in preparing applications, particularly for major development. This has been prepared in consultation with the Head of Development Management.

3.8 The main changes which feature in the new draft SCI are as follows:

- Duty to Cooperate introduced in the Localism Act 2011 –the list of Duty to Cooperate bodies clarified with a need to engage constructively, actively and on an on-going basis on strategic matters with those bodies
- Neighbourhood Development Plans (NDPs) introduced through the Localism Act 2011 - This involves the Council working closely with Parish and Town Councils in the preparation of Neighbourhood Plans. The SCI sets out how consultation will be undertaken by this Council (but not by the bodies preparing their plans)
- The Community Infrastructure Levy (CIL) as a result of the Community Infrastructure Levy Regulations 2010 – the SCI explains the consultation stages and what can be expected
- Information and communication technology – the SCI takes account of new communication systems including social media
- A review of deposit locations for planning documents – the inclusion of Banbury Town Council offices (understood to be inaccessible at the time that the last SCI was prepared)
- Hard to reach groups – inclusion of possible engagement methods should this be required in specific circumstances.

## **4.0 Conclusion and Reasons for Recommendations**

4.1 A draft SCI 2016 has been prepared for the purpose of public consultation. Upon completion and final approval, the SCI 2016 will be the Council's formal statement on community engagement in planning decisions. The existing SCI was adopted by the Council in July 2006. A number of changes have since been made to planning legislation and policy. Technological advances including increased use and availability of electronic communications have also affected how public consultation is undertaken. The Council is also at the early stage of producing a number of new planning policy documents which will require community and stakeholder involvement. It is therefore appropriate to prepare a new SCI and, in view of its purpose, to consult on it.

## **5.0 Consultation**

5.1 Internal briefing: Councillor Michael Gibbard, Lead Member for Planning

## **6.0 Alternative Options and Reasons for Rejection**

6.1 *Continue to use the SCI that was adopted in July 2006.*

This is not recommended as although the SCI 2006 is comprehensive, it is dated. It does not reflect changes to plan-making and development management processes.

## 6.2 *To reconsider the content of the draft SCI*

The draft SCI has been produced having regard to statutory and policy requirements for plan-making and development management. Examples of recently approved SCIs have been considered. It is considered by officers to be an appropriate consultation document.

## 7.0 Implications

### Financial and Resource Implications

- 7.1 No significant direct financial implications arising from this report. The cost of implementing the updated SCI 2016 as proposed can be met within existing budgets and is likely to be comparable with the existing SCI.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, tel. 0300-003-0106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

### Legal Implications

- 7.2 The Council has a legal duty to produce an SCI under the Planning and Compulsory Purchase Act 2004 (as amended).

Comments checked by:

Nigel Bell, Team Leader – Planning, 01295 221687

nigel.bell@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met: No**

**Community Impact Threshold Met: Yes**

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

- Accessible, Value for Money Council
- District of Opportunity
- Safe and Healthy
- Cleaner Greener

## Lead Councillor

Councillor Michael Gibbard - Lead Member for Planning

## Document Information

Appendix No	Title
Appendix 1	Draft Statement of Community Involvement 2016
Background Papers	
None	
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# Statement of Community Involvement 2016

## CONSULTATION DRAFT

### CHERWELL DISTRICT COUNCIL STATEMENT OF COMMUNITY INVOLVEMENT January 2016

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## CONTENTS

Section	Page
<b>1. Introduction.....</b>	<b>4</b>
• What is the Statement of Community Involvement?	
• Why is a new Statement of Community Involvement required?	
• Structure of the Statement of Community Involvement	
<b>2. Context.....</b>	<b>6</b>
• Planning Policy	
• Overview of the plan making process	
<b>3. Community Involvement in Plan Making.....</b>	<b>11</b>
• Type of engagement methods	
• Who will we engage?	
• When will we engage?	
• How will we engage?	
A. Development Plan Documents	
B. Supplementary Planning Documents	
C. Community Infrastructure Levy	
D. Neighbourhood Planning	
E. Planning applications	
<b>4. Reviewing and Monitoring the SCI.....</b>	<b>41</b>

### Appendices

1. Local Development Documents – Specific and general consultation bodies
2. Neighbourhood Plan consultation bodies
3. Community Infrastructure Levy consultation bodies
4. Deposit Locations
5. Glossary



## I. Introduction

### What is the Statement of Community Involvement?

- I.1 This Statement of Community Involvement (SCI) sets out who Cherwell District Council will engage with in preparing key planning policy documents and how and when they will be engaged. The SCI also includes how the Council will consult on planning applications. Its aim is to encourage community and stakeholder involvement. The SCI sets the framework for planning-related consultations which will ensure there is genuine involvement in plan and decision making. It will also enable the Council to demonstrate how it has met statutory requirements.

### Why is a new Statement of Community Involvement required?

- I.2 The existing SCI was adopted by the District Council in July 2006. Since there have been a number of changes to both planning legislation and policy, particularly as a result of the Localism Act 2011. Technological changes including the increased use and availability of electronic communications such as email and the internet, including social media, have also changed the way public engagement takes place. It is therefore appropriate to prepare a new SCI.

### Structure of the Statement of Community Involvement

- I.3 The SCI is structured as follows:

- 'Context'
  - sets out the relevant national planning context
  - provides an overview of the plan making system.
- 'Community Involvement in Plan Making'
  - provides an overview of the process, and what is required in relation to Development Plan Documents (DPDs), Supplementary Planning Documents (SPDs), Neighbourhood Development Plans (NDPs), the preparation of a potential Community Infrastructure Levy (CIL) and planning applications. This section also includes a section on engagement methods.
- 'Reviewing and Monitoring the SCI'
  - sets out how the SCI will be monitored and under what circumstances it might be reviewed.
- Appendices



## 2. Context

### Legal Requirements

2.1 The Statement of Community Involvement (SCI) is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended). It needs to comply with statutory requirements and Government for plan making and consultation on planning matters. However, the Government no longer provides guidance on how to produce a SCI. It is for local planning authorities to decide how they will prepare their own SCI.

### *Changes to Primary Legislation*

2.2 This SCI addresses a number of changes to the planning system, including the statutory Duty to Co-operate with prescribed bodies and Neighbourhood Planning introduced by the Localism Act 2011.

2.3 The main changes affecting the SCI are:

- Duty to Co-operate - The Act establishes the duty to co-operate in relation to the planning of sustainable development. It requires a Local Planning Authority (LPA) to engage constructively, actively and on an on-going basis on strategic matters with other LPAs and designated bodies.
- Neighbourhood Planning - The Act introduces a new tier of planning policy documents known as Neighbourhood Development Plans (NDP). Parish and Town Councils are able to prepare an NDP for all or part of their area. The LPA has a duty to support the preparation of such a plan, including the appointment of a person to examine the document and hold a referendum. Any plan needs to conform with the strategic elements of the Development Plan and national policy.

2.4 It is possible that primary legislation will be amended as the Council produces its planning documents. Any significant change that affects community involvement may lead to a need to review the SCI,

### *Town and Country Planning (Local Development) (England) Regulations 2012*

2.5 These Regulations were introduced in 2012 and are the main 'rules' for the preparation of Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). Key Regulations include:

- Regulation 2 – states the 'specific' and 'general' consultation bodies
- Regulations 12 and 13 – public participation in the preparation of Supplementary Planning Documents (SPDs)
- Regulation 14 – adoption of SPDs
- Regulation 18 – public participation in the preparation of a local plan
- Regulation 19 – publication of a local plan
- Regulation 20 – representations relating to a local plan
- Regulation 22 – submission of documents and information to the Secretary of State
- Regulation 24 – Independent examination on a local plan
- Regulation 25 – publication of recommendations following an examination

- Regulation 26 – adoption of a local plan
- Regulation 35 – availability of documents
- Regulation 36 – copies of documents.

*Neighbourhood Planning Regulations (April 2012) (as amended)*

2.6 The Neighbourhood Planning (General) Regulations contain the provisions for neighbourhood planning, introduced by the Localism Act. This includes the procedures for setting up neighbourhood areas and forums and for preparing NDPs, neighbourhood development orders and community right to build orders. Key Regulations include:

- Regulation 7 – Designation of an area application
- Regulation 16 – Consultation on the submission Neighbourhood Development Plan
- Regulation 19 and 20 – Decision and publication of the made Neighbourhood Development Plan

*The Community Infrastructure Levy Regulations (April 2010) (as amended)*

2.7 The CIL Regulations set out the provisions for CIL introduced by the Planning Act 2008. They prescribe the procedures and the bodies to be consulted during the preparation of a CIL. Key Regulations include:

- Regulation 15 – Stakeholder engagement and consultation on the preliminary draft charging schedule
- Regulations 16 and 21 – Consultation on the draft charging schedule
- Regulation 19 – Submission of charging schedule
- Regulation 25 – Approval of charging schedule

2.8 Significant changes to statutory regulations or other secondary legislation may necessitate a future review of the SCI.

### Planning Policy and Guidance

*National Planning Policy Framework (NPPF) (March 2012)*

2.9 The National Planning Policy Framework (NPPF) sets out a presumption in favour of sustainable development and identifies the following roles for the planning system:

- Economic - building a strong economy by ensuring the right type of land is available in the right places to support growth, including the provision of infrastructure.
- Social - supporting strong, vibrant and healthy communities, by providing sufficient housing to meet the needs of future generations, and creating a high quality environment with accessible local services that reflect the community's needs.
- Environmental - contributing to protecting and enhancing our natural, built and historic environment, minimising waste and pollution, and adapting to climate change.



- 2.10 The NPPF promotes a plan-led system, and re-iterates the duty to co-operate on planning issues that cross administrative boundaries, particularly those related to the strategic priorities, including the homes and jobs needed in the area.
- 2.11 The NPPF sets out that LPAs should approach decisions on planning applications in a positive way to help deliver sustainable development, that they should look for solutions rather than problems, and that they should work proactively with applicants to secure development that improves the economic, environmental and social conditions of an area.
- 2.12 The NPPF states that Local Planning Authorities should aim to involve all sections of the community in the development of Local Plans and in planning decisions, and should facilitate neighbourhood planning.
- 2.13 It makes clear that early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. A wide section of the community should be proactively engaged, so that Local Plans, as far as possible, reflect a collective vision and a set of agreed priorities for the sustainable development of the area, including those contained in any neighbourhood plans that have been made.

#### *Planning Practice Guidance*

- 2.14 Planning Practice Guidance (PPG) provides advice on a wide range of topic areas including the Duty to Co-operate; Local Plans, Neighbourhood Planning, Community Infrastructure Levies (CIL) and consultation on planning applications. It is updated by the Government on an on-going basis.
- 2.15 The PPG advises that Local Planning Authorities will need to identify and engage at an early stage with all those that may be interested in the development or content of the Local Plan, including those groups who may be affected by its proposals but who do not play an active part in most consultations. Those communities contemplating or pursuing a Neighbourhood plan will have a particular interest in the emerging strategy, which will provide the strategic framework for the neighbourhood plan policies. The PPG states that the Local Planning Authority will also need to ensure that it works proactively with other authorities on strategic cross boundary issues in line with the duty to cooperate.

#### Overview of the plan making process

##### *Local Development Scheme*

- 2.16 The Local Development Scheme (LDS) is a rolling business plan for the preparation of key planning policy documents that will be relevant to future planning decisions. It outlines the programme and resources for completion and adoption of each relevant planning document. It is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended) that the Council prepares and maintain a LDS.

##### *Development Plan*

- 2.17 The statutory term for formally adopted Development Plan Documents or 'made' Neighbourhood Plans. The Development Plan can include 'saved policies' from earlier adopted plans. Applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise. A material planning consideration is one which is relevant to making the planning decision in question.

##### *Development Plan Documents*

- 2.18 Development Plan Documents (DPDs) are plans which set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy and community facilities and infrastructure as well as a basis for safeguarding the environment, adapting to climate change and securing good design. DPDs are critical tool in guiding decisions about individual development proposals and generally look forward fifteen to twenty years. Upon completion they are adopted as part of the statutory Development Plan. The adopted Cherwell Local Plan 2011-2031 is a Development Plan Document.

#### *Supplementary Planning Documents*

- 2.19 Supplementary Planning Documents (SPDs) expand upon and provide further detail to policies in DPDs. They must be consistent with DPDs and, where relevant, can be considered in determining planning applications. However, they do not form part of the statutory Development Plan.
- 2.20 SPDs can be used to provide additional guidance on the development of a specific site or on a particular issue such as parking or design.

#### *Neighbourhood Planning*

- 2.21 The Localism Act introduced a new right for local communities to draw up Neighbourhood Development Plans (NDPs) for their areas. Neighbourhoods can also grant planning permission through specific Neighbourhood Development Orders (NDOs) or Community Right to Build Orders.
- 2.22 NDPs are required to reflect strategic policies in an up to date Local Plan, and should plan positively to support those policies. A Neighbourhood Plan should not promote less development than is set out in a Local Plan, nor undermine the strategic policies within a Local Plan. A LPA has a duty to support the preparation of a NDP, though is not involved in all stages of preparation.
- 2.23 The preparation of a NDP is optional, however, the Council, as a LPA, has a significant role in managing the formal stages of the preparation process and ensuring that the Neighbourhood Planning Regulations are complied with.

#### *Community Infrastructure Levy*

- 2.24 The Community Infrastructure Levy (CIL) is a charge that allows local authorities to raise funds from most types of new development in their area to help fund infrastructure to support development growth. This could include open space, leisure centres, cultural and sport facilities, transport schemes, schools among other requirements. Local authorities wanting to introduce a CIL charge in their area must produce a Charging Schedule which sets out the levy rate(s) that the authority will charge. The rate is charged per square metre of new floor space created and the charge is non-negotiable. The Community Infrastructure Regulations 2010 (as amended) sets out the procedure that charging authorities must follow prior to adopting a Charging Schedule. Any review of the CIL charging schedule (a schedule of the CIL rates for different land uses or development types and areas of the District) will also be subject to consultation.

#### *Sustainability Appraisals and Strategic Environmental Assessment*

- 2.25 The Council is required to assess the social, environmental and economic implications of policies and proposals of DPDs and SPDs where it is relevant to do so. Sustainability Appraisals (SAs) and Strategic Environmental Assessments (SEAs) will help to test the soundness of planning policy documents by ensuring they reflect sustainable development objectives, as well as being consistent with each other in terms of their objectives and policies. The Council will consult the local community on its SAs and involve key stakeholders in its preparation. Parish Councils (or other Neighbourhood Forums) may also be required to undertake SEA in preparing Neighbourhood Plans. There is no longer a specific requirement for a SA to be produced for all SPDs.

#### *Habitats Regulations Assessment*

- 2.26 Habitats Regulations Assessment (HRA) is required under the European Directive 92/43/EEC on the "conservation of natural habitats and wild fauna and flora for plans" that may have an impact of European (Natura 2000) Sites. It will determine if a document, such as a DPD, contains proposals that are likely to have a significant effect on international sites (such as the Oxford Meadows Special Area of Conservation which falls within the district) . The Habitats Regulations 2010 (as amended) requires: *"The plan-making authority must for the purposes of the assessment consult the appropriate nature conservation body and have regard to any representations made by that body within such reasonable time as the authority specify."* (Reg 102 (2)) It continues stating *"They must also, if they consider it appropriate, take the opinion of the general public, and if they do so, they must take such steps for that purpose as they consider appropriate."* (Reg 102 (3)).

#### *Annual Monitoring Report*

- 2.27 An Annual Monitoring Report (AMR) reviews progress on Local Plans and includes monitoring information on employment, housing and natural environment. An AMR is the tool that can be used to lead to policy change if the policies in the Local Plan are not achieving the desired results. There is no requirement to consult on the AMR but it must be made publicly available.

### 3. Community Involvement in Plan Making

3.1 Cherwell District Council has a duty to put in place a framework of planning policies (known as the Local Plan) which will be used to guide development proposals and to help determine planning applications. As part of the preparation of these planning policies and supporting documents there are statutory stages of consultation that must be undertaken to allow the public and stakeholders to have their say on what is being proposed.

#### Type of engagement methods

3.2 There are a range of methods by which the Council will seek to engage with relevant bodies and the local community in the preparation of its planning documents. These are set out in Table I below. The methods of engagement have one of three purposes:

- Information – to provide the community with balanced, clear and easily understood objective information to assist them in understanding the problem, alternative or solutions
- Consultation – to obtain the views of the community on proposals, analysis, alternatives or decisions
- Participation – to partner with the community in each aspect of the decision making process, including the development of alternatives and identification of the preferred position. Working cooperatively to seek mutually beneficial outcomes



3.3 The method of engagement will depend on its purpose, whether the scope of engagement is proportionate to the issues and stage of preparation, and 'value for money' considerations

such as the staff resources required and direct costs. The possible engagement methods are listed in Table I.



**Table I: Engagement methods**

Engagement method	Purpose	Commentary
'Cherwell Link'	Information	The District Council's free publication 'Cherwell Link' is sent to every household in the District and can be used to disseminate information about the plan making process, emerging issues and consultation events. This offers an opportunity to reach every household in Cherwell.
Council Meetings	Information	<p>While the public are not able to automatically take part in the majority of scheduled Council meetings they are able to attend most, where they will be able to listen to the debate when the Council makes decisions on key issues and can request to address the meeting. Advanced notice is required and restrictions apply (please see Council's Constitution). It is important in a transparent planning system that the public are fully aware of the issues being debated and have access to observing the decision making process.</p> <p>The Local Development Documents (LDDs) will be considered either the Council's Executive or by full Council as set out in the Council's Local Development Scheme. The agendas and the minutes of previous Council meetings are available on the Council's website normally five days before the meeting takes place. The Council also offers live website broadcasting of some Council meetings. More details on this and Council meeting dates can be found on the Council's website at <a href="http://www.cherwell.gov.uk">www.cherwell.gov.uk</a></p>
Emails	Information	Emails are an affordable and effective method of communication for

		<p>raising awareness, keeping people informed and receiving feedback. Emails will be used as part of statutory and non-statutory consultation. The Planning Policy Team maintains a consultation database of those people who are automatically notified about relevant planning policy consultations. People who respond to consultations are added to the database and the Council is obliged to contact certain specific consultation bodies.</p> <p>People who wish to be added to or removed from the database can contact the Planning Policy Team on 01295 227985, by email to <a href="mailto:planning.policy@cherwell-dc.gov.uk">planning.policy@cherwell-dc.gov.uk</a> or by post to the Planning Policy Team at the Council's offices.</p> <p>For easy reference, emails can also contain hyperlinks to documents on the website. Where email addresses are provided to the Council, by preference emails will be used rather than letters.</p> <p>People who have registered on the Council's Public Access system will receive notifications on certain planning applications.</p>
Exhibitions	Consultation / Participation	<p>Exhibitions are a useful way of presenting information and options to the public, especially local communities. They are an effective visual tool and provide the community with the opportunity to question and resolve issues. They are also a good tool for reporting back the findings of previous consultation exercises. Exhibitions are able to reach large numbers of people if well-advertised. They provide the opportunity for face-to-face contact between Council representatives and local communities.</p>
Focus Groups / Forums	Participation	<p>Focus groups or forums enable local people to discuss planning issues. Focus groups can help local authorities to gain a better understanding of public concerns and help focus consultations in specific matters.</p> <p>Members of the community can sometimes be employed to undertake the engagement exercise and this can help in overcoming barriers. People may be more likely to respond to messages from similar or related groups. Alternatively a representative from an organisation or group could be employed to liaise with specific groups.</p>
Frequently Asked Questions	Information	<p>As appropriate the Council will issue a set of Frequently Asked Questions to supplement a consultation where there are known issues and questions that are likely to arise.</p>
Letters	Information	<p>A traditional but effective method as potentially everyone can be targeted in this way. To ensure high standards in efficiency, the Council will need to keep the consultation database of community members and stakeholders up-to-date so that they could be notified with updates. Letters will be used to accompany new material for consultation and ask for comments.</p> <p>The Planning Policy Team maintains a consultation database of those people who are automatically notified about relevant planning policy consultations. People who respond to consultations are added to the database and the Council is obliged to contact certain specific</p>

		<p>consultation bodies.</p> <p>People who wish to be added to or removed from the database can contact the Planning Policy Team on 01295 227985, by email to <a href="mailto:planning.policy@cherwell-dc.gov.uk">planning.policy@cherwell-dc.gov.uk</a> or by post to the Planning Policy Team at the Council's offices. Where email addresses are provided to the Council, by preference emails will be used rather than letters.</p> <p>Letters of notification on planning applications will be sent out to those who will be affected to advise on the planning application number, proposal and ways to comment.</p>
Online Consultation	Consultation	<p>Online consultation works in conjunction with other consultation techniques and can offer community stakeholders the opportunity to respond to consultations online. It can be used in tandem with online questionnaires to provide responses to consultations.</p> <p>The Planning Policy Team does not presently operate a formal on-line consultation system. If it chose to do so in the future, or if an on-line consultation system were to be used for a particular consultation, people registered on the Planning Policy Team's consultation database would be notified in advance.</p>
Paper copies of documentation	Information	<p>Paper copies of key consultation material will be made available at the 'deposit locations' such as in local libraries (please see Appendix 5 for deposit locations). Where consultations are supported by supplemental documents such as technical evidence, it may only be practicable and cost effective to make those documents available in hard copy at the Council's main offices at Bodicote House. Any person may make a request to the Planning Policy Team for a copy of such a document but a reasonable charge may need to be made. Copies of documents can also be obtained in large print, Braille, audio tape or in other languages. All published documents will be made available electronically.</p>
Meetings with Parish Councils	Information and Participation	<p>As appropriate, meetings and workshops between the Council and Parish Council(s) will be held to discuss particular issues or for the preparation of Neighbourhood Development Plans.</p> <p>Parish Liaison meetings between the Council and representatives of Parish Councils are held twice a year. The purpose is to raise and discuss issues of mutual interest and so Councillors can effectively relay information to local residents. Updates from the Planning Policy Team will be provided at the Parish Liaison meetings when necessary.</p>
Meeting / Discussions with Stakeholders	Information and Participation	<p>As appropriate, meetings and discussions with stakeholders to assist understanding of issues and potential options</p>
Planning Aid England	Participation	<p>Planning Aid England offers independent planning advice and support to individuals and communities. It is funded by the Royal Town Planning Institute (RTPI) and considers that everyone should have the opportunity to get involved in planning their local area. Its work is supported by volunteers who have a range of skills, interests and</p>

		<p>expertise. Five main services and types of support are offered:</p> <ul style="list-style-type: none"> <li>• Free planning advice and guidance – website and advice line</li> <li>• Bespoke support for eligible individuals and communities</li> <li>• Outreach and capacity building</li> <li>• Neighbourhood Planning</li> <li>• Online resources and guides.</li> </ul> <p>Planning Aid can provide independent advice to help the community to comment on planning applications and get involved in the preparation of Development Plan Documents. It can also offer support for local communities particularly in respect to preparing Neighbourhood Development Plans.</p>
Planning for Real®	Participation	<p>‘Planning for Real’ is a highly visible, hands on community empowerment tool that is used to encourage people to get involved in planning by developing their own ideas on how communities can be improved. A large 3 dimensional model of a neighbourhood is constructed, preferably by local people, and is used specifically to address areas where major change is proposed. ‘Planning for Real’ provides an opportunity that people of all abilities and backgrounds find easy and enjoyable to engage in.</p>
Posters / Leaflets	Information	<p>Posters and Leaflets are a good way of presenting planning issues in a graphical form and are easy to understand. They can provide the reader with a quick overview of issues and provide contact details for further information on how to get involved. Distribution of posters and leaflets can be an effective way to raise awareness. They can either be delivered to households alone or with other Council mail outs to save postage costs. They can also be left at the deposit locations (please see Appendix 5) and, with agreement, in other locations accessible to the public.</p>
Press Releases	Information	<p>Press releases are one of the most effective ways of distributing planning and development information to large numbers of people and generating public debate. Press releases are published through the Council’s Communications Team and made available through the Council’s website. They may include details of consultation events, key stages in producing a planning document or specific planning matters. When required, and agreed in consultation with the Council’s Communications Team, press briefings may be held.</p>
Public Meetings / Workshops	Participation	<p>Meetings can assist the Council in presenting information and proposals within a forum that facilitates immediate discussion and feedback. Meetings will be used in conjunction with other techniques and not as the only consultative tool as the participants do not always reflect the views of the wider community. Where appropriate the Council will use independent facilitators to run public meetings to ensure that everyone has the opportunity to be involved and provide advice on how to maximise the benefits of community consultations.</p> <p>Workshops can be organised to encourage a wide range of issues and options to be debated and discussed in an interactive environment. These may be help on specific topics, for example housing,</p>



		employment or open spaces. Workshops will be held in accessible locations appropriate for the subject issues and will be held at times of the day best suited for appropriate community involvement.
Questionnaires / Response Forms	Consultation	Questionnaires and response forms are a structured way of obtaining information, which can be easily statistically analysed. They are convenient, economic and thus a good starting point, but need to be well structured and ensure that the questions are not leading. They can be completed and returned to the Council by post or can be set up so that they can be returned electronically online. Questionnaires / response forms do not always achieve high rates of return and therefore must be used as part of wider consultations.
Review Sessions	Participation	Review Sessions are a useful method for providing feedback, monitoring progress and maintaining momentum on a variety of planning issues. Sessions can be held weeks, months, or even years after a consultation event or other community planning initiative during which all those involved in a previous activity are invited back to a review session. Invitations can also be extended to those who may wish to become involved in the future. Where review sessions are used they will appraise current progress, evaluate earlier initiatives and determine the way forward.
Social Media	Information	Social media are now a primary source of information and news for many people. Associated with this is a declining reliance on traditional forms of mass media such as newspapers. The Council's Communications Team will therefore be notified about consultations on planning policy documents so that it can release information via Facebook and Twitter, the two most commonly used social media. However, social media will only be used as a method of notification. Formal comments on Planning Policy consultations and applications will need to be received by email or by letter (or Public Access for applications) with names and addresses provided.
Statutory Notices	Information	Formal advertisements such as statutory notices in local newspapers will be used when necessary during the process of key planning documents production to inform the community of various key consultation dates and the publication of documents. The Council will publish notices in the Banbury Guardian and/or the Bicester Advertiser and/or the Oxford Mail depending on the geographic area affected.
Other Public Notices	Information	<p>Planning applications are advertised in the affected areas and local papers.</p> <p>For particular policy consultations Council officers may consider it appropriate to use site or parish notices. For example, they are produced to advertise consultation on applications to have Neighbourhood Areas designated and on submitted Neighbourhood Plans.</p>
TV and Radio	Information	TV and Radio offer the potential to reach a wide range of people and can be used to disseminate information quickly and effectively. TV offers a highly visible approach to planning issues and radio offers a forum for topical debate. Information presented in this way would be

		arranged through the Council's Communications Team.
Website	Information	<p>The internet provides quick and efficient opportunities for interested stakeholders to engage in the planning process and access up-to-date information on the Local Development Documents (LDDs) process. The Planning Policy Team advertises consultations, publishes its latest news and maintains its library of documents on-line. The Development Management service ensures that planning applications can be accessed via a public access system. The Council's website address is <a href="http://www.cherwell.gov.uk">www.cherwell.gov.uk</a></p> <p>For communities and stakeholders, the internet offers :</p> <ul style="list-style-type: none"> <li>• readily accessible information on proposals, opportunities, constraints and studies</li> <li>• a platform on which organisations can respond to issues known to be of community concern</li> <li>• a way for people to invite others to comment on the specific proposals and a means of receiving feedback</li> <li>• an interactive medium allowing discussion and debate.</li> </ul> <p>The Council will publish on its website regular updates on the progress of the LDD's, proposal documents and provide contact details for the Planning Policy Team.</p>

Who will we engage?

3.4 A public sector Equality Duty came into force across Great Britain on 5 April 2011. It means that public bodies have to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services and in relation to their own employees. It also requires that public bodies have due regard to the need to:

- eliminate discrimination
- advance equality of opportunity
- foster good relations between different people when carrying out their activities.

3.5 Having due regard means consciously thinking about the three aims of the Equality Duty as part of the process of decision-making. This means that consideration of equality issues must influence the decisions reached by public bodies.

3.6 Cherwell District Council's Equality Vision in its Equality and Diversity Framework is:

*'Cherwell District Council, working to ensure equality, access and fairness in all we do'*

3.7 The Council intends that all people have the opportunity to have their say in how Cherwell District is spatially planned irrespective of their differences including by way of age, disability,

gender reassignment, pregnancy and maternity, race, religion and belief, sex and sexual orientation.

- 3.8 The Council publishes its planning policy consultations on a geographic basis and any individual may comment. On occasions, it may be appropriate to narrow the geographic scope of the consultation, for example for a planning matter that only affects a particular town or parish.
- 3.9 The scope of a consultation will only be narrowed to a specific group of stakeholders if the consultation is only relevant to that group. Similarly, there might be a need to produce technical evidence with the particular input of a specific group of stakeholders; for example the Travelling Communities on their accommodation needs or a developer panel to assess issues of development viability. A 'tailored' approach to engagement may sometimes be needed.
- 3.10 The Town and Country Planning (Local Development) (England) Regulations 2012 identify Specific and General Consultation Bodies that the Council has to consult in preparing Local Plans and Supplementary Planning Documents at certain stages of their preparation. Specific Consultation Bodies must be consulted where the Council consider that the proposed subject matter will be of interest to them. The Council must consult such of the General Consultation Bodies as the Council considers appropriate. There is also a requirement that the Council invites representations from such residents and persons carrying on business as it considers appropriate.
- 3.11 The Specific and General Consultation Bodies presently prescribed by the Regulations for Local Plans and SPDs are presented at Appendix I.
- 3.12 The Council will maintain a consultation database of specific and general consultees and others that have expressed a specific interest to be consulted. Where consultation is required in the production of a Local Development Document (LDD) or other policy document, the Council will normally notify all those on the Planning Policy consultation database. When an individual or organisation makes a representation on a planning policy document they will be added to the consultation database. People who wish to be added to or removed from the database can contact the Planning Policy Team on 01295 227985, by email to [planning.policy@cherwell-dc.gov.uk](mailto:planning.policy@cherwell-dc.gov.uk) or by post to the Planning Policy Team at the Council's offices.

#### *Duty to Cooperate*

- 3.13 Section 110 of the 2011 Localism Act inserts the Duty to Co-operate as a new Section 33A in the Planning and Compulsory Purchase Act 2004. Section 33A came into effect on 15 November 2011. It is not retrospective.
- 3.14 Section 110 of the Localism Act sets out the 'Duty to Co-operate'. The Duty:
- relates to "sustainable development or use of land that has or would have a significant impact on at least two planning areas, including (in particular) sustainable development or use of land for or in connection with infrastructure that is a strategic and has or would have a significant impact on at least two planning areas";
  - requires that councils and public bodies "engage constructively, actively and on an ongoing basis" to develop strategic policies; and
  - requires councils to consider "joint approaches" to plan making.
- 3.15 Section 33A (1) and (3) of the 2004 Act impose a duty on a local planning authority to co-operate with other local planning authorities and other prescribed bodies when it undertakes

certain activities, including the preparation of development plan documents, activities that can reasonably be considered to prepare the way for such preparation and activities that support such preparation so far as they relate to a strategic matter. This is to maximise the effectiveness with which those activities are undertaken.

3.16 Section 33A (4) states that a strategic matter is: “sustainable development or use of land that has or would have a significant impact on at least two planning areas, including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas.”

3.17 Section 33A (2) requires a local planning authority “to engage constructively, actively and on an on-going basis” in respect of the activities that are subject to the duty.

3.18 For Cherwell the local planning authorities that border Cherwell District are:

- Aylesbury Vale District Council
- Buckinghamshire County Council
- Northamptonshire County Council\*
- Oxford City Council
- Oxfordshire County Council
- South Northamptonshire Council\*
- South Oxfordshire District Council
- Stratford-on-Avon District Council
- Vale of White Horse District Council
- Warwickshire County Council
- West Oxfordshire District Council

\* *Daventry District Council, Northampton Borough Council, South Northamptonshire Council and Northamptonshire County Council have established the West Northamptonshire Joint Planning Unit to prepare joint development plan documents, including the Joint Core Strategy and other joint Supplementary Planning Documents.*

3.19 The Oxfordshire Councils are assisted in meeting the Duty to Cooperate by an ‘Oxfordshire Growth Board’ (a joint committee) which includes the local authorities within the Oxfordshire Local Enterprise Partnership (LEP) comprising, Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council and Oxfordshire County Council. It also includes co-opted non-voting named members from the following organisations:

- LEP : Chairman
- Oxford University
- Skills Board
- Harwell/Diamond Light Source
- LEP Business Representative
- LEP Oxford City Business Representative
- Homes and Communities Agency

3.20 In addition, when considering matters that sit under the purview of the Local Transport Board then Network Rail and the Highways Agency have the right to attend the Growth Board as non-voting investment partners.

- 3.21 The Growth Board is supported by officer and working groups as required. A separate Oxfordshire Planning Policy Officers (OPPO) group also assists engagement with the other Oxfordshire Councils on planning matters.
- 3.22 Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the other prescribed bodies for the purposes of implementing Section 33A of the 2004 Act. Of those bodies listed in the Regulation it is considered that the following bodies are relevant to Cherwell District:
- The Environment Agency
  - Historic Buildings and Monuments Commission for England (Historic England)
  - Natural England
  - The Civil Aviation Authority
  - The Homes and Communities Agency
  - The NHS Oxfordshire
  - The Office of Rail Regulation
  - The Highway Authority – Section 1 of the Highways Act 1980:
    - Oxfordshire County Council (Highways)
    - The Highways Agency (Highways England)
  - Local Enterprise Partnerships:
    - The Oxfordshire Local Enterprise Partnership (OXLEP)
    - The South East Midlands Local Enterprise Partnership (SEMLEP)
  - The Oxfordshire Local Nature Partnership
- 3.23 The Council will liaise with the duty to co-operate bodies to ascertain what aspect of the plan preparation they wish to be engaged with and how. This may also provide an opportunity for joint working and establishing a shared evidence base. There will be ongoing engagement between Cherwell District Council and all the Oxfordshire local authorities on strategic priorities and cross boundary issues and as required on a bilateral basis.

#### *Sustainability Appraisal*

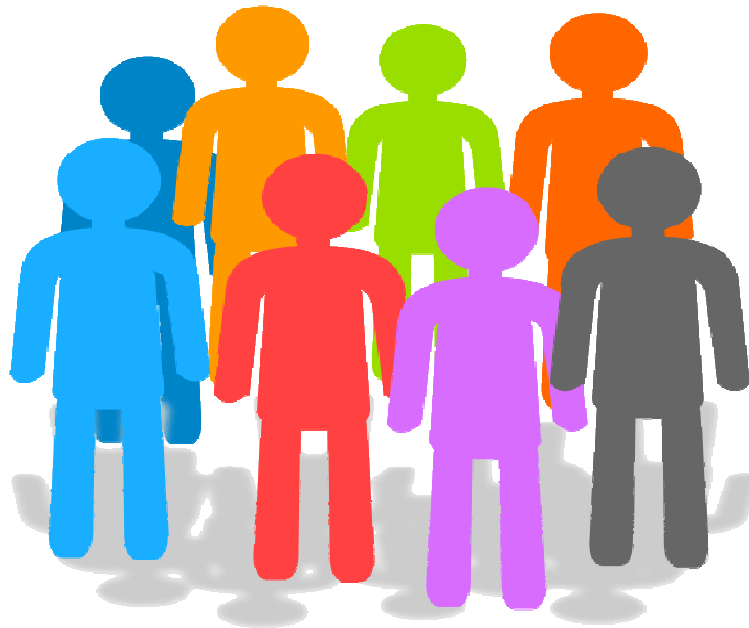
- 3.24 Local Planning Authorities are required to undertake SA for Local Plans under the Planning and Compulsory Purchase Act 2004. The SA incorporates the requirements for Strategic Environmental Assessment under European Directive 2001/42/EC. The SEA requirement applies to relevant plans, policies (such as a Local Plan) but is not required for the SCI, the Local Development Scheme (LDS), Annual Monitoring Reports (AMRs) or the Community Infrastructure Levy (CIL). There is no obligation for Neighbourhoods Plans and Supplementary Planning Documents (SPDs) but SA/SEA can be necessary, particularly where the social, economic and environmental effects have not not already been assessed during the preparation of a higher level Plan or programme.
- 3.25 Preparing a scoping report is part of the first required steps to meet the SEA Directive requirements. As part of the scoping work on the SA/SEA we will consult Natural England, Historic England (formerly known as English Heritage) and the Environment Agency and possibly others. As requested by the regulations there will be public consultation on other stages of the SA.

#### *Hard to reach groups*

- 3.26 The Council will use a wide range of engagement methods as referenced earlier in seeking to engage with 'Hard to Reach' groups, particularly in the context of the Equality Duty. The use

of the term ‘Hard to Reach’ simply highlights that there may be groups of people within the wider Cherwell community that would not readily use or access the planning system, may be unfamiliar with the Council, but which because of their needs and priorities are potentially affected by planning issues and policies. Examples might include some older or younger people, those with disabilities or those within the Travelling Communities.

- 3.27 To engage with such people, officers may need to employ engagement methods that will help to overcome the barriers that prevented them from participating in the first place. For example, this might include using specialist advisers, third parties, interpreters or specific facilities for disabled people, etc. With regard to arranging consultation events, flexibility over the timing, location and venue may also need to be considered. Council officers will determine the most appropriate way for engaging with hard to reach groups taking specialist advice where required. This might mean tailoring the engagement methods employed.



When will we engage?

- 3.28 Relevant regulations set out the stages in the preparation process for each type of planning document, when we must formally publish the documents for comment, and for how long. These requirements will always be met. The early stage of plan preparation will involve engagement with specific stakeholders, prescribed bodies, partners and consultees to inform the identification of issues and options. Engagement will continue on a continuous basis to ensure options are thoroughly tested and policy preparation is robust.



### *Consultation Stages*

3.29 The opportunity for community involvement in the preparation of planning policy documents is summarised below:

#### Documents Produced by Cherwell District Council

- **Development Plan Documents (DPDs)**
  - Formal consultation on issues and options
  - Stakeholder engagement in considering issues and options
  - Formal consultation on Sustainability Appraisal
  - Stakeholder engagement in developing proposals
  - Formal consultation on proposals
  - Participation in the formal examination of plans (those seeking a change to the proposed Plan).
- **Supplementary Planning Documents (SPDs)**
  - Stakeholder engagement in preparing the SPD
  - Formal consultation on the draft SPD
- **Community Infrastructure Levy Charging Schedule**
  - Stakeholder engagement
  - Formal consultation on a Preliminary Draft CIL Charging Schedule
  - Formal consultation on the Draft CIL Charging Schedule (public participation)
  - Participation in the formal examination (Inspector to invite participants)

Produced by Parish or Town Councils or designated Neighbourhood Forums

• **Neighbourhood Plans**

- Formal consultation on the designation of Neighbourhood Area or Forum (by Cherwell District Council)
- Pre-Submission consultation in preparing a draft Plan (by the Parish/Town Council of designated Forum)
- Formal consultation on a plan proposal (by Cherwell District Council)
- Community Referendum (organised by Cherwell District Council)

How will we engage?

3.30 The tables below describe the formal stages of document production, explaining how community involvement will take place. Significant changes in circumstances may lead to a review of the SCI.

**Table 2: Local Plans (Development Plan Documents)**

Stage	Regulation (The Town and Country Planning (Local Planning) England) Regulations 2012)	Community Involvement	How
Pre-production	N/A	Initial contact with key stakeholders as required.	Telephone/ Email/ Letter/ Meetings
Project planning		On-going cooperation with prescribed bodies.	Oxfordshire Growth Board  OGB Working Groups / Oxfordshire Planning Policy Officers Group
Preparation  Scoping, Identification of Issues and Options, Assessment of Options	Regulation 18	Consultation on Sustainability Appraisal Scoping Report – at least 5 weeks - with statutory bodies  On-going cooperation with prescribed bodies.  Formal consultation on issues and options with public, statutory & prescribed bodies and with other stakeholders – 6 weeks per consultation  Targeted consultation with communities / stakeholders	Telephone/ Email/ Letter/ Website / Meetings  Oxfordshire Growth Board  OGB Working Groups / Oxfordshire Planning Policy Officers Group  Publication and ‘deposit’ of consultation documents  Workshops



			Evidence gathering (consultation as appropriate)
Publication	Regulations 19 and 20	<p>Consult on Proposed Local Plan, SA/SEA and supporting evidence. Consultation period – 6 weeks</p> <p>The Council must ensure that a statement of the representations procedure and a statement of fact that the proposed submission documents are available for inspection and of the places and times at which they can be inspected, is sent to each of the general consultation bodies and each of the specific consultation bodies invited to make representations under Regulation 18(1).</p>	<p>Publication and ‘deposit’ of proposed documents</p> <p>Email / Letter / Website</p> <p>Explanatory meetings / press as required</p>
Submission of proposed documents to the Secretary of State	Regulation 22	<p>Notification only</p> <p>Submission of Local Plan and all associated documents to the Secretary of State – electronic and paper copies.</p> <p>Make the relevant documents available at the deposit locations and on the Council’s website as soon as reasonably practicable.</p> <p>Documents to include:</p> <ul style="list-style-type: none"> <li>• Local Plan</li> <li>• Sustainability Appraisal report</li> <li>• Submission Policies Map</li> <li>• Statement of Consultation</li> <li>• Copies of representations</li> <li>• Statement of fact</li> <li>• Supporting documents as in the opinion of the Council are relevant to the preparation of the Local Plan.</li> </ul> <p>The Council must send to each of the general consultation bodies and each of the specific consultation bodies which were invited to make representations under Regulation 18(1), notification that the Local Plan and relevant documents are available for inspection and of the</p>	<p>Publication and ‘deposit’ of submission documents</p> <p>Email / Letter / Website</p>

		<p>places and times at which they can be inspected.</p> <p>The Council must also give notice to those persons who requested to be notified of the submission of the Local Plan to the Secretary of State that it has been so submitted.</p>	
Examination	Regulation 24	<p>Notification only</p> <p>Right to appear and be heard limited to those persons legally defined as having made representations seeking a change to the proposed Plan.</p> <p>Or, if invited by the Inspector where he or she thinks that a person is needed to enable the soundness of the Plan to be determined.</p> <p>Public hearing sessions are held which helps the Inspector to determine whether the Local Plan is sound and legally compliant.</p> <p>The Council must make the matters available at least 6 weeks before the opening of a hearing. Matters include the date, time and place which the hearing is to be held, and the name of the person appointed to carry out the independent examination. The Council must also notify any person who has made a representation in accordance with Regulation 20 and not withdrawn that representation, of those matters.</p>	Email / Letter / Website
Main Modifications	N/A	<p>Possible further consultation</p> <p>On-going cooperation with prescribed bodies.</p> <p>Optional stage – where the Council agrees, the Inspector can propose changes or ‘main modifications’ to the Plan to avoid it being found ‘unsound’ (unless there is a fundamental issue with ‘soundness’).</p> <p>The Inspector will set out arrangements and seek agreement on a timetable for any necessary sustainability appraisal work and public consultation.</p>	<p>Telephone/ Email/ Letter/ Website / Meetings</p> <p>Oxfordshire Growth Board</p> <p>OGB Working Groups / Oxfordshire Planning Policy Officers Group</p> <p>Publication and ‘deposit’ of proposed documents</p>

		<p>The precise arrangements for public consultation may vary from case to case.</p> <p>The scope and length of the consultation should reflect the consultation at Regulation 19 stage</p> <p>Further hearing sessions will only be scheduled exceptionally</p>	
Adoption	Regulation 26	<p>Notification only</p> <p>As soon as reasonably practicable after the Council adopt a Local Plan they must make the following available at the deposit locations and on the Council's website:</p> <ul style="list-style-type: none"> <li>• The Local Plan</li> <li>• Adoption Statement</li> <li>• Sustainability Appraisal report</li> <li>• Sustainability Appraisal Adoption Statement</li> <li>• Habitats Regulations Assessment</li> <li>• Details of where the Local Plan is available for inspection and the places and times at which the document can be inspected</li> </ul> <p>The Council must send a copy of the adoption statement to any person who has asked to be notified of the adoption of the Local Plan. A copy must also be sent to the Secretary of State.</p>	<p>Publication and 'deposit' of proposed documents</p> <p>Email / Letter / Website</p>

**Table 3: Supplementary Planning Documents**

Stage	Regulation (The Town and Country Planning (Local Planning) England) Regulations 2012)	Community Involvement	How

<p>Pre-production</p> <p>Project planning</p>	<p>N/A</p>	<p>Initial contact with key stakeholders as required.</p> <p>On-going cooperation with prescribed bodies as required</p>	<p>Telephone/ Email/ Letter/ Meetings</p>
<p>Preparation</p> <p>Scoping, Identification of Issues and Options, Assessment of Options</p>	<p>Regulation 12</p>	<p>Informal consultations may be carried out and the nature/extent of this will be determined by the subject matter of document.</p> <p>Determine if an SEA is required. Consult with statutory bodies on formal screening</p> <p>If required, consult on Sustainability Appraisal Scoping Report – 5 weeks - with statutory bodies</p> <p>On-going cooperation with prescribed bodies as required</p> <p>Formal consultation on issues and options with public, statutory &amp; prescribed bodies and with other stakeholders – at least 4 weeks per consultation</p> <p>Targeted consultation with communities / stakeholders</p>	<p>Telephone/ Email/ Letter/ Website / Meetings</p> <p>Publication and ‘deposit’ of consultation documents</p> <p>Workshops</p> <p>Evidence gathering (consultation as appropriate)</p>
<p>Consultation</p>	<p>Regulation 12/13</p>	<p>Consult on draft SPD and any supporting evidence, including the Consultation Statement.</p> <p>Consultation period – minimum of 4 weeks</p> <p>The Council has to produce a statement (referred to as the ‘Regulation 12(a) Statement’) setting out:</p> <ul style="list-style-type: none"> <li>• The persons who were consulted</li> <li>• A summary of the main issues raised</li> <li>• How any issues raised have been taken into account</li> </ul> <p>After reviewing any responses received, the Council will consider the need for any further consultation, which may relate to a specific topic.</p>	<p>Email/ Letter/ Website</p> <p>Publication and ‘deposit’ of consultation documents</p>

		On-going cooperation with prescribed bodies as required	
Adoption	Regulation 14	<p>Notification only</p> <p>As soon as reasonably practicable after the Council adopt a SPD the Council must:</p> <ul style="list-style-type: none"> <li>• Make the SPD and adoption statement available at the deposit locations and on the Council's website</li> <li>• Send a copy of the adoption statement to any person, who has asked to be notified of the adoption of the SPD.</li> </ul>	<p>Publication and 'deposit' of proposed documents</p> <p>Email / Letter / Website</p>

**Table 4: Community Infrastructure Levy**

*(Cherwell District Council is the Charging Authority for the purpose of Part 11 Section 206 of the Planning Act 2008.)*

Stage	Regulation (The Community Infrastructure Levy Regulations 2010 (as amended))	Community Involvement	How
Pre-production	N/A	Initial contact with key stakeholders as required.	Telephone/ Email/ Letter/ Meetings
Project planning		On-going cooperation with prescribed bodies as required	
Preliminary Draft Charging Schedule	Regulation 15	<p>Stakeholder engagement</p> <p>Formal consultation – 6 weeks</p> <p>On-going cooperation with prescribed bodies as required</p> <p>The charging authority must send a copy of the preliminary draft to each of the prescribed consultation bodies, and invite each of those bodies to make representations on the preliminary draft.</p> <p>Consultation bodies are those listed below whose area is within or</p>	<p>Telephone/ Email/ Letter/ Meetings</p> <p>Evidence Gathering / Targeted stakeholder review</p> <p>Publication and 'deposit' of draft schedule</p>

		<p>adjoins the charging authority’s area, in this case Cherwell District:</p> <ul style="list-style-type: none"> <li>• District Councils (including Oxford City Council)</li> <li>• County Councils</li> <li>• Any other person exercising the functions of a local planning authority and Parish Councils whose area is in the Council’s administrative area</li> </ul> <p>Using mechanisms it considers appropriate the charging authority must also invite representations on the preliminary draft from:</p> <ul style="list-style-type: none"> <li>• Persons who are resident or carrying on business in its area</li> <li>• voluntary bodies some or all of whose activities benefit the charging authority’s area (if considered appropriate)</li> <li>• bodies which represent the interests of persons carrying on business in the charging authority’s area (if considered appropriate).</li> </ul> <p>CIL regulations do not specify how charging authorities should consult or how long a consultation period to offer, although they should consider an appropriate period to ensure that respondents have enough time to comment.</p>	
<p>Publication of a Draft Charging Schedule</p>	<p>Regulations 16 and 21</p>	<p>Formal Consultation – 6 weeks</p> <p>On-going cooperation with prescribed bodies as required</p> <p>Before submitting a Draft Charging Schedule, the charging authority must make a copy of the draft charging schedule, the relevant evidence and a statement of the representations procedure available for inspection. These must be made available at its principal office and at such other places within its area as it considers</p>	<p>Email/ Letter/ Website / Meetings</p> <p>Publication and ‘deposit’ of draft schedule</p>

		<p>appropriate.</p> <p>The relevant documents must also be published on the Council’s website alongside a statement indicating they are available for inspection and where.</p> <p>The Draft Charging Schedule and statement of the representations procedure must be sent to each of the consultation bodies.</p> <p>The charging authority must give by local advertisement notice which sets out a statement of the representations procedure and a statement of the fact that the Draft Charging Schedule and relevant evidence are available for inspection and of the places at which they can be inspected.</p> <p>CIL Regulation 17 establishes that the consultation must be for a period of no less than 4 weeks. Although Planning Practice Guidance indicates that allowing at least 6 weeks is considered good practice and longer if the issues are particularly complex.</p>	
Modifications to the Draft Charging Schedule after Publication	Regulations 11, 15 and 19	<p>Possible consultation – 6 weeks</p> <p>On-going cooperation with prescribed bodies as required</p> <p>If modifications on the Draft Charging Schedule were made by the charging authority after publication under Regulation 16, the charging authority must produce a Statement of Modifications (as set out in Regulations 11 and 19), publish it on its website and send a copy of the statement to each of the consultation bodies invited to make representations under Regulation 15.</p> <p>This must be complied with before submission of documents to the examiner.</p>	<p>Email/ Letter/ Website/Meetings</p> <p>Publication and ‘deposit’ of documents</p>
Submission of	Regulation 19	Notification only	Email/ Letter/ Website

<p>documents and information to the examiner</p>		<p>Submission of documents to the examiner.</p> <ul style="list-style-type: none"> <li>• The Draft Charging Schedule</li> <li>• A Statement setting out the representations made and a summary of the main issues raised by the representations</li> <li>• Copies of any representations</li> <li>• A Statement of Modifications (if modifications to the Draft Charging Schedule was made)</li> <li>• Copies of the relevant evidence.</li> </ul> <p>As soon as practicable after submission, the documents above must be published on the Council’s website and be made available at places where documents were made available under Regulation 16.</p> <p>The charging authority must give notice to those persons who requested to be notified of the submission of the Draft Charging Schedule to the Examiner that the draft has been so submitted.</p>	
<p>Examination</p>	<p>Regulation 21</p>	<p>Notification &amp; right to be heard (as invited)</p> <p>Independent examination of the Charging Schedule by an Independent Examiner.</p> <p>It is for the examiner to decide how the hearings are conducted.</p> <p>A person who makes representations about a draft charging schedule under Regulation 17 must (if so requests) be heard by the examiner. This request must be made in writing within the consultation period specified by the charging authority.</p> <p>Where a person has submitted a request to be heard by the Examiner, the charging authority must:</p> <ul style="list-style-type: none"> <li>• Publish the matters on its website (time and place at which the</li> </ul>	<p>Email/ Letter/ Website</p>



		<p>examination is to be held and the name of the Examiner)</p> <ul style="list-style-type: none"> <li>• Notify any person who has made a representation in accordance with Regulation 17 and any person who has made a request to be heard in relation to the modifications.</li> </ul> <p>The charging authority must also give notice by local advertisement of the matters above.</p> <p>The local advertisement, notification and website publication must be undertaken at least four weeks before the opening of the examination. A two week notice is needed for those who have made a request to be heard in relation to the modifications.</p> <p>When a charging authority modifies a draft charging schedule, any person may request to be heard by the examiner in relation to these modifications. This applies only to the modifications as set out in the schedule of modifications. This request must be submitted in writing to the charging schedule within 4 weeks commencing on the day the draft schedule is submitted and must include details of the modifications on which the person wishes to be heard.</p> <p>The charging authority must submit a copy of each request it receives to the Examiner as soon as practicable after the end of the period of four weeks beginning with the day on which the Draft Charging Schedule is submitted to the Examiner in accordance with Regulation 19(1).</p>	
<p>Publication of the Examiner’s recommendations</p>	<p>Regulation 23</p>	<p>Notification only</p> <p>As soon as practicable after the Council adopt the Charging Schedule, the charging authority must:</p> <ul style="list-style-type: none"> <li>• Make the Examiner’s</li> </ul>	<p>Publication and ‘deposit’ of the Examiner’s recommendations and associated documents</p> <p>Email / Letter / Website</p>

		<p>recommendations and reasons available for inspection at the places where documents were made available under Regulation 16.</p> <ul style="list-style-type: none"> <li>• Publish the recommendations and reasons on its website</li> <li>• Give notice to those persons who requested to be notified of the publication of the Examiner’s recommendations and reasons that they have been so published.</li> </ul>	
Approval and Publication of a Charging Schedule	Regulation 25	<p>As soon as practicable after the charging authority approves a charging schedule it must:</p> <ul style="list-style-type: none"> <li>• Publish the charging schedule on its website</li> <li>• Make the charging schedule available for inspection at places where documents were made available under Regulation 16.</li> <li>• Give notice by local advertisement of the approval of the charging schedule, that a copy of the charging schedule is available for inspection, and of the places at which it can be inspected</li> <li>• Give notice to those persons who requested to be notified of the approval of the charging schedule that it has been so approved</li> <li>• Send a copy of the charging schedule to each of the relevant consenting authorities.</li> </ul>	Email/ Letter/ Website

**Table 5: Neighbourhood Plans**

Stage	Regulation (The Neighbourhood Planning (General) Regulations 2012) and Amendment	Community Involvement	How

<b>(2015)</b>			
Publicising an Area Application	Regulation 6	<p>Consult on the area application.</p> <p>As soon as possible after receiving an area application the Council must make it available for public consultation.</p> <p>Consultation period – minimum of 4 weeks (or 6 weeks if a wider area is being considered)</p> <p>The Council has to produce a public notice setting out:</p> <ul style="list-style-type: none"> <li>• Details of the consultation</li> <li>• Details of how to make representations</li> </ul> <p>If a deposit location is not available in the affected area, the Council will agree with the relevant neighbourhood plan steering group on a suitable location for the documents to be made available to the public.</p> <p>A public notice will also be published in the relevant local paper and copies will be sent to the relevant neighbourhood plan steering group for publicising in the area.</p> <p>The Council must determine the area application by:</p> <ul style="list-style-type: none"> <li>• 20 weeks for areas of two or more local planning authorities</li> <li>• 8 weeks for whole of the area of the Parish Council</li> <li>• 13 weeks for other cases.</li> </ul>	<p>Publication of application</p> <p>Email / Letter / Website</p> <p>Site Notices to Parish or Town Council or designated Neighbourhood Forum</p>
Publicising a Designation of a Neighbourhood Area	Regulation 7	<p>Notification only</p> <p>As soon as possible after designating a neighbourhood area the Council must publish the decision on the area application including:</p> <ul style="list-style-type: none"> <li>• Name of the neighbourhood area</li> <li>• A map which identifies the area</li> </ul>	<p>Email / Letter / Website</p>

		<ul style="list-style-type: none"> <li>The name of the relevant body who applied for the designation.</li> </ul>	
Publicising a Plan Proposal	Regulation 16	<p>Consult on the submission neighbourhood plan.</p> <p>As soon as possible after receiving a Neighbourhood Development Plan the Council must make the Plan and associated documents available for public consultation.</p> <p>Consultation period – minimum of 6 weeks</p> <p>The Council must publish the submission neighbourhood plan and associated documents and produce a public notice setting out:</p> <ul style="list-style-type: none"> <li>Details of the consultation</li> <li>Details of how to make representations</li> </ul> <p>If a deposit location is not available in the affected area, the Council will agree with the relevant neighbourhood plan steering group on a suitable location for the documents to be made available to the public.</p> <p>In addition a public notice will be published in the relevant local paper and copies will be sent to the relevant neighbourhood plan steering group for publicising in the area.</p>	<p>Publication and ‘deposit’ in relevant area of proposed documents</p> <p>Email / Letter / Website</p>
Publication of the Examiner’s Report and Plan Proposal Decisions	Regulation 18	<p>Notification only</p> <p>The Council must publish the Examiner’s Report and a decision notice</p>	<p>Publication and ‘deposit’ in relevant area of Examiner’s Report</p> <p>Publication of decision notice</p> <p>Email / Letter / Website</p>
Referendum (Neighbourhood Planning (Referendum) Regulations)	N/A	<p>Local referendum</p> <p>The Council’s Democratic Services team will facilitate the local referendum concerning the area</p>	<p>Notification of venue and date</p>

2012)		affected.	
Decision on a Plan Proposal	Regulation 19	Notification only  As soon as possible after deciding to make a Neighbourhood Development Plan the Council must publish a decision statement and send to the qualifying body and any person who asked to be notified of the decision.	Email / Letter / Website
Publicising a Neighbourhood Development Plan	Regulation 20	Notification only  As soon as possible after making a Neighbourhood Development Plan the Council must make the following available at the deposit locations and on the Council's website:  <ul style="list-style-type: none"> <li>• The Neighbourhood Development Plan</li> <li>• Details of where and when the Neighbourhood Development Plan may be inspected.</li> </ul> <p>The Council must also notify any person who asked to be notified of the making of the Neighbourhood Development Plan that it has been made and where and when it may be inspected.</p>	Publication and 'deposit'  Email / Letter / Website

*Planning Applications*

3.31 The Council's Development Management team is responsible for the processing of all planning applications within the District. Both publicity and consultation are a key part of the process. There are various stages for planning applications which are referred to in Table 6.

**Table 6: Stages of planning applications**

Stage	Summary
Pre-application discussions and consultations	<p>Early discussions between developers and planning officers will provide the opportunity to create proposals in the right form that will be attractive to the community and the local planning authority. They can be of great benefit to the application by identifying the key planning issues, avoiding abortive work and speeding up the statutory process.</p> <p>The Council offers a confidential formal pre-application service for a fee which is charged depending on the scale of the proposed development. The pre-application guidance note and fee schedule are available at <a href="http://www.cherwell.gov.uk">www.cherwell.gov.uk</a>.</p> <p>Developers of larger sites will generally be expected to engage with local</p>

	<p>communities – residents and community associations and relevant interest groups and statutory consultees or service providers. The Council will expect developers, as part of their application to detail the pre-application consultation they have undertaken (in a statement of consultation) and how comments have been addressed in progressing a proposal – which could take the form of a ‘statement of community involvement’. This will ensure that the standard requirements for involving the local and/or wider community are met.</p>
<p>Submission of an application</p>	<p>As soon as a planning application has been submitted and validated, the Council will undertake notification and consultation with the local community (other than for applications considered by the County Council who are responsible for further consultation as they deemed appropriate). All applications will be available to view on the Council’s website (via Public Access) which enables people to:</p> <ul style="list-style-type: none"> <li>• comment on an application (validated applications should be available for comment within 5 working days of being received, or major applications within 10 working days)</li> <li>• search and view planning application details (historic applications back to 1995)</li> <li>• research the planning history of a property (back to 1995)</li> <li>• register to receive email notifications of certain planning applications</li> <li>• view the weekly list of new and recent planning applications</li> <li>• comment on current applications (like all comments received by the Council, these are open to public inspection)</li> <li>• see planning decisions</li> <li>• monitor planning application progress</li> <li>• view details of planning appeals</li> <li>• search and view enforcement details back to 2008</li> </ul> <p>As well as being available through the Public Access system, a copy of the application may be inspected at the Council offices at Bodicote House during normal working hours (8.45am to 5.15pm Monday to Friday) or may be available for inspection from the Clerk to the relevant Town or Parish Council or Parish Meeting. Applications for development within the town of Banbury may also be inspected at Banbury Town Council, Town Hall, Bridge Street, Banbury. Copies of applications may also be obtained at Bodicote House for a fee.</p> <p>The Council uses the following methods to consult the public on planning applications:</p> <ul style="list-style-type: none"> <li>• Notifications – where there are people in buildings that are likely to be affected by a planning application, the Council will normally notify them by letter than an application has been submitted and that they can inspect the application and make written comments to the Council within 21 days.</li> <li>• Weekly Lists – Each week the Council publishes a list setting out the application reference number, a description of the application and the name of the person making the application for planning applications received during that week. The weekly list is available on the Council’s website and</li> </ul>

	<p>also circulated to Cherwell District Council Councillors, Parish Councils, libraries and to those who subscribe to receive them. The lists are also available from the Council Offices.</p> <ul style="list-style-type: none"> <li>• Press Notice - Planning legislation requires local planning authorities to publish details in the local press of all planning applications for major development, applications for development affecting listed buildings, conservation areas, tree preservation orders or public rights of way and applications accompanied by Environmental Statements.</li> </ul> <p>The Council's letters/notifications/advertisements set out the deadline by which comments should be submitted, which is 21 days of the date of publication. Only comments relating to planning matters will be taken into account.</p>						
<p>Processing the application</p>	<p>Dialogue between applicants and the Planning Officers is an important part in the planning control process, and the negotiation can steer development towards more acceptable forms. This negotiation may lead to amendments to a scheme which may resolve particular objections or take on board recommendations made by interested parties.</p> <p>Where negotiation with the applicant results in an amendment to the proposal being submitted the requirement for re-notification will depend upon the scale of the amendment. Below outlines the guidelines that will be applied in considering the re-notification procedure.</p> <table border="1" data-bbox="466 1048 1445 1989"> <thead> <tr> <th data-bbox="466 1048 874 1111">Type of amendment</th> <th data-bbox="874 1048 1445 1111">Re-notification procedure</th> </tr> </thead> <tbody> <tr> <td data-bbox="466 1111 874 1653"> <p>Minor amendments <i>(such as a small alteration to the approved materials of proposal)</i></p> </td> <td data-bbox="874 1111 1445 1653"> <p>The re-notification of neighbours on minor amendments can significantly delay the consideration of a planning application. On the whole, most amendments are normally made to seek better quality development or resolve particular areas of conflict. On this basis and in order to avoid unnecessary delay for minor amendments, no additional re-notification is undertaken. Copies of the amendments will normally be sent to appropriate Parish Councils for information only. Minor amendments will not be re-advertised. The modified plan will be available immediately on the Council's website upon receipt.</p> </td> </tr> <tr> <td data-bbox="466 1653 874 1989"> <p>Significant amendments <i>(such as major structural changes or significant modifications to the proposal)</i></p> </td> <td data-bbox="874 1653 1445 1989"> <p>More significant amendments will require neighbour re-notification with the decision to re-notify neighbours at the discretion of the case officer. There will be a shorter response period of normally ten days in order to reduce delay in the process unless the amendment is deemed to warrant a longer period, in which case it may be extended to 21 days. All significant amendments will also be re-advertised in the</p> </td> </tr> </tbody> </table>	Type of amendment	Re-notification procedure	<p>Minor amendments <i>(such as a small alteration to the approved materials of proposal)</i></p>	<p>The re-notification of neighbours on minor amendments can significantly delay the consideration of a planning application. On the whole, most amendments are normally made to seek better quality development or resolve particular areas of conflict. On this basis and in order to avoid unnecessary delay for minor amendments, no additional re-notification is undertaken. Copies of the amendments will normally be sent to appropriate Parish Councils for information only. Minor amendments will not be re-advertised. The modified plan will be available immediately on the Council's website upon receipt.</p>	<p>Significant amendments <i>(such as major structural changes or significant modifications to the proposal)</i></p>	<p>More significant amendments will require neighbour re-notification with the decision to re-notify neighbours at the discretion of the case officer. There will be a shorter response period of normally ten days in order to reduce delay in the process unless the amendment is deemed to warrant a longer period, in which case it may be extended to 21 days. All significant amendments will also be re-advertised in the</p>
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	<p>local press.</p> <p>Where appropriate Parish Councils, statutory consultees and anyone that had made a representation during the original notification period are also re-consulted if a significant amendment is received. This again will normally be a reduced period of ten days unless the amendment is deemed to warrant a longer period, in which case it may be extended to 21 days.</p>
<p>Determination of the application</p>	<p>Any consultation responses received will be considered in decisions made by the Council. As outlined above planning applications are determined by the Council either through Planning Committee or powers delegated to Council Officers. Some 90% of the applications submitted to the Council are determined under delegated powers to help ensure that applications are dealt with efficiently within the eight week timescale set by the Government.</p> <p>The Council publishes on its website the details of all Planning Committees normally 5 days in advance of the meetings along with the agendas and items for consideration. Where requested, the Council will inform the applicant of the time, date and location of the Committee meeting along with the officer recommendation.</p>
<p>Post determination</p>	<p>Where a planning application is determined by Planning Committee a letter is sent to everyone who made representations advising them of the decision except on those applications which have generated a significant degree of public interest. In those cases a notification of the decision is put in the local press.</p> <p>Where decisions are taken at Planning Committee the decision will be publicised in the Committee minutes on the Council's website.</p>
<p>Planning appeals</p>	<p>Where an applicant has an application refused, not determined or disagrees with the conditions attached to a planning permission they have the right of appeal within six months of the decision. When an applicant appeals the Planning Inspectorate, which is an independent body, will determine the appeal through one of the following methods.</p> <ul style="list-style-type: none"> <li>• Written representations – where the appeal is determined based solely upon the written representations sent to the Planning Inspectorate</li> <li>• Informal hearing – where the appeal is determined based upon the written representations sent to the Planning Inspectorate and a discussion led by an independent Inspector involving the Council, the person making the appeal and any third parties who wish to comment</li> <li>• Public inquiry – where the appeal is determined based upon the written representations sent to the Planning Inspectorate and a formal public inquiry procedure where evidence is cross-examined.</li> </ul> <p>If an appeal is made the Council will notify in writing everyone who made representations on the application and tell them how to make their views known</p>



to the Planning Inspector. This may be in writing or in person according to the appeal method. There is no need to re-submit previous information sent to the Council on the planning application as the Council will forward all previous representations to the Planning Inspectorate. Ward Councillors are also informed that an appeal has been made.

Where an appeal is to be dealt with by the Planning Inspectorate through written representations the appeal will be determined based upon the evidence contained within those statements and following a site visit by the Inspector.

Where an appeal is to be dealt with by the Planning Inspectorate through an informal hearing or public inquiry the Council will display a site notice and advertise in the press the date, time and location of the hearing or inquiry. Third parties are able to attend both informal hearings and inquiries if they wish to do so, providing that the Planning Inspectorate is notified beforehand.



#### 4. Reviewing and Monitoring the SCI

- 4.1 Monitoring of the SCI is important in ensuring that the Council has conformed to what it has set out. We will monitor the effectiveness of the SCI to ensure that the requisite community involvement has been appropriate and effective in the production of planning policy documents and in decision making. We will also monitor any changes to national legislation and policy.
- 4.2 The SCI will also be updated if other significant changes suggest a review is required. For example this might be the result of changes to:
- Groups we engage with
  - Legislation / national policy
  - Consultation methods
  - Council protocol
  - Technology
  - Results of the review of consultations, including the effectiveness of consultation methods in engaging particular groups.
- 4.3 If it becomes clear that the SCI is failing to deliver effective community involvement on planning matters, or where significant changes are required, the Council will consider reviewing the SCI. Should this be the case, the Council's Annual Monitoring Report (AMR) will set out the need for a review of the SCI and clearly identify where the SCI has failed to deliver effective community engagement or where there is a need for significant change.



**Appendix I - Local Development Documents – Specific and General Consultation Bodies**

The Town and Country Planning (Local Planning) (England) Regulations 2012

Part 1, Regulation 2

‘Specific Consultation Bodies’ means:

- (a) the Coal Authority
- (b) the Environment Agency
- (c) The Historic Buildings and Monuments Commission for England (now known as Historic England)
- (d) The Marine Management Organisation
- (e) Natural England
- (f) Network Rail Infrastructure Limited
- (g) the Highways Agency (Highways England)
- (h) a relevant authority any part of whose area is in or adjoins the local planning authority’s area
- (i) prescribed electronic communications providers
- (j) relevant Primary Care Trust
- (k) relevant electricity providers
- (l) relevant gas providers
- (m) relevant sewerage undertaker
- (n) relevant water undertaker
- (o) Homes and Communities Agency

‘General Consultation Bodies’ means:

- (a) Voluntary bodies some or all of whose activities benefit any part of the local planning authority’s area
- (b) Bodies which represent the interests of different racial, ethnic or national groups in the local planning authority’s area
- (c) Bodies which represent the interests of different religious groups in the local planning authority’s area
- (d) Bodies which represent the interests of disabled persons in the local planning authority’s area
- (e) Bodies which represent the interests of persons carrying on business in the local planning authority’s area

**Appendix 2 - Neighbourhood Plan Consultation Bodies**

The Neighbourhood Planning Regulations 2012 set out that any consultation body referred to in paragraph 1 of Schedule 1 whose interests the qualifying body considers may be affected by the proposals for a Neighbourhood Development Plan should be consulted. (Note: it is not always the responsibility of Cherwell District Council to engage with the following groups, as this depends on the relevant stage of the Neighbourhood Plan preparation, in some instances, it will be the responsibility of the qualifying body who is preparing the Plan (i.e. a Parish/Town Council). The list of the Neighbourhood Plan consultation bodies is from the Neighbourhood Planning Regulations 2012 (paragraph 1 of Schedule 1):

- A Local Planning Authority, County Council or Parish Council whose area is within or adjoins the area of the relevant Local Planning Authority
- Coal Authority
- Environment Agency
- Highways England
- Historic England
- Homes and Communities Agency
- Natural England
- Network Rail Infrastructure Company
- NHS Oxfordshire
- Any person to whom the electronic communications code applies or who owns or controls electronic communications apparatus situated in part of the area of the Local Planning Authority.
- Any person to whom a licence has been granted under the Electricity Act (if it exercises a function in any part of the neighbourhood area)
- Any person to whom a licence has been granted under the Gas Act (if it exercises a function in any part of the neighbourhood area)
- Sewerage undertaker
- Water undertaker
- Voluntary bodies some or all of whose activities benefit any part of the neighbourhood area
- Bodies which represent the interests of different racial, ethnic or national groups in the neighbourhood area
- Bodies which represent the interests of different religious groups in the neighbourhood area
- Bodies which represent the interests of persons carrying on business in the neighbourhood area
- Bodies which represent the interests of disabled persons in the neighbourhood area

### **Appendix 3 – Community Infrastructure Levy Consultation Bodies**

The Community Infrastructure Levy Regulations 2010 (regulation 15) defines the consultation bodies that a Charging Authority must engage with during the different stages of CIL preparation:

- A local planning authority whose area is within or adjoins the charging authority's area
- Oxfordshire County Council
- Each Parish Council whose area is in the charging authority's area

The charging authority must also invite representations on the preliminary draft charging schedule from:

- persons who are resident or carrying on business in its area
- voluntary bodies some or all of whose activities benefit the charging authority's area
- bodies which represent the interests of persons carrying on business in the charging authority's area

**Appendix 4 – Deposit Locations**

<b>Deposit Location Name</b>	<b>Deposit Location Address</b>
Cherwell District Council Offices	Bodicote House, Bodicote, Banbury, OX15 4AA
Banbury Town Council	Town Hall Buildings, 1 Bridge Street, Banbury, OX16 5QB
Banbury Library	Marlborough Road, Banbury, OX16 5DB
Neithrop Library	Community Centre, Woodgreen Avenue, Banbury, OX16 0AT
Bicester Town Council	The Garth, Launton Road, Bicester, OX26 6PS
Bicester Library	Old Place Yard, Bicester, OX26 6AU
Kidlington Library	Ron Groves House, 23 Oxford Road, Kidlington, OX5 2BP
Adderbury Library	Church House, High Street, Adderbury, OX17 3LS
Deddington Library	The Old Court House, Horse Fair, Deddington, OX15 0SH
Hook Norton Library	High Street, Hook Norton, OX15 5NH
Banbury LinkPoint	43 Castle Quay, Banbury, OX15 5UW
Bicester LinkPoint	38 Market Square, Bicester, OX26 6AL
Kidlington LinkPoint	Exeter Hall, Oxford Road, Kidlington, OX5 1AB

## Appendix 5 – Glossary

Phrase	Definition
Adoption	The approval, after independent examination, of the final version of a Local Development Document by a local planning authority for future planning policy and decision making.
Annual Monitoring Report (AMR)	A report produced at least annually assessing progress of the LDS and the extent to which policies in Local Development Documents are being successfully implemented.
Community Infrastructure Levy (CIL)	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
Development Plan	The statutory term used to refer to the adopted spatial plans and policies that apply to a particular local planning authority area. This includes adopted Local Plans (including Minerals and Waste Plans) and Neighbourhood Development Plans and is defined by Section 38 of the Planning and Compulsory Purchase Act 2004.
Development Plan Documents (DPDs)	Documents which make up the Local Plan. All DPDs are subject to public consultation and independent examination.
Duty to Co-operate	A statutory duty placed on public bodies to cooperate constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
Examination	The process by which an independent Planning Inspector considers whether a Development Plan Document is 'sound' before it can be adopted.
Hard to reach groups	Groups of people or organisations within the community that have traditionally been more difficult to engage in the planning system. They include older people, children and young people, religious, disabled and ethnic minority groups.
Local Development Documents (LDDs)	The collective term for Development Plan Documents, Supplementary Planning Documents and other documents containing statements relating to planning policy and the development and use of land.
Local Development Scheme (LDS)	A Local Development Scheme is a statutory document required to specify (among other matters) the documents which, when prepared, will Local Development Scheme (LDS) comprise the Local Plan for the area. It sets out the programme for the preparation of these documents.
Local Plan	The plan for the local area which sets out the long-term spatial vision and development framework for the District and strategic policies and proposals to deliver that vision.
National Planning Policy Framework (NPPF)	A document setting out the Government's planning policies.
National Planning Practice Guidance (NPPG or PPG)	The Government's planning guidance supporting national planning policy.
Neighbourhood	A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act



Plans	2004).
Planning Inspectorate	The Government body responsible for providing independent inspectors for planning inquiries and for examinations of Development Plan Documents.
Policies Map	Maps of the local planning authority's area which must be reproduced from, or based on, an Ordnance Survey map; include an explanation of any symbol or notation which it uses; an illustrative geographically the application of the policies in the adopted development plan. Where the adopted policies map consists of text and maps, the text prevails if the map and text conflict.
Soundness	A term referring to the justification of a Local Plan Document in line with legislation and national and regional guidance. To be tested at an Examination in Public.
Strategic Environmental Assessment (SEA)	An assessment of the environmental effects of policies, plans and programmes, required by European legislation, which will be part of the public consultation on the policies.
Submission	The stage at which a Development Plan Document is sent to the Secretary of State for independent examination.
Supplementary Planning Documents (SPDs)	Documents which provide guidance to supplement the policies and proposals in Development Plan Documents.
Sustainability Appraisal (SA)	The process of assessing the economic, social and environmental effects of a proposed plan. This process implements the requirements of the SEA Directive. Required to be undertaken for all DPDs.



## Cherwell District Council

### Executive

4 January 2016

<b>Local Development Scheme</b>
---------------------------------

### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To seek approval of an updated Local Development Scheme (LDS) for the production of the Council's planning policy documents.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the updated Local Development Scheme (LDS) (Appendix 1).

#### 2.0 Introduction

2.1 The Local Development Scheme (LDS) is a rolling business plan for the preparation of key planning policy documents that will be relevant to future planning decisions. It outlines the programme and resources for completion and adoption of each relevant planning document. It is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended) that the Council prepares and maintains an LDS.

2.2 The LDS must specify:

- the local development documents which are to be development plan documents;
- the subject matter and geographical area to which each development plan document is to relate;
- which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;
- any matter or area in respect of which the authority have agreed (or propose to agree) to the constitution of a joint committee;
- the timetable for the preparation and revision of the development plan documents; and
- such other matters as are prescribed.

- 2.3 Development Plan Documents must be prepared in accordance with the LDS and this must be demonstrated at public examinations. The LDS will be used by officers, consultees, developers, agents and the public in determining when planning policy documents are likely to be produced by the Council and when key stages of consultation can be expected. Implementation of the LDS is monitored through the Annual Monitoring Report process (see separate item on this agenda) and the LDS is periodically reviewed if there are significant changes in circumstances.
- 2.4 The LDS has been updated to take account the adoption of Local Plan Part 1, ongoing countywide work to consider the unmet housing needs of Oxford City and a review of the timetables for the production of Local Plan Part 2, the Partial Review of Local Plan Part 1 (to contribute in meeting Oxford's needs), the preparation of a potential Community Infrastructure Levy and a number of Supplementary Planning Documents (SPDs). It revises that approved by the Council's Lead Member for Planning on 25 November 2014.

### **3.0 Report Details**

- 3.1 An updated Local Development Scheme (LDS) is presented at Appendix 1.
- 3.2 The Council's key planning policy documents will be as follows:
- Cherwell Local Plan 2011-2031 (Part 1) – complete and adopted by the Council on 20 July 2015. Comprises the main strategy document containing strategic development sites and policies.
  - Cherwell Local Plan 2011 – 2031 (Part 2): Development Management Policies and Sites – under preparation. Will contain detailed planning policies for considering planning applications and non-strategic site allocations. Upon adoption by the Council it will become part of the statutory Development Plan (see separate item on this agenda);
  - Partial Review of Cherwell Local Plan 2011-2031 (Part 1) - under preparation. Will contain a supplemental planning strategy and strategic development sites in order for the district to contribute in meeting the identified unmet housing needs of Oxford City (see separate item on this agenda);
  - Adopted Policies Map – a map of Cherwell which illustrates geographically the application of the policies in the adopted development plan.
  - Community Infrastructure Levy (CIL) Charging Schedule – under preparation for consideration. Comprises a schedule of charges for contributions to off-site infrastructure, payable by developers. A preliminary draft charging schedule will be presented to the next meeting of the Executive.
  - Supplementary Planning Documents (SPDs) – in preparation. SPDs expand upon and provide further detail to policies in Development Plan Documents. The following SPDs are being, or will be, prepared:

- North West Bicester SPD
  - Bicester Masterplan SPD
  - Banbury Masterplan SPD
  - Kidlington Masterplan SPD
  - Banbury Canalside SPD
  - Bolton Road Development Area, Banbury SPD
  - Developer Contributions SPD
  - Sustainable Buildings in Cherwell SPD
- Annual Monitoring Reports (AMRs) – produced each year to monitor progress in producing Local Development Documents and implementation of policies (see separate item on this agenda);
  - Statement of Community Involvement (SCI) – replacement SCI under preparation. Sets out how communities and stakeholders can expect to be engaged in the preparation of planning documents and in the consideration of planning applications. The existing SCI was adopted by the Council in 2006 (see separate item on this agenda).

3.3 The main changes in the LDS, compared to that approved by the Lead Member for Planning in November 2015, are as follows:

1. updated programmes for each planning policy document. Of these, the three most significant projects are presently:
  - a) the preparation of a potential Community Infrastructure Levy (CIL) for consideration by Members. The LDS provides for formal submission in August 2016 and potential final approval in April 2017 but this is subject to the Council's future decision on whether or not to introduce CIL.
  - b) Local Plan Part 2. The LDS provides for preparation over the course of 2016 with consultation on a Proposed Submission document in February 2017. This would enable submission to the Secretary of State for public examination in June 2017 and adoption in 2018.
  - c) Partial Review of Local Plan Part 1 (to contribute to Oxford's unmet housing needs). This is to meet the commitment in the Local Plan to complete a partial review within two years of adoption (from July 2015) and in the context of on-going countywide work through the Oxfordshire Growth Board. The LDS provides for consultation on a Proposed Submission document in April 2017 thereby enabling submission to the Secretary of State for public examination in June 2017;
2. a new section in the LDS explaining the purpose and on-going work of the Oxfordshire Growth Board as a 'joint committee' under the Local Government Acts 1972 and 2000. The countywide work examining Oxford's unmet housing need and its associated distribution across the County is not expected to be completed by the Growth Board until Summer 2016;
3. an updated position on Neighbourhood Planning in the District.

- 3.4 The LDS provides a programme schedule for each project providing the geographical area affected by the document, the status of the document, the timetable for production, a brief summary of the management arrangements and service resource and the monitoring and review mechanism.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 An updated Local Development Scheme (LDS) has been prepared. It provides a programme for the preparation of the Council's key planning policy documents that will be relevant to future planning decisions and, where applicable, the public examination of those documents. The Council has a statutory responsibility to prepare and maintain an LDS. The LDS will be used by officers, the public, partners, developers and other stakeholders to monitor the production of documents to plan for associated consultations. Approval of the LDS is needed to assist project management and ensure that the Council meets its statutory responsibilities for plan-making.

## **5.0 Consultation**

Internal briefing: Councillor Michael Gibbard, Lead Member for Planning

## **6.0 Alternative Options and Reasons for Rejection**

- 6.1 *Not to approve the LDS*

The Council has a statutory responsibility to maintain an LDS. Not to approve the LDS could undermine the confidence of the public and stakeholders about the Council's plan-making programme. The LDS would need to be re-presented to the Executive at a future meeting or to the Lead Member for Planning.

- 6.2 *To reconsider the content of the LDS*

The LDS has been prepared having regard to the Council's statutory responsibilities and current resources. It is considered by officers to be appropriate for the present and foreseeable circumstances.

## **7.0 Implications**

### **Financial and Resource Implications**

- 7.1 The work on preparing the Partial Review is to be met within existing budgets.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, tel. 0300-003-0106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

## Legal Implications

- 7.2 The Partial Review must be prepared having regard to statutory requirements. Legal support will be required throughout the preparation process. This will require both internal advice and that of external Counsel for the public Examination.

Comments checked by:

Nigel Bell, Team Leader – Planning, 01295 221687

nigel.bell@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met:** No

**Community Impact Threshold Met:** Yes

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

Accessible, Value for Money Council  
District of Opportunity  
Safe and Healthy  
Cleaner Greener

### Lead Councillor

Councillor Michael Gibbard, Lead Member for Planning

## Document Information

Appendix No	Title
1	Local Development Scheme January 2016
Background Papers	
None	
Report Author	David Peckford, Planning Policy Team Leader
Contact Information	01295 221841 david.peckford@cherwell-dc.gov.uk

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**LDS January 2016**

**Draft for Executive**

**CHERWELL DISTRICT COUNCIL  
LOCAL DEVELOPMENT SCHEME  
January 2016**





## CONTENTS

Section	Page
1 Introduction	4
2. Existing Development Plan	4
3. Non-Statutory Local Plan	5
4. Cherwell Local Plan Development Framework	5
5. Neighbourhood Development Plans	6
6. Programme for Local Development Documents	6
Appendix 1: LDS Timetable	

## 1. Introduction

The Local Development Scheme (LDS) is a rolling business plan for the preparation of key planning policy documents that will be relevant to future planning decisions. It outlines the programme and resources for completion and adoption of each relevant planning document. It is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended by s.111 of the Localism Act (2011)) that the Council prepares and maintains an LDS.

The LDS must specify:

- the local development documents which are to be development plan documents;
- the subject matter and geographical area to which each development plan document is to relate;
- which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;
- any matter or area in respect of which the authority have agreed (or propose to agree) to the constitution of a joint committee;
- the timetable for the preparation and revision of the development plan documents; and
- such other matters as are prescribed.

Development Plan Documents must be prepared in accordance with the LDS.

This LDS revises that approved by the Council's Lead Member for Planning on 25 November 2014.

It updates the programme for the production of the Council's key planning policy documents following adoption of the Cherwell Local Plan 2011-2031 (Part 1) on 20 July 2015.

## 2. Existing Development Plan

As at 4 January 2016, the existing statutory Development Plan comprises the Cherwell Local Plan 2011-2031 (Part 1) adopted in July 2015 and the saved policies of the adopted Cherwell Local Plan 1996 that have not been replaced by the new Local Plan Part 1 (see Appendix 7 of the adopted Local Plan). The Cherwell Local Plan 1996 was adopted in November 1996 and policies were saved from 27 September 2007. The Development Plan also includes the Hook Norton Neighbourhood Plan which was formally 'made' by the Council on 19 October 2015.

## 3. Non-Statutory Local Plan

The Council also has a Non-Statutory Cherwell Local Plan 2011. Originally produced as a replacement for the adopted Local Plan, the Plan was subject to first and second draft deposit stages and pre-inquiry changes were incorporated. However, the decision was taken by the Council to discontinue work on the plan on the 13 December 2004 and withdraw it from the statutory local plan process before the Public Inquiry. To avoid a policy void the Non-Statutory Cherwell Local Plan 2011 was approved by the Council as interim planning policy for development control purposes on the 13 December 2004. Over time, its policies are being superseded by new planning documents.

## 4. Cherwell Local Plan Development Framework

The Council's key planning policy documents will be as follows:

- **Cherwell Local Plan 2011-2031 (Part 1)** – complete and adopted by the Council on 20 July 2015. Comprises the main strategy document containing strategic development sites and policies.
- **Cherwell Local Plan 2011 – 2031 (Part 2): Development Management Policies and Sites** – under preparation. Will contain detailed planning policies for considering planning applications and non-strategic site allocations. Upon adoption by the Council it will become part of the statutory Development Plan;
- **Partial Review of Cherwell Local Plan 2011-2031 (Part 1)** - under preparation. Will contain a supplemental planning strategy and strategic development sites in order for the district to contribute in meeting the identified unmet housing needs of Oxford City.
- **Adopted Policies Map** – a map of Cherwell which illustrates geographically the application of the policies in the adopted development plan.
- **Community Infrastructure Levy (CIL) Charging Schedule** – under preparation for consideration. Comprises a schedule of charges for contributions to off-site infrastructure, payable by developers.
- **Supplementary Planning Documents (SPDs)** – in preparation. SPDs expand upon and provide further detail to policies in Development Plan Documents. The following SPDs are being, or will be, prepared:
  - North West Bicester SPD
  - Bicester Masterplan SPD
  - Banbury Masterplan SPD
  - Kidlington Masterplan SPD
  - Banbury Canalside SPD
  - Bolton Road Development Area, Banbury SPD
  - Developer Contributions SPD
  - Sustainable Buildings in Cherwell SPD
- **Annual Monitoring Reports (AMRs)** – produced each year to monitor progress in producing Local Development Documents and implementation of policies.
- **Statement of Community Involvement (SCI)** – replacement SCI under preparation. Sets out how communities and stakeholders can expect to be engaged in the preparation of planning documents and in the consideration of planning applications. The existing SCI was adopted by the Council in 2006.

## 5. Oxfordshire Growth Board

All of Oxfordshire’s rural district Councils, together with the County Council, have accepted that Oxford cannot fully meet its own housing needs. The Councils are working together in the context of the statutory ‘Duty to Cooperate’.

The Oxfordshire Councils have collectively committed to consider the extent of Oxford’s unmet need and how that need might be sustainably distributed to the neighbouring districts so that this can be

tested through their respective Local Plans. The countywide work is on-going and being co-ordinated through what is known as the Oxfordshire Growth Board. The 'Oxfordshire Economic Growth Board' is a Joint Committee under the Local Government Acts 1972 and 2000 and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.

The Oxfordshire Growth Board (the joint committee) includes the local authorities within the Oxfordshire Local Enterprise Partnership (LEP) comprising, Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council and Oxfordshire County Council.

It also includes co-opted non-voting named members from the following organisations:

- LEP : Chairman
- Oxford University
- Skills Board
- Harwell/Diamond Light Source
- LEP Business Representative
- LEP Oxford City Business Representative
- Homes and Communities Agency

In addition, when considering matters that sit under the purview of the Local Transport Board then Network Rail and the Highways Agency have the right to attend the Growth Board as non-voting investment partners.

The Committee is hosted under local government arrangements and rotated in accordance with the arrangements for the Chairman.

The countywide work examining Oxford's unmet housing need and its associated distribution is not expected to be completed until Summer 2016.

The commitment in the Cherwell Local Plan states (paragraph B.95), "*...If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District...*" (see schedule 7.2).

## **6. Neighbourhood Development Plans**

Neighbourhood Plans can be produced by Town or Parish Councils or other relevant bodies to set out policies (however expressed) in relation to the development and use of land in the whole or any part of a particular, specified neighbourhood area. They are not prepared by Cherwell District Council but are submitted to it ahead of independent examination and a referendum. They are not legally defined as Development Plan Documents but do become part of the statutory Development Plan upon their adoption.

In addition to the 'made' Hook Norton Neighbourhood Plan, the following Parishes presently either have designated Neighbourhood Areas, have made applications for an area to be designated or are actively preparing plans:

- Adderbury
- Merton

- Bloxham
- Deddington
- Mid-Cherwell (11 Parishes)
- Weston-on-the-Green
- Bodicote
- Stratton Audley

## 7. Programme for Local Development Documents

The programme for preparing individual documents is set out in the schedules below. The Council is expected to produce documents in accordance with the schedules. If significant changes in circumstances occur, the LDS will be reviewed.

<b>Schedule 7.1</b>	<b>Cherwell Local Plan 2011-2031 (Part 1)</b>	
Subject Matter	Vision, objectives and strategy for the spatial development of Cherwell District for the period to 2031. A range of strategic policies covering the overall type, level and broad location of development, with policies guiding economic development & retail, community & housing development, sustainable development for the natural and built environment, and infrastructure provision. Strategic objectives for Bicester, Banbury, Kidlington & rural areas. Strategic development sites are included.	
Geographical Area	Cherwell District	
Status	Development Plan Document (DPD)	
Timetable	<b>Adoption (Regulation 26)</b>	20 July 2015
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.2</b>	<b>Partial Review of the Cherwell Local Plan 2011-2031 (Part 1): Oxford's Unmet Housing Needs</b>	
Subject Matter	Partial review of Part 1 of the Local Plan upon adoption to help meet the identified unmet housing needs from elsewhere in the Oxfordshire Housing Market Area and arising infrastructure requirements. Builds upon countywide joint working and accords with the 'Post SHMA Strategic Work Programme' agreed by the [Shadow] Oxfordshire Growth Board on 20 November 2014.	
Geographical Area	Cherwell District	
Status	Development Plan Document (DPD)	
Timetable	<b>Countywide working on identifying the unmet need and preferred spatial options</b>	On-going to Summer 2016
	<b>Formal Commencement (adoption of Local Plan Part 1)</b>	20 July 2015
	<b>District Wide Issues Consultation (Regulation 18)</b>	January 2016 – February 2016

	<b>District Wide Issues and Options Consultation (Regulation 18)</b>	August 2016 - September 2016
	<b>Preparation of Proposed Submission DPD</b>	October 2016 – March 2017
	<b>Consultation on Proposed Submission DPD</b>	April 2017 - May 2017
	<b>Submission (Regulation 22)</b>	June 2017
	<b>Examination (Regulation 24) (TBC)</b>	June 2017 – February 2018
	<b>Examination Hearings (Regulation 24) (TBC)</b>	October 2017
	<b>Receipt and Publication of the Inspector's Report (Regulation 25)</b>	February 2018
	<b>Adoption (Regulation 26)</b>	March 2018
	<b>Legal Challenge Period (6 weeks)</b>	March 2018 – May 2018
	<b>Final Publication</b>	May 2018
	Notes: Programme subject to change if countywide working is delayed. Examination and Hearing dates to be confirmed.	
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees; Programme Officer and Planning Inspectorate.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.3</b>	<b>Cherwell Local Plan 2011-2031 (Part 2): Development Management Policies and Sites</b>	
Subject Matter	Detailed planning policies to assist implementation of strategic policies and the development management process. Identification and delivery of non-strategic development sites for housing, employment, open space and recreation, travelling communities and other land uses. The work is informed by earlier issues and options consultations and the production of a Kidlington 'Framework Masterplan'.	
Geographical Area	Cherwell District	
Status	Development Plan Document (DPD)	
Timetable	<b>Initial District Wide Public Notification (Regulation 18)</b>	May 2015
	<b>District Wide Review of Previous Issues and Options Work and Preparation</b>	April – December 2015
	<b>District Wide Issues Consultation (Regulation 18)</b>	January 2016 - February 2016
	<b>District Wide Issues and Options Consultation (Regulation 18)</b>	August 2016 - September 2016
	<b>Preparation of Proposed Submission Plan</b>	October 2016 – February 2017
	<b>Consultation on Proposed Submission Plan</b>	February 2017 - March 2017
	<b>Submission (Regulation 22)</b>	June 2017
	<b>Examination (Regulation 24) (TBC)</b>	June 2017 – February 2018
	<b>Examination Hearings (Regulation 24) (TBC)</b>	October 2017



	<b>Receipt and Publication of the Inspector's Report (Regulation 25) (TBC)</b>	February 2018
	<b>Adoption (Regulation 26)</b>	March 2018
	<b>Legal Challenge Period (6 weeks)</b>	March 2018 – May 2018
	<b>Final Publication</b>	May 2018
	Notes: Examination and Hearing dates yet to be confirmed.	
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees; Programme Officer and Planning Inspectorate.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.4</b>	<b>Community Infrastructure Levy Charging Schedule</b>	
Subject Matter	The purpose of CIL is to raise funds to deliver off-site infrastructure that will support the development proposed within Cherwell. This could include open space, leisure centres, cultural and sports facilities, transport schemes, schools among other requirements. The charging schedule providing the basis of the Levy and must be informed by an assessment of an infrastructure funding gap and the viability of different levels of Levy. There will be consultation and a public Examination.	
Geographical Area	Cherwell District	
Status	Local Development Document (LDD)	
Timetable	<b>Preparation and Viability Testing</b>	February 2015 – December 2015
	<b>Drafting of Preliminary Charging Schedule</b>	January 2016
	<b>Consultation on Preliminary Charging Schedule (Regulation 15)</b>	February 2016 – March 2016
	<b>Review of Charging Schedule</b>	March 2016 – May 2016
	<b>Consultation on Draft Charging Schedule (Regulation 16)</b>	August 2016 – September 2016
	<b>Submission of Charging Schedule (Regulation 19)</b>	October 2016
	<b>Examination (TBC)</b>	October 2016 – February 2017
	<b>Examination Hearings (TBC)</b>	December 2016
	<b>Receipt and Publication of the Inspector's Report (Regulation 23)</b>	February 2017
	<b>Approval</b>	April 2017
		Notes: Examination and Hearing dates yet to be confirmed.
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees; Programme Officer and Planning Inspectorate.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.5</b>	<b>North West Bicester Supplementary Planning Document (SPD)</b>	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the North West Bicester Eco-Development.	
Geographical Area	Bicester	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Preparation</b>	May – June 2014
	<b>Initial Consultation (Regulation 12)</b>	June - July 2014
	<b>Review and Preparation of Draft SPD</b>	July – November 2014
	<b>Consultation (Regulation 12)</b>	December 2014 – January 2015
	<b>Preparation of Final SPD</b>	July 2015 – November 2015
	<b>Consultation (Regulation 12)</b>	November 2015 – December 2015
	<b>Adoption (Regulation 14)</b>	February 2016
Management Arrangements	Overseen by the Head of Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Bicester Delivery Team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.6</b>	<b>Developer Contributions SPD</b>	
Subject Matter	Reviews and Updates the current draft Planning Obligations SPD in the light of the policies set out in the Local Plan (Part 1) and alongside the preparation of the CIL Charging Schedule	
Geographical Area	Cherwell District	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Commencement / Preparation</b>	February 2016
	<b>Initial Consultation (Regulation 12)</b>	March – April 2016
	<b>Preparation of Draft SPD</b>	June 2016 – July 2016
	<b>Consultation on Draft SPD (Regulation 12)</b>	August 2016
	<b>Preparation of Final SPD</b>	October 2016 – February 2017
	<b>Adoption (Regulation 14)</b>	April 2017
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.7</b>	<b>Bicester Garden Town Masterplan Supplementary Planning Document (SPD)</b>	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the town of Bicester.	
Geographical Area	Bicester	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Preparation of 1<sup>st</sup> Draft</b>	2012
	<b>Initial Consultation</b>	August – October 2012
	<b>Review</b>	2013
	<b>Re-commencement and preparation (due to Bicester Garden Town)</b>	January 2016 – July 2016
	<b>Consultation (Regulation 12)</b>	August 2016
	<b>Preparation of Final SPD</b>	October 2016 – January 2017
	<b>Adoption (Regulation 14)</b>	April 2017
	Notes: Masterplan re-commenced in view of Bicester Garden Town announcement.	
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.8</b>	<b>Banbury Masterplan Supplementary Planning Document (SPD)</b>	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the town of Banbury.	
Geographical Area	Banbury	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Initial Consultation &amp; preparation</b>	2013
	<b>Preparation of Draft SPD</b>	January 2014 – December 2014
	<b>Re-commencement / preparation</b>	July 2015 – February 2016
	<b>Consultation (Regulation 12)</b>	March 2016
	<b>Preparation of Final SPD</b>	May 2016 – July 2016
	<b>Adoption (Regulation 14)</b>	August 2016
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.9</b>	<b>Banbury Canalside Development Area Supplementary Planning Document (SPD)</b>	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the development area of Canalside, Banbury.	
Geographical Area	Canalside and Banbury town centre	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Preparation of 1<sup>st</sup> Draft SPD</b>	2009
	<b>Initial Consultation</b>	November – December 2009
	<b>Re-commencement &amp; Preparation of 2<sup>nd</sup> Draft SPD (Following Local Plan adoption in July 2015)</b>	July 2015 – July 2016
	<b>Consultation (Regulation 12)</b>	August 2016
	<b>Preparation of Final SPD</b>	October 2016 – January 2017
	<b>Adoption (Regulation 14)</b>	April 2017
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.10</b>	<b>Kidlington Masterplan Supplementary Planning Document (SPD)</b>	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the village of Kidlington.	
Geographical Area	Kidlington	
Status	SPD & Local Development Document (LDD)	
	<b>Initial Consultation &amp; preparation</b>	June – December 2013
	<b>Re-commencement &amp; Preparation of Draft SPD (Following Local Plan adoption in July 2015)</b>	January – March 2016
	<b>Consultation (Regulation 12)</b>	March 2016
	<b>Preparation of Final SPD</b>	April 2016 – July 2016
	<b>Adoption (Regulation 14)</b>	August 2016
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.11</b>	<b>Bolton Road Development Area Supplementary Planning Document (SPD)</b>	
Subject Matter	Expands upon and provides further detail to Local Plan policies for the Development Area at Bolton Road, Banbury.	
Geographical Area	Bolton Road and Banbury town centre	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Preparation of 1<sup>st</sup> Draft</b>	2011
	<b>Initial Consultation</b>	October – December 2011
	<b>Re-commencement &amp; Preparation of 2<sup>nd</sup> Draft SPD (Following Local Plan adoption in July 2015)</b>	March 2016 – July 2016
	<b>Consultation (Regulation 12)</b>	August 2016
	<b>Preparation of Final SPD</b>	October 2016 – January 2017
	<b>Adoption (Regulation 14)</b>	April 2017
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Planning Policy team; input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	

<b>Schedule 7.12</b>	<b>Sustainable Buildings in Cherwell Supplementary Planning Document</b>	
Subject Matter	Expands upon and provides further detail to Local Plan (Part 1) policies for the environment and design.	
Geographical Area	Cherwell District	
Status	SPD & Local Development Document (LDD)	
Timetable	<b>Preparation</b>	September – December 2016
	<b>Initial Consultation (Regulation 12)</b>	January 2017 – February 2017
	<b>Preparation of Draft SPD</b>	September 2017– October 2017
	<b>Consultation (Regulation 12)</b>	October 2017 – November 2017
	<b>Preparation of Final SPD</b>	December 2017
	<b>Adoption (Regulation 14)</b>	January 2018
Management Arrangements	Overseen by Head of Service for Strategic Planning and the Economy. Regular reports to CDC Executive.	
Resources Required	Jointly produced by Planning Policy team; Design and Conservation team and Eco-Town team, input from other Council services, neighbouring authorities and consultees.	
Monitoring and review mechanisms	Annual Monitoring Report	



## Cherwell District Council

### Executive

4 January 2016

<p><b>Cherwell Local Plan 2011-2031 (Part 2): Development Management Policies and Sites</b></p>
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### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To seek approval of an issues paper on Local Plan Part 2 for formal consultation.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the issues paper (Appendix 1) for formal public consultation.
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor and presentational changes to the issues paper before formal consultation commences.

#### 2.0 Introduction

- 2.1 A report on the preparation of Local Plan Part 2 was presented to the Executive on 7 April 2015. The report advised members on the commencement of work and on the project timetable.
- 2.2 The report explained:
  - i. the national planning policy context to producing a Part 2 to the Local Plan including the advice in the National Planning Policy Framework (NPPF) that additional development plan documents should only be used where clearly justified;
  - ii. that the Council's Local Development Scheme (LDS) included provision for the preparation of Local Plan Part 2;
  - iii. that following adoption of Local Plan Part 1 (on 20 July 2015), the saved, non-strategic policies of the adopted Local Plan 1996, including policies for development management and the allocation of smaller development sites, would still require review;

- iv. that Local Plan Part 1 makes provision for some additional detailed work to be undertaken within a Local Plan Part 2.

2.3 The report also described how Part 2 of the Local Plan would be prepared including:

- i. meeting the strategic vision and objectives articulated in Local Plan Part 1;
- ii. considering other relevant plans, programmes and policies;
- iii. producing adequate and credible evidence having regard to 'value for money' considerations;
- iv. the need for the Plan to be informed by a robust Sustainability Appraisal process and having regard to requirements for Habitats Regulations Assessment;
- v. ensuring that objectively assessed development and infrastructure needs are met;
- vi. meeting the district's requirements as identified in Part 1;
- vii. having regard to market signals;
- viii. early scoping of cross boundary/authority issues to be undertaken having regard to the statutory Duty to Cooperate;
- ix. the need for good community engagement and public participation and joint working with other Council services;
- x. identifying the key issues from the National Planning Policy Framework (NPPF), national Planning Practice Guidance (PPG) and Local Plan Part 1 including the Inspector's Report;
- xi. the need to understand the constraints and opportunities in particular villages and to give regard to Neighbourhood Plans;
- xii. the need to be clear on what development will be delivered, when, where and how;
- xiii. the need to reflect the presumption in favour of sustainable development.

2.4 It has been anticipated that a district-wide issues and options consultation would take place from July to August 2015 with preparation of a Proposed Submission Plan occurring from September 2015 to January 2016 followed by a further consultation from January to February 2016.

2.5 Members may recall that the final Inspector's Report for Local Plan Part 1 was not received until June 2015 meaning that the earliest that the Local Plan could be adopted was in July. The outcome of the Local Plan Part 1 process was needed for officers to be clear on the scope of work required to progress Local Plan Part 2.



- 2.6 Nonetheless, an initial public notification and consultation exercise was undertaken in May 2015 in the interest of seeking views on the outline scope and content of Local Plan Part 2 before officers progressed to adoption of Local Plan Part 1.
- 2.7 The outcome of that initial exercise has helped inform a wider issues paper which is now presented for approval in the interest of undertaking a fuller public consultation. A summary of the representations received is included within the issues paper (Appendix 2 to the issues paper).

### **3.0 Report Details**

- 3.1 A full issues paper has now been prepared for consultation (Appendix 1).
- 3.2 Cherwell Local Plan Part 2 will cover the entire district and the period 2011-2031 in accordance with Part 1 of the Plan. It will conform with and build upon the general development strategy of Local Plan Part 1.
- 3.3 Part 2 of the Plan will contain detailed planning policies to assist the implementation of strategic policies and the development management process. It will also identify smaller, non-strategic development sites for housing, employment, open space and recreation, travelling communities and other land uses, in accordance with Local Plan Part 1.
- 3.4 The proposed consultation document seeks to outline the issues that officers believe at this stage will need to be considered through the plan-making process. It does this in the interest of seeking detailed comments and suggestions from communities, partners and other stakeholders. The issues identified include those arising from national planning policy and guidance; from emerging Government policy; from Local Plan Part 1, the saved policies of the adopted Cherwell Local Plan 1996 and from the Non-Statutory Cherwell Local Plan 2011; from best practice and from the local implementation of planning policy. Representations made in response to an initial public notification in May 2015 have also been considered in preparing the document. The main issues raised were:
1. protection of the Green Belt and the approach to how it should be reviewed, including impacts for Kidlington and the villages in the Green Belt;
  2. meeting Oxford's needs and protecting of the setting of Oxford;
  3. the need to deliver new homes in the context of the SHMA, the NPPF and 5 year land supply considerations;
  4. the need for flexibility to allow sites to come forward that are not in the Local Plan;
  5. the impacts of housing and employment growth including on the countryside, and the loss of green buffers;
  6. the coalescence of settlements;
  7. the promotion of several sites in the towns and rural areas including at Upper Heyford for housing and employment;
  8. the provision of affordable and specialist housing including for the elderly;
  9. the growth of Bicester recognising its status as a Garden Town;
  10. the need to use brownfield land;
  11. village categorisation, sustainability and village character assessments;
  12. how development should be distributed in the rural areas;

13. the need to undertake a detailed review of village services and facilities and infrastructure;
  14. farm diversification and agriculture;
  15. sites for Gypsy and Travellers;
  16. the need to plan for and consider the impacts of traffic and congestion including air pollution;
  17. the encouragement of sustainable travel including walking and cycling;
  18. the approach to transport modelling and the provision of new roads and timing in relation to development;
  19. the approach to new motorway junctions and relief roads and other measures;
  20. protection and enhancement of biodiversity, open space and the Oxford Canal;
  21. the need to provide community facilities including provision for sports and school places;
  22. the need to designate local green spaces and improve Green Infrastructure provision;
  23. the need to avoid building in the floodplain and to introduce flood risk measures and policies;
  24. the importance of water management and waste infrastructure;
  25. the need to understand and provide for infrastructure, telecommunications and utilities and effective use of Community Infrastructure Levy and Section 106 agreements;
  26. the need to review urban centre boundaries and address any decline in town centres through flexibility over uses;
  27. protection of the district's historic environment and town centres and improving cultural facilities;
  28. the importance of good design for new development;
  29. objection to employment development at motorway junctions due to environmental and visual impacts;
  30. promotion of employment development at motorway junctions to meet specific requirements;
  31. the need for apprenticeships and training;
  32. the need to encourage sustainability policies including renewable energy provision;
  33. concern about sustainability policies being contrary to building regulation requirements;
  34. some concern about the consultation process for Local Plan Part 2.
- 3.5 A full summary of the representations is provided at Appendix 2. Officer responses are not provided at this stage as the intention of the initial notification was to seek early input on the scope of Local Plan Part 2 not to rule options in or out.
- 3.6 The consultation document now presented to Members is specifically an 'issues' paper rather than an 'issues and options paper'. This is to provide officers with an opportunity to consider and explore issues comprehensively, to complete the Sustainability Appraisal scoping process (following consultation), and to undertake a 'call for sites' before identifying reasonable options. The issues paper does not refer to site specific representations received for this reason.
- 3.7 A Sustainability Appraisal scoping report has been prepared and will be consulted upon alongside the issues paper.

- 3.8 The 'call for sites' will be for non-strategic sites which, in Cherwell's case, for residential development typically means sites for less than 100 dwellings (the threshold used for strategic sites in Local Plan Part 1), and, for employment sites, typically less than 3 hectares. Sites that would have strategic implications (having regard to the strategy in Local Plan Part 1) will not be included in Local Plan Part 2. Site submissions will be used to inform a new Strategic Housing Land Availability Assessment (SHLAA) and in the preparation of new employment site evidence. Sites that are determined to be reasonable options, whether for housing, employment, recreation, retail and so on will be subject of detailed testing supported by new evidence as required (on a 'value for money' basis) and by the process of Sustainability Appraisal.
- 3.9 The consultation document invites discussion and suggestions but the issues 'captured' in the consultation paper for public consideration include:
- delivery of Bicester Garden Town;
  - sustainable transport;
  - the County Council's implementation of its Local Transport Plan and the updating of its area strategies;
  - Kidlington / Begbroke small scale green belt review (employment needs);
  - non-strategic employment sites;
  - providing opportunities for skills development;
  - agricultural needs / rural diversification;
  - retail development including boundary review for Bicester, Banbury and Kidlington centres;
  - leisure / culture / tourism / recreation including canal and river;
  - community infrastructure including schools and village halls;
  - health infrastructure and measures to improve well-being
  - adopted and emerging Neighbourhood Plans;
  - village character assessments (Category A villages);
  - potential sites for travelling communities;
  - 'brownfield' land assessments and the efficient use of land;
  - non-strategic housing sites including service / infrastructure / utility capacity;
  - specialist housing needs;
  - green and blue (river/canal) infrastructure;
  - ecological / biodiversity enhancement;
  - pollution and tranquillity;
  - sustainable construction and renewable energy;
  - open space and playing pitch studies;
  - Local Green Space review;
  - work on the Bicester, Banbury and Kidlington Masterplans
  - airfield safeguarding including national defence needs;
  - the built and historic environment / public realm and design standards;
  - residential space standards;
  - the review / preparation of new development management policies.
- 3.10 As advised in the previous report to the Executive, the village character assessments will be used to assess the constraints and opportunities of individual 'Category A' villages (as identified in Local Plan Part 1). This to help determine whether and how individual settlements should accommodate specific development sites to meet requirements identified in Part 1. A place specific approach to the Category A villages will also ensure that Neighbourhood Plans are appropriately

highlighted and referenced. Local Plan Part 2 will need to reflect on the policies and proposals contained within adopted Neighbourhood Plans and make appropriate provision for those advancing through the Neighbourhood Planning process.

- 3.11 The NPPF makes clear (para. 185) that outside of the strategic plan-making context, *“...neighbourhood plans will be able to shape and direct sustainable development in their area. Once a neighbourhood plan has demonstrated its general conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non-strategic policies in the Local Plan for that neighbourhood, where they are in conflict. Local planning authorities should avoid duplicating planning processes for non-strategic policies where a neighbourhood plan is in preparation”*.
- 3.12 The issues paper also seeks views on the potential pros and cons of establishing formal built-up area / settlement boundaries. The resource implications of potentially surveying over 90 villages and hamlets will also need to be considered.

#### *Next Steps*

- 3.13 Following approval by the Executive, a six week consultation on the issues paper will commence in January 2015. An explanatory leaflet will be produced to support the consultation. This will be supported by a workshop to be arranged with Town and Parish Councils. Evidence gathering will continue and an options paper will be prepared for presentation to the Executive in Summer 2016. An update of the Local Development Scheme, the programme for the production of the Council's planning policy documents, is presented to Members separately on this agenda.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 An issues paper for Local Plan Part 2 has been prepared for the purpose of public consultation. Local Plan Part 2 will focus on the preparation of new Development Management policies and the identification of non-strategic development sites which reflect the vision, objectives and policies of Local Plan Part 1 and priorities in the National Planning Policy Framework. Members are recommended to approve the issues paper in the interest of seeking detailed public, partner and stakeholder views on the matters that will need to be considered and responded to in preparing Part 2 of the Local Plan.

## **5.0 Consultation**

Internal briefing: Councillor Michael Gibbard, Lead Member for Planning

## **6.0 Alternative Options and Reasons for Rejection**

- 6.1 *To delay the issues paper and consultation until options have also been produced*

A consultation now will provide officers the opportunity to consider issues comprehensively before identifying reasonable options. Further work would be

required to identify potential options supported by the Sustainability Appraisal process.

## 6.2 *To reconsider the content of the issues paper*

The issues paper has been produced having regard to national policy and guidance, Local Plan Part 1, the saved policies of the adopted Cherwell Local Plan 1996, the Non-Statutory Cherwell Local Plan 2011 and representations received in response to an initial public notification. It is considered by officers to be an appropriate consultation document.

## **7.0 Implications**

### **Financial and Resource Implications**

7.1 The work on preparing the Local Plan Part 2 is to be met within existing budgets.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, 0300 003 0106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

### **Legal Implications**

7.2 The Local Plan Part 2 must be prepared having regard to statutory requirements. Legal support will be required throughout the preparation process. This will require both internal advice and that of external Counsel for the Local Plan Examination.

Comments checked by:

Nigel Bell, Team Leader – Planning & Litigation, 01295 221687

Nigel.bell@cherwellandsouthnorthants.gov.uk

## **8.0 Decision Information**

### **Key Decision**

**Financial Threshold Met: No**

**Community Impact Threshold Met: Yes**

### **Wards Affected**

All

### **Links to Corporate Plan and Policy Framework**

Accessible, Value for Money Council

District of Opportunity

Safe and Healthy

Cleaner Greener

## Lead Councillor

Councillor Michael Gibbard, Lead Member for Planning

## Document Information

<b>Appendix No</b>	<b>Title</b>
1	Local Plan Part 2 Issues Paper (including summary of representations at appendix 2)
<b>Background Papers</b>	
None	
<b>Report Author</b>	David Peckford, Planning Policy Team Leader
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## Cherwell District Council

### Executive

4 January 2016

<p><b>Cherwell Local Plan 2011-2031 (Part 1): Partial Review – Oxford’s Unmet Housing Need</b></p>
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### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To seek approval of an issues paper on the Partial Review of Local Plan Part 1 for formal consultation.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the issues paper (Appendix 1) for formal public consultation.
- 1.2 To authorise the Head of Strategic Planning and the Economy to make any necessary minor and presentational changes to the issues paper before formal consultation commences.
- 1.3 To request officers to engage with Oxford City Council to agree appropriate arrangements for seeking the views of Oxford City stakeholders prior to the commencement of formal consultation.

#### 2.0 Introduction

- 2.1 The Cherwell Local Plan Part 1 (July 2015) was adopted on 20 July 2015 which plans for growth to fully meet Cherwell’s development needs to 2031.
- 2.2 In the Local Plan, the Council has committed to work which seeks to address the unmet objectively assessed housing need from elsewhere in the Oxfordshire Housing Market Area (HMA), particularly from Oxford City.
- 2.3 Having considered the need for housing identified in the Oxfordshire Strategic Housing Market Assessment 2014 (the ‘SHMA’), the Government appointed Planning Inspector who examined the ‘soundness’ of the Cherwell Local Plan Part 1, noted (in paragraph 62 of his report):

*“...It is essential for clarity and soundness that the Council’s firm commitment to help meet the needs of Oxford city as part of the countywide housing market area, jointly with other relevant authorities including through the Oxfordshire Growth Board, as well as in respect of the Oxford and Oxfordshire City Deal (2014), is formally recorded in the plan...”*

2.4 His Non-Technical Summary includes:

*“Add a formal commitment from the Council, together with other relevant Councils, to undertake a joint review of the boundaries of the Oxford Green Belt, once the specific level of help required by the city of Oxford to meet its needs that cannot reasonably be met within its present confines, is fully and accurately defined”*.

2.5 All of Oxfordshire’s rural district Councils, together with the County Council, have accepted that Oxford cannot fully meet its own housing needs principally because the city is a compact, urban area surrounded by designated ‘Green Belt’. The Councils are working together in the context of a legal ‘Duty to Cooperate’.

2.6 The Oxfordshire Councils have collectively committed to consider the extent of Oxford’s unmet need and how that need might be sustainably distributed to the neighbouring districts so that this can be tested through their respective Local Plans. The countywide work is on-going and being co-ordinated through what is known as the Oxfordshire Growth Board. The ‘Oxfordshire Economic Growth Board’ is a Joint Committee under the Local Government Acts 1972 and 2000 and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.

2.7 The countywide work is not expected to be completed until Summer 2016.

2.8 The commitment in the Cherwell Local Plan states (paragraph B.95), *“...If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District...”*

2.9 To meet the timetable set out in the Cherwell Local Plan, it is necessary to make progress in considering the complex and controversial issues that inevitably arise from one authority being required to contribute in meeting another authority’s housing needs.

2.10 A consultation ‘issues’ paper has been prepared to engage with local communities, partners and stakeholders in the early stage of this ‘Partial Review’ process and to ensure that a wide cross-section of views are obtained in identifying and examining the many issues the Council will need to consider.

2.11 At this stage, there are no options or proposals being suggested. These will not emerge until later in 2016.



### 3.0 Report Details

- 3.1 A full issues paper on the Partial Review of Local Plan Part 1 has been prepared for consultation (Appendix 1). The Review will be focused on planning Cherwell's contribution to meeting Oxford's unmet housing needs. Other Oxfordshire Councils will need to consider how to make their contributions through either partial Plan reviews (for example, as is being explored through the Vale of White Horse and West Oxfordshire Local Plan Examinations) or by completing new Local Plans.
- 3.2 In March 2014, the predecessor to the Growth Board, the Spatial Planning and Infrastructure Partnership (SPIP), agreed a headline process, as part of a Statement of Cooperation, setting out how to address the outputs of the Oxfordshire Strategic Housing Market Assessment 2014 (SHMA) in relation to unmet housing need. Having taken independent advice it was concluded that a collaborative process was required to understand the strategic options, in the context of both the Strategic Economic Plan, and of existing and planned infrastructure.
- 3.3 On 20 November 2014, the Oxfordshire Growth Board approved an outline strategic work programme aimed at addressing the unmet need arising from the SHMA, and to help local planning authorities meet the legal Duty to Cooperate, whilst protecting the sovereignty of individual Councils over their Local Plans.
- 3.4 The Oxfordshire SHMA was published in April 2014. This suggests that across Oxfordshire, there is an identified need for provision of around 5,000 homes a year over the 2011-31 period. The need in Oxford City was identified as between 1,200 and 1,600 homes a year, a potential requirement of around 28,000 additional homes up to 2031. Although the precise ability of Oxford to accommodate its own need has yet to be concluded there is general agreement that there is limited capacity within the city to accommodate this number of dwellings and therefore there will be a significant potential shortfall which will need to be provided in neighbouring districts.
- 3.5 In considering the work programme the Growth Board endorsed a number of key principles:
- the district Local Plans are sovereign and all work should feed into Local Plans for them to determine the spatial future of the districts;
  - a recognition however that the work must be collaborative and joined up to provide a county wide spatial picture and strategy;
  - a recognition therefore that joint work on future spatial options, transport infrastructure and green belt will be required to feed into Local Plans;
  - recognition that the City cannot fully meet its housing needs and there is a need to agree on the level of unmet need. However work on determining spatial options in Local Plans can commence alongside this;
  - a wish that the timescale for completing the Review is 12-18 months and that this should not hold up Local Plan timescales.
- 3.6 Through the Oxfordshire Growth Board, the Oxfordshire Councils are working together under the legal 'Duty to Cooperate' on the following matters:
- the urban capacity of Oxford;

- a Green Belt Study to assess the extent to which the land within the Oxford Green Belt performs against the purposes of Green Belts (completed and published);
- the sustainability testing of spatial options / areas of search to help inform the apportionment of unmet housing need to the rural districts;
- countywide transport modelling;
- a countywide infrastructure study and the production of an infrastructure delivery framework
- work to ensure compliance with the 'Habitats Regulations' to consider the potential implications for the Oxford Meadows Special Area of Conservation or 'SAC';
- a water cycle strategy.

3.7 While this work has not been finalised, on 19 November 2015, the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet need of 15,000 homes. The report presented to the Growth Board stated:

*"...The first key project within the Programme was to agree the figure for unmet need in Oxford City. This was done by asking the critical friend to critique the Oxford SHLAA [Strategic Housing Land Availability Assessment], the Cundall report [an alternative assessment of housing capacity] commissioned by South, Vale and Cherwell [Councils], the Oxford response to this and any other relevant information.*

*Following consideration of the report all authorities agreed a working assumption of 15,000 homes for Oxford City's unmet need. All authorities agree to work towards this in good faith, based on the previously agreed process which includes the review of the Oxford City's Local Plan.*

*The Board should note that the working assumption of 15,000 is a working figure to be used by the Programme as a benchmark for assessing the spatial options for growth and is not an agreed figure for the true amount of unmet need..."*

3.8 It will not be until the countywide work is complete that this figure can be refined and a housing distribution to individual districts can be agreed. There is a need to achieve further refinement of the current urban housing potential of Oxford and the City Council will need to explore what further contribution to meeting its housing need might be possible in its Local Plan review. However, the agreed 15,000 figure provides a basis for individual Councils to begin to consider possible scenarios.

3.9 The countywide work will be completed by Summer 2016 and will inform the distribution of unmet housing need to the individual district Councils. It will also inform the preparation of the Partial Review of Local Plan Part 1.

3.10 There is a need to progress work on the Partial Review in order to meet the timetable commitment made in paragraph B.95 of the adopted Local Plan (completion within 2 years of adoption).

3.11 The Partial Review will not be not a wholesale review of Local Plan Part 1 but will effectively be an addendum. Upon completion it will sit alongside the existing Part 1 document and form part of the statutory Development Plan for the district. The Partial Review must be a 'sound' document in its own right. It must be prepared positively to meet needs and achieve sustainable development; it must be justified having regard reasonable alternatives and proportionate evidence; it must be

effective having regard to joint working and cross-boundary priorities; and, it must be consistent with national policy in enabling the delivery of sustainable development. It should not undermine or hinder the delivery or sustainability of the adopted strategy to meet Cherwell's own needs.

- 3.12 The Partial Review must therefore be supported by robust evidence, thorough community and stakeholder engagement and consultation, its own separate Sustainability Appraisal process and an Infrastructure Delivery Plan. Evidence will be produced on environment, landscape, transport, land availability, site suitability and deliverability. Constraints and opportunities need to be assessed. The synergistic and cumulative impacts of potential developments will need to be considered. There will need to be compliance with all legal requirements including for the Duty to Cooperate, Sustainability Appraisal and in complying with the Habitats Regulations. All reasonable options for Cherwell must be considered in determining how the district can most sustainably contribute in meeting Oxford's needs before a strategy and sites can be proposed.
- 3.13 The consultation document now presented to Members is specifically an 'issues' paper rather than an 'issues and options paper'. This is to provide officers with an opportunity to consider and explore issues comprehensively, to complete the Sustainability Appraisal scoping process (following consultation), and to undertake a 'call for sites' before identifying reasonable options.
- 3.14 A Sustainability Appraisal scoping report has been prepared and will be consulted upon alongside the issues paper.
- 3.15 The 'call for sites' will be for strategic sites of 100 dwellings or more to be consistent with the threshold used for Local Plan Part 1. As this is a Partial Review of Part 1 – a strategic plan, submissions for non-strategic sites of less than 100 homes to meet Oxford's unmet needs will not be invited (there is a separate opportunity to do this through a parallel consultation for Local Plan Part 2). Mixed use sites will not be precluded but the issues papers will seek views on whether or not additional employment land should be identified in meeting Oxford's housing needs.
- 3.16 Site submissions for housing will be used to inform a new Strategic Housing Land Availability Assessment (SHLAA). Sites that are determined to be reasonable options will be subject of detailed testing supported by new evidence as required (on a 'value for money' basis) and by the process of Sustainability Appraisal.
- 3.17 The consultation document invites discussion and suggestions but the issues 'captured' in the consultation paper for public consideration include:
- What are Oxford's key issues that we need to consider in making a significant contribution to meeting the City's unmet housing need?
  - What are the key principles or goals that the additional growth in the District should be aiming to achieve?
  - What should the focused vision for meeting Oxford's unmet need contain?
  - Should the Council define a plan area or 'area of search' for the Partial Review document based on the relationship with Oxford?
  - What factors should influence the plan area or 'area of search'?
  - How do we identify a deliverable and developable supply of land?
  - Should a specific housing supply be identified for meeting Oxford's needs?

- How could Cherwell ensure that a five year supply for Oxford is managed without the existing Cherwell strategy and its housing requirements being adversely affected?
- What are the issues and objectives the Council needs to consider relating to housing, transport, infrastructure, the economy, the natural environment and the built and historic environment?

3.18 Unlike for Local Plan Part 2 (separate agenda item), an initial public notification / invitation to comment has not been undertaken for the Partial Review ahead of the issues paper. This was because of the on-going countywide work and the need first for the Oxfordshire authorities to have made further progress in considering the level of Oxford's unmet need. This culminated in the agreement made on 19 November (para. 3.7 above). The issues paper will be widely advertised and provide a clear opportunity for people to comment on what the Partial Review should contain as required by regulations for local planning.

#### *Next Steps*

3.19 Following approval by the Executive, a six week consultation on the issues paper will commence in January 2016. This will be supported by direct engagement with Oxford City. An explanatory leaflet will be produced to support the consultation. Evidence gathering will continue and an options paper will be prepared for presentation to the Executive in Summer 2016 (after the Growth Board process has been completed). An update of the Local Development Scheme, the programme for the production of the Council's Planning Policy documents, is presented to Members separately on this agenda.

## **4.0 Conclusion and Reasons for Recommendations**

4.1 An issues paper for the Partial Review of Local Plan Part 1 has been prepared for the purpose of public consultation. Through the Oxfordshire Growth Board, the Oxfordshire Councils have generally agreed that although the precise ability of Oxford to accommodate its own need has yet to be concluded there is general agreement that there is limited capacity within the city to fully accommodate its own need and that therefore there will be a significant potential shortfall which will need to be provided in neighbouring districts. A total countywide working figure of 15,000 homes has been identified.

4.2 Progress on the Partial Review needs to be made to enable the Council to meet its commitment, in paragraph B.95 of the adopted Local Plan, to complete a review within two years of adoption. Members are recommended to approve the issues paper in the interest of seeking detailed public, partner and stakeholder views on the matters that will need to be considered and responded to in preparing the Partial Review.

## **5.0 Consultation**

Internal briefing: Councillor Michael Gibbard, Lead Member for Planning

## 6.0 Alternative Options and Reasons for Rejection

### 6.1 *To delay the issues paper and consultation until options have also been produced*

A consultation now will provide officers the opportunity to consider issues comprehensively before identifying reasonable options. Completion of the countywide work in Summer 2016 is needed to help inform options. A delay would make it very difficult to meet the two year review programme that the Council has committed to within paragraph B.95 of the adopted Cherwell Local Plan 2011-2031 (Part 1) thereby inviting legal risks. Further work on Sustainability Appraisal would also be required to identify potential options.

### 6.2 *To reconsider the content of the issues paper*

The issues paper has been produced having regard to national policy and guidance, on-going countywide work and Local Plan Part 1. It is considered by officers to be an appropriate consultation document.

## 7.0 Implications

### Financial and Resource Implications

#### 7.1 The work on preparing the Partial Review is to be met within existing budgets.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, 0300-003-0106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

### Legal Implications

#### 7.2 The Partial Review must be prepared having regard to statutory requirements. Legal support will be required throughout the preparation process. This will require both internal advice and that of external Counsel for the public Examination.

Comments checked by:

Nigel Bell, Team Leader – Planning, 01295 221687

Nigel.bell@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met: No**

**Community Impact Threshold Met: Yes**

### Wards Affected

All

## Links to Corporate Plan and Policy Framework

Accessible, Value for Money Council  
District of Opportunity  
Safe and Healthy  
Cleaner Greener

### Lead Councillor

Councillor Michael Gibbard, Lead Member for Planning

### Document Information

Appendix No	Title
1	Local Plan Part 1 - Partial Review Issues Paper
<b>Background Papers</b>	
None	
<b>Report Author</b>	David Peckford, Planning Policy Team Leader
<b>Contact Information</b>	01295 221841 david.peckford@cherwell-dc.gov.uk

# The Cherwell Local Plan 2011 – 2031 (Part 1) Partial Review – Oxford's Unmet Housing Need

your place • your space  
• your say •



## Issues Consultation

January 2016

Page 159

## **Cherwell Local Plan Part I - Partial Review - Issues Consultation**

<b>1</b>	<b>Introduction</b>	<b>3</b>
<b>2</b>	<b>Background</b>	<b>9</b>
<b>3</b>	<b>The Cherwell Context</b>	<b>17</b>
<b>4</b>	<b>Establishing a Vision</b>	<b>23</b>
<b>5</b>	<b>Key Themes</b>	<b>29</b>
5.1	Housing	29
5.2	Transport	37
5.3	Infrastructure	40
5.4	Economy	42
5.5	Sustainability & the Natural Environment	48
5.6	Built and Historic Environment	53
<b>6</b>	<b>Call for Sites</b>	<b>57</b>
<b>7</b>	<b>Summary of the Consultation Questions</b>	<b>59</b>
<b>8</b>	<b>Next Steps</b>	<b>61</b>

## **Appendices**

	<b>Appendix I Glossary</b>	<b>63</b>
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## I Introduction

### What is the Partial Review of the Cherwell Local Plan Part I?

**1.1** We have recently adopted the Cherwell Local Plan Part I (July 2015) which plans for growth to fully meet Cherwell's development needs to 2031.

**1.2** In the Local Plan, we have committed to work which seeks to address the unmet objectively assessed housing need from elsewhere in the Oxfordshire Housing Market Area (HMA), particularly from Oxford City.

**1.3** All of Oxfordshire's rural district Councils, together with the County Council, have accepted that Oxford cannot fully meet its own housing needs principally because the city is a compact, urban area surrounded by designated 'Green Belt'.

**1.4** The Oxfordshire Councils have collectively committed to consider the extent of Oxford's unmet need and how that need might be sustainably distributed to the neighbouring districts so that this can be tested through their respective Local Plans. The countywide work is on-going and being co-ordinated through what is known as the Oxfordshire Growth Board.

**1.5** The Cherwell Local Plan states, "...If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District..."

**1.6** This consultation paper has been prepared to engage with local communities, partners and stakeholders in the early stage of this 'Partial Review' process and to ensure that a wide cross-section of views are obtained in identifying and examining the many issues we will need to consider. We would like your views on what the Partial Review should contain.

### Why should Cherwell accommodate additional housing to meet needs arising from elsewhere in Oxfordshire?

**1.7** The Government's National Planning Policy Framework<sup>(1)</sup> places requirements on Councils in preparing their Local Plans. It requires Councils as Local Planning Authorities to:

- have a clear understanding of housing needs in their area
- to prepare a Strategic Housing Market Assessment or 'SHMA' to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries
- to work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected in individual Local Plans
- to work together to meet development requirements which cannot wholly be met within their own areas, for instance because of a lack of physical capacity or because to do so would cause significant harm to national principles and policies
- to produce Local Plans in accordance with a statutory Duty to Cooperate (see Box 1)
- to meet objectively assessed development and infrastructure requirements, including unmet

<sup>1</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

**1.8** The Oxfordshire Strategic Housing Market Assessment (2014) – the SHMA<sup>(2)</sup> – identified that there is a very high level of housing need to be met across the County. Delivering new homes to meet needs is important to support the County’s growing population, to provide choice and access to the housing market, to increase the supply of affordable homes and ‘starter’ homes, to support Oxfordshire’s economic growth prospects and to assist the creation of new job opportunities.

**1.9** Having considered the need for housing, the Government appointed Planning Inspector who examined the ‘soundness’ of the Cherwell Local Plan Part I noted (in paragraph 62 of his report):

*“...It is essential for clarity and soundness that the Council’s firm commitment to help meet the needs of Oxford city as part of the countywide housing market area, jointly with other relevant authorities including through the Oxfordshire Growth Board, as well as in respect of the Oxford and Oxfordshire City Deal (2014), is formally recorded in the plan...”*

**1.10** His Non-Technical Summary records:

*“Add a formal commitment from the Council, together with other relevant Councils, to undertake a joint review of the boundaries of the Oxford Green Belt, once the specific level of help required by the city of Oxford to meet its needs that cannot reasonable be met within its present confines, is fully and accurately defined”.*

## Box 1

### Duty to Cooperate

The Localism Act 2011 introduced a statutory Duty to Cooperate for local authorities in preparing their Local Plans. Authorities must engage constructively, actively and on an on-going basis. The National Planning Policy Framework states that joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas.

### What commitment has Cherwell made?

**1.11** In preparing the Local Plan, and as a result of the Local Plan Examination and the Inspector’s recommendations, the Council has made the following commitment:

## Box 2

### Cherwell's Commitment - Para. B.95 of the Local Plan

*“Cherwell District Council will continue to work under the ‘Duty to Co-operate’ with all other Oxfordshire Local Authorities on an on-going basis to address the objectively assessed need for housing across the Oxfordshire Housing Market Area and to meet joint commitments such as the Oxford and Oxfordshire City Deal (2014). As a first step Cherwell District Council has sought to accommodate the housing need for Cherwell District in full in the Cherwell Local Plan. Cherwell District Council recognises that*

2 <http://www.cherwell.gov.uk/index.cfm?articleid=9639>

*Oxford may not be able to accommodate the whole of its new housing requirement for the 2011-2031 period within its administrative boundary. The urban capacity of Oxford is as yet unconfirmed. Cherwell District Council will continue to work jointly and proactively with the Oxfordshire local authorities and through the Oxfordshire Growth Board to assess all reasonable spatial options, including the release of brownfield land, the potential for a new settlement and a full strategic review of the boundaries of the Oxford Green Belt. These issues are not for Cherwell to consider in isolation. These options will need to be undertaken in accordance with national policy, national guidance, the Strategic Environmental Assessment (SEA) regulations, and the Habitats Regulations Assessment (HRA) to establish how and where any unmet need might best be accommodated within the Oxfordshire Housing Market Area. Joint work will need to comprehensively consider how spatial options could be supported by necessary infrastructure to ensure an integrated approach to the delivery of housing, jobs and services. Full public consultation will be central to a 'sound' process and outcome. If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District. The Council will engage in joint working on supporting technical work such as countywide Sustainability Appraisal as required to support the identification of a sustainable approach to meeting agreed, unmet needs."*

## **What are the 'Oxfordshire Growth Board' and the 'Oxford and Oxfordshire City Deal'?**

**1.12** The Oxfordshire Growth Board is a Joint Committee which, on behalf of the Oxfordshire Local Enterprise Partnership or 'OLEP' is charged with the delivery of projects agreed in the 'Oxford and Oxfordshire City Deal' and 'Local Growth Deals'.

**1.13** The Growth Board includes the local authorities within the OLEP area, namely Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council and Oxfordshire County Council. These are the core, voting members. It also includes co-opted, non-voting members. These are the Oxfordshire Local Enterprise Partnership (OLEP), the Oxfordshire Skills Board, Oxford Universities, the Homes and Communities Agency, the Environment Agency, Network Rail and Highways England.

**1.14** Local Enterprise Partnerships (LEPs) are voluntary partnerships between local authorities and businesses.

**1.15** The 'Oxford and Oxfordshire City Deal' (2014)<sup>(3)</sup> is an agreement between the local authorities in Oxfordshire, OLEP and the Government on what the region will do to support economic growth.

**1.16** 'Local Growth Deals' provide funds to local enterprise partnerships or LEPs (partnerships between local authorities and businesses) for projects that benefit the local area and economy.

3 <http://www.gov.uk/government/publications/city-deal-oxford-and-oxfordshire>

## What countywide work is being undertaken?

**1.17** Through the Oxfordshire Growth Board, the Oxfordshire Councils are working together under the legal ‘Duty to Cooperate’ on the following matters:

- the urban capacity of Oxford
- a Green Belt Study to assess the extent to which the land within the Oxford Green Belt performs against the purposes of Green Belts (completed)
- the sustainability testing of spatial options / areas of search to help inform the apportionment of unmet housing need to the rural districts
- countywide transport modelling
- a countywide infrastructure study and the production of an infrastructure delivery framework
- work to ensure compliance with the ‘Habitats Regulations’ to consider the potential implications for the Oxford Meadows Special Area of Conservation or ‘SAC’
- a water cycle strategy.

**1.18** The work will be completed by Summer 2016 and will inform the distribution of unmet housing need to the individual district Councils. It will also help inform the preparation of the Partial Review of Local Plan Part I.

## How will the Partial Review of Local Plan Part I be prepared?

**1.19** The Partial Review will effectively be an Addendum to the Local Plan Part I – it will sit alongside it and form part of the statutory Development Plan for the district. The Partial Review must be a ‘sound’ document in its own right. It must be **prepared positively** to meet needs and achieve sustainable development; it must be **justified** having regard to reasonable

alternatives and proportionate evidence; it must be **effective** having regard to joint working and cross-boundary priorities; and, it must be **consistent with national policy** in enabling the delivery of sustainable development .

**1.20** The Partial Review must therefore be supported by robust evidence, thorough community and stakeholder engagement and consultation, its own separate Sustainability Appraisal process and an Infrastructure Delivery Plan. Evidence will be produced on environment, landscape, transport, land availability, site suitability and deliverability. Constraints and opportunities need to be assessed. The synergistic and cumulative impacts of potential developments will need to be considered. There will need to be compliance with all legal requirements including for the Duty to Cooperate, Sustainability Appraisal and in complying with the Habitats Regulations.

**1.21** The Partial Review has a specific focus and it is not a wholesale review of Local Plan Part I. The vision, aims and objectives, spatial strategy and the policies of the Local Plan Part I will guide development to meet Cherwell’s needs to 2031. The Partial Review focuses specifically on how to accommodate additional housing and associated supporting infrastructure within Cherwell in order to help meet Oxford’s housing need.

**1.22** Following consultation on this issues paper, we will consult on options. The proposed document and supporting evidence will also be published for comments and the Partial Review would then be the subject of a public examination. Only when that examination has been completed would the Review proceed to final adoption.

## To which part of the Cherwell District does the Partial Review relate?

**1.23** The Partial Review of the Local Plan Part I is aimed at helping to accommodate the unmet housing need arising from Oxford City. It could be argued that the Partial Review and any allocations for growth should focus on the area of Cherwell District that is most closely related to Oxford. However, the Oxfordshire Strategic Housing Market Assessment concluded that the Housing Market Area, which is centred on Oxford, comprises the entire County. We want people's views on whether a district wide focus would be appropriate and on the criteria that might be applied to define a narrower geographical scope and focus for the Partial Review. We are therefore seeking your views on how to define the relevant 'area of search' for new development to meet Oxford's unmet housing needs (see Section 3 'The Cherwell Context').

## What are we consulting on now?

### 1) Identifying Issues

**1.24** We are asking for your views on the issues that need be considered in preparing the Partial Review in order for Cherwell to contribute in meeting Oxford's unmet housing need. These may be broad environmental, economic or social comments or observations on specific matters. We want contributions in identifying potentially appropriate locations for growth that require assessment.

### 2) 'Call for Sites'

**1.25** This consultation document is accompanied by a formal 'Call for Sites'. We are inviting the submission of sites with potential to deliver housing development

within the District that would assist in meeting Oxford's unmet needs. In this consultation, we are not inviting submissions to meet Cherwell's own needs.

**1.26** Site submissions must be accompanied by a map and a completed Site Submission form available at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

**1.27** No specific sites for development are being proposed by the Council at this stage.

### 3) Strategic Environmental Assessment / Sustainability Appraisal

**1.28** It is a legal requirement for the Cherwell Local Plan Partial Review to be subject to Sustainability Appraisal (SA)/Strategic Environmental Assessment (SEA) throughout its preparation to ensure that the Partial Review proposes sustainable development. SEA/SA will assess the environmental, social and economic effects of the Review's proposals. SEA and SA is integrated into a single process, referred to as SA.

**1.29** The first stage of SA is the preparation of a Scoping Report, setting out the scope and level of detail of the SA process for the Partial Review. The Scoping Report involves reviewing other relevant plans, policies and programmes, considering the current state of the environment in the plan area (the 'baseline'), identifying any key environmental issues or problems, and establishing the 'SA Framework'. The SA Framework comprises the specific objectives against which the likely effects of plan policies and development proposals can be assessed.

**1.30** An SA Scoping Report accompanies this issues paper, on which comments are separately invited.

### Box 3

#### How you can comment

We ask several questions throughout this document and these are brought together in Section 7 'Summary of the Consultation Questions'. A response form is available online at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation).

Your comments should be headed 'Partial Review of the Cherwell Local Plan' and can be sent by email to:

[planning.policy@cherwell-dc.gov.uk](mailto:planning.policy@cherwell-dc.gov.uk)

Or by post to:

Planning Policy Team, Strategic Planning and the Economy, Cherwell District Council,  
Bodicote House, Bodicote, Banbury, OX15 4AA

## 2 Background

### Cherwell Local Plan Part I

**2.1** The Cherwell Local Plan 2011-2031 sets out how the District will grow and change up to 2031. It contains policies on developing the local economy, on building sustainable communities and ensuring sustainable development. It proposes strategic development sites at Banbury and Bicester for housing, employment and open space and further development at the approved new settlement at Former RAF Upper Heyford.

**2.2** The Local Plan seeks to boost significantly the supply of housing and meet the Objectively Assessed Need (OAN) for Cherwell identified in the 2014 Oxfordshire Strategic Housing Market Assessment (SHMA) - 1,140 dwellings per annum or a total of 22,800 from 2011-2031. The Local Plan provides for 22,840 homes over the Plan period.

**2.3** However, in paragraph B.95 of the Local Plan, the Council recognises that Oxford may not be able to accommodate the whole of its new housing requirement (as identified in the SHMA) within its administrative boundary. It has committed to working jointly and proactively with the Oxfordshire local authorities through the Oxfordshire Growth Board to assess all reasonable options as to how and where the unmet need might best be accommodated within the Oxfordshire Housing Market Area. The Oxfordshire Growth Board will identify a broad housing distribution for meeting Oxford's unmet needs which, with the supporting technical work, will be used to inform the partial review of the Cherwell

Local Plan. The additional housing identified will be over and above what is required to meet the District's own needs.

**2.4** Joint work at a county level has been on-going over the course of 2015. It includes the identification of 'spatial options' whether through the potential release of brownfield land, the potential for extensions to existing settlements and the possibilities for new settlements. A full study of the Oxford Green Belt has been completed. The Oxford Green Belt represents a key challenge to accommodating additional development to meet Oxford's unmet needs, covering as it does some 14% of the land area of Cherwell. It includes a number of the District's villages, and it surrounds Kidlington, Yarnton, and the eastern side of Begbroke.

**2.5** In the adopted Local Plan, strategic development in the Green Belt was not required to meet Cherwell's housing needs. However, as the Green Belt, by definition, immediately adjoins Oxford, it has to be considered as a possibility in meeting the City's unmet housing need.

### The Level of Housing Need in the Oxfordshire Housing Market Area

**2.6** The SHMA 2014<sup>(4)</sup> provides the evidence on the objective assessment of need or 'OAN' for housing in the Oxfordshire market area to 2031. The SHMA does not apply environmental or other constraints to the overall assessment of need, nor does it in itself set Local Plan housing requirements. Once the objective assessment of need has been identified, the Local Plan must examine whether that need can be fully met. The SHMA examines population and household projections and considers whether adjustments are needed to take into account the need to deliver affordable homes, to

4 <http://www.cherwell.gov.uk/index.cfm?articleid=9639>



address past under-provision or improve affordability, and to support the expected growth in jobs. Table I below summarises the overall conclusions of the SHMA on housing need across Oxfordshire.

**Table I Objectively Assessed Housing Need per Local Authority, 2011-2031 (Source: Oxfordshire SHMA 2014, adapted)**

	Housing Need Per Year (Net) (2011 - 2031)	Midpoint of Range	Total to 2031
Cherwell	1090 - 1190	1140	22,800
<b>Oxford</b>	<b>1200 - 1600</b>	<b>1400</b>	<b>28,000</b>
South Oxfordshire	725 - 825	775	15,500
Vale of White Horse	1028	1028	20,560
West Oxfordshire	635 - 685	660	13,200
Oxfordshire	4678 - 5328	5003	100,060

**What is the Level of Unmet Housing Need?**

**2.7** Table I above, taken from the 2014 SHMA, shows that the mid-point housing need for Oxford City is 28,000 homes from 2011-2031. There is “*general agreement that there is limited capacity within the city to accommodate this number of dwellings and therefore there will be a significant potential shortfall which will need to be provided in neighbouring districts*”<sup>(5)</sup>.

**2.8** Nevertheless, Oxford has a responsibility to meet its housing need as fully as it can so that neighbouring districts can be sure that they are not planning to meet Oxford's housing need unnecessarily. This is particularly important in the interest of meeting national planning policy and working cooperatively with the other Oxfordshire Councils. A key area of work

for the Oxfordshire Growth Board has therefore been on the precise housing potential or capacity of Oxford City.

**2.9** There is not currently a precise housing capacity figure for Oxford City that has been agreed by the Oxfordshire Growth Board.

**2.10** Oxford's 2014 Strategic Housing Land Availability Assessment (SHLAA) details the City Council's view on its potential sources of housing supply. It includes two Green Belt sites that, subject to further assessment, could be suitable for release. Oxford's summarises its housing supply in the SHLAA as follows:

5 Report of the Oxfordshire Growth Board, Post SHMA Strategic Work Programme, 20 November 2014

Table 2 Oxford City Housing Supply (Source: Oxford City SHLAA 2014 Summary Table)

Housing Supply 2011/12 to 2030/31	Dwellings
Total potential housing from identified sites (including residential, student and C2)	6,422
Windfall dwellings 2015/16 to 2031/31	2,880
Completions 2011/12 to 2013/14	648
Housing	511
Student accommodation (equivalent dwellings)	104
C2 residential care home (equivalent dwellings)	33
Small site commitments extant at 31st March 2014	262
Housing	252
Student accommodation (equivalent dwellings)	10
C2 care homes	0
<b>Total supply</b>	<b>10,212</b>

**2.11** There are different views across the Oxfordshire authorities on the City's housing potential and consultants appointed by the Vale of White Horse, South Oxfordshire and Cherwell Councils considered that there was additional housing potential within Oxford. Each Oxfordshire authority has its own perspective and independent consultants have been jointly appointed to act as a 'critical friend' to assist the process and scrutinise the position of each Council.<sup>(6)</sup> The final conclusions will be considered by the Growth Board in Summer 2016.

**2.12** While this work has not been finalised, on 19 November 2015 the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet need of 15,000 homes - that is the level of need that cannot presently be met by Oxford City Council.

**2.13** The report presented to the Growth Board stated:

*"4. The first key project within the Programme was to agree the figure for unmet need in Oxford City. This was done by asking the critical friend to critique the Oxford SHLAA [Strategic Housing Land Availability Assessment], the Cundall report [an alternative assessment of housing capacity] commissioned by South, Vale and Cherwell [Councils], the Oxford response to this and any other relevant information.*

*5. Following consideration of the report all authorities agreed a working assumption of 15,000 homes for Oxford City's unmet need. All authorities agree to work towards this in good faith, based on the previously agreed process which includes the review of the Oxford City's Local Plan.*

<sup>6</sup> Unlocking Oxford's Development Potential, Cundall (November 2014) <http://www.southoxon.gov.uk/sites/default/files/Unlocking%20Oxford's%20Development%20Potential%2028-11-14.pdf>

6. *The Board should note that the working assumption of 15,000 is a working figure to be used by the Programme as a benchmark for assessing the spatial options for growth and is not an agreed figure for the true amount of unmet need.*”

**2.14** It will not be until the countywide work is complete that this figure can be refined and a housing distribution to individual districts can be agreed.

**2.15** There is a need to achieve further refinement of the current urban housing potential of Oxford and the City Council will need to explore what further contribution to meeting its housing need might be possible in its Local Plan review.

**2.16** However, the agreed 15,000 figure provides a basis for individual Councils to begin to consider possible scenarios. Were this figure to be distributed evenly between Oxford, Cherwell, West Oxfordshire, South Oxfordshire and Vale of White Horse Councils, this would produce a requirement of some 3,000 homes per authority area.

**2.17** This figure would potentially increase for the rural districts if Oxford’s contribution were to be less than 3,000. It may also change if the overall countywide level of unmet need changes or if the countywide work shows that there are significant differences between the relative sustainability of potential options for meeting Oxford’s unmet housing need, meaning one authority should take more or less than another. Allowing for these possibilities might suggest a working figure for Cherwell of approximately 3,500 homes, until completion of the countywide work in Summer 2016.

## Question 1

### **Cherwell's Contribution to Oxford's Housing Needs**

Is 3,500 homes a reasonable working assumption for Cherwell in seeking to meet Oxford's unmet housing need?

### **Relationship between Housing Needs and Other Needs**

**2.18** The Partial Review of the Local Plan is required primarily because of the unmet housing needs arising in the Oxfordshire housing market area. However, in order to deliver sustainable development, additional housing growth will need to be accompanied by the necessary infrastructure, including services and facilities, and possibly some employment development

**2.19** There is a clear link between housing need and employment growth, as well as other supporting infrastructure and the National Planning Policy Framework (NPPF) is clear that strategies for housing employment in local plans should be integrated.

**2.20** Projected employment growth underlies the conclusions of the Oxfordshire SHMA. The housing need figure identified in the SHMA is based on demographic projections, adjusted to deliver the affordable homes needed, to address past under provision or improve housing affordability, and to support the expected growth in jobs across the market area. For example, where projected job growth in an area is greater than the expected growth in the labour force, higher housing provision should be considered to ensure that a lack of housing

does not reduce the resilience of local businesses or result in unsustainable commuting patterns.

**2.21** There will be significant economic growth in Oxfordshire to 2031. The Oxford and Oxfordshire City Deal, signed by the Oxfordshire Local Authorities and the Oxfordshire Local Enterprise Partnership (LEP) in 2014, will deliver innovation-led economic growth, building on the area's world class economic assets, including the city's universities and research and development activities. Major economic drivers in Oxfordshire include its concentration of high-tech and research activities and growth potential in areas such as space science and satellite technologies, bioscience, the health sector, advanced manufacturing and high performance engineering. Oxford City specifically is a major centre for education, healthcare, bioscience, IT, publishing and the motor industry. However there are constraints to the spatial expansion of housing and employment in and around Oxford City, explained further over the following sections.

**2.22** In Cherwell, economic attractors such as London-Oxford Airport, Begbroke Science Park, Oxford Spire Business Park and other commercial areas at Langford Lane in Kidlington all have an economic relationship with Oxford as well as Cherwell. Bicester also performs as an economically and socially important town within Oxford's local area of influence and is growing rapidly. A key issue for the Partial Review will be whether new housing in Cherwell to meet Oxford's needs should be accompanied by employment generating development and what the effect of this would be both on delivering Cherwell's own

adopted strategy in the Cherwell Local Plan 2011-2031 and on Oxford's economic strategy.

## Question 2

### Providing for Employment

Should additional housing in Cherwell to meet Oxford's needs be supported by additional employment generating development?

### Planning and Development in Oxford City

**2.23** Oxford City Council's Core Strategy (the name previously given to Local Plans) was adopted in March 2011.<sup>(7)</sup> It identifies the strategic locations for growth within the city. The City Council adopted the 'Sites and Housing' plan in February 2013 and this allocates the non-strategic sites for development (the equivalent of Cherwell District Council's emerging 'Local Plan Part 2' document).

**2.24** As a relatively compact, historic city, Oxford has some unique characteristics which constrain the city's ability to accommodate new housing and economic development within its administrative boundaries. The Oxford City Core Strategy identifies 'issues and challenges' for planning in Oxford:

*"As an attractive city situated in an economically buoyant part of the country, Oxford faces many development pressures. These include: a huge demand for market housing; a pressing need for affordable*

7 [http://www.oxford.gov.uk/PageRender/decP/Core\\_Strategy\\_occw.htm](http://www.oxford.gov.uk/PageRender/decP/Core_Strategy_occw.htm)

*housing; enabling key employment sectors such as education, healthcare and R&D to continue to flourish; enabling the development needed to maintain the city's role as an important regional centre for retail, leisure and cultural activities; day to day needs of Oxford residents..."*

*"...All of this is set in the context of a scarcity of available land. Development is restricted by policy constraints, such as the Green Belt, which encircles and extends into the city; and administrative constraints arising from Oxford's tightly drawn boundaries. There are also intrinsic constraints, such as extensive areas of flood plain within the river valleys of the Thames and Cherwell; areas of nature conservation importance; and the city's outstanding architectural heritage. The latter constrains development in a three-dimensional sense, since the need to protect Oxford's unique skyline makes tall buildings inappropriate in some parts of the city..."*

*"...It will never be possible to meet all the city's housing and employment needs. Housing need and demand far exceeds the amount of available and suitable land within Oxford, and employment uses struggle to compete against housing developers"*

**2.25** The Oxford City Core Strategy plans for the future of the City to 2026. There are three key planks of the spatial strategy in the plan:

1. Ensuring that new developments are in accessible locations so as to minimise overall travel demand;

2. To maximise the reuse of previously developed land and make full and efficient use of all land;
3. Ensuring an appropriate balance of housing and employment growth in the context of other competing land uses.

**2.26** The Core Strategy notes that whilst there is a high need for housing in the City, a balance must be struck between delivering housing and at the same time providing for Oxford's economy and facilitating growth, although historically the number of jobs in Oxford has significantly exceeded the resident workforce. The Core Strategy seeks to achieve a modest improvement in the imbalance between housing and employment. It makes provision for significant new housing on infill sites in the city and strategic sites, and, for employment, it plans for modernising and/or extending existing sites, and strategic sites. The key sites are as follows (shown on the map overleaf):

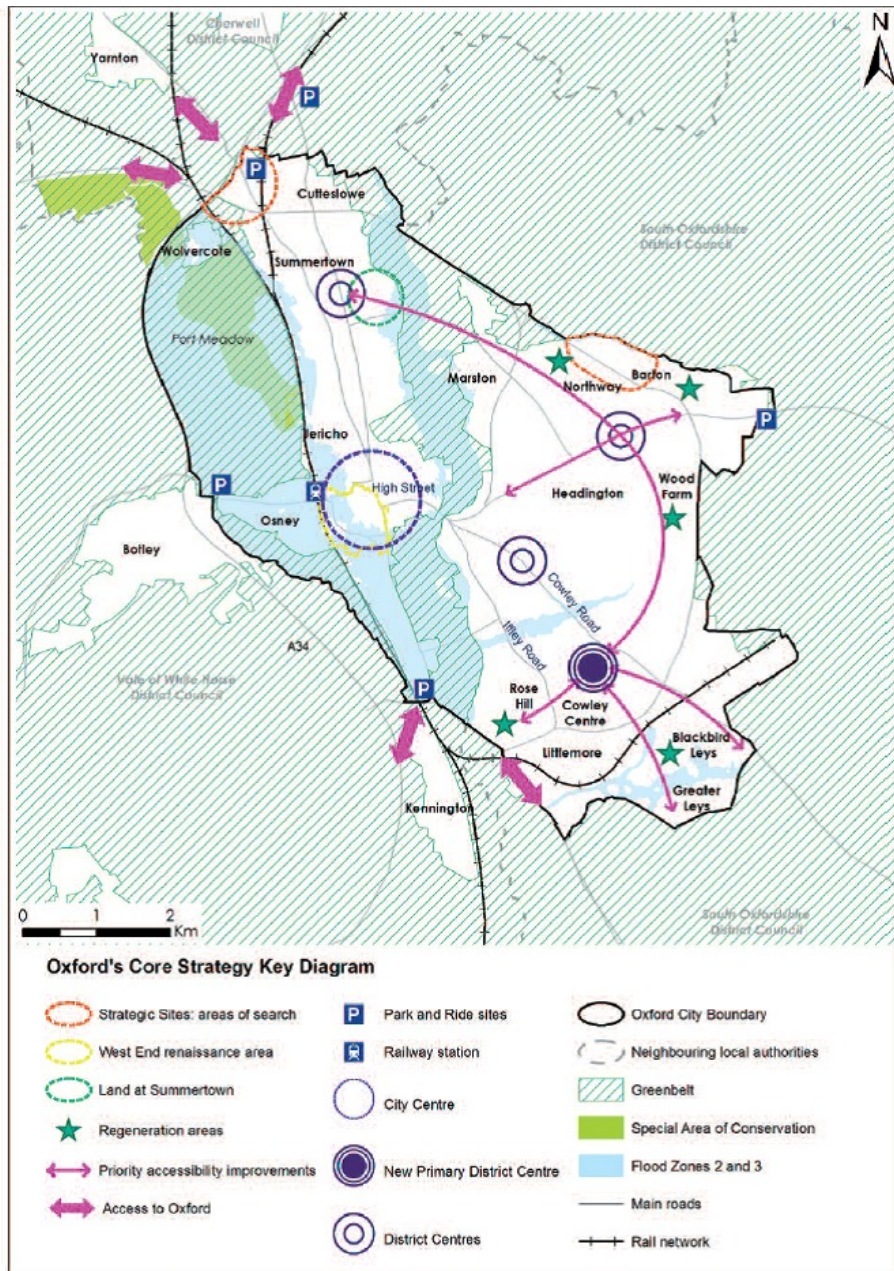
- West End (part of the city centre): 700-800 dwellings, 35,000sqm office and retail, hotel, student accommodation
- Northern Gateway: 90,000sqm employment development linked to the 'knowledge economy', now with 500 dwellings, local scale retail, and a hotel (as per the Northern Gateway Area Action Plan (AAP), adopted July 2015)
- 800-1200 dwellings at Barton
- 200-500 dwellings at Summertown.

### Question 3

#### Oxford's Key Issues

What are Oxford's key issues that we need to consider in making a significant contribution to meeting the City's unmet housing need?

Source: Oxford City Council Core Strategy, 2011





### 3 The Cherwell Context

**3.1** So far, this document has set out why there is a need to accommodate additional housing in Cherwell. This next section looks at the existing growth strategy in the District in order to provide some context for decisions that will need to be made on how we accommodate additional growth. Our adopted strategy is aimed at meeting Cherwell's needs, not Oxford's, but it is important that any new growth does not undermine or hinder the delivery of growth already planned.

#### Cherwell District

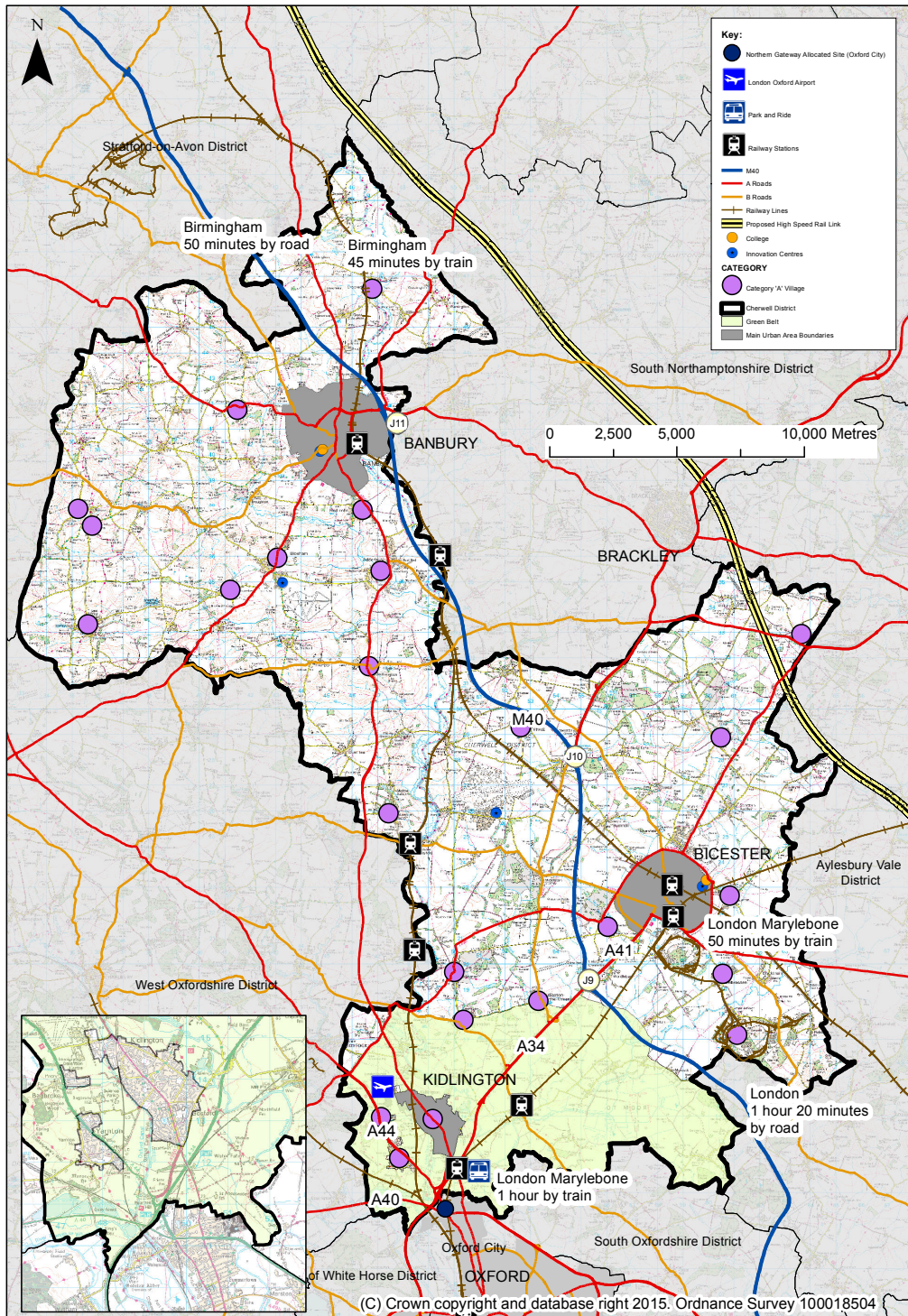
**3.2** Cherwell is predominantly a rural District. It has two main towns, Banbury in the north and Bicester in the south, and a third urban centre at Kidlington - a large village in the south of the District. The District has over 90 villages and hamlets. Each of the three urban areas, and the rural settlements, have their own unique character. Protecting and respecting individual settlement identity is an important aim of the Local Plan's policies on the built environment.

**3.3** Cherwell District has excellent transport links. The M40 motorway passes through Cherwell close to Banbury and Bicester. There are direct rail links from Banbury and Bicester to London, Birmingham and Oxford. The rail link from Bicester to Oxford and beyond is being improved as part of wider east-west rail objectives and a new station at Water Eaton ('Oxford Parkway'), linking Bicester, Oxford and London Marylebone opened in October 2015.

**3.4** The District as a whole has a clear geographic social, economic and historic relationship with Oxford. Cherwell borders the northern built-up edge of Oxford and includes the land immediately north of Cutteslow and Upper Wolvercote to the south of the A34. An area of land south of the A40, Pixie and Yarnton Meads (a Site of Special Scientific Interest) which comprises part of the Oxford Meadows Special Area of Conservation alongside the River Thames, also lies within Cherwell. Kidlington, Yarnton and the Peartree roundabout on the A34 are all situated within Cherwell. Further east, in the Cherwell valley, north and east of Cuttleslow Park in Oxford and close to the city's northern by-pass, there is a 'tongue' of land within Cherwell.



Map I The Cherwell Context



## Cherwell's Growth Strategy

**3.5** The recently adopted Cherwell Local Plan Part I<sup>(8)</sup> provides for significant growth in the District to 2031. The Local Plan provides for 22,840 new dwellings over the plan period and the sites identified in its Employment Trajectory cover 200 hectares (gross) and will result in approximately 20,500 jobs. This growth will be delivered to meet Cherwell's needs.

**3.6** In brief, the spatial strategy in the Cherwell Local Plan is as follows:

- Focusing the bulk of the proposed growth in and around Bicester and Banbury. Away from the two towns, the major single location for growth is the former RAF Upper Heyford base
- Limiting growth in the rural areas and directing it towards larger and more sustainable villages
- Aiming to strictly control development in open countryside.

**3.7** The adopted Local Plan seeks to ensure that growth is delivered in the most sustainable locations. It focuses growth at Bicester and Banbury to maximise the investment opportunities in the towns and seeks to meet local needs in rural areas. Masterplans are being prepared for Bicester, Banbury and Kidlington that will guide the development of each of these three centres. A brief profile of these areas and the growth already planned is set out below.

## Cherwell's Growth Locations

### Bicester

**3.8** Bicester is a rapidly expanding historic market town with a long-standing military presence. The town is presently a significant

resident commuter base for Oxford, London and elsewhere and it has (2011) a population of approximately 31,000. Bicester has been awarded Garden Town status by the Government, which will provide funding to support the delivery of homes, jobs and open space as well as transport infrastructure.

The possible provision of a new junction on the M40, to the south of Junction 9, near to Arncott, is being explored.

**3.9** Development in the town includes town centre redevelopment, a new perimeter road and two strategic housing/mixed use sites under construction at South West Bicester (Kingsmere) and at the North West Bicester eco-town.

**3.10** A new rail station serving the Bicester Village Outlet Centre, a nationally and internationally important visitor attraction, opened in October 2015 as part of improved east-west rail links between London Marylebone, Oxford, Bicester. This will be expanded under a later Phase 2 to Milton Keynes.

**3.11** The Local Plan Part I envisages that Bicester will grow significantly to 2031 to become an important economic centre in its own right and as part of growth along the Oxford-Cambridge corridor. Bicester will have established itself as a location for higher-technology business, building on its relationship with Oxford, for example through the Bicester Gateway development adjoining the A41.

**3.12** By 2031, the town will have become significantly more self-sustaining both economically and socially. Its importance as a centre for retail and leisure will have increased as a result of an expansion of both the town centre and the Bicester Village Outlet Centre.

8 <http://www.cherwell.gov.uk/index.cfm?articleid=1730>

**3.13** Bicester will have an efficient sustainable transport network which maximises connectivity between the strategic development sites, the town centre and key interchanges, particularly the town's railway stations.

**3.14** Over 10,000 new homes will have been constructed by 2031 on mixed use sites and key employment areas will have been delivered at six strategic sites.

### **Banbury**

**3.15** With a population of 47,000 (2011), Banbury is the largest of Cherwell's two towns and a commercial, retail, employment and housing market centre for a large rural hinterland. Its housing market area extends into South Northamptonshire and less so into West Oxfordshire and Warwickshire.

**3.16** By 2031, Banbury will have become a larger and more important economic and social centre for its residents, for business and for its rural hinterland. The Local Plan seeks to diversify the town's economic base, establish new employment areas and reduce levels of deprivation.

**3.17** Over 7,000 new homes will have been constructed by 2031. New services and facilities, including for culture and recreation, will have been provided and the town centre will be regionally competitive.

**3.18** The Canalside area of the town will be regenerated to provide new residential, commercial and retail development, to provide improved access to the town's railway station, and to re-integrate the canal as a central feature of the town. Other town centre redevelopment sites include Bolton Road and the Spiceball Redevelopment Area.

### **Kidlington**

**3.19** Kidlington is the District's smallest urban centre and the largest village with a population (2011) of 14,000. It has historic links to nearby villages and developed into an urban area due to its transport infrastructure including the Oxford Canal.

**3.20** It has a close relationship with Oxford (particularly an economic relationship), being located only 5 miles north of the city. It is surrounded by the Oxford Green Belt and is located near a major transport junction connecting the A34, A40 and A44. The new Oxford Parkway rail station linking Oxford and London Marylebone lies to the south of Kidlington.

**3.21** Kidlington's retail centre operates as a local shopping centre, serving customers from the local vicinity. There is a cluster of employment generating development to the west of Kidlington comprising business and motor parks, London-Oxford airport and Begbroke Science Park (part of the University of Oxford).

**3.22** The Local Plan looks to strengthen Kidlington's village centre. It seeks to maximise the economic opportunities presented by the village's location on the high-tech' corridor between London and Cambridge, and its proximity to Oxford University (with its growth plans for Begbroke Science Park). Silverstone is also nearby.

**3.23** The Local Plan proposes additional employment development at Kidlington in two main locations: in the vicinity of London-Oxford Airport and at Begbroke Science Park, necessitating a small scale review of the Green Belt to be undertaken in the Local Plan Part 2.

**3.24** Kidlington is close to a number of other settlements, including Oxford, and so coalescence is a key potential impact of additional development. The prevention of the coalescence of settlements is a key function of the Oxford Green Belt.

**3.25** Work on a Kidlington Masterplan Supplementary Planning Document is on-going and will consider the potential opportunities for making effective and efficient use of land within the village. The Planning Inspector who examined the adopted Cherwell Local Plan noted that '*...the local housing needs of the village should be capable of being addressed under Policy Villages 3, rather than requiring a separate local review of the OGB [Oxford Green Belt] boundary around Kidlington.*' Policy Villages 3 provides for Rural Exception Sites to meet, specific identified local housing needs.

**3.26** Any further housing growth at Kidlington and the nearby villages in the south of the District to accommodate the unmet housing needs arising from elsewhere would need to be carefully considered in relation to the Green Belt and its purposes.

### **Former RAF Upper Heyford**

**3.27** Within Cherwell's rural area, approximately 8km north west of Bicester, lies the 500ha former RAF Upper Heyford site. The former airbase currently has planning permission for a new settlement of 1,075 homes (gross), with employment and necessary infrastructure development, and the Cherwell Local Plan provides for additional development at the site through a combination of the intensification of the density of development proposed on the less sensitive previously developed parts of the site, and new, limited, greenfield development around the main airbase site in locations that will be complementary to the approved development. A masterplan for

the site is presently being prepared to ensure a comprehensive integrated approach to delivering the additional growth at the site.

### **Villages and Rural Areas**

**3.28** There are over 90 villages and hamlets in Cherwell. Many have conservation areas which help to conserve and enhance their historic core. The character of the rural area is varied and includes land of significant landscape and biodiversity value. A small part of the Cotswolds Area of Outstanding Natural Beauty (AONB) lies within the north western part of the District and to the south lies the Oxford Meadows Special Area of Conservation. The Local Plan seeks to maintain and enhance the quality of the natural, built and historic environment whilst creating sustainable, inclusive rural communities that meet local needs and providing appropriate employment opportunities that address the changing needs of the rural economy. Whilst it focuses the majority of development in the urban locations, the Local Plan identifies a sustainable hierarchy of villages which will inform the distribution of growth across the rural areas.

### **Further Information**

**3.29** Further information on the adopted Cherwell Local Plan 2011-2031 Part 1, including its evidence base is available on-line at [www.cherwell.gov.uk/planningpolicy](http://www.cherwell.gov.uk/planningpolicy)



## 4 Establishing a Vision

**4.1** The Cherwell Local Plan Part 1 sets out the Vision, Spatial Strategy and Spatial Objectives to guide growth to meet Cherwell's needs to 2031. The Plan clearly sets out what we are seeking to achieve and how it is to be delivered. The overall vision states, *“By 2031, Cherwell District will be an area where all residents enjoy a good quality of life. It will be more prosperous than it is today. Those who live and work here will be happier, healthier and feel safer”*.

**4.2** To accommodate extra growth for Oxford's unmet needs, the Vision and Strategy will need to be expanded to allow for a sustainable approach for meeting the additional housing requirements. A focused set of objectives and policies will be needed that will deliver these requirements in a way that is complementary to the existing Cherwell strategy.

**4.3** The Vision in the Local Plan Part 1 must therefore form the starting point for this Partial Review, but there will also need to be consideration of issues and evidence that relate to Oxford's housing need. This will include matters included in the Oxfordshire Strategic Housing Market Assessment (SHMA)<sup>(9)</sup> and the vision and objectives for Oxford City set out in its Core Strategy. A new focused Vision will need to be prepared which underpins the Partial Review's spatial strategy and which does not adversely affect the recently adopted Cherwell strategy. It will need to be distinctive to the local area, realistic and achievable. It should also relate to other vision statements made by other bodies and organisations.

**4.4** In establishing a strategy and specific policies, the Partial Review will need to be informed by a Sustainability Appraisal which will scrutinise the potential environmental, social and economic effects of additional growth for Cherwell including any combined or cumulative effects having regard to growth nearby.

**4.5** This is your opportunity to put forward the key principles and goals that you think that we need to consider in preparing a planning strategy for meeting Oxford's unmet needs.

### Question 4

#### Principles and Goals

What are the key principles or goals that the additional growth in the District should be aiming to achieve?

### Question 5

#### Establishing a Vision

What should the focused Vision for meeting Oxford's unmet need contain?

### Defining an Area of Search

**4.6** Once we have prepared a vision and objectives for addressing Oxford's unmet needs, we will need to consider all reasonable options for meeting those objectives. This will include the identification and assessment of strategic development sites.

9 <http://www.cherwell.gov.uk/index.cfm?articleid=9639>

**4.7** In establishing what sites it would be reasonable to consider, we would like to examine whether a defined geographic area for meeting Oxford's unmet needs would be appropriate. While there is a countywide housing market area for Oxfordshire, there are sub-markets within it including those focused on Oxford, and in Cherwell, Banbury, Bicester, Kidlington and the rural areas. Parts of the district have a more direct relationship with Oxford for different reasons.

**4.8** Factors that might help define an 'area of search' include:

- distance / proximity to Oxford (e.g. the southern part of Cherwell or an area close to the City)
- key transport corridors with transport infrastructure linkages to Oxford City (e.g accessibility by public transport, the new Oxford Parkway railway station at Kidlington and the ease of access by road)
- economic links to Oxford City (e.g. housing market, commuting patterns, employment land markets and common business sectors)
- the catchment areas of higher order services at Oxford (e.g. health, retail and education)
- social connections (e.g shared use of services and facilities and local social networks)
- historic connections (e.g settlements on Oxford Canal and railway)
- the geographic area covered by the Oxford Green Belt (see 'Map of Oxford

Green Belt - for illustrative purposes only')

- the Cherwell settlement hierarchy (village categorisation).

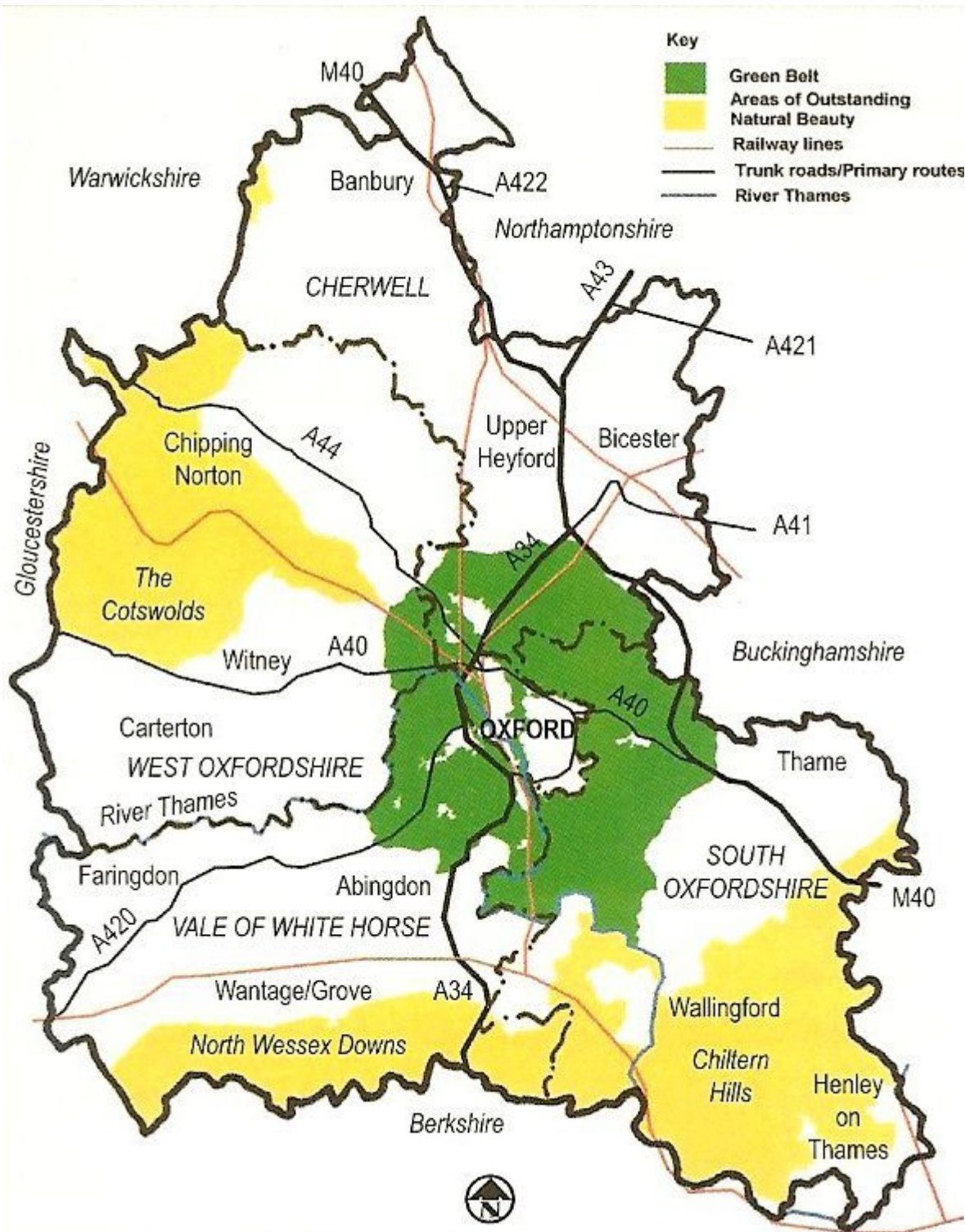
### **Oxford Green Belt**

**4.9** A key factor in potentially defining a geographic area or an area of search for the Partial Review could be the Oxford Green Belt. The Green Belt surrounds Oxford City and is a planning policy designation. It is different from green fields which refer to undeveloped countryside beyond our towns and villages and from 'greenfield land' which refers to all land that has not previously been developed. Land that has returned to nature can be categorised as 'greenfield' land.

**4.10** 'Green Belts' are designated to meet specific planning purposes and originated with the Green Belt Act 1938. The Oxford Green Belt was formally approved in 1975, and the Oxford Green Belt boundaries within Cherwell have been carried forward since the Central Oxfordshire Local Plan (Cherwell) of 1992.

**4.11** The current extent of the Oxford Green Belt is shown in the map below. Approximately 14% of the Cherwell District lies within the Oxford Green Belt. A large number of villages in the District are 'washed over' by the Green Belt and the villages of Kidlington, Yarnton and the eastern side of Begbroke are surrounded by the Green Belt. Other villages lie partly within and partly outside of the Green Belt.

Map of Oxford Green Belt - for illustrative purposes only





**4.12** The National Planning Policy Framework (NPPF) highlights that the Government attaches great importance to Green Belts and states that “the essential characteristics of Green Belts are their openness and their permanence”. The NPPF makes clear their purposes:

#### Box 4

##### The Five Green Belt Purposes

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns 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.

**4.13** The Oxford Green Belt represents a constraint to development. Once boundaries are established, inappropriate development in the Green Belt should not be approved except in very special circumstances. A local planning authority should regard the construction of new buildings as inappropriate in Green Belt but there are some exceptions. This includes limited infilling and the redevelopment of previously developed sites where there would not be a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

**4.14** The adopted Local Plan Part I does not require nor provide for a strategic review of the Green Belt boundaries to meet Cherwell's housing needs. However, as

previously explained, the Planning Inspector who examined the Local Plan considered that there needed to be: “...a formal commitment from the Council, together with other relevant Councils, to undertake a joint review of the boundaries of the Oxford Green Belt, once the specific level of help required by the city of Oxford to meet its needs that cannot reasonably be met within its present confines, is fully and accurately defined”.

**4.15** The NPPF states that once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. It advises:

- at that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term so that they should be capable of enduring beyond the plan period
- when drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development
- they should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary
- when defining boundaries, local planning authorities should:

- ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;

- not include land which it is unnecessary to keep permanently open;

- where necessary, identify in their plans areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;

- make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;

- satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and

- define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

**4.16** A Green Belt Study<sup>(10)</sup> has been undertaken by independent consultants LUC on behalf of all the Oxfordshire Councils, commissioned under the Oxfordshire Growth Board arrangements as part of the 'Post SHMA Strategic Work Programme'. The study was completed in October 2015 and assesses the extent to which land within the Oxford Green Belt performs against each of the purposes of Green Belts as defined in the NPPF.

**4.17** The study divides the Green Belt into parcels for assessment purposes: broad areas of Green Belt and smaller parcels adjacent to settlements inset within the Green Belt (including Oxford City). The

broad areas and land parcels were assessed as to whether their contribution to each of the Green Belt purposes was high/medium/low or no contribution. The study emphasises that where a piece of land performs less well against the Green Belt purposes, this does not in itself justify release of the land from the Green Belt.

**4.18** The Green Belt Study is the first piece of evidence completed by the Oxfordshire Growth Board in considering how to distribute Oxford's unmet housing need. It will need to be considered with other evidence when the Growth Board makes its final recommendations in Summer 2016. The findings of the study will be also used by the Council as one source of information for identifying reasonable options in considering potential locations for growth to deliver Cherwell's contribution to meeting that need.

**4.19** If an 'area of search' is defined that extends beyond the Green Belt or if it is decided that Oxford's unmet need should be addressed on a district-wide basis, then it will be necessary to compare reasonable options within the Green Belt against those outside. Ultimately, all reasonable alternatives will need to be comparatively assessed including those for defining the 'area of search' or plan area itself.

10 <http://www.cherwell.gov.uk/index.cfm?articleid=11057>

### Question 6

#### Defining an 'Area of Search' or Plan Area

Do you agree that the 'area of search' or plan area for the Partial Review document should be well related to Oxford City?

### Question 7

What factors should influence the 'area of search' or plan area for the Partial Review document?

### Question 8

Would a district-wide area be appropriate?

### Question 9

Should an area based on the Oxford Green Belt be considered?

## 5 Key Themes

**5.1** There are a number of key themes that we will need to consider in shaping the most appropriate growth strategy and spatial objectives for accommodating the additional housing for Oxford and related infrastructure needs. These are set out over the following pages as follows:

1. Housing
2. Transport
3. Infrastructure
4. Economy
5. Natural Environment
6. Built and Historic Environment

**5.2** In each case we briefly set out the the national planning context followed by the Cherwell and Oxford context. We would welcome your views on each of these themes and how they might influence the Partial Review.

**5.3** Whilst the Review is needed to accommodate additional housing, there are of course important relationships between residential development and other land uses such as transport, infrastructure, employment, open space, retailing and community facilities. These need to be considered together in order to ensure a comprehensive approach which meets Oxford's needs, which is sustainable within Cherwell's context, and which does not undermine or hinder the delivery of the existing strategy to meet Cherwell's own needs.

**5.4** The themes and the specific issues arising from them are influenced by the constraints to additional housing being provided at Oxford, the social and economic relationship between Oxford and Cherwell and common environmental issues. For this

reason the discussion of the key themes that follows focuses on links between Cherwell District and Oxford City.

### 5.1 Housing

#### National Policy Context

**5.5** Sections 1 and 2 explain the national planning policy requirements for assessing and understanding housing needs, for collaborative working with other Councils and for consideration of unmet needs.

**5.6** The National Planning Policy Framework (NPPF) is clear that planning should deliver sustainable development. One of the key dimensions of sustainable development is social sustainability. The planning system should support strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being.

**5.7** Local Plans should deliver a wide choice of high quality homes, widen opportunities for home ownership, and create sustainable, inclusive and mixed communities. The NPPF notes that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. A Government consultation on changes to the NPPF (December 2015) proposes to strengthen support for the creation of new settlements where they can meet sustainable development objectives.

**5.8** In rural areas, housing should be located where it will enhance or maintain the vitality of rural communities, avoiding isolated new homes in the countryside.

**5.9** For larger scale developments, planning should seek to promote a mix of uses in order to provide opportunities to undertake day-to-day activities, including work, on site. Key facilities such as primary schools and local shops should be located within walking distance of most properties. Planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

**5.10** Planning should also take account of the different roles and character of different areas, promoting the vitality of main urban areas, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it.

**5.11** In contributing towards meeting Oxford's unmet need, the NPPF requires Cherwell to:

- use its evidence base to ensure the Partial Review meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the NPPF (in this case, the need to be met is the proportion of Oxford's unmet need that the Oxfordshire Growth Board agrees should be distributed to Cherwell);
- identify key sites which are critical to the delivery of the housing strategy over the plan period;
- identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against the housing requirements with an additional buffer;

- identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
- for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and
- set out their own approach to housing density to reflect local circumstances.

**5.12** The NPPF also requires the Council to:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, 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.

**5.13** As the Partial Review will be a Cherwell strategy for making a contribution to meeting Oxford's unmet needs, these requirements present a number of challenges. There is a need to identify deliverable and developable sites to meet the needs of another authority and maintain a

five year supply in a way which complements the Cherwell strategy and does not undermine an existing sustainable and realistic approach to housing delivery. These issues will need to be considered to determine whether and how a Partial Review plan area or 'area of search' is defined.

### Question 10

#### Identifying a Deliverable and Developable Supply of Land

Should a specific housing supply be identified for meeting Oxford's needs with its own five year supply of deliverable sites?

### Question 11

How could Cherwell ensure that a five year supply for Oxford is managed without the existing Cherwell strategy and its housing requirements being adversely affected?

## The Cherwell Context

**5.14** As stated in Section 1, it is not the place of the Partial Review to replace Local Plan Part 1's adopted strategic policies for meeting Cherwell's needs. The adopted Plan contains policies on brownfield land and housing density, on affordable housing, on housing mix, and on making provision for travelling communities. The focus of the Partial Review is particularly on accommodating additional housing (and supporting infrastructure) related to meeting Oxford City's housing needs.

**5.15** The strategic objectives for housing and for building sustainable communities in Cherwell as set out in the Local Plan Part 1 include:

- To accommodate new development so that it maintains or enhances the local identity of Cherwell's settlements and functions they perform
- To meet the housing needs of all sections of Cherwell's communities, particularly the need to house an ageing population and to meet the identified needs of Gypsies and Travellers and Travelling Showpeople, in a way that creates sustainable, inclusive and mixed communities
- To improve the affordability of housing in Cherwell and to provide social rented and intermediate housing to meet identified needs whilst ensuring the viability of housing development and a reliable supply of new homes
- To improve the availability of housing to newly forming households in rural areas
- To provide sufficient accessible, good quality services, facilities and infrastructure, including green infrastructure, to meet health, education, transport, open space, sport, recreation, cultural, social and other community needs, reducing social exclusion and poverty, addressing inequalities in health, and maximising well-being.

**5.16** These recently adopted objectives will remain relevant to the Cherwell context but will need to be supplemented by specific objectives for addressing Oxford's unmet needs.

## The Oxford Context

**5.17** Sections 1 and 2 set out the key findings of the Oxfordshire Strategic Housing Market Assessment (2014) – the SHMA - particularly the high level of housing need for Oxford and the social and economic importance of providing new homes to meet that need.

**5.18** Oxford City’s adopted Core Strategy (2011) sets out its objective for maintaining a balanced housing supply:

*“Oxford has a major housing shortage, and a key priority will be to provide more affordable and family homes. We want to establish mixed communities to help create a sense of place and build local identities. Much of the new housing will be on infill sites throughout the city, but strategic sites at Barton and in the West End will contribute significantly. Good housing will improve our social, environmental and economic well-being, and through good design it will reduce our carbon footprint”.*

**5.19** Its other objectives include responding to climate change, providing infrastructure to support new development, promoting social inclusion and improving the quality of life and strengthening prosperity.

**5.20** Some key findings from the SHMA on housing market characteristics and issues relating to Oxford are set out in Box 5 below.

**Box 5**

**Housing Market Issues at Oxford**

- There is an Oxford-focused sub-regional housing market extending across much of

Oxfordshire, which has previously been identified by research at both a national and regional level

- The Oxford-focused housing market area reflects the economic influence of the City
- There are three overlapping housing markets within the wider area:
  - Banbury and North Cherwell;
  - Oxford; and
  - South Oxfordshire
- The housing market geography reflects the unique characteristics of the City in terms of its housing mix, but also its economic strengths and presence of two universities
- The housing market geography also reflects subtle differences between the housing mix and pricing between the north and south of the County
- In 2011 Oxford had a housing stock of 58,330 homes with 23.3% in public ownership (60,420 in Cherwell with 12.4% in public ownership)
- Housing market values are higher in Oxford compared to the rest of the Oxfordshire housing market area
- The strongest demand pressures in Oxfordshire are at Oxford
- Almost half of households in Oxford rent - a very significant level reflecting in part the size of the student rental market and the number of young working households
- The housing mix in Oxford differs markedly from other areas: it is focused towards higher density development and typically smaller homes

- From 2001-2011, Oxford's population grew by 13%, compared to 8% in Cherwell and Oxfordshire
- Overcrowding is at 6.2% in Oxford compared to the national average of 4.8%. This reflects a younger population structure, multi-occupancy lettings, smaller properties and higher housing costs
- In terms of market housing, the estimated dwelling requirement is for 10.7% 1 bed's, 24.9% for 2 bed's, 38.9% for 3 bed's and 25.5% for 4+ bed's. In terms of affordable housing the respective figures are 29%, 32.7%, 32.2% and 6.1%.
- Detached housing in Oxford makes up a low proportion of stock (9%)
- Oxford's population is notably more ethnically diverse relative to the rest of Oxfordshire and the South-East
- National data for 2001-2012 suggests a fairly constant net internal out-migration from the City with international in-migrants out-numbering out-migrants
- The assumed rate for vacant and second homes in Oxford is the same as for Cherwell (4%)
- Oxford has the highest percentage of households in unsuitable housing in Oxfordshire (4.6%)
- The net need for affordable housing in Oxford is significantly higher than in the rest of the County
- Only 19.2% of Oxford's population is aged 55 and over (27% or above in the other districts)
- There is a significantly lower level of projected need for specialist housing for older people in Oxford than in Cherwell.

Other findings from interviews with estate agents, letting agents and sales staff:

- Oxford's cultural attractions, proximity to London and situation on the River Thames influence the market
- Its local housing market extends well beyond the City's boundary
- Beyond the City, Oxfordshire's towns fall into two main groups - those with rail links to Oxford and London and those without.

**5.21** These characteristics and issues will need to be considered in forming a strategy for meeting Oxford's unmet needs and in shaping policies for additional homes. Oxford City Council's views on these issues will be important but there will be others that we need to take into account.

### The Geographic Context

**5.22** Cherwell District and Oxford City authority boundaries meet at the Peartree road interchange to the south of Kidlington and Yarnton (see the map in Section 3). Kidlington is a large (Category A) village and urban area with a population of about 14,000 people. Centre to centre, Kidlington and Oxford are approximately 8km (5 miles) apart. However, the built-up edges of each are only 1.5 km apart, separated by fields, road and rail infrastructure, the new Oxford Parkway Railway Station, the neighbouring Water Eaton Park and Ride and the North Oxford Golf Course (all within Cherwell). The Oxford Parkway station opened on 26 October 2015 and currently offers two trains per hour between Oxford Parkway, Bicester Village and London Marylebone. A direct line into Oxford City is expected to open in 2016.



**5.23** Oxford's district and neighbourhood residential centres of Summertown and Cutteslowe and Wolvercote adjoin the Cherwell boundary, creating a relatively low density suburban edge to Oxford City. There are a number of large open spaces on the northern approach into Oxford from Kidlington including the North Oxford Golf Course, and Wolvercote Cemetery and Five Mile Drive recreation ground on the western side of Banbury / Oxford Road. A small business park is situated within Oxford off Banbury Road (the Oxford / Jordan Hill Business Park). Cutteslowe Park lies at the northern edge of Oxford on the eastern side of Banbury Road. Oxford's planned Northern Gateway site (mixed use including housing and employment) is adjacent to the Peartree interchange on the A34 and the Peartree Park and Ride.

**5.24** To the north and east of Cutteslowe Park lies the open countryside and landscape setting of Water Eaton and the River Cherwell valley with the Cherwell villages of Islip and Noke in the Green Belt beyond. Near here, Cherwell borders South Oxfordshire at Woodeaton. Further north and east is the Ot Moor area of Cherwell with the M40 beyond. Beyond this is easternmost edge of the district at Piddington (near Aylesbury Vale district) and the MoD estate at Arncott and Ambrosden near Bicester.

**5.25** Kidlington has a role as an employment and service centre. The local shopping centre primarily serves customers from the local area. Kidlington is home to London-Oxford Airport, and a concentration of employment development close to the airport including Langford Business Parks, Spires Business Park, and the Oxford Motor Park. Part of Kidlington lies in the Parish of Gosford and Water Eaton.

**5.26** Yarnton is a larger Category A village which is approximately 6km from Oxford centre to centre. Their built up edges are about 2km apart separated by road, rail and utility infrastructure and fields. Yarnton has a range of services and facilities supporting the local village community.

**5.27** Both Kidlington and Yarnton are surrounded by the Green Belt. The Green Belt separates the two villages with the narrowest distance between the two being about 900m and typically about 1.2 km.

**5.28** About 700m to the north of Yarnton along the A44 corridor is the small Category A village of Begbroke which is partly within the Green Belt and partly excluded from it. The northern edge of Begbroke is only about 200m to the south of the westernmost edge of Kidlington in the vicinity of Langford Lane. London-Oxford Airport (within Cherwell) lies immediately to the north. The land between Kidlington, Begbroke and Yarnton is often referred to in planning terms as 'the Kidlington gap'.

**5.29** Within the 'gap', to the west of Kidlington, south east of Begbroke and north-east of Yarnton, is Oxford University's Begbroke Science Park, an important research, business and academic centre and the only science park in Oxfordshire wholly owned and managed by the University. The specific employment needs of the Science Park and indeed the area at Langford Lane and the airport at Kidlington are separately provided for by the adopted Local Plan Part 1 with an associated small scale Green Belt review being undertaken through Local Plan Part 2 and not through the Partial Review.

**5.30** To the north-west and west of the airport are the West Oxfordshire villages of Woodstock and Bladon. Both have an integral relationship with the Blenheim Palace World Heritage Site.

**5.31** To the east of the airport lie Cherwell villages on the Oxford Canal / River Cherwell corridor including Shipton-on-Cherwell (with an extensive adjoining quarry) and Thrupp.

**5.32** The A4260 road comprises the main rural, south-north arterial route from Kidlington in the south of Cherwell to Banbury in the north, with villages in Cherwell's rural core situated either side. The distance between Banbury to Oxford (centre to centre) is about 47 km (29 miles) and there are direct rail services.

**5.33** Bicester is situated about 24 km (15 miles) (centre to centre) to the north-east of Oxford accessible via the A34 and the A41 via junction 9 of the M40. From 2016, Bicester will have a direct train service to Oxford.

**5.34** In the rural centre of the district is Former RAF Upper Heyford, identified as a growth location in the adopted Local Plan. The former cold-war airbase is some 26 km (16 miles) from Oxford but is not situated on an 'A' road. There is a railway station nearby at Lower Heyford.

**5.35** In addition to Kidlington, Yarnton and Begbroke, there are Category A villages in the south of Cherwell at Bletchington, Kirtlington and Weston-on-the-Green. To the east of the district the Category A villages are Ambrosden, Arncott, Chesterton, Finmere, Fringford, Fritwell, and Launton. To the north are Adderbury, Bloxham, Bodicote, Cropredy, Deddington, Hook Norton, Milcombe, Sibford Ferris/Sibford Gower and Wroxton. More centrally there is Steeple Aston.

**5.36** The Council needs to consider all reasonable locations for contributing in meeting Oxford's unmet needs. As already explained, a criteria based plan area or 'area

of search' is one way in which the possibilities could be narrowed down. The area of Cherwell that is geographically closest to Oxford will require consideration including any potential consequences for the Green Belt. However, there are other areas of the district that might need consideration because of their existing or potential relationship.

**5.37** The Partial Review will need to accommodate additional housing growth in a way that complements the Local Plan Part I's approach of creating and supporting inclusive communities in quality urban and rural environments; avoiding sprawl and harm to the identity of settlements including through coalescence; minimising adverse environmental impacts; provide access to employment, services and facilities; and ensuring sufficient infrastructure is provided.

### Question I2

#### Housing Issues

Do you have any comments on the housing issues identified above?

### Question I3

Are there any additional issues that Cherwell District Council needs to consider?

### **Question 14**

#### **Housing Objectives**

What are the specific housing objectives for meeting Oxford's unmet needs within Cherwell that we need to consider?

### **Question 15**

#### **Housing Locations**

What locations should the Council be considering for the identification of strategic housing sites to meet Oxford's unmet needs?

## 5.2 Transport

### National Policy Context

**5.38** It is important to locate development in sustainable locations in transportation terms - where there is choice in how to travel, where the need for travel by private car is reduced to minimise carbon emissions and congestion and where public transport exists or can be provided. The availability of adequate transport infrastructure is a key factor in determining the most appropriate locations for growth.

**5.39** National planning policy is aimed at reducing the need to travel and promoting travel by more sustainable modes. The National Planning Policy Framework (NPPF) sets out the core planning principles including that planning should “*actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable*”.

**5.40** The NPPF states that the balance must be set in favour of sustainable transport modes to give people real choice in how they travel. Key principles include reducing the need to travel through mixed use development, actively promoting sustainable transport and access to it and ensuring development is facilitated by viable infrastructure proposals. Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

### The Cherwell Context

**5.41** Map 1 in Section 3 illustrates the transportation infrastructure within Cherwell and on the administrative boundary with Oxford City. Cherwell District has good

transport links. The adopted Local Plan locates the majority of new development at Bicester and Banbury where road, rail and public transport infrastructure most able to provide access to employment, services and facilities.

**5.42** Since the adoption of the Local Plan Part 1, Oxfordshire County Council as Highway Authority has adopted its fourth Local Transport Plan (LTP4) covering the period 2015 – 2031. One of the main aims of LTP4 is to reduce pressure on the road network by encouraging the location of housing close to jobs where people can more easily walk or cycle to work, in places where people will be able to use high quality public transport to get to work.

**5.43** At Bicester, the County Council is consulting on options for a new south east perimeter road, through the strategic development site at Graven Hill, and connecting to the A41 leading to the M40. A new road will also be provided through the planned South East Bicester urban extension.

**5.44** Works at the North West Bicester eco-town development include increasing capacity at the Howes Lane/Bucknell Road junction and realigning Howes Lane/Lords Lane.

**5.45** At south west Bicester, the Kingsmere urban extension has delivered a new perimeter road. A Park & Ride has also recently been constructed adjacent to the A41 to alleviate congestion into Bicester and Bicester Village.

**5.46** Improvements to Junction 9 of the M40 and Phase 1 of improvements to Junction 10 are complete, with the potential for additional improvements at Junction 10. A new motorway junction near Arncott is also to be investigated.

**5.47** Investigations also are underway, led by the Department for Transport, regarding better improving road connectivity between Bicester and Milton Keynes as part of a 'Cambridge – Oxford Expressway'.

**5.48** Banbury is situated on the M40 and is strategically located on the national rail network between London and Birmingham which is planned for electrification. The road improvements proposed for Banbury include a potential new link road east of Junction 11 and measures to tackle town centre congestion. A spine road is to be built as part of strategic development to the south of Salt Way which will link the A4260 Oxford Road and A361 Chipping Norton Road. There is a focus on improving bus use in and around Banbury. The Government's plans to electrify the rail line through Banbury will provide a catalyst for economic growth and higher passenger levels at the railway station.

**5.49** At Kidlington, an increased role can be expected for London-Oxford Airport. LTP4 identifies that the airport has the capacity for many more short-haul flights without the need to extend the runway. Two new Park & Ride locations are also suggested by the County Council for Kidlington, subject to further examination (see 'The Oxford Context'). Improved public transport connectivity to Oxford University's Begbroke Science Park is expected.

**5.50** In relation to rail, East West Rail Phase 1 has involved the opening of the new Oxford Parkway station (south of Kidlington) linking Oxford, Bicester and London Marylebone. A connection with Milton Keynes is planned when Phase 2 opens in 2019. Legislation relating to the construction of High Speed Rail 2 continues to progress through Parliament, with construction of Phase 1 (London to Birmingham) due to commence from 2026.

**5.51** Elsewhere, LTP4 sets out the options for improving capacity on the A34 including, potentially, an improved A34 Oxford bypass in the long term. A potential new link road between the A40 and A44 north of Oxford is proposed by the County Council which would affect Cherwell District.

**5.52** In summary, there are significant improvements proposed to the transport network in and around the District focused on the three urban areas. There are opportunities and constraints associated with Cherwell's current and planned transport infrastructure that will influence the options for further growth.

### The Oxford Context

**5.53** In addition to developing route strategies for the A40 and A34 affecting both Cherwell and Oxford, LTP4 includes an 'Oxford Transport Strategy' which identifies the current and future challenges for transport in the city and sets out a strategy based on a combination of infrastructure projects and supporting measures to enable economic and housing growth. The strategy includes a focus on north Oxford including Cutteslowe and Wolvercote and major corridors into Oxford from north of the outer ring road.

**5.54** Having regard to the SHMA and job growth within and outside Oxford, the County Council estimates that there could be 26,000 additional journeys within the city boundary by 2031 – a 25% increase from 2011. It also suggests that, without improvements to the transport network and changes of travel behaviour, this could result in approximately 13,000 more commuter car trips each day.

**5.55** The County Council's vision and objectives for Oxford as Highway Authority are set out below:

### **The Highway Authority's Vision for Oxford**

By 2035 Oxford will have a progressive transport network, providing reliable and sustainable methods of movement, enabling growth and comprehensively linking all communities. This network will support:

- a thriving knowledge-based economy, by enabling businesses to draw on a wide pool of talented people, innovate and collectively grow through strong connections and interactions and trade within global markets;
- an enviable quality of life for Oxford's people, by providing safe, inclusive, healthy and convenient travel choices providing access for all to employment, services, retail and leisure opportunities; and
- Oxford as a city which best promotes its outstanding heritage through an attractive and vibrant public realm which offers a highly attractive environment to live and work and a visitor experience of global renown.

### **The Highway Authority's Objectives for Oxford**

- Support the growth of Oxford's economy by providing access to appropriately skilled employees and key markets
- Ensure business sectors are well connected to each other and are provided with effective and reliable access to strategic networks
- Provide effective travel choices for all movements into and within the city To

support the transition to a low carbon future

- Promote modes of travel and behaviours which minimise traffic and congestion
- Focus development in locations which minimise the need to travel and encourage trips by sustainable transport choices
- Provide a fully accessible transport network which meets the needs of all users
- Provide an accessible city centre which offers a world class visitor experience
- Tackle the causes of transport-related noise and poor air quality within the city.

**5.56** The Oxford Transport Strategy has three components: mass transit, walking and cycling, and managing traffic and travel demand. Mass transit in Oxford is planned to consist of three modes:

- Rail;
- Rapid Transit; and
- Buses and coaches.

**5.57** The County Council wishes to develop a new Rapid Transit network providing '*...fast, high-capacity, zero emission transport on the city's busiest transport corridors, offering a tram-equivalent (or in future potentially tram) level of service and passenger experience..*'

**5.58** Three RT lines have been identified for the city, linking a potential network of new Park & Ride sites including at Langford Lane, Kidlington and to the east of Kidlington off the A34. The County Council's strategy is to move Park and Ride facilities further away from Oxford to improve operation of the A34 and other roads intersects.

**5.59** However, the County Council acknowledges in the strategy that a 'comprehensive Park & Ride study' is required to confirm the future role of Park & Ride for the city and which will 'assess the viability of an outer ring of Park & Ride sites including potential locations, size and design'. It also states that the future need at existing city-edge Park & Ride sites will also be considered, including whether these should be closed or reduced in size. The potential opportunity to redevelop existing sites is highlighted but the County Council states that Water Eaton (in Cherwell) will remain a major transport hub and interchange, but car parking would be for rail use only.

### Question 16

#### Transport

Are there any transport issues you would like to raise?

### Question 17

How do these issues affect the potential development locations to meet Oxford's unmet needs?

## 5.3 Infrastructure

### National Policy Context

**5.60** One of the core planning principles of the National Planning Policy Framework (NPPF) is that planning should proactively drive and support the provision of infrastructure, including delivering sufficient community and cultural facilities and services to meet local needs.

**5.61** Local Plan policies should deliver necessary infrastructure and ensure that there are not infrastructure related barriers to investment in the area. Local Plans should set out a strategic approach for the provision of infrastructure (including green infrastructure) and ensure an integrated approach to the location of housing, economic uses and community facilities and services, as part of creating healthy, inclusive communities. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well being of communities. Infrastructure considerations will be a key factor in determining suitable locations for growth.

### The Cherwell Context

**5.62** Infrastructure delivery is critical to underpinning the existing development strategy for Cherwell. In addition to transport (see previous section), infrastructure such as energy, water, waste, and communications, as well as community and social infrastructure such as education and health, is essential to meet the needs of residents and businesses. Ultimately, infrastructure means that development can be successfully delivered.

**5.63** The Infrastructure Delivery Plan (IDP) prepared as part of the Cherwell Local Plan Part I identifies the infrastructure necessary for the delivery of the proposals in the adopted Local Plan to meet Cherwell's needs. It identifies indicative costs, and considers how and when the infrastructure should be provided having regard to the phasing of development and possible funding opportunities. The IDP is monitored and, if necessary, updated through the Council's Annual Monitoring Report process. A supplemental IDP will need to accompany the Partial Review of the Local Plan.

**5.64** There will be significant investment in infrastructure across the Cherwell District to 2031. In 2015, Bicester was awarded ‘Garden Town’ status, enabling central Government funding of infrastructure and transport improvements alongside the housing and employment growth in Bicester.

**5.65** In terms of education facilities at Bicester, the IDP highlights the delivery of three primary schools as part of North West Bicester (in addition to the Phase 1 exemplar site, and a secondary school; expansion and relocation of St Edburg’s Primary at Kingsmere Phase 1, a further primary school at Phase 2 and a secondary school; a primary school at South East Bicester; and two primary schools at Graven Hill. A relocated and expanded library forms part of the Phase 2 redevelopment at Bicester Town Centre.

**5.66** For Banbury, the IDP highlights a new primary school at South of Salt Way, one at Bankside, one at Southam Road, one at Drayton Lodge Farm, and a new secondary school for the town. A new library is proposed for Banbury as part of the Spiceball Development Area.

**5.67** Additional growth will inevitably create a need for additional capacity, something the Local Plan acknowledges for the growth already planned in rural areas.

**5.68** The existing Plan states that the Council will support the provision of health facilities in sustainable locations which contribute towards health and well-being. In particular, there will be investment in health infrastructure at Bicester with a new surgery to serve North West Bicester and South West Bicester (Kingsmere) development sites. The replacement of Bicester Community Hospital has been completed. Again, the health care implications of additional growth will need to be considered.

**5.69** The Plan seeks upgrading to water supply links and network upgrades across Banbury and Bicester, to ensure that utilities infrastructure grows at the same rate as communities. In terms of energy utilities, work is ongoing to investigate the use of waste heat from the Ardley Energy from Waste plant (incinerator) to supply the energy for North West Bicester, and, potentially, at Former RAF Upper Heyford.

**5.70** The adopted Local Plan provides for additional burial space to be provided at Bicester and Banbury. In terms of open space and green infrastructure, the Council identified some current deficiencies in open space and recreation provision across the district. The adopted Local Plan includes policies for new open space at the new strategic development sites, new community woodland between the South West Bicester link road and Chesterton, and encouragement for the restoration and use of Stratton Audley Quarry for informal outdoor recreation. At Banbury, the Local Plan allocates land for the relocation of Banbury United Football Club, and seeks to establish a green infrastructure network across the town based on the Oxford Canal and River Cherwell.

**5.71** In summary, there is significant investment expected in Cherwell related to infrastructure provision in the interest of meeting Cherwell's identified needs. The Council is working on a potential Community Infrastructure Levy (CIL) - a planning charge to help deliver infrastructure needed to support new development, and it will be producing a new Supplementary Planning Document for developer contributions.

**5.72** It will be important that any additional growth planned to meet Oxford's needs is supported by the necessary infrastructure, does not impede the delivery of infrastructure needed for growth already



planned and does not exacerbate any infrastructure challenges to an unacceptable level. The adequacy of the existing and planned infrastructure, and the feasibility of providing new infrastructure will therefore be of central importance in determining where growth should be located.

### The Oxford Context

**5.73** Oxford's Core Strategy included a section on providing new infrastructure to support new development. It is aimed at supporting development within the city's boundary and reflects the position at the time the strategy was produced (2011). It includes a focus on primary health care including on providing capacity at GP practices and health centres, providing premises that are suitable for modern health care and which meet accessibility requirements (having regard to the constraints of historic buildings). It also reflects an approach which seeks the provision of more integrated and comprehensive facilities at neighbourhood level.

**5.74** The Core Strategy also requires new school facilities in Oxford to provide for shared community use and seeks to improve access to all levels of education.

**5.75** As in Cherwell's case Oxford seeks to ensure that new development is supported by all necessary physical, social, economic and green infrastructure.

**5.76** Potentially meeting Oxford's needs near the city may mean that Oxford's existing infrastructure would help support development. Conversely, it could increase the pressure on existing services. These issues will need to be explored in identifying any options for growth.

### Question 18

#### Infrastructure

Are there any infrastructure issues you would like to raise?

### Question 19

How do these issues affect the potential development locations to meet Oxford's unmet needs?

## 5.4 Economy

### National Policy Context

**5.77** The National Planning Policy Framework (NPPF) has a strong focus on delivering sustainable economic growth. It includes a presumption in favour of sustainable development and requires the vision and strategy for an area to positively and proactively encourage sustainable economic growth.

**5.78** The NPPF emphasises that the Government wishes to create jobs and prosperity while also bringing about a low carbon future. It states that investment in business should not be over-burdened by the combined requirements of planning policy expectations and that planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.

**5.79** In drawing up Local Plans, Local Planning Authorities are expected to 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. Local Planning Authorities should also 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.

**5.80** The NPPF also states that planning policies should promote competitive town centre environments. The planning system should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality. Local plans should promote the retention and development of local service and community facilities in villages, such as local shops, cultural buildings, and public houses. Residential development can play an important role in ensuring the vitality of centres. Tourism is acknowledged in the NPPF as a 'main town centre use'. National Planning Practice Guidance advises that the planning system should consider the specific needs of the tourist industry and the opportunities for tourism to support local services, vibrancy and enhance the built environment.

### The Cherwell Context

**5.81** The adopted Cherwell Local Plan supports economic growth and the competitiveness of the district. It seeks to reduce the level of out-commuting and to provide a more locally self-sufficient and

sustainable economy. It seeks a broad balance between labour supply and jobs. It also emphasises that Cherwell wishes to be as business-friendly as possible in support of job creation and prosperity, taking advantage of its locational characteristics.

**5.82** The adopted Plan seeks to secure dynamic town centres that are the focus for commercial, retail and cultural activity and identifies areas of search for strengthening the district's urban centres (to be examined through Local Plan Part 2, not the Partial Review).

**5.83** Banbury has seen significant retail growth since the mid 1990s with the expansion of the Castle Quay Shopping Centre. A new out of centre retail park (Banbury Gateway) to the north-east of the town opened in October 2015. The Plan provides for further expansion of the Castle Quay shopping centre, involving a retail food store, hotel, cinema, restaurants and cafes and allocates a further town centre site for redevelopment at Bolton Road.

**5.84** At Bicester, there has been a substantial increase in the retail offer with the completion of Phase 1 of the town centre redevelopment, and Phase 2 (a civic centre, hotel and library) now underway. Away from the town centre, the Bicester Village Outlet Shopping Centre was opened in 1995 and has been expanded several times. Bicester Village serves both national and international retail catchments and makes a significant contribution to the local economy.

**5.85** Kidlington village centre is considerably smaller than Banbury and Bicester town centres, however, it plays an important role in serving the local population. There is capacity for further retail floorspace to be provided in the period up to 2031.

**5.86** The Cherwell Local Plan Part I highlights the importance of tourism to the local economy. Currently tourism is worth over £300 million in Cherwell District. The District has a distinctive natural environment, with many areas of high ecological and landscape value, and also has a rich historic heritage including listed buildings and conservation areas.

**5.87** Tourism resources in the District include the Oxford Canal – using the towpath for walking and cycling as well as the water for boating; Cherwell’s villages, which are attractive and distinctive and have many places and sites of interest; Banbury’s historic town centre; Bicester Village Shopping Outlet; Former RAF Bicester and potentially Former RAF Upper Heyford.

**5.88** One of the aims of the Local Plan is to boost tourism in the District including by supporting the diversification of Cherwell’s rural economy; maintaining and enhancing the distinctiveness of the District’s urban centres; conserving and enhancing the countryside, landscape and the setting of towns and villages; and by providing well designed environments which increase the attractiveness of Cherwell, including by protecting and enhancing the historic and natural environment and Cherwell’s core assets.

**5.89** The Council belongs to two Local Enterprise Partnerships (LEPs) which are formed by local government and business and responsible for producing Strategic Economic Plans (SEPs) important for securing funding and in the implementation of projects.

**5.90** The Oxfordshire SEP focuses on priority localities of Science Vale in the south of the county, Oxford and a corridor to

Bicester - the Oxfordshire 'knowledge-spine'. Many of the economic drivers that feature in the SEP were highlighted in a report by SQW and Cambridge Econometrics on Economic Forecasting<sup>(11)</sup> produced to inform the both the SEP and the Oxfordshire Strategic Housing Market Assessment (SHMA).

'Above trend' growth in employment in Oxfordshire is a key factor in stimulating housing need, including in the following areas:

- expansion of University of Oxford
- growth in research activities in Oxfordshire
- space science and satellite technologies
- bioscience cluster including 1000 additional jobs within Cherwell and 1000 in Oxford
- advanced manufacturing including 1000 additional jobs in Cherwell
- environmental technologies and green construction with particular growth associated with the North West Bicester eco-development
- other sectors including growth at London Oxford Airport and a nearby technology park within Cherwell.

**5.91** The South East Midlands LEP (SEMLEP) area includes the towns of Luton, Bedford, Northampton, Milton Keynes, Aylesbury, Towcester, Daventry, Kettering and Amptill as well as Banbury and Bicester. Its also includes Silverstone in South Northamptonshire.

**5.92** Banbury and Bicester's geographic and economic relationships are strongest with Silverstone, Northampton, Milton Keynes, Aylesbury, Towcester and Daventry. The SEMLEP area benefits from its links to both the midlands and the south east, and its proximity to London, the Thames Valley, Oxford and Cambridge.

11 <http://www.cherwell.gov.uk/index.cfm?articleid=9639>

Cherwell's links with the area are strengthened by the Council's joint management and working arrangements with South Northamptonshire Council in which lie the towns of Brackley and Towcester, both of which are close to Cherwell.

**5.93** The strategic direction for SEMLEP is a focus on supporting business investment and private sector and jobs growth to drive economic success, including the acceleration of housing growth and employment through investment in the enabling infrastructure. SEMLEP has a number of strategic objectives designed to improve business productivity, market penetration, workforce skills development and infrastructure investment.

**5.94** The Cherwell Local Plan Part 1 directs most employment growth to Bicester, Banbury, Kidlington and to a lesser extent at former RAF Upper Heyford. The Plan provides for much more limited employment generating development across the rest of the District focusing on meeting local community and business needs.

**5.95** At Bicester, Banbury, and the Former RAF Upper Heyford, the Local Plan identifies nine strategic employment areas to meet employment needs over the plan period. This includes a mix of types of employment development covering over 138 hectares (ha) at Bicester and 48ha at Banbury.

**5.96** At Bicester, there are strategic proposals relating to a business park at North West Bicester; the creation of high quality job opportunities at Graven Hill linked to other infrastructure including the incorporation of a rail freight interchange; Bicester Business Park adjoining the A41; the creation of knowledge economy employment at the Bicester Gateway site also off the A41; a mixed employment site at North East

Bicester; and, 40ha of employment land as part of a mixed use site at South East Bicester.

**5.97** At Banbury, the two strategic employment sites are both on land east of Banbury, one west of the M40 and one north east of Junction 11.

**5.98** Specific, high value employment needs are accommodated at Kidlington and Begbroke. The adopted Local Plan separately provides for a small scale Green Belt review to meet those needs and provide a strategic economic cluster in the vicinity of Begbroke Science Park, Langford Lane and London-Oxford airport. That Green Belt review is being pursued through Local Plan Part 2. The airport is a key economic asset and attractor for Cherwell but is also important to Oxford's economy.

**5.99** The adopted Local Plan seeks to support growth and a sustainable balance between homes and jobs. Cherwell's economic attractors may influence how Oxford's housing need is accommodated, but again a solution will be needed that is mutually beneficial to the two authority areas.

### The Oxford Context

**5.100** Oxford, as the only City in Oxfordshire and with its universities and history, is the economic centre of the county. Its economy is based on higher education, health services, car manufacturing, high-tech and medical scientific research. It has a regional shopping centre and receives 9.3 million tourists every year (Oxford Core Strategy, 2011).

**5.101** While the adopted Cherwell Local Plan is focused on meeting Cherwell's needs, there are inevitably links and overlapping influences with the local economies of

Cherwell's neighbours, particularly Oxford City. Markets, whether for employment, housing or other land uses, do not respect administrative boundaries.

**5.102** The proximity of Kidlington, London-Oxford Airport and Begbroke Science Park to Oxford, Bicester's growing influence and accessibility on the 'Oxfordshire knowledge-spine' and the 'Oxford-Cambridge Arc', and the international draw of both Oxford and Bicester Village, means that there are a number of shared economic influences.

**5.103** Immediately adjoining Cherwell, is a 44 hectare site off the Peartree Interchange, the 'Northern Gateway' site, allocated by Oxford City for mixed use development. This site adjoins Cherwell District. The vision for the site is to create a high quality 'gateway' development to build on the strengths of Oxford's economy in the key sectors of education, health, research and development, and knowledge based businesses linked to the City's two universities and hospitals.

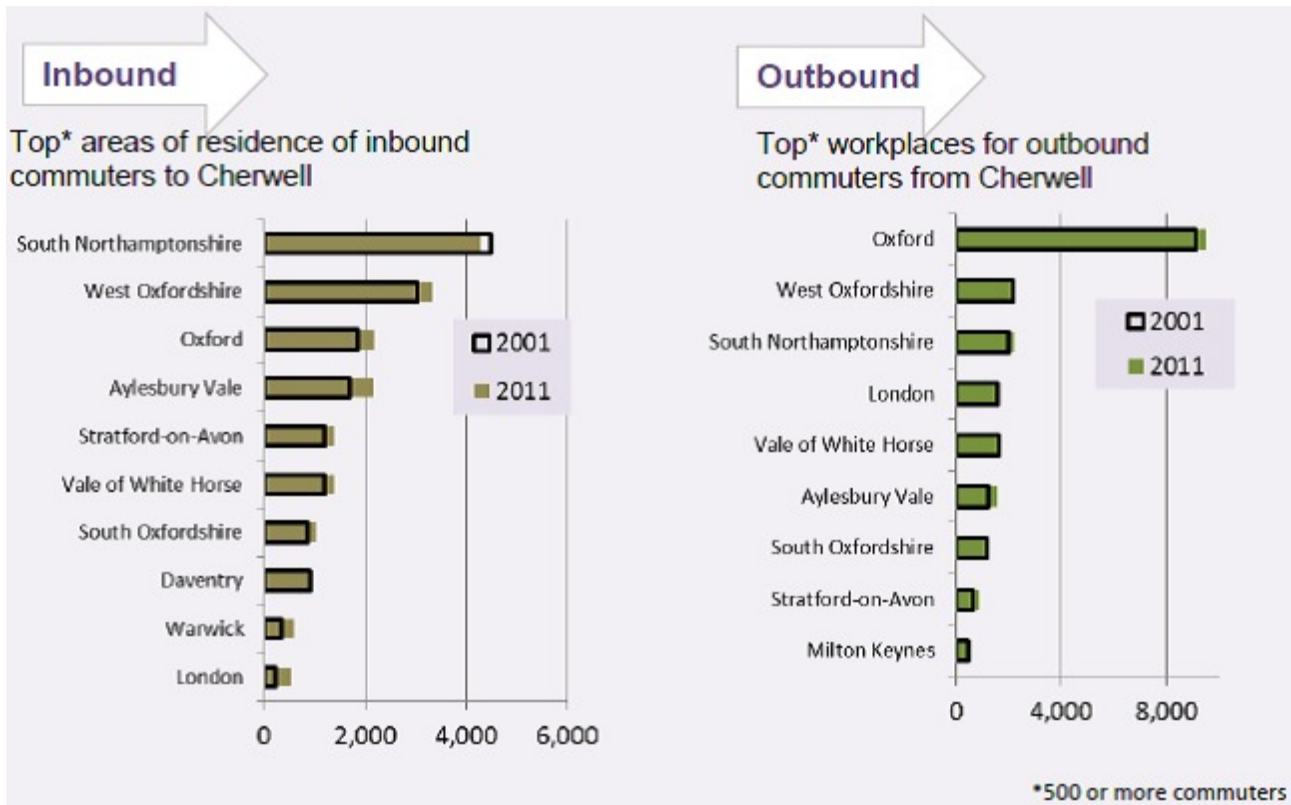
**5.104** The Area Action Plan prepared by the City Council states that the Northern Gateway development will be a '*vital component in the growth of Oxfordshire more widely*'. It will also deliver housing

development (500 dwellings) and retain the Park & Ride/Services/Hotel uses currently on the site, as well as introducing a range of local scale retail uses.

**5.105** The allocation of the site required removing land from the Oxford Green Belt, justified by exceptional circumstances relating to the regional imperative to deliver economic growth, the lack of alternative sites to accommodate economic growth, poor housing affordability in Oxford, the pressing need to meet a backlog of housing needs and worsening traffic congestion as a result of unsustainable patterns of development. Its development, and the County Council's plan to develop an A40-A44 link road nearby within Cherwell, will be factors requiring consideration in identifying possible growth locations.

**5.106** Other economic relationships between the two authority areas are demonstrated by commuting data. The 2011 census showed that more people travel out of Cherwell to work than travel in - a net outflow of 2,978 commuters on a daily basis with the greatest number travelling to Oxford. Cherwell is the second highest source of inbound commutes into Oxford City (after the Vale of White Horse). Further information is presented in the graphic below.

(Source: Oxfordshire Insight)



**5.107** A number of observations in the Oxfordshire SHMA are also relevant to considering the relationship between employment and new locations for housing but also to the type of housing that might be required:

- Oxford has a particularly high job density;
- Oxford has the highest percentage of residents with the highest level of qualifications;
- Oxford has the highest proportion of residents employed in managerial and professional occupations;
- the employment rate in Oxford is below average which is likely to be an effect of the resident student population;

- unemployment has been higher in Oxford than elsewhere in Oxfordshire;
- analysis suggests greater capacity for people to move back into work in Oxford.

### Question 20

#### Economy

Are there any economic issues you would like to raise?

### Question 21

How do these issues affect the potential development locations to meet Oxford's unmet needs?

## 5.5 Sustainability & the Natural Environment

### Sustainability

#### National Policy Context

**5.108** The National Planning Policy Framework (NPPF) emphasises that responding to climate change is central to the economic, social and environmental dimensions of sustainable development. The planning system plays a key role in helping to secure carbon and other greenhouse gas emissions, minimising vulnerability and providing resilience to, the impacts of climate change. The planning system is required to support the move to a low carbon future, including by planning for new development in locations and ways which reduce greenhouse gas emissions. New development should be planned to avoid increased vulnerability to the impacts of climate change.

**5.109** National Planning Practice Guidance emphasises that effective spatial planning is an important part of a successful response to climate change as it can influence the emission of greenhouse gases. It provides guidance on taking into account issues of climate change adaptation and mitigation when determining development locations, including considering the impact of flood risk and water infrastructure availability.

#### The Cherwell Context

**5.110** One of the main themes of the adopted Cherwell Local Plan Part I is ensuring sustainable development, including managing resources such as energy, water and waste more efficiently. There is an emphasis in the Plan on reducing carbon dioxide emissions associated with new development and moving to a 'low carbon economy'.

**5.111** At a strategic level, this includes distributing growth to the most sustainable locations (as defined in the adopted Local Plan), delivering development that seeks to reduce the need to travel and which encourages sustainable travel options, as well as designing developments to use resources more efficiently.

**5.112** The strategy in the Local Plan promotes the efficient and effective use of land. New development needs to be resilient to climate change impacts, and so physical and environmental constraints should be taken into account when identifying locations for development, including the potential effects of future climate change.

**5.113** The strategy seeks to lower the risk of flooding and protect biodiversity (including designated and non designated sites) wherever possible. There are policies in the Plan to conserve and enhance the distinctive and highly valued local character of the District. The Local Plan will help to ensure that growth and development does not take place at the expense of the very features which make Cherwell unique, for example, by avoiding coalescence between the areas for development and neighbouring villages.

**5.114** The development of the North West Bicester Eco Town is central to the adopted Local Plan strategy, and this together with the 'One Shared Vision' for Eco Bicester will act as a catalyst for the transition of the

town as a whole towards a more sustainable community, underpinned by Bicester's 'Garden Town' status.

**5.115** The development of 6,000 homes at the North West Bicester site will be 'zero carbon', in that the net carbon dioxide emissions from all energy use within the buildings on the eco-town development as a whole are zero or below.

**5.116** Homes and buildings at the North West Bicester site are to meet specific sustainable construction standards whilst 40% of the total site area will be provided as green space. The development will be designed as an exemplar, incorporating best practice, and will provide a showcase for sustainable living.

**5.117** Sustainability standards at developments other than the North West Bicester site will be achieved through a combination of national policy and the Local Plan policies. However, at a strategic level the most significant contribution to reducing carbon emissions will be achieved by distributing growth to the most sustainable locations, reducing the need to travel, and encouraging sustainable travel options. This will also result in other sustainability benefits including reducing pollution and improving air quality, and can support health and well-being by promoting more 'healthy' travel choices.

**5.118** Identifying additional locations for growth to meet Oxford's unmet needs will require policies that support the sustainable Cherwell strategy.

### The Oxford Context

**5.119** Oxford's Core Strategy includes a commitment to making Oxford more sustainable. It promotes low and zero carbon developments and places mitigation

and adaptation to climate change at the centre of the development strategy and policies. It seeks to create a built environment that can cope and respond to future climate impacts, to reduce the risk of flooding and to protecting and enhancing ecologically important sites. Other policies include those for minimising carbon emissions and for the sustainable management of waste.

**5.120** Oxford has a 'Natural Resource Impact Analysis' Supplementary Planning Document (SPD) which sets out the standards and requirements for new developments in terms of energy efficiency and adaptive capacity of buildings; renewable and low-carbon energy; water consumption; and use of materials. When major development is proposed within Oxford, an evaluation is required of the use of natural resources and the environmental impacts and benefits arising from a proposed development, both at the construction phase and through the subsequent day-to-day running of the buildings.

**5.121** The Oxford Transport Strategy within the County Council's Local Transport Plan describes major challenges with the urban environment and air quality in Oxford. It explains how the city is affected by notable problems with airborne pollution which are a cause of health problems in some areas. Traffic noise affects some residential areas and certain city centre streets with high traffic or bus flows.

**5.122** A citywide Air Quality Management Area was declared in 2010, with targets set for keeping Nitrogen Dioxide emissions at safe levels and reducing emissions of Carbon Dioxide, Nitrogen Oxide and Particulate Matter.



**5.123** Motorised vehicles are a key contributor to noise and poor air quality and the County Council's strategy is focused on a lasting solution requiring a 'step-change' in emission levels from vehicles within the built up area. The County Council states that this will require measures to reduce traffic and to promote quieter, lower emission vehicles.

**5.124** The Sustainability Appraisal report for the Oxford Core Strategy (adopted in 2011) identified a number of key sustainability issues for Oxford including poor air quality in central Oxford and reliance on energy generated from fossil fuels with low levels coming from renewable energy.

**Question 22**

**Sustainability**

Are there any sustainability issues you would like to raise?

**Question 23**

How do these issues affect the potential development locations to meet Oxford's unmet needs?

**Natural Environment**

**National Policy Context**

**5.125** One of the core planning principles in the National Planning Policy Framework (NPPF) is that planning should recognise the intrinsic character and beauty of the countryside. The NPPF states that the planning system should contribute to and enhance the natural and local environment

by protecting and enhancing valued landscapes, minimising impacts on biodiversity.

**5.126** The aim should be to minimise pollution and other adverse effects on the local and natural environment. Plans should allocate land with the least environmental or amenity value and plan positively for the protection and enhancement of biodiversity. The NPPF discourages development that would result in the loss or deterioration of irreplaceable habitats, including ancient woodland.

**5.127** The NPPF states that great weight should be given to conserving designated Areas of Outstanding Natural Beauty (part of the Cotswolds AONB is situated within north-west Cherwell). The planning system should also contribute to and enhance the natural and local environment by protecting and enhancing other valued landscapes (which may not be formally designated).

**5.128** Local Planning Authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.

**5.129** Three of the purposes of the Green Belt (as stated in the NPPF) are directly related to protection of the countryside:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment.

**The Cherwell Context**

**5.130** Cherwell is a rural district with attractive built and natural environments of high quality. The District contains many areas of high ecological value, including sites of international and national importance. Part of the Oxford Meadows Special Area of Conservation lies in the south of the district - designated for European protection due to the lowland hay meadow habitats it supports.

**5.131** A number of Conservation Target Areas have been identified across the district and these represent the areas of greatest opportunity for strategic biodiversity improvement in the District. The Oxford Canal, which runs the length of the District, is of ecological, recreational and historical significance and has been designated as a Conservation Area, and the Local Plan seeks to protect and enhance the Canal corridor.

**5.132** Farming remains of vital importance to Cherwell's rural identity and to local food production and the District contains best and most versatile agricultural land. The landscapes of the District are of high local value, and there is also a small area of landscape of national importance in the north west of the District within the Cotwolds Area of Outstanding Natural Beauty (AONB).

**5.133** The District has a dispersed rural settlement pattern and the countryside surrounding the towns and villages plays an important part in the open and agricultural setting and identity of these locations. The adopted Local Plan seeks to strictly control development in the open countryside for this and other sustainability reasons including reducing the need to travel.

**5.134** A key feature of Cherwell's rural landscape is the presence of large extensive floodplains, and the risk of flooding from

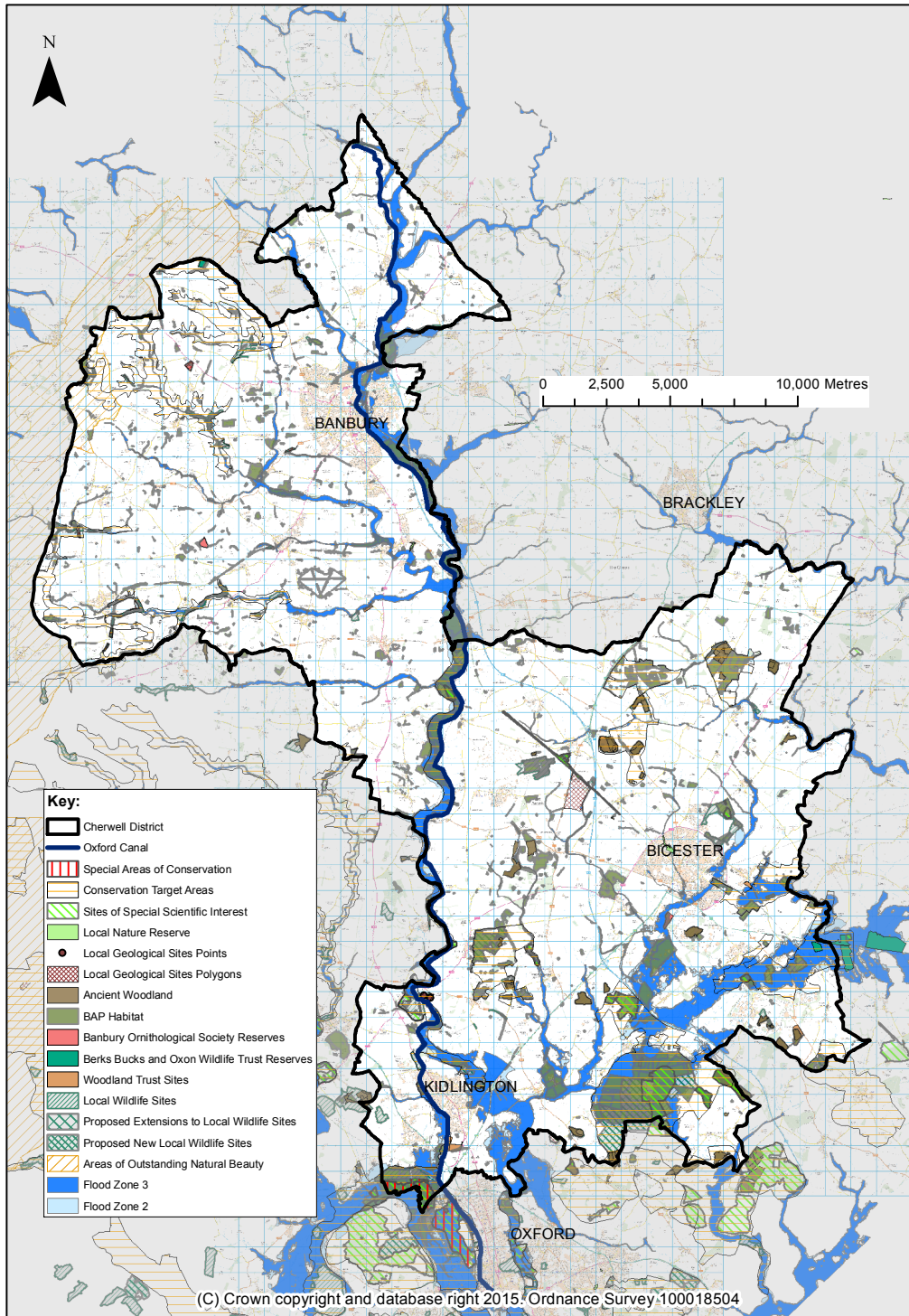
ivers and watercourses across the District is high. There are higher risk flood zones around the district particularly along the River Cherwell and Oxford Canal corridor including at Banbury, east and west of Kidlington and to the south of Yarnton. Some rural settlements are also potentially at risk from fluvial (river) flooding.

**5.135** A Flood Alleviation Scheme to protect Banbury town centre and surrounding businesses from flooding has been completed. Increases in rainfall and flood risk are a potential future impact of climate change and so sustainable flood risk management is an important part of adaptation and delivering sustainable development (see the 'Sustainability' issues, above). At the same time, Cherwell District is in an area of water stress, with water resources at a premium.

**5.136** In the south of the District, to the north of Oxford, are a number of nature conservation areas in the vicinity of Kidlington and Yarnton. These include Conservation Target Areas, priority habitats for biodiversity and wildlife sites including Sites of Special Scientific Interest. A constraints map showing this area is provided below. Countryside immediately adjacent to Kidlington and Yarnton comprises part of the setting of the two villages and helps retain their separate identity.

**5.137** Overall, the District is of a high environmental quality and the Local Plan Part I seeks to strike a balance between environmental protection and accommodating necessary development. The constraints (shown in the following map) and opportunities presented by the District's quality natural environment will need to be a key consideration in determining where to locate new growth.

Map 2 Natural Environment - Context



## The Oxford Context

**5.138** Oxford City has a tight administrative boundary with a surrounding, designated Green Belt. The city has areas of flood plain within the river valleys of the Thames and Cherwell and areas of nature conservation importance.

**5.139** The Oxford Meadows SAC is located to the north-west of Oxford (comprising lowland hay meadows and creeping marshwort). This area is also part of the Oxford Meadows and Farmoor Conservation Target Area which includes Port Meadow and Wolvercote Common and Green Site of Special Scientific Interest (SSSI) with its grassland habitat. Port Meadow is also a Scheduled Ancient Monument, due to its ring ditches, barrows and ancient enclosures from its history of grazing. It includes a number of priority habitats for biodiversity.

**5.140** Also in the vicinity of north Oxford are the Wolvercote Meadows SSSI, designated for its improved and semi-improved neutral grassland, the Canalside Meadow/Oxford Canal Marsh Local Wildlife Site Goose Green Local Wildlife Site. To the east of Cutteslow is the Thames and Cherwell Conservation Target Area.

**5.141** The landscape setting to north Oxford comprises land within these areas, particularly in the vicinity of the Oxford Meadows SAC to the west and the Cherwell Valley to the east. The setting of Oxford immediately to the north is affected by transport and other infrastructure.

### Question 24

#### Natural Environment

Are there any natural environment issues you would like to raise?

### Question 25

How do these issues affect the potential development locations to meet Oxford's unmet needs?

## 5.6 Built and Historic Environment

### National Policy Context

**5.142** The NPPF makes clear that pursuing sustainable development involves seeking positive improvements in the quality of the built and historic environments as well as the natural environment. It emphasises that the Government attaches great importance to the design of the built environment and that good design is indivisible from good planning and should contribute positively to making places better for people.

**5.143** The appropriate conservation of heritage assets forms one of the NPPF's 'Core Planning Principles'. Local Plans should have a positive strategy for the conservation and enjoyment of the historic environment and heritage assets, designated and undesignated. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. It notes the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.

National Planning Practice Guidance provides further advice on taking the importance of the historic environment into account in plan making and decision taking.

### The Cherwell Context

**5.144** The Local Plan seeks to protect the historic environment, secure high quality urban design and make Cherwell an attractive place to live and work. The quality of the built and historic environment contributes to the local distinctiveness of the District.

**5.145** The District is composed of four landscape character areas, which each display distinct settlement patterns, building materials and styles of vernacular architecture which create a rural environment that is strongly locally distinctive. Each of the three urban areas also displays its own unique character.

**5.146** The District has a number of designated heritage assets including over 2,200 listed buildings, currently 60 conservation areas, 36 Scheduled Ancient Monuments, 5 registered Historic Parks and Gardens and a Historic Battlefield, and a number of non-designated heritage assets. Many of the District's settlements have Conservation Areas and the wider countryside settings of Cherwell's villages play an important role in their identity. Land in the south of the District, which is included in the Oxford Green Belt, plays a part in preserving the setting and special character of historic Oxford. Beyond the District boundary lies Blenheim Palace, a World Heritage Site.

**5.147** Policy ESD 15 of the adopted Local Plan promotes the importance of high quality design standards to complement the District's historic assets. This includes reinforcing local distinctiveness and

respecting local settings, topography and landscape features. All development should be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development should be designed to improve the quality and appearance of an area and the way that it functions.

**5.148** Protecting and improving the built and historic environments will be essential in identifying locations for additional development.

### The Oxford Context

**5.149** Oxford is a world-renowned historic city, with over 1,500 listed buildings and 16 conservation areas, which cover 17.3% of the total area of the city. A large number of unlisted historic buildings are of local importance. Other elements contribute to Oxford's historic character including the public spaces, road layouts and surfaces, rivers and canal, street furniture and the use of materials.

**5.150** The Oxford Green Belt has a tight inner boundary around the built-up area of the city which extends outwards for about five to six miles in every direction and into each of Oxford's neighbouring districts. Although it contains or surrounds other smaller settlements, the Green Belt provides a generally open setting to the urban area of Oxford and has prevented coalescence with neighbouring towns and villages. It has also presented a major constraint on the City's expansion along with the floodplain and sensitive ecological and historical areas.

**5.151** The built-up area extends to the administrative boundary along much of the eastern side of the city, and the river corridors of the Thames to the west and Cherwell to the east have created extensive green wedges running north-south through

the city. This gives Oxford a distinctive physical form, with much of the residential population concentrated to the east of the city centre. Around 27% of Oxford is in the Green Belt, with much of this land being floodplain associated with the two river corridors. The historic city parks and nature conservation areas (including a Special Area of Conservation (SAC) and several Sites of Special Scientific Interest (SSSIs)) create pockets and corridors of green space within the city boundary.

**5.152** These assets are a large part of what makes the City a major tourist destination. The City is also an important retail centre with a successful economy based on higher education, health services, car manufacturing, high-tech and medical scientific research. The potential of Oxford and its sub-region to act as a catalyst for growth and investment is recognised in past and present planning policy.

**5.153** The Oxford City Core Strategy (2011) highlights that Oxford's historic environment and local townscapes are the product of change, and, in accommodating new development the emphasis should be on positive management reflecting the city's capacity to move forward while preserving its irreplaceable heritage. Good design which respects and enhances the unique historic character of the city will be important in maintaining its significance and how it is valued.

**5.154** Providing sufficient homes to meet Oxford's needs, and the constraints to development presented by natural and historic assets as well as the Green Belt, are a significant challenge for the five local planning authorities in Oxfordshire and for Cherwell in pursuing the Partial Review of the Local Plan.

### Question 26

#### Built and Historic Environment

Are there any built and historic environment issues you would like to raise?

### Question 27

How do these issues affect the potential development locations to meet Oxford's unmet needs?



## 6 Call for Sites

**6.1** As part of this consultation we are inviting the submission of sites with potential to deliver housing development in the District in the interest of meeting Cherwell's contribution to Oxford's unmet housing needs.

**6.2** The Partial Review will need to identify deliverable and developable sites to deliver Cherwell's contribution.

**6.3** Site submissions for housing will be used to inform a new Strategic Housing Land Availability Assessment (SHLAA).

**6.4** Sites that are determined to be reasonable options will be subject of detailed testing supported by new evidence as required and by the process of Sustainability Appraisal.

**6.5** The adopted Cherwell Local Plan 2011-2031 applies a threshold for allocated strategic sites of 100 dwellings or more. Once site submissions have been received, the Council will consider what the appropriate threshold might be for the potential allocation of sites for the Partial Review having regard all relevant considerations.

**6.6** However, in the interest of a ensuring a manageable, realistic plan-making process, and in ensuring that the Partial Review is as focused as possible, the Council does not encourage the submission of sites for less than ten dwellings.

**6.7** Submissions for mixed use and employment sites are not precluded but we are seeking views elsewhere in this paper (Section 2) on whether or not additional employment land should be identified in meeting Oxford's housing needs.

**6.8** Site submissions should be accompanied by the necessary forms which are available to download at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation).

### Question 28

#### Site Submissions

Do you wish to submit details of sites to deliver housing development to meet Oxford's unmet housing needs within Cherwell? Please use the necessary Site Submission forms at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)





## 7 Summary of the Consultation Questions

**7.1** This section draws together all the questions asked in this document. The relevant consultation forms to complete are available online at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation). Representations should be headed 'Partial Review of the Cherwell Local Plan' and sent to:

Planning Policy Team, Strategic Planning and the Economy, Cherwell District Council, Bodicote House, Bodicote, Banbury, OX15 4AA

Or by email to:

[planning.policy@cherwell-dc.gov.uk](mailto:planning.policy@cherwell-dc.gov.uk)

Representations should be received no later than xxx.

### Consultation Questions

#### **Cherwell's Contribution to Oxford's Housing Needs**

1. Is 3,500 homes a reasonable working assumption for Cherwell in seeking to meet Oxford's unmet housing need?

#### **Providing for Employment**

2. Should additional housing in Cherwell to meet Oxford's needs be supported by additional employment generating development?

#### **Oxford's Key Issues**

3. What are Oxford's key issues that we need to consider in making a significant contribution to meeting the City's unmet housing need?

#### **Establishing a Vision**

4. What are the key principles or goals that the additional growth in the District should be aiming to achieve?

5. What should the focused Vision for meeting Oxford's unmet need contain?

#### **Defining a Plan Area or Area of Search**

6. Do you agree that the plan area or 'area of search' for the Partial Review document should be well related to Oxford City?

7. What factors should influence the plan area or 'area of search' for the Partial Review document?

8. Would a district-wide area be appropriate?

9. Should an area based on the Oxford Green Belt be considered?

#### **Key Themes:**

##### **Housing**

#### **Identifying a Deliverable and Developable Supply of Land**

10. Should a specific housing supply be identified for meeting Oxford's needs with its own five year supply of deliverable sites?

11. How could Cherwell ensure that a five year supply for Oxford is managed without the existing Cherwell strategy and its housing requirements being adversely affected?

### **Housing Issues**

12. Do you have any comments on the housing issues identified?

13. Are there any additional issues that Cherwell District Council needs to consider?

### **Housing Objectives**

14. What are the specific housing objectives for meeting Oxford's unmet needs within Cherwell that we need to consider?

### **Housing Locations**

15. What locations should the Council be considering for the identification of strategic housing sites to meet Oxford's unmet needs?

### **Transport**

16. Are there any transport issues you would like to raise?

17. How do these issues affect the potential development locations to meet Oxford's unmet needs?

### **Infrastructure**

18. Are there any infrastructure issues you would like to raise?

19. How do these issues affect the potential development locations to meet Oxford's unmet needs?

### **Economy**

20. Are there any economic issues you would like to raise?

21. How do these issues affect the potential development locations to meet Oxford's unmet needs?

### **Sustainability**

22. Are there any sustainability issues you would like to raise?

23. How do these issues affect the potential development locations to meet Oxford's unmet needs?

### **Natural Environment**

24. Are there any natural environment issues you would like to raise?

25. How do these issues affect the potential development locations to meet Oxford's unmet needs?

### **Built and Historic Environment**

26. Are there any built and historic environment issues you would like to raise?

27. How do these issues affect the potential development locations to meet Oxford's unmet needs?

### **Call for Sites**

28. Do you wish to submit details of sites to deliver housing development within the District? Please use the necessary Site Submission forms at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

## 8 Next Steps

**8.1** The responses received to this consultation will be used to inform the preparation of the next stage of the Partial Review: consultation on the spatial options for accommodating the additional growth.

**8.2** Work will continue under the Oxfordshire Growth Board on the countywide distribution of Oxford's unmet housing need including spatial options testing, countywide transport modelling and the preparation of an infrastructure delivery framework. The conclusion of this work in

Summer 2016 will be important evidence for the preparation of the Partial Review as a statutory Development Plan Document and will inform the next consultation.

**8.3** It is anticipated that the next consultation on the Partial Review will be from August to September 2016. The timetable for the production of the document, through to its final adoption, is set out below, according to the Local Development Scheme January 2016. The programme is subject to change if countywide working is delayed. Examination and Hearing dates are to be confirmed.

<b>Countywide working on identifying the unmet need and preferred spatial options</b>	<b>On-going to Summer 2016</b>
<b>Formal Commencement (adoption of Local Plan Part I)</b>	<b>20 July 2015</b>
<b>District Wide Issues Consultation (Regulation 18)</b>	<b>January - February 2016</b>
<b>District Wide Issues and Options Consultation (Regulation 18)</b>	<b>August - September 2016</b>
<b>Preparation of Proposed Submission DPD</b>	<b>October 2016 - March 2017</b>
<b>Consultation on Proposed Submission DPD</b>	<b>April 2017 - May 2017</b>
<b>Submission (Regulation 22)</b>	<b>June 2017</b>
<b>Examination (Regulation 24) (TBC)</b>	<b>June 2017 - February 2018</b>
<b>Examination Hearings (Regulation 24) (TBC)</b>	<b>October 2017</b>
<b>Receipt and Publication of the Inspector's Report (Regulation 25)</b>	<b>February 2018</b>
<b>Adoption (Regulation 26)</b>	<b>March 2018</b>
<b>Legal Challenge Period (6 weeks)</b>	<b>March 2018 - May 2018</b>
<b>Final Publication</b>	<b>May 2018</b>

### **Further Information**

**8.4** For further information about this consultation, please contact the Council's Planning Policy Team.

Planning Policy Team  
Strategic Planning and the Economy  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury, OX15 4AA

planning.policy@cherwell-dc.gov.uk  
[www.cherwell.gov.uk/planningpolicy](http://www.cherwell.gov.uk/planningpolicy)  
01295 227985

## Appendix I Glossary

Phrase	Definition
Adoption	The formal approval, after independent examination, of the final version of a Local Plan by a local planning authority for future planning policy and decision making.
Affordable Housing	Includes affordable rented, social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.
Annual Monitoring Report (AMR)	A report produced at least annually assessing progress of the LDS and the extent to which policies in Local Development Documents are being successfully implemented.
Appropriate Assessment	A process required by European Directives (Birds Directive 79/409/EEC and Habitats Directive 92/43/EEC) to avoid adverse effects of plans, programmes and projects on Natura 2000 sites and thereby maintain the integrity of the Natura 2000 network and its features.
Area Action Plan (AAP)	A type of Development Plan Document focused upon an area which will be subject to significant change
Area of Outstanding Natural Beauty (AONB)	Areas of national importance for their landscape character and appearance, within which the conservation and enhancement of their natural beauty is a priority. A small area of the Cotswolds AONB falls within the District.
Biodiversity	A collective term for plants, animals, micro-organisms and bacteria which, together, interact in a complex way to create living ecosystems.
Climate Change	The lasting and significant change in weather patterns over periods ranging from decades to hundreds of years, impacting on river and sea levels and the rate of flows on watercourses.
Conservation Area	A locally designated area of special architectural interest, where the character or appearance is desirable to preserve or enhance.

Phrase	Definition
Development Plan	The statutory term used to refer to the adopted spatial plans and policies that apply to a particular local planning authority area. This includes adopted Local Plans (including Minerals and Waste Plans) and Neighbourhood Development Plans and is defined by Section 38 of the Planning and Compulsory Purchase Act 2004.
Development Plan Documents (DPDs)	Documents which make up the Local Plan. All DPDs are subject to public consultation and independent examination.
Duty to Cooperate	A statutory duty placed on public bodies to cooperate constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
Evidence Base	The information and data collated by local authorities to support the policy approach set out in the Local Plan.
Examination	The process by which an independent Planning Inspector considers whether a Development Plan Document is 'sound' before it can be adopted.
Flood Zones	Areas of land assessed as being of low risk (Flood Zone 1), medium (Flood Zone 2), high (Flood Zone 3a) and the functional floodplain (Flood Zone 3b).
Green Belt	A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped.
Habitats Regulations Assessments (HRA)	HRA is required under the European Directive 92/43/ECC on the "conservation of natural habitats and wild fauna and flora for plans" that may have an impact of European (Natura 2000) Sites. HRA is an assessment of the impacts of implementing a plan or policy on a Natura 2000 Site.
Infrastructure	All the ancillary works and services which are necessary to support human activities, including roads, sewers, schools, hospitals, etc.
Infrastructure Delivery Plan (IDP)	The IDP's role is to identify all items of infrastructure needed to ensure the delivery of the growth targets and policies contained in the Local Plan. This ensures that an appropriate supply of essential infrastructure is provided alongside new homes, workplaces and other forms of development.

Phrase	Definition
Local Development Scheme (LDS)	A Local Development Scheme is a statutory document required to specify (among other matters) the documents which, when prepared, will comprise the Local Plan for the area. It sets out the programme for the preparation of these documents.
Local Plan	The plan for the local area which sets out the long-term spatial vision and development framework for the District and strategic policies and proposals to deliver that vision. The Cherwell Local Plan Part I was adopted in July 2015 and is available on the Council's website.
Local Transport Plan (LTP)	A transport strategy prepared by the local highways authority (the County Council).
Localism Act 2011	The Localism Act introduced changes to the planning system (amongst other changes to local government) including making provision for the revocation of Regional Spatial Strategies, introducing the Duty to Cooperate and Neighbourhood Planning.
National Planning Policy Framework (NPPF)	A document setting out the Government's planning policies.
National Planning Practice Guidance (NPPG or PPG)	The Government's planning guidance supporting national planning policy
Objectively Assessed Need (OAN)	The scale and mix of housing and the range of tenures that is likely to be needed in the housing market area over the plan period. The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.
Oxford/Cambridge corridor	A spatial concept focused on the economic influence of Oxford and Cambridge. The aim of this is to promote and accelerate the development of the unique set of educational, research and business assets and activities.
Performance Engineering	Advanced manufacturing / high performance engineering encompasses activities which are high in innovation and the application of leading edge technology, and which form a network of businesses which support, compete with and learn from each other.



Phrase	Definition
Planning & Compulsory Purchase Act 2004	This Act amended the Town & Country Planning Act 1990. The Planning and Compulsory Purchase Act 2004 introduced a new statutory system of regional and local planning and has since been amended by the Localism Act 2011.
Planning Inspectorate	The Government body responsible for providing independent inspectors for planning inquiries and for examinations of development plan documents.
Policies Map	Maps of the local planning authority's area which must be reproduced from, or based on, an Ordnance Survey map; include an explanation of any symbol or notation which it uses; and illustrate geographically the application of the policies in the adopted development plan. Where the adopted policies map consists of text and maps, the text prevails if the map and text conflict.
Site Specific Allocations	Site specific proposals for specific or mixed uses or development. Policies will identify any specific requirements for individual proposals.
Special Areas of Conservation (SAC)	A SAC is an area which has been given special protection under the European Union's Habitats Directive.
Starter Homes	A new national scheme relating to homes for first time home buyers under the age of 40, available for sale at a minimum 20% discount below open market value, which are exempt from developer contributions. The price reduction is to last for 5 years after which they homes are resellable at full market rate.
Strategic Environmental Assessment (SEA)	An assessment of the environmental effects of policies, plans and programmes, required by European legislation, which will be part of the public consultation on the policies.
Strategic Flood Risk Assessment (SFRA)	An assessment carried out by local authorities to inform their knowledge of flooding, refine the information on the Flood Map and determine the variations in flood risk from all sources of flooding across and from their area.
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the land capacity across the District with the potential for housing.

Phrase	Definition
Strategic Housing Market Assessment (SHMA)	SHMAs are studies required by Government of local planning authorities to identify housing markets, and their characteristics, that straddle District boundaries. Their purpose is to inform Local Plans in terms of housing targets, housing need, demand, migration and commuting patterns and the development of planning and housing policy.
Submission	The stage at which a Development Plan Document is sent to the Secretary of State for independent examination.
Supplementary Planning Documents (SPDs)	Documents which provide guidance to supplement the policies and proposals in Development Plan Documents.
Sustainability Appraisal (SA)	The process of assessing the economic, social and environmental effects of a proposed plan. This process implements the requirements of the SEA Directive. Required to be undertaken for all DPDs.
Windfalls	Unidentified sites that are approved for development.



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## Cherwell District Council

### Executive

4 January 2016

#### Draft Banbury Masterplan Consultation

### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To approve the draft Banbury Masterplan for public consultation and engagement over a six week period.

The draft Banbury Masterplan provides a vision for the future of Banbury and a set of themes for coordinating a series of actions as detailed in an Action Plan. A combination of steps has been identified to help promote the development of Banbury in a comprehensive, integrated way which builds on the adopted Cherwell Local Plan (2011 - 2031).

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the draft Banbury Masterplan for six weeks consultation and engagement with the public and stakeholders.
- 1.2 To authorise the Head of Strategic Planning and the Economy the correction of any minor spelling, grammatical or typographical errors together with any improvements from a presentational perspective prior to the publication of draft Banbury Masterplan for consultation.
- 1.3 To request officers to report back to the Executive the results of the consultation.

#### 2.0 Introduction

- 2.1 The Adopted Cherwell Local Plan (2011 - 2031) part 1 establishes the Development Framework for the District. It includes a section on how Banbury will develop and which sets the framework for the draft Banbury Masterplan (see Appendix 1).
- 2.1 Following the adoption of the Cherwell Local Plan (2011 – 2031) Part 1 in July 2015 the previous work on the Banbury Masterplan has been fully revised to ensure that the Masterplan conforms with the Local Plan. Our consultants, WYG, have

worked with both Cherwell District Council and Oxfordshire County Council to prepare the current draft and subject to a period of consultation, to conclude the project during 2016.

- 2.2 The Masterplan provides more detail on the overall growth of the town and the different policy areas which contribute, than the framework set by the Local Plan establishes. It highlights the relationship between the development sites allocated through the Local Plan and shows in more detail how the town will develop.
- 2.3 The draft Banbury Masterplan is a comprehensive document that reviews the challenges which the town faces, now and as it grows and how the combination of new housing, employment, transport, regeneration measures as well as the relationship to 'Brighter Futures' and environmental improvements will strengthen the town.

### **3.0 Report Details**

- 3.1 The draft Banbury Masterplan provides more detail on the overall growth of the town and the different policy areas which contribute, within the framework set by the Adopted Cherwell Local Plan (2011 - 2031) part 1.
- 3.2 The draft Banbury Masterplan is a comprehensive document that reviews the challenges which the town faces, now and as it grows and highlights the relationship between the development sites allocated through the Local Plan. It shows in more detail how the town will develop through the combination of new housing, employment, the transport measure detailed in LTP4, regeneration activities as well as how the relationship to other interventions such as 'Brighter Futures' and environmental improvements will strengthen the town.
- 3.3 The document will support the preparation of Local Plan part 2 by offering a view on how the town centre of Banbury might be further strengthened and the economic strengths of the town maintained along with the integration of detailed transport measures to reduce congestion and improve connectivity as the town grows.
- 3.4 In summary, the role of the Banbury Masterplan is to:-
  - Articulate a future role for the town;
  - Identify opportunities for economic growth;
  - Provide investment and market confidence;
  - Support the delivery of the Cherwell Local Plan;
  - Identify how to deliver the Canalside area;
  - Promote an attractive town centre with a full range of facilities; and,
  - Identify a series of measures to address traffic congestion and improve accessibility.
- 3.5 The objective of the Banbury Vision and Masterplan is to set out a holistic vision for the town which is suggested as being:-

*'The vision for Banbury is a premier regional centre with a fast growing economy developed from the strengths of the area; and at its heart, a vibrant and attractive*

*town centre, set in a high quality and distinctive environment with greater housing choice, improved accessibility and a reduction of congestion’.*

3.6 This vision is formed from six inter-connecting strategic objectives that will guide action:-

- Promote Banbury as the regional service centre of choice for the wider region;
- Establish a strong economy;
- Reduce congestion and improve accessibility;
- Create a vibrant and attractive town centre;
- Create a high quality environment and distinctive character to live and work;
- Promote opportunities for local people.

3.7 Taking action through these interconnected themes will enable the town to address a number of key challenges faced by Banbury as identified within the Masterplan. These are seen as being:-

- Competition from out of centre retail development that could impact on town centre trade;
- Traffic congestion in the town centre and on strategic routes;
- Potential of the town centre to respond to challenges and regenerate;
- Deliverability of Canalside and the impact on housing numbers;
- The canal area has not been fully developed;
- Poor connectivity between the town centre and the railway station; and,
- Poor public transport connections between residential and employment areas.

3.8 The Masterplan sets out detailed proposals for the six themes and shows:-

- How new strategic housing and employment sites integrate with the current town;
- A range of employment opportunities that will reinforce the role of Banbury in the regional economy and ensure the economic strengths of the town in manufacturing, food and drink, High Performance Engineering and Logistics continue to be supported;
- A transport and movement strategy that aligns the adopted Local Plan and the emerging Local Transport Plan (LTP). LTP4 contains a number of important transport themes and proposals that are important for Banbury. These include new bus routes and new highways improvements to relieve congestion;
- How the town centre might be managed in a co-ordinated and comprehensive way;
- The creation of a ‘green heart’ to the town, created from the enhancement of the canal and riverfront area together with a network of open spaces to improve the setting of the town and the quality of life for existing and new residents.

3.9 The Masterplan recognises that the proposals include requires the support of many public sector partners and the engagement of the private sector. It needs a one team approach, with strong leadership to drive through the actions and deliver the planned growth. The Masterplan provides the framework for targeting scarce public sector resources to gain maximum benefit and the leverage of private sector investment.

- 3.10 An action Plan is included to frame the delivery of the vision and to generate consensus and support for cross-organisation working to renew and strengthening Banbury, where and when.
- 3.11 The Masterplan is also a strategic document that is designed to influence the refresh of the OXLEP Strategic Economic Plan and establish the case for LEP funding to support key infrastructure such as transport which the town needs to be able to successfully grow.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 The draft Banbury Masterplan aims to provide a vision for the future of Banbury and a set of themes with associated actions that are detailed in an Action Plan. This combination of steps will help promote the development of Banbury in a way which accords with the adopted Cherwell Local Plan. It also shows how a series of social, economic and environmental measures can support Banbury grow in a comprehensive, integrated way.
- 4.2 Agreement is sought to commence consultation and engagement for a six week period with the public and other stakeholders in accordance with the measures set out in the Statement of Community Involvement which provides the steps Cherwell must follow in its consideration of planning documents.
- 4.3 The intention is to conclude this process with a Masterplan for Banbury that can be adopted by Cherwell District Council as a Supplementary Planning Document (SPD) during 2016.

## **5.0 Consultation**

Internal briefing: Councillor Michael Gibbard, Lead Member for Planning and CDC Banbury Development Board. Oxfordshire County Council has contributed to the elements of the draft Banbury Masterplan relating to transport and education.

## **6.0 Alternative Options and Reasons for Rejection**

- 6.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: To drop the Town Masterplan

This has been rejected as the Masterplan provides more detail on the overall growth of the town and the different policy areas which contribute to that growth than the framework set by the Local Plan provides; whilst highlighting the relationship between the different development sites, provides a greater level of certainty for developers and the community as to how the town will develop.

Option 2: To reduce the number of themes set out within the Masterplan



This has been rejected as it would make the Masterplan less comprehensive and miss the opportunity that the plan illustrates to secure gains from the town from the combination of new housing, employment, transport, regeneration measures as well as the relationship to 'Brighter Futures' and environmental improvements.

## **7.0 Implications**

### **Financial and Resource Implications**

- 7.1 The work on preparing the Banbury Masterplan is being met within existing budgets.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, 0300-003-0106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

### **Legal Implications**

- 7.2 The Banbury Masterplan once completed will form part of the Development Framework for Cherwell District.

Comments checked by:

Nigel Bell, Team Leader – Planning, 01295-221687

Nigel.bell@cherwellandsouthnorthants.gov.uk

## **8.0 Decision Information**

### **Key Decision**

**Financial Threshold Met: No**

**Community Impact Threshold Met: Yes**

### **Wards Affected**

All wards in Banbury

### **Links to Corporate Plan and Policy Framework**

District of Opportunity

Safe and Healthy

Cleaner Greener

### **Lead Councillor**

Councillor Michael Gibbard, Lead Member for Planning

## Document Information

<b>Appendix No</b>	<b>Title</b>
Appendix 1	Adopted Cherwell Local Plan (2011-2031) – Introduction to section on Banbury
Appendix 2	Draft Banbury Masterplan Consultation
<b>Background Papers</b>	
None	
<b>Report Author</b>	Adrian Colwell Head of Strategic Planning and the Economy
<b>Contact Information</b>	03000030110 Adrian.colwell@cherwellandsouthnorthants.gov.uk

## **Appendix 1: Adopted Cherwell Local Plan (2011-2031) – Introduction to section on Banbury**

The Adopted Cherwell Local Plan (2011 - 2031) part 1 establishes the Development Framework for the District. It includes a section on how Banbury will develop and which sets the framework for the draft Banbury Masterplan:

### *'C.3 Banbury*

*C.108 Banbury is the District's largest town with its own sub-region. It is a focus for major retail developments, employment, housing and cultural and community uses that attract large numbers of people.*

*C.109 Banbury is a market town with an historic core and is expected to see continued growth over the period of the Local Plan. The growing population will have consumer, employment and community needs. Whilst most employment and housing growth will take place on the edge of the town, the Plan seeks to also take active steps to strengthen the town centre. The town centre of Banbury will adapt and evolve to meet the new growth and changing needs, demands and patterns of activity.*

*C.110 Banbury faces topographic and historic landscape constraints important to the setting of the town including the River Cherwell valley to the east, a steep sided valley and villages to the west, rising landform and village conservation areas to the north and an open aspect and village to the south beyond the Salt Way. These are all barriers to growth that have shaped how the town has grown and which will affect its growth in the future. More recently, the M40 motorway has also become a significant factor in identifying directions of growth and the need for focused urban renewal has become more pressing. The identified strategic development sites in this section of the Plan reflect these constraints and issues; particularly the need to retain Banbury's historic landscape context and character.*

*C.111 The development of a Masterplan for Banbury, to be adopted as a Supplementary Planning Document (SPD) will provide the means to establish an integrated delivery plan for the growth of the town that respects its setting, meets the needs for a stronger economy, housing and community facilities, and delivers sustainable development. The Council will explore all potential mechanisms, including public-private partnerships, and appropriate powers for the delivery of Local Plan sites and key proposals, to secure the development vision for the town.*

### *Meeting the Challenge of Developing a Sustainable Economy in Banbury*

*C.112 Banbury's economy is focused on manufacturing, distribution, service industries, local government and health. Generally it has had very low levels of unemployment and a high demand for labour. However, there is a need to further diversify its economy, to attract more highly skilled businesses, to increase the levels of education, training and ambition in the town and to continue addressing the impact of the recent recession. In recent years the major manufacturers Hella (automotive parts) and SAPA (aluminium) have left the town with the loss of about 800 jobs.*

*C.113 The key economic issues facing Banbury are:*

- *Ensuring the town remains competitive so that it retains and attracts major employers.*
- *Addressing the impact of recession on the unemployment level: the claimant count has reduced in Cherwell since it rose fairly sharply in 2009 but it remains higher in Cherwell than in other rural Oxfordshire Districts. In areas of Grimsbury and Castle Ward and Banbury Ruscote ward unemployment as a percentage of working age population was at 8.2% and 7.4% respectively, again the highest in Oxfordshire.*
- *The need to improve standards of education and training: five areas within Banbury Ruscote ward and one in Banbury Neithrop are in the worst 10% in England in terms of skills, education and training. GCSE performance is below county and national averages. A third of residents have no qualifications. There is an above average concentration of people employed in low-skilled and lower paid occupations.*
- *Maintaining a strong manufacturing sector but further diversifying the economy and creating more higher skilled and knowledge based job opportunities.*
- *The need to improve the overall attractiveness of the town as a place to live and work.*
- *The need to improve the appearance and vitality of the town centre outside of the Castle Quay shopping centre.*
- *Banbury has undergone considerable growth over the last 20 years and the Council's Economic Development Strategy (2011-2016) (EDS) envisages this as continuing in the long-term. The EDS considers that there will be a reduction in the size of the town's manufacturing sector (in common with UK trends) however since much of this is in higher value and specialised areas which are more dependent upon skilled input, it is of great importance that the sector remains an important local employer. The town has a strong industrial heritage and the EDS sees this evolving over the 21st century into a robust engineering economy driven by flagship sectors such as motor sport and advanced materials.*
- *Some of Banbury's employment areas/sites are in need of investment and there are vacant buildings. Development should take place on existing employment sites wherever possible to help regenerate these and ensure land is used efficiently.*

*C.114 A key challenge for the Local Plan will be to ensure that the needs of both existing employers seeking to relocate and expand, and new businesses moving to the area can be met, by ensuring that the redevelopment of sites and buildings on existing sites within the town is encouraged by planning policies. This is a particular issue as this Local Plan seeks to regenerate the Canalside area of the town. This 26 hectare area includes a number of existing businesses and it will be important that there are sites and help available to relocate any of these that wish to develop locally.*

*C.115 Banbury has the largest supply of employment land in the District and the Council's Employment Land Review (2006, updated 2012) identified a range of*

*available sites totalling over 46 hectares. In this Local Plan Bicester will be the focus for new employment land to respond to its significant planned housing growth and to reduce out-commuting. Banbury also has valued landscapes on the edge of the town where growth is not appropriate. Whilst many of the sites in Banbury are non-strategic, one site is considered to be of strategic importance to securing Banbury's long term supply of employment land and is identified in this Local Plan (Policy Banbury 6: Employment Land West of M40). Planning permission has recently been granted for new employment uses on this site. Another site at Junction 11 of the M40 will provide for mixed employment uses. Existing employment sites such as the vacant former Hella site could be occupied by smaller and medium size businesses, such as those that relocate from the Canalside site. Proposals for the town centre set out in this plan will also provide jobs particularly in the retail and leisure sectors.*

*C.116 Providing for economic growth and diversification is necessary to increase the number of economically active residents, to lower unemployment to pre-recession levels, to provide more training opportunities and to encourage more ambitious educational attainment in Banbury. This will help provide a broader range of employment opportunities and potential access to more highly skilled jobs. Our plan seeks to build on the current manufacturing strength of the town with support for new business units for small-medium enterprises (SME's). We wish to encourage a wider range of employers into the town, particularly higher skilled and higher technology businesses, by providing suitable employment land, delivering regeneration and improving the quality of the built environment, to help create the conditions that will help reduce deprivation and improve the attractiveness of Banbury as a place to live, work and visit.*

#### *Strengthening Town Centre Vitality*

*C.117 This Plan seeks to ensure that the town centre remains the primary focus for new development; particularly retail uses together with other appropriate town centre uses such as employment, community, leisure and residential development being accommodated in accordance with the principles of the NPPF.*

*C.118 In addition to the town centre there are out-of-centre retail locations including freestanding supermarkets, retail parks and neighbourhood centres. Banbury's role within the District is also supported by Bicester and Kidlington, together with other local centres that provide a hierarchy of facilities to serve Cherwell's population.*

*C.119 The existing and future role of Banbury has been considered in relation to the competition experienced from other centres outside the District. The principal centres that currently compete with Banbury are as follows:*

- Leamington Spa - 22 miles*
- Stratford upon Avon - 27 miles*
- Oxford - 28 miles*
- Northampton - 32 miles*
- Milton Keynes - 35 miles.*

*C.120 These centres generally fulfil a similar role to Banbury within their respective catchment areas, although Oxford and Milton Keynes are identified as higher level regional centres. Other centres such as Northampton are also growing rapidly which is increasing the level of competition experienced by Banbury (and also Bicester and*

*Kidlington). In addition to this, significant commercial development is being delivered in Oxford City Centre which will significantly enhance the commercial offer in the city centre.*

*C.121 This competition illustrates the need to maintain the renewal and strengthening of the town centre.*

*C.122 We will strengthen Banbury town centre to be the focus of the town. This plan will ensure that it remains a pleasant place to spend time and a usable space for all members of the community which brings people together and fosters a stronger sense of belonging. This plan builds on the heritage and natural assets of the town, but will also encourage change. It must be a place that people choose to use and enjoy. Therefore we will:*

- Create more natural flows of people between its various quarters, creating a single whole rather than a group of unrelated parts*
- Bring together a broad mix of uses including open space, commercial, residential, leisure, shopping, and education, to ensure there is a human dimension throughout the day*
- Ensure the town is accessible from a variety of transport options*
- Make features and focal points of our key assets including our waterside areas, and our built and cultural heritage, to create and maintain uniqueness and a sense of community ownership*
- Promote a wide variety of activities at all times of the year.*

*C.123 In general terms, mixed-use (residential, commercial and retail) development will be favoured to ensure that there is an active ground floor commercial use.*

#### *Meeting the Challenge of Building a Sustainable Community in Banbury*

*C.124 Banbury faces some challenging community and social issues. Increasing opportunities in the Ruscote, Neithrop and Grimsbury and Castle wards is a priority and many of Banbury's main social issues are related, but not confined, to the complex problems of deprivation. This includes educational attainment, teenage pregnancy, anti-social behaviour, child well-being and access to services and facilities and affordable housing. This Local Plan provides for new development in a way that helps deal with Banbury's social issues and provides necessary community facilities, working in combination with the Council's 'Brighter Futures in Banbury' project which has been established to improve outcomes. In particular, the proposals for area renewal around Woodgreen and the wider Bretch Hill area are concerned with renewing the physical and community fabric of the area, to help reduce social disadvantage, improve health and well-being, educational attainment and employment outcomes. This approach will be extended to other wards within Banbury over the life of this plan and beyond.*

*C.125 The key community issues facing Banbury are:*

*The need to ensure social opportunities increase in a number of wards in Banbury, particularly Ruscote ward and two areas of Banbury Grimsbury and Castle Ward which*

are in the 20 per cent most deprived areas nationally according to the Index of Multiple Deprivation 2010.

- *The need to foster social cohesion, integration and equal opportunity: Banbury has a diverse population, with higher concentrations of people of non-white ethnic origin than elsewhere in the District, many of whom live in the more deprived areas.*
- *The need to reduce the incidences of teenage pregnancy, anti-social behaviour and to improve educational attendance and attainment*
- *The need for a replacement library*
- *The need for affordable housing and a more diverse private rented housing sector*
- *The need to improve access to services and facilities and to address deficiencies. A new ground is needed for Banbury United Football Club, and the town is lacking 11 junior football pitches, 1 cricket pitch, children's play space, allotments and tennis court provision. There are deficiencies in natural/semi-natural green space. Accessibility to open space and recreation opportunities is also mixed.*
- *Improved cultural facilities are also needed.*
- *Additional open space, sport and recreation provision will also be required to provide for future development needs*
- *New cemetery space is also needed.*

*C.126 The Sustainable Community Strategy emphasises the importance of increasing opportunity across all wards in Banbury, reducing crime, anti-social behaviour and providing affordable housing and better training and employment opportunities. It looks to improve the skills and aspirations of young people and the opportunities open to them. It aims to provide better access for diverse communities to services and the provision of affordable recreational opportunities to help residents of all ages stay healthy. Retention of Banbury's Horton General Hospital remains of particular importance as a valued community facility and given the distance to alternatives.*

#### *Meeting the Challenge of Ensuring Sustainable Development in Banbury*

*C.127 Banbury's rapid post-war and continuing expansion has placed great pressures on its environment. The quality and distinctiveness of Banbury's town centre, its residential areas, green spaces and employment areas are important to the well-being of existing residents and in attracting new businesses and drawing people to the town. Growth has pushed the built-up perimeter of the town close to major landscape and other constraints and managing further expansion is a major challenge. Improving the town's river / canal corridor and continuing with regeneration to improve the environment and make effective and efficient use of land is also necessary. Banbury has some deficiencies in 'green' infrastructure which also need to be addressed.*

*C.128 Banbury's key environmental challenges are:*

- *Managing growth in a way that will not unacceptably harm important natural and historic assets*
- *The need to manage traffic congestion and to provide more opportunities to travel using more sustainable modes.*
- *Improving footpaths and cycle ways to encourage walking and cycling*
- *Preserving and enhancing the quality and distinctiveness of the urban area including the historic street pattern of the town centre*
- *Recognising the river and canal as an asset and improving the river / canal corridor to improve the setting of the town centre,*
- *Make more efficient and effective use of land and enhance its ecological value*
- *Improving access to natural and semi-natural green space*
- *The need for more publicly accessible woodland and protecting existing areas of urban woodland*
- *Protecting the ecological value and the historic rural character of Salt Way.*

*C.129 The major environmental challenges at Banbury are managing growth in a way that will not unacceptably harm areas of sensitive landscape around the town; which will preserve and, where possible, enhance natural and historic assets; plus its green spaces to provide more wooded areas and to minimise the impact of new development on the natural environment which will enhance biodiversity, improve the quality and distinctiveness of the built environment and which will maximise the opportunity for more sustainable traffic management and reducing carbon emissions. In particular we will regenerate land east of Banbury town centre and west of the railway line to improve the setting of Banbury town centre, the river/canal corridor and make effective and efficient use of underused land.*

#### *Banbury in 2031*

*C.130 By 2031, Banbury will have become a larger and more important economic and social focus for its residents, for business, and for a large rural hinterland.*

- *The town will have a more diverse economic base and new employment areas will have been established with levels of deprivation reduced*
- *Over 7,000 new homes will have been constructed by 2031 of which a substantial number will be 'affordable'. New services, facilities and cultural and recreation opportunities will have been provided. A new football ground will have been provided.*
- *The town centre will be vibrant, regionally competitive and at the heart of the town; a place that builds on our heritage and natural assets. The quality and distinctiveness of the built environment will have improved, particularly as a result of Canalside regeneration and the construction of new urban extensions.*



*There will be more opportunity to travel on foot, by cycle and by bus and traffic management measures will have been implemented.*

- There will be more natural and semi-natural open space accessible to the public including new wooded areas and a green corridor or 'lung' will have been created through the town, with effective screening and access.*
- Electrification of the railway line through Cherwell will encourage investment and regeneration at Banbury.*

*C.131 To achieve this vision, our strategy for Banbury is to:*

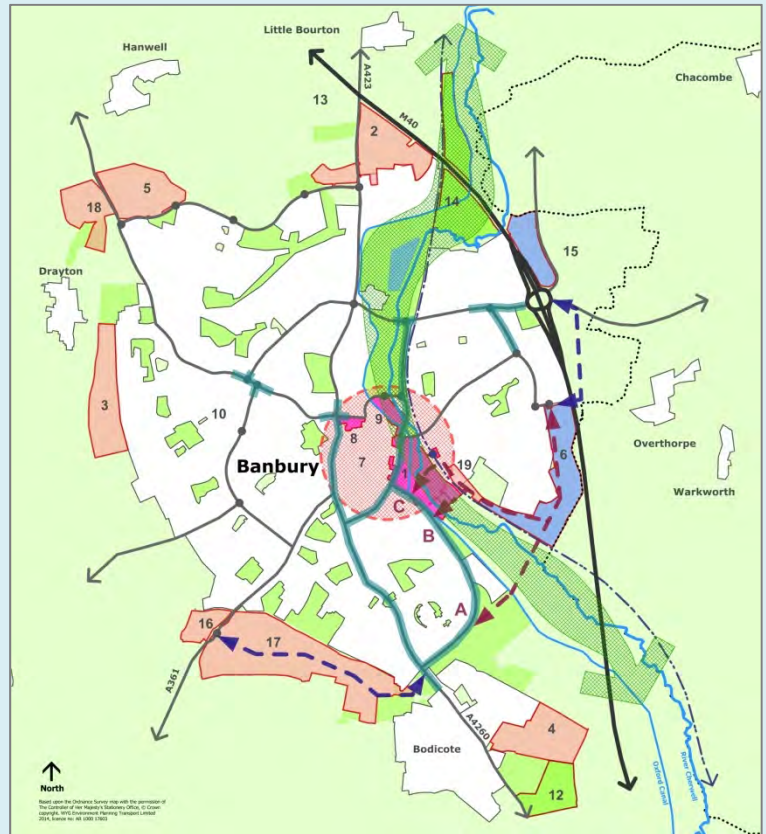
- Bring about Canalside regeneration for the benefit of the whole town*
- Ensure implementation of the permitted urban extension at Bankside Support the role of the town centre by creating opportunities for further growth to meet the needs of local people*
- Help reduce the level of deprivation by securing benefits achieved through specific development proposals and by economic growth and diversification.*
- Secure a site that will deliver a new ground for Banbury United Football Club in an accessible location*
- Provide for new development that will bring with it new open space and recreation opportunities*
- Plan new development in a way that will improve access to natural and semi-natural green space and promote opportunities for new publicly accessible wooded areas*
- Provide for new development in accessible locations which will provide good opportunities for improving and accessing public transport services, for delivering and using new cycleways, for travelling on foot and for minimising the impact on the highway network and traffic congestion.*

*What will Happen and Where*

*C.132 Mixed use strategic development sites delivering housing, services and facilities and contributions to local infrastructure are considered to be the most sustainable way of meeting Banbury's housing needs and addressing the issues facing the town. We have sought to identify sites which will maximise benefits in terms of providing new homes and affordable housing, address deprivation, encourage economic growth and achieve good urban design, and to balance this with the need to minimise the use of natural resources, the harm to nearby villages and the surrounding the landscape, and the pressure on the road network.*

*C.133 A major strategic site of some 1,090 dwellings has already been permitted for the south east of Banbury at Bankside and will be delivered with a new primary school, park, playing fields, shops, community facilities and employment opportunities. A further extension of the site and the relocation of the town's football club next to the existing rugby club will complete development in this area. The now completed*

*redevelopment of the former Cattle Market site will be complemented by major Canalside regeneration close to the town centre. An extension to the west of the town will be accompanied by proposals to help the regeneration of the wider Bretch Hill area and extensions to the north of the town will bring about new housing and community facilities.'*



CHERWELL DISTRICT COUNCIL

# BANBURY VISION & MASTERPLAN

FINAL DRAFT REPORT

15 DECEMBER 2015





## Executive Summary

*The adopted Cherwell Local Plan together with the Banbury Vision & Masterplan establishes the long term VISION for the town and identifies the projects and initiatives to support growth. It integrates planned schemes with new proposals and connects the functions together to create a sustainable market town and regional centre. The Local Plan sets the planning framework up to 2031 with the Banbury Vision & Masterplan providing a further level of detail to inform the preparation of Local Plan part 2 and the implementation of LTP4 published by Oxfordshire County Council.*

*The vision for Banbury is a premier regional centre with a fast growing economy developed from the strengths of the area; and at its heart, a vibrant and attractive town centre, set in a high quality and distinctive environment with greater housing choice, improved accessibility and a reduction of congestion.*

*This vision is formed from six inter-connecting strategic objectives that will:*

- *Promote Banbury as the regional service centre of choice for the wider region;*
- *Establish a strong economy;*
- *Reduce congestion and improve accessibility;*
- *Create a vibrant and attractive town centre;*
- *Create a high quality environment and distinctive character to live and work; and,*
- *Promote opportunities for local people.*

*The significant housing growth planned for Banbury will provide the opportunity to develop Banbury into a stronger regional centre with a full range of retail, leisure, cultural, sporting and social activities. To deliver this role the strategic roads, public transport network and car parking will need to be improved together with better training and higher education opportunities for local people. Banbury should become the powerhouse of the region, but needs better access and a growing and vibrant town centre.*

*The vision targets economic growth through: maintaining a strong manufacturing sector; diversifying into higher skilled and knowledge based opportunities; support for skills acquisition; and, by driving the engineering economy through flagship sectors of motor sport and advanced engineering. To facilitate this growth, investment is required in apprenticeships, training and education and the delivery of suitable employment sites. A growing town centre and expanding regional influence will also draw in a wider range of professional service jobs. The strengths of a large working age population, low unemployment rate, skilled workforce, combined with high value added activities and enterprising population offer opportunities to increase economy activity.*

*Traffic congestion and poor access are major constraints on growth and detract from the overall perception of Banbury. Action is needed now to address present concerns and enable growth to be delivered. Traffic congestion along the east/west network and on to the motorway junction needs to be resolved through short term improvements and a longer term strategic solution. Similarly in the town centre the congestion at the Cherwell Street and Bridge Street junction needs a long term solution. A commercially viable bus network is needed to improve choice and access.*

*The vision is to create a vibrant and attractive town centre, but with continued pressures from out of town retailing and internet shopping the future role and viability of the town centre, as in other towns, is being tested. The town centre must deliver an entertainment, cultural and leisure quarter, quality food retailing and new niche and speciality shops together with festivals and events. This should be complimented with improved access, an enhanced business and professional sector together with new town centre housing and improved community facilities.*

*The potential scale of change is substantial and a planned and co-ordinated approach is needed for the redevelopment of the town centre. Small incremental improvements are welcome, but a longer term view is needed to ensure that the right decisions are made about the redevelopment of the town centre. A Town Centre Action Area managed by a Banbury Task Force can provide the joined up approach to deliver and manage change.*

*The quality and character of the environment is a part of what creates that sense of place that unifies towns and sometimes makes them memorable. A good quality and attractive environment is essential to delivering the Banbury Vision and is the glue that holds all the initiatives together. It provides the setting for daily life and enables a healthier lifestyle with better links to open space and sports facilities. Proposals include providing the north-south green lung that improves access to the town centre and opens up the canal and river; new public spaces and green links connecting the neighbourhoods together; attractive gateways in to the town; a richer more diverse bio-environment; and, new open space and amenity areas to serve the needs of residents.*

*The public sector can provide the vision; the private sector the investment and entrepreneurship; and, the people of Banbury the energy to deliver the planned economy growth. But the people need to be supported with improved skills, facilities and local services to enable them to play a full role. Areas of deprivation need to be continually addressed and life chances improved.*

*The vision for Banbury requires the support of many public sector organisations and the active engagement with the private sector. It needs to be delivered by ONE team with strong leadership to drive through the actions and achieve the planned growth. Scarce public sector resources need to be targeted to gain maximum benefit and the leverage of private sector investment.*

*The vision is about 'promoting opportunities' as well as creating a 'place for opportunities' to be realised. The public sector can do much to address constraints, set new policies and prepare the ground for investment, but it should also be setting the conditions to create private sector investment confidence and addressing the needs of local people. The public sector will take the lead using targeted funding to secure maximum benefit and lay the foundations for economic growth delivered through private sector investment.*





## Contents

I.	Introduction .....	1
II.	Banbury Today .....	3
III.	Banbury Vision .....	6
	Vision & objectives	6
	Strategic objectives	7
	Masterplan	9
IV.	The Economy .....	11
V.	Transport & Movement .....	13
VI.	Town Centre .....	17
	Initiatives	17
	Vitality	19
	Transport Solution	21
	Linkages and spaces	25
	Buildings and places	27
VII.	The Environment .....	31
VIII.	People .....	33
	Education & Training	33
	Housing	33
	Environment	33
	Brighter Futures Partnership	33
	Community facilities and services	33
IX.	Delivering the Vision .....	34
	Initiatives and Actions	34
	Leadership	34
	Funding	34
X.	Appendix I .....	36
	Canalside Development Area	36
	Spiceball Development Area	39
	Bolton Road Development Area	41
XI.	Appendix II .....	43



Banbury Vision & Masterplan  
Final Draft Report  
15 December 2015

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Prepared by – WYG Environment Planning  
Transport Ltd

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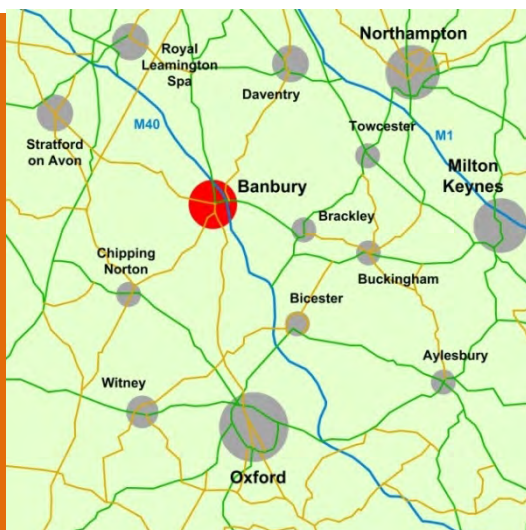
WYG Environment Planning Transport Limited  
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## I. INTRODUCTION

This report sets out a new economic vision for Banbury; as an attractive regional centre; a place of growth, prosperity and enterprise. It establishes a clear vision for the future of the town and identifies the projects and initiatives, which will improve the economic performance of the area and secure a better future for local people.

In summary this report:

- Articulates a future role for the town;
- Identifies areas for economic improvement;
- Provides investment confidence;
- Supports the delivery of the Cherwell Local Plan;
- Identifies a way to deliver the Canalside development;
- Promotes an attractive town centre with a full range of facilities; and,
- Identifies a series of measures to address traffic congestion and improve accessibility.



The Cherwell Local Plan 2011 - 2031 is a vision and spatial strategy for Cherwell District Council. The spatial strategy aims to manage the growth of the district and focuses the majority of proposed growth around Bicester and Banbury, limits growth

in rural areas, and strictly controls development in the open countryside. A set of fifteen objectives have been established to achieve the vision covering the three themes of developing a sustainable local economy, building sustainable communities and ensuring sustainable development.

The Banbury Vision & Masterplan builds upon the Draft Banbury Masterplan (2014) and the vision, objectives and policies set out in the Cherwell Local Plan (2011-2031) adopted on 25<sup>th</sup> July 2015. It sets out the investment needed in key projects and infrastructure to enable the growth of the local economy. The result is a flexible, realistic and deliverable strategy for the longterm growth of Banbury that sets the framework for Local Plan part 2 and the infrastructure initiatives set out in Oxfordshire County Council's LTP4.

This strategy has been prepared with the engagement of local stakeholders and the involvement of Cherwell District Council, Oxfordshire County Council, SEMLEP, OXLEP, and Banbury Town Council. The future role of the town has been developed from the aspirations of stakeholders, businesses and representatives of local government. It is developed from the special strengths and skills of the area and the added value that can be achieved from the public sector partners working together to set out a clear framework for private sector investment.



## II. BANBURY TODAY

Banbury is the District's principal town and serves the needs of the sub-region and a large rural hinterland. It is still known today as a market town and hosts an outdoor market every Thursday and Saturday along with a Farmers Market on the first Friday of every month. The historic town centre underwent significant growth in the 1980s and 90s with the development of the Castle Quay shopping centre.

The town's economy has always been related to manufacturing, with trade in the medieval period based on wool. Today the local economy is centred on manufacturing, service industries, local government and health. The main industries are car components, electrical goods, plastics, food processing and printing. Key employers in the town are Kraft and Prodrive Motorsports Ltd.

Transport links have been the spur to the development of the town, firstly as the junction of the two ancient roads, Salt Way and Banbury Lane, around which the town developed. In 1778 the Oxford Canal brought the town a cheap and reliable supply of coal, finally connecting to Oxford on 1st January 1790. In 1850 Banbury was connected into the rail network and in 1900 the Great Central Railway opened a branch line from to Banbury. Today, Banbury is located next to Junction 11 of the M40 and benefits from a good road network with links to Royal Leamington Spa, Brackley, Stratford-upon-Avon, Daventry and Buckingham.



Market Place

The town grew rapidly between the 1950s and 1970s due to the overspill from London and the west midlands. The growth of Banbury accelerated further after the 1970s with the completion of the M40 motorway, which gave fast and direct access to London and Birmingham.

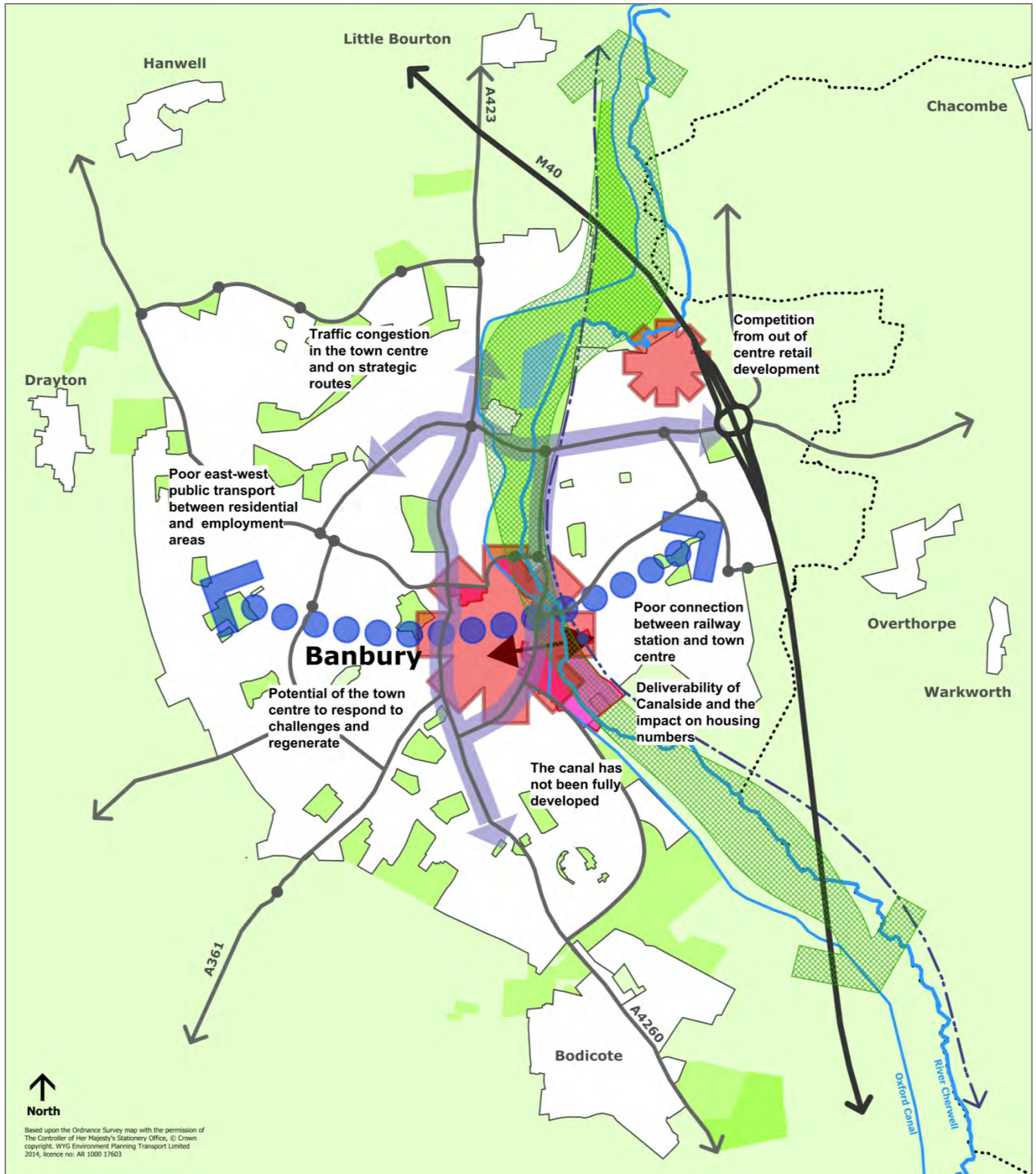
Banbury currently suffers from congestion on the main north/south routes which provide important access to the town centre, main employment sites and hospitals as well as serving through traffic and connections to the M40. The Banbury Area Strategy completed by Oxfordshire County Council indicates that nearly two thirds of workers in the town travel less than 10km to work. This presents an opportunity for more residents to travel by sustainable modes of transport such as on foot, bike or bus, relieving congestion on the road.

Banbury is served by a mainline station with regular services provided by Cross Country Trains, Chiltern Railways and First Great Western connecting the town to London and Birmingham. Good rail connections have resulted in the town becoming a popular starting point for commuters leaving Banbury.



Cherwell Street and Bridge Street junction

## Challenges



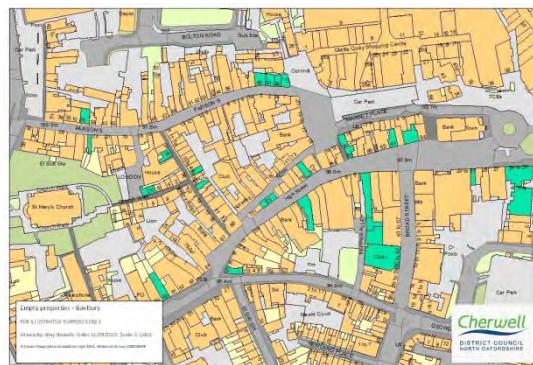
The Employment Development Strategy<sup>1</sup> (EDS) envisages that there will be a reduction in the size of the town's overall manufacturing sector, but that this should be combined with an increase in the robust engineering economy driven by advanced engineering and performance motorsport.

The updated Retail Study<sup>2</sup> (2012 and 2014) concludes that the town centre is performing well, offering a wide variety of facilities and services that go beyond just a local offering from mid-market fashion retailers and large discount fashion outlets, through to smaller independent retailers and service outlets. A recent review of the town centre identifies 15 empty properties

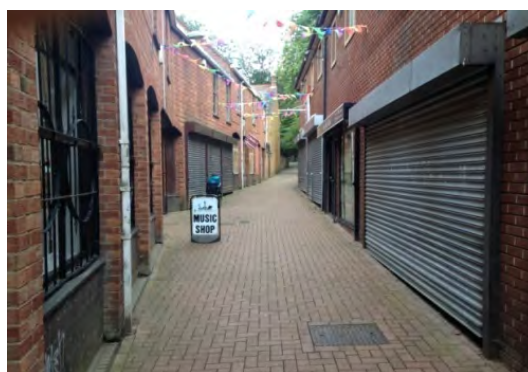
This snapshot of Banbury today does not identify the challenges that it faces in a highly competitive environment. The constraints to growth must be identified and a strategy established to encourage new investment and economic growth. The consultation process has identified a number of challenges that need to be addressed including:

- Competition from out of centre retail development that could impact on town centre trade;
- Traffic congestion in the town centre and on strategic routes;
- Potential of the town centre to respond to challenges and regenerate;
- Deliverability of Canalside and the impact on housing numbers;
- The Oxford Canal is an attractive asset that has not been fully developed;
- Poor connectivity between the town centre and the railway station; and,
- Poor public transport connections between residential and employment areas.

The strategy for Banbury must provide a clear framework that resolves existing concerns and identifies the initiatives and projects that will help to deliver a better future and stronger economy.



Empty town centre properties (September 2015)



Empty shops in Church Walk



Oxford Canal through Canalside

### III. BANBURY VISION

#### Vision & objectives

The adopted Cherwell Local Plan together with the Banbury Vision & Masterplan establishes the long term VISION for the town and identifies the projects and initiatives to support the growth of the town. It integrates planned schemes with new proposals and connects the functions together to create a sustainable market town and regional centre.

The Banbury Vision & Masterplan proposes a different place to that outlined in the previous chapter. It promotes a vibrant town centre; as a service and retail centre for the region, together with a range of employment opportunities and facilities to support role the of the town in the wider region. The Local Plan sets the planning framework up to 2031 with the Banbury Vision & Masterplan providing a further level of detail to inform the preparation of Local Plan part 2 and the implementation of LTP4 published by Oxfordshire County Council.

The vision for Banbury is a premier regional centre with a fast growing economy developed from the strengths of the area; and at its heart, a vibrant and attractive town centre, set in a high quality and distinctive environment with greater housing choice, improved accessibility and a reduction of congestion.

This vision is formed from six inter-connecting strategic objectives that will:

- Promote Banbury as the regional service centre of choice for the wider region;
- Establish a strong economy;
- Reduce congestion and improve accessibility;
- Create a vibrant and attractive town centre;
- Create a high quality environment and distinctive character to live and work; and,
- Promote opportunities for local people.



Vision of Canalside



## Strategic objectives



### Promote Banbury as the regional service centre of choice for the wider region

The significant housing growth planned for Banbury will provide the opportunity to develop Banbury into a stronger regional centre with a full range of retail, leisure, cultural, sporting and social activities. To deliver this role the strategic roads, public transport network and car parking will need to be improved together with better training and higher education opportunities for local people. Banbury should become the powerhouse of the region, but needs better access and a growing and vibrant town centre.



### Establish a strong economy

The growth in the engineering economy driven by advanced engineering and performance motorsport needs to be captured in Banbury where the skills are available. To facilitate this growth, investment is required in apprenticeships, training and education and the delivery of suitable employment sites. A growing town centre and expanding regional influence will also draw in a wider range of professional service jobs.



### Reduce traffic congestion and improve accessibility

Traffic congestion and poor access are major constraints on growth and detract from the overall perception of Banbury. Action is needed now to address present concerns and enable growth to be delivered. Traffic congestion along the east/west network and on to the motorway junction needs to be resolved through short term improvements now and a longer term strategic solution. Similarly in the town centre the congestion at the Cherwell Street and Bridge Street junction needs a short and long term solution. A commercially viable bus network is needed to improve choice and access.



### Create a vibrant and attractive town centre

The constraints to growth in Banbury as a whole also apply in the town centre where congestion, poor access and underutilised to delivering the vision for Banbury. More than ever town centres are under threat and a concerted programme of actions and interventions is needed to safe guard their future. A renaissance is required in Banbury Town Centre that will set out a coordinated programme of actions to deliver the vision.



### Create a high quality environment and distinctive character to live and work

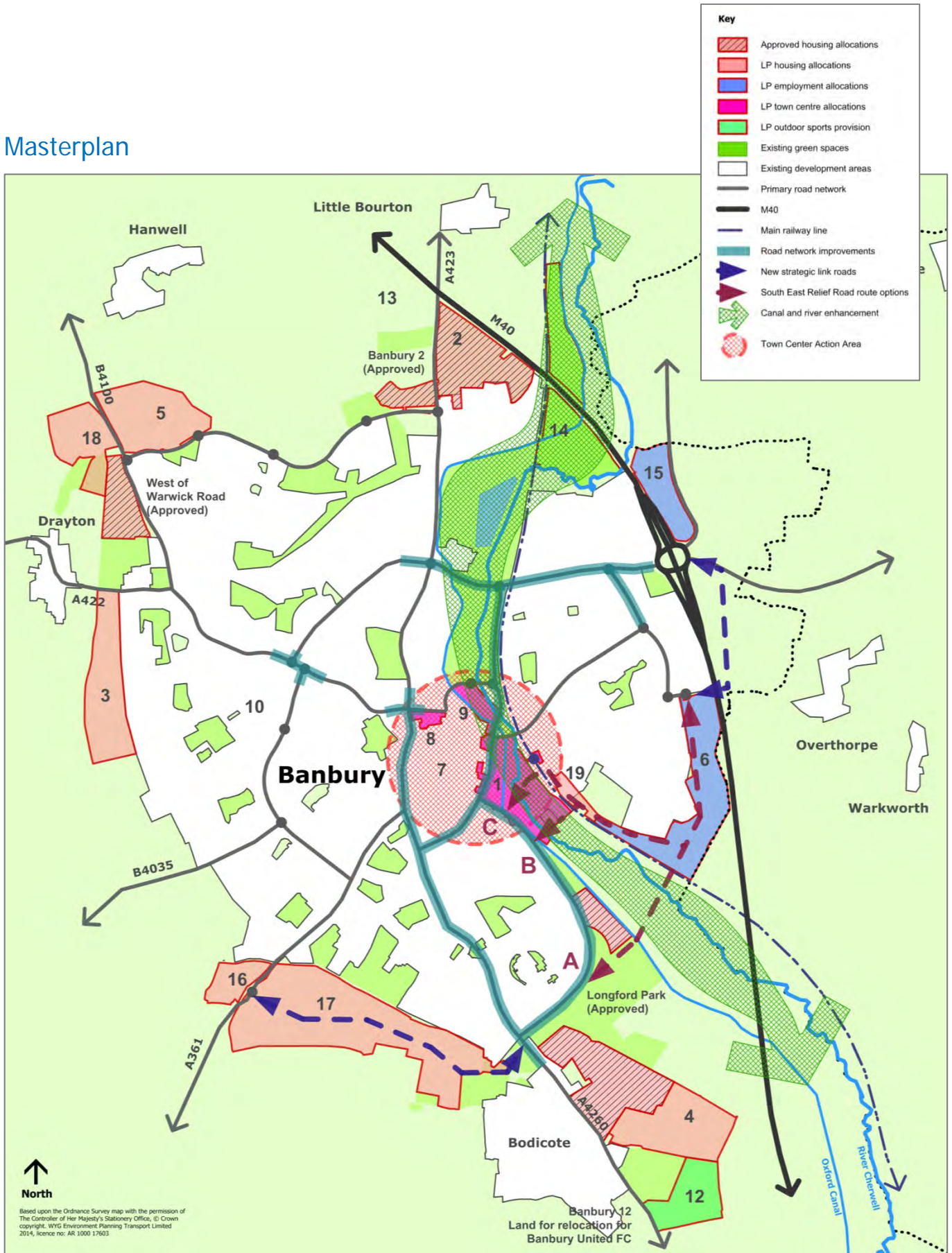
Banbury has some attractive places and spaces, but more needs to be created to overcome the poor environment in some areas. The town centre needs substantial improvement with the opening up of the Oxford Canal and the development of the three strategic underutilised sites of Bolton Road, Spice Ball and Canalside. A network of attractive green routes and spaces needs to connect the town together.



### Promote opportunities for local people

Banbury is growing in size and the population will require more housing and employment opportunities in addition to increased training, leisure, social and community facilities. These need to be carefully planned and sited in the most sustainable locations to reduce the need to travel.

Masterplan



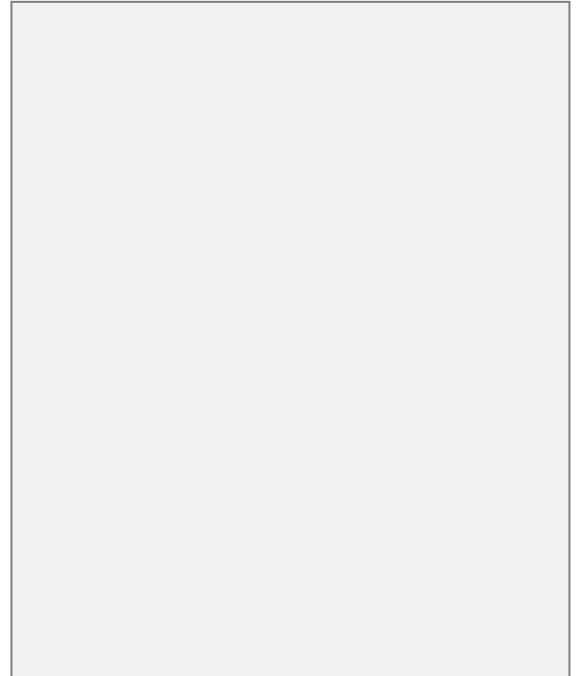
## Masterplan

The masterplan identifies the structure and shape of the town and provides a further level of detail to the sites included on the Cherwell Local Plan map of Banbury. It is informed from a review of the physical constraints, the movement networks, landownership constraints, market forces and relationship to adjacent areas.

The masterplan shows the Local Plan allocated sites for employment, residential, town centre and open space. The existing urban area of the town is shown in white; and the principal roads as black lines. The proposed improvements to the infrastructure are indicated in blue, on top of the road network.

The masterplan identifies five key initiatives that underpin the Banbury Vision & Masterplan:

- Locations for housing to deliver Cherwell Local Plan housing requirements to 2031;
- A range of employment opportunities that will reinforce the role of Banbury in the regional economy;
- A transport and movement strategy that addresses congestion and assists in delivering sustainable growth;
- A Town Centre Action Area to manage a co-ordinated and comprehensive redevelopment and improvement of Banbury town centre; and,
- A 'green lung' to the town created from the enhancement of the canal and riverfront area together with a network of open spaces to improve the setting of the town and to address the shortfall of public open space, amenity and sports facilities

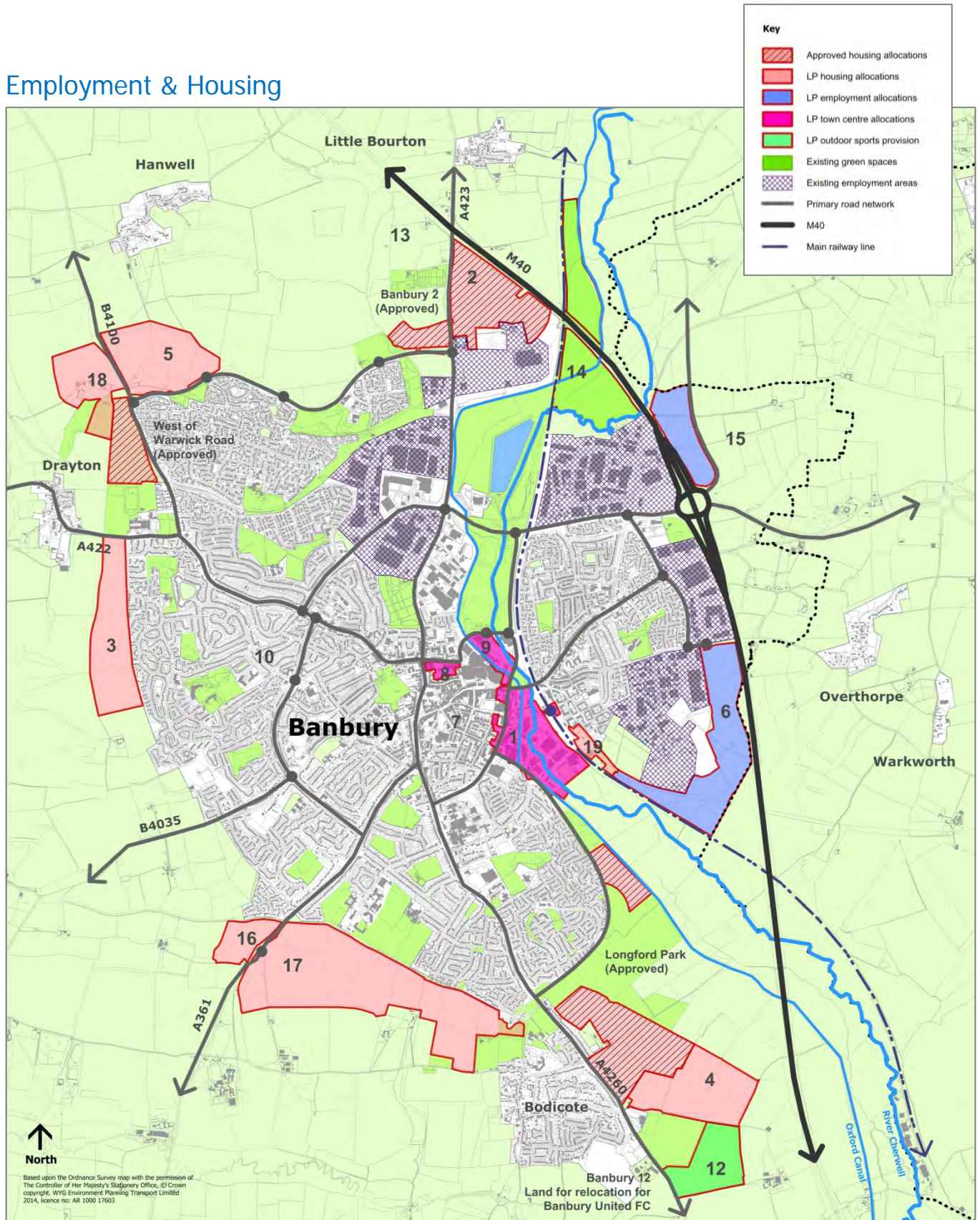


Oxford Canal



Parsons Street

Employment & Housing



## IV. THE ECONOMY

The economic activity and employment rate in Cherwell has been significantly higher than regional and national comparators between 2008 and 2012, but the gap has narrowed in recent years<sup>3</sup>. Outputs are beginning to lag behind Oxfordshire LEP due to the lack of higher paid activities, exporting of higher skilled workers and falling levels of business start ups. This combined with the limited 'slack' in the labour market, recent losses of commercial floorspace and increased competition in the manufacturing sector could lead to the lose of higher value business activities.



Skills & training



Retailing

An improvement in economic activity is key to the long term sustainable development of Banbury. The strengths of a large working age population, low unemployment rate, skilled workforce, combined with high value added activities and enterprising population offer opportunities to increase economy activity.

Economic growth is targeted through: maintaining a strong manufacturing sector; diversifying into higher skilled and knowledge based opportunities; support for skills acquisition; and, by driving the engineering

economy through flagship sectors of motor sport and advanced engineering. This is delivered on: two new allocated employment sites; renewal of the existing employment areas; and, revitalisation of the town centre.

Growth can be enhanced by taking advantage of cluster opportunities such as; high performance engineering (HPE) at Silverstone; transport links on the M40 for logistics and food manufacturing; and, responding to higher value opportunities generated from the Oxfordshire Knowledge Spine.

### Employment Sites

Banbury 1 – The redevelopment of the mixed use 20 hectares Canalside area located close to the town centre and railway station.

Banbury 6 – A mixed employment site of 35 hectares adjacent existing employment areas with good links to the motorway.

Banbury 7 – The strengthening of Banbury town centre.

Banbury 8 – The development of the Bolton Road site on the northern edge of the town centre alongside Castle Street.

Banbury 9 – The development of the Spiceball area located between the Spiceball leisure centre and the castle Quay retail development.

Banbury 15 – A new strategic employment site of 13 hectares located next to M40 junction 11 to deliver the planned growth in advanced engineering and knowledge based industries.

Existing employment areas, which will be reviewed to identify the potential of improvement and renewal through the designation of Employment Improvement Areas.

The supply of good quality land and buildings is only one part of the strategy to grow the economy. This needs to be matched with a greater investment in skills and training targeted, at the key sectors of advanced engineering, logistics, food production and retailing, which are vital for local businesses. The planned improvements to the railway station combined with planned network improvements and revitalisation of the town centre will bring opportunities to grow the independent retailers, SMEs and the professional sector.

A job and a place to live are the two basic components that underpin a sustainability community and provide the fuel for economic growth. A lower wage economy may also create issues for businesses seeking to attract staff to Cherwell, particularly if house prices are not also relatively low. The affordability of housing is a key relocation decision making factor; therefore the relationship between local wages and house prices will have significant impact on economic success.<sup>4</sup>

Cherwell Local Plan sets a requirement of 7,319 new dwellings for Banbury between 2011 and 2031, which includes strategic new allocations of 4,344 dwellings together with completed dwellings, permissions and windfalls. Increased housing supply will improve affordability and support economic growth.

town with the remainder forming part of town centre development sites. Affordable housing and housing mix is also set out in the Local Plan together with the area renewal of some existing communities.

One of the key strands of the strategy is to improve accessibility between the housing areas on the east of the town and the employment areas on the west. This is addressed through improved public transport services, which is discussed in greater detail in chapter 5.



New housing in Cherwell



Skills & training

The delivery of the new housing is well underway with a number of the allocated sites being developed with others in the detailed design and planning process. The majority of the allocated residential sites, shown on the Housing & Employment Masterplan, are around the periphery of the

## V. TRANSPORT & MOVEMENT

Consultation by Oxfordshire County Council during the preparation of LTP4 identified traffic congestion as a major concern, which needs to be addressed together with transport solutions to manage the growth of the town. The environmental and physical constraints in and around Banbury, together with the canal, river and railway line running north-south through the town, make the delivery of a new strategic road networks difficult and expensive; and new innovative solutions need to be found.

Sustainable transport solutions are needed to enable people to move easily and cost effectively around the town, while enabling employers' access to labour, materials and strategic transport links. Some of the solutions can be implemented in the short term, while others will need to be examined in more depth before agreeing a preferred solution. Changes to transport networks and strategies for cars, public transport, walking and cycling will all play a role in delivering a future strategy.

### Improve the transport networks into and through the town

Reduce congestion by a coordinated network strategy to improve junction capacity, signage and construct new roads in the following locations:

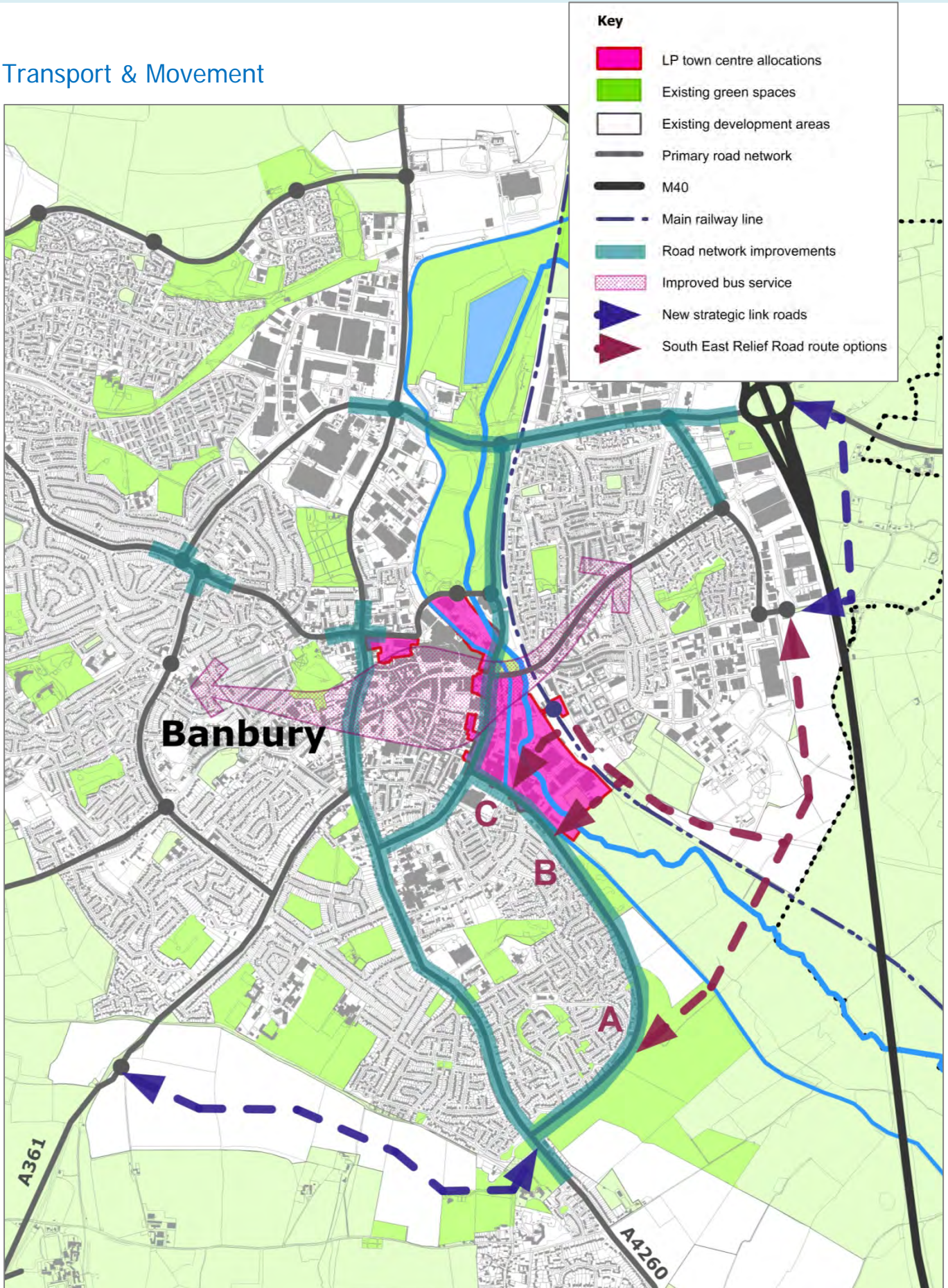
- Hennef Way and M40 junction 11 improvements.
- Identify preferred route for link road to the east of M40 junction 11 to connect onto Overthorpe Road.
- Work with developers to deliver the spine road through new residential development from the A361 to A4260.
- Improve the north-south route through the town centre from the junction of Hennef Way and Concord Avenue along Cherwell Street, Windsor Street and Bankside to the junction with the A4260 on Oxford Road.
- Junction improvements at Cherwell Street and Bridge Street, which will improve capacity, bus access to the town centre and pedestrian links to the railway station.
- Traffic management and environmental improvements along South Bar Street/ Horsefair corridor.



Cherwell Street/Bridge Street junction

The strategic transport solutions are illustrated on the Transport Solutions Masterplan and set out below. A number of the transport solutions are specific to the town centre and are discussed in more detail in the Chapter 6 - Town Centre.

Transport & Movement





### Identify a new strategic route between the east and west of town

Consider the options for a new viable and fundable crossing of the railway, canal, and river to improve east-west access to the motorway. Three potential routes are identified on the masterplan:

- Route A – Through the Central M40 employment site, south across the railway line river and canal to connect to Bankside.
- Route B – Through central M40 employment site and then westwards to cross the railway line, river and canal along the boundary of the Canalside development area to connect to Bankside.
- Route C – Similar to route B but crossing the railway line close to and along Tramway onto Bankside.

### Strengthen the connection between the town centre and railway station

Work with Chiltern Railways to agree a development strategy for the station and the connections into the road and pedestrian network of the Canalside development area.



View along Bridge Street towards the town centre.

- Open up Tramway as an access for cars into station car parks.
- Retain existing road access from Bridge Street for buses and taxis.
- Construct new pedestrian bridges across the Oxford Canal and River Cherwell as part of the Canalside development to connect the station to the town centre.

### Increase public transport patronage

Identify network constraints and work with bus operators to achieve commercially viable services.

- Identify suitable bus routes into and through the town centre;
- Improve bus services between residential and employment areas;
- Relocate the bus station by considering a site for a new bus station or location of new bus stops and waiting areas.



Shared streets

### Increase pedestrian and cycle activity

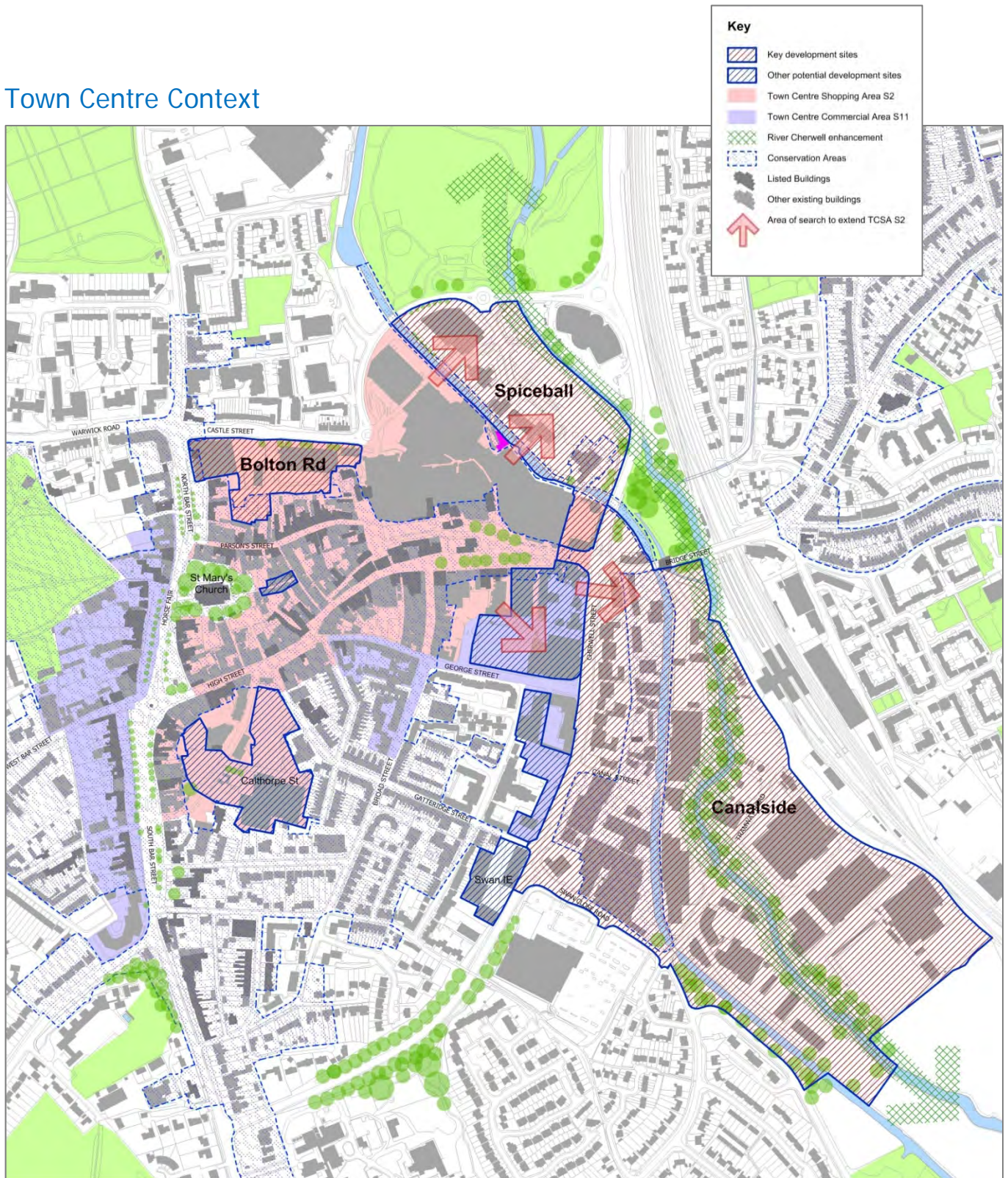
Audit existing routes and prepare an improvement strategy, which should be included as part of the Local Plan part 2.

### Establish a car parking strategy

Undertake an audit of town centre car parks and prepare a Parking Strategy identifying the preferred location and number of car spaces and pricing policy. Set a pricing policy to encourage car parking during non-peak periods.



Town Centre Context



## VI. TOWN CENTRE

### Initiatives

The vision for Banbury includes a vibrant and attractive town centre. But with continued pressures from out of town retailing and internet shopping the future role and viability of the town centre, as in other towns, is being tested. To achieve the wider regional role set out in Chapter 3 - Banbury Future; the town centre must deliver an entertainment, cultural and leisure quarter, quality food retailing and new niche and speciality shops together with festivals and events. This should be complimented with improved access, an enhanced business and professional sector together with new town centre housing and improved community facilities.

To deliver a vibrant and growing town centre the interrelationship between development, activities and movements needs to be planned and managed. An action in one part of the town could have unforeseen implications on another part unless a holistic approach.

The potential scale of change is substantial and a planned and co-ordinated approach is needed for the redevelopment of the town centre. Small incremental improvements are welcome, but a longer term view is needed to ensure that the right decisions are made about the redevelopment of the town centre. A Town Centre Action Area managed by a Banbury Task Force can provide the joined up approach to deliver and manage change.

The key initiatives that will deliver a vibrant and attractive town centre include:

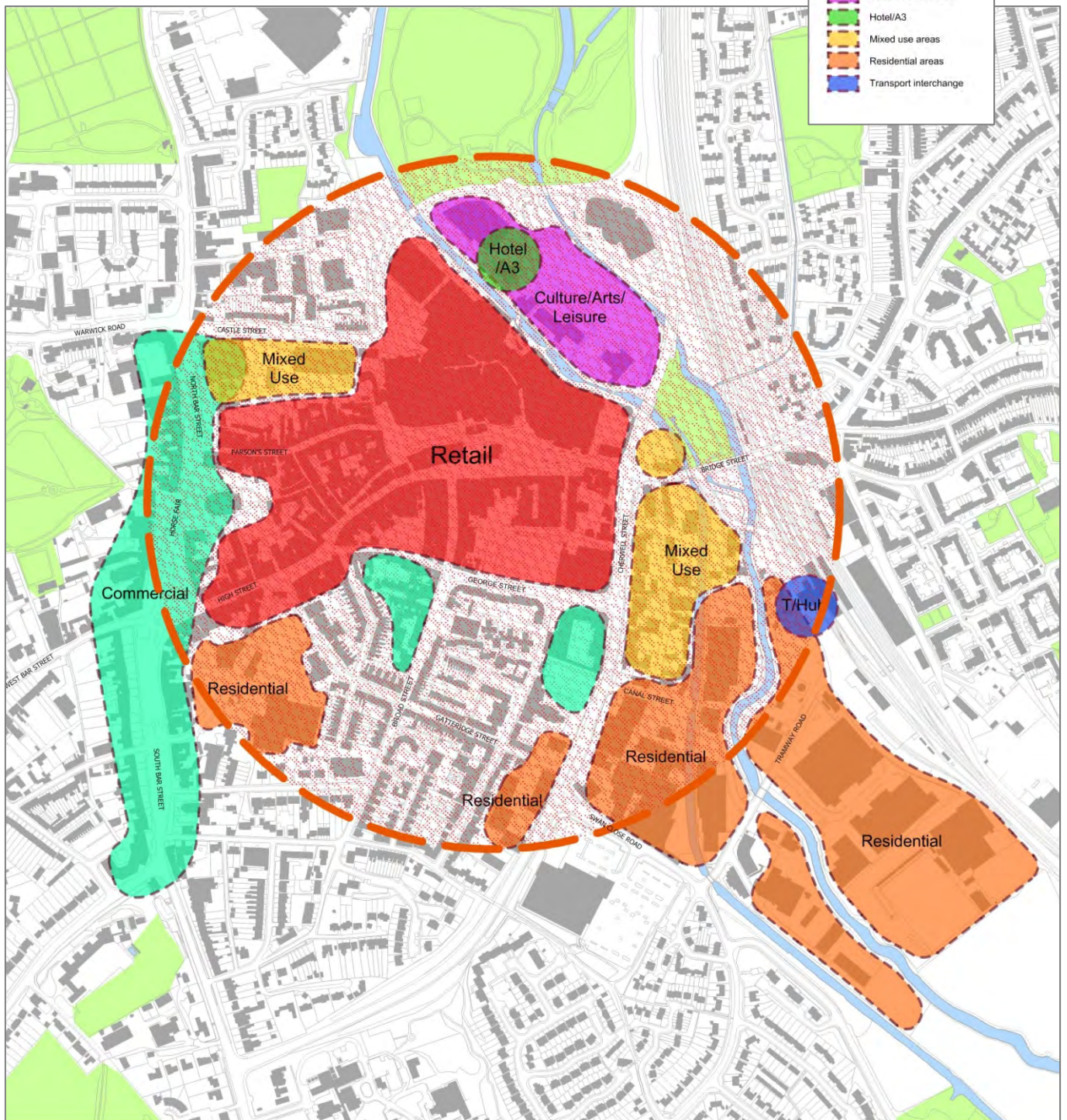
- Enhancing the town centre experience by: removing congestion; improving choice; increasing accessibility; creating great places; and, entertaining the visitors.
- Strengthening the town centre offer with new leisure, cultural, retail and social opportunities.
- Enabling the development of the two strategic town centre sites of Bolton Road and Spiceball.
- Regenerating underutilised sites and areas such as Canalside.
- Opening up vacant shops with temporary uses.
- Promoting a calendar of activities and events.
- Opening up the Oxford Canal to the town centre.
- Strengthening the connecting between the railway station and town centre.
- Improving bus services and access into and across the town centre.
- Encouraging housing development on appropriate sites within the town centre.

This chapter identifies the strategic vision for: town centre vitality; transport solutions; linkages and spaces; and, buildings and places before bringing them together for the key areas of Canalside, Spiceball and Bolton Road.



Potential for vibrant retail areas and new public

Town Centre Vitality



## Vitality

The areas identified for change are substantial and a clear policy needs to be established to direct development to specific locations, which together with improved accessibility will increase the vitality and attractiveness of the town centre for all users.

Town centre retail activity is under threat from the growing trend in internet shopping and out of town retail sites. A number of national retailers have gone out of business or into Administration, creating job losses and empty shops that blight the retail area. This trend is likely to continue until a new sustainable role can be established for town centres, where retailing is part of a broader 'town centre experience'.

This cannot be achieved overnight and retailers, local authorities and land owners need to work together to increase the competitiveness, vitality and attractiveness of town centres.

The long term solution will require:

- Stakeholders working together on a common agenda;
- New planning policies;
- Actions to provide short term uses of vacant properties;
- Development of niche retailing;
- Development of a mix of uses to retain people in the area;
- A safe and attractive environment;
- An accessible town centre; and,
- A place to meet people and socialise.



Events & festivals



Food Markets

The Town Centre Vitality Plan identifies the preferred location for a range of uses, which work together to create an attractive and sustainable town centre. The key elements are:

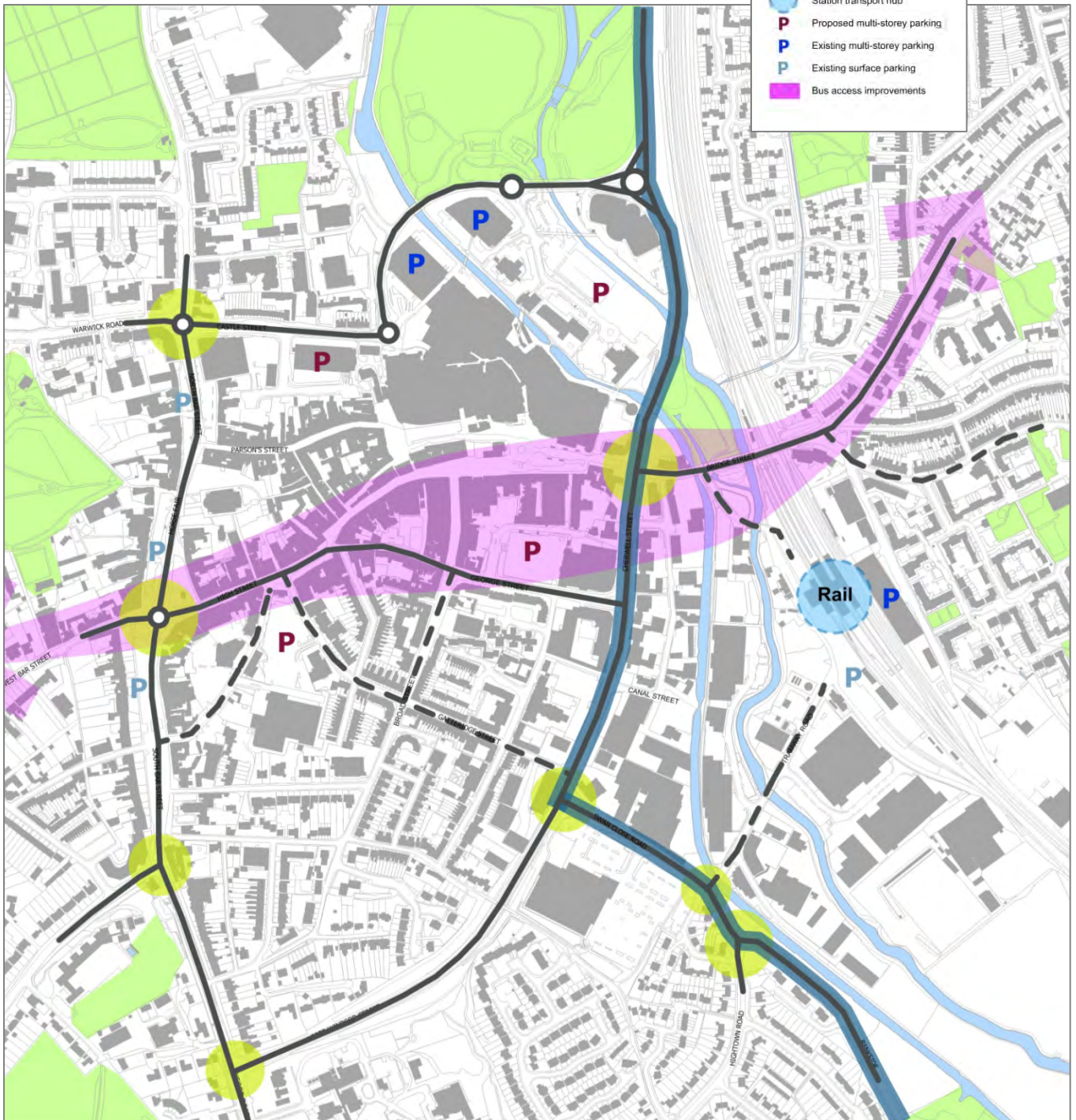
- A leisure and cultural quarter on the Spiceball site;
- Enhanced retail opportunities at Castle Quay and Cherwell Street;
- Mixed use development of the Bolton Road site to support Parsons Street and the north-western quarter of the town centre;
- Mixed use and residential development in Canalside alongside a new riverside park; and,
- Enhanced public transport services and interchanges.

The plan shows the areas of the town centre that will change over time to support the growth, vitality and diversity of the town and its role in the wider region. This is reflected in Local Plan Policy Banbury 7, which will identify an extension of the Town Centre Shopping Area in Local Plan part 2. It is vital that the uses work together to enhance the town centre offer. The Town Centre Vitality plan is only one way of bringing the uses together. Behind the plan are the policies describing the type of place that Canalside, Spiceball, Bolton Road and the Town Centre should become and the role that each of them will play in achieving the growth and vitality of the centre.

Town Centre Transport Solution

**Key**

-  Junction improvements
-  Improved roads
-  Traffic management
-  Strategic road network
-  Station transport hub
-  Proposed multi-storey parking
-  Existing multi-storey parking
-  Existing surface parking
-  Bus access improvements

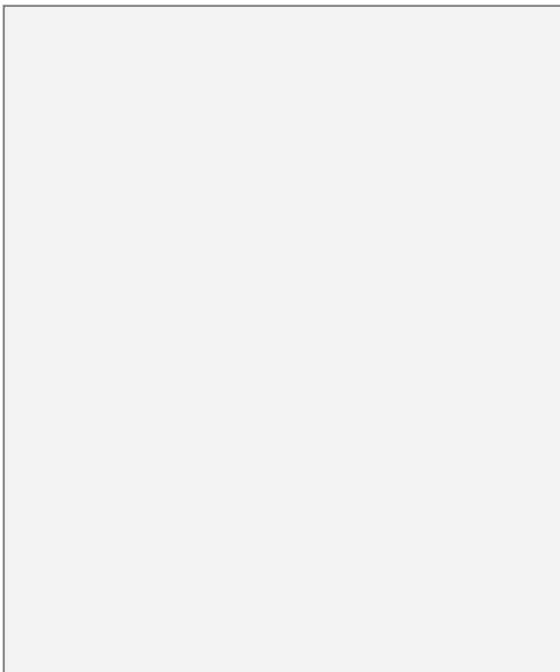


## Transport Solution

The Town Centre Transport and Movement Plan illustrates the key actions that are needed to reduce traffic congestion and improve accessibility to the town centre. At the heart of the proposals is a substantial improvement to the Cherwell Street/Bridge Street junction, which will improve traffic flows, while at the same time increasing accessibility between the railway station and the town centre.

To reduce traffic congestion and manage growth requires a comprehensive six part movement strategy for the town centre to:

- Improve the transport networks into and through the town centre;
- Identify a new strategic road route between the east and west of the town;
- Connect the town centre to railway station;
- Increase public transport patronage;
- Increase pedestrian and cycle activity; and,
- Establish a car parking strategy.



Improvements to Cherwell Street

## Improve the transport networks into and through the town centre

Reduce congestion by a coordinated network strategy to improve junction capacity, signage and roads in the following town centre locations:

- Junction improvements at Cherwell Street and Bridge Street, which will improve network capacity and improve pedestrian access across the road junction into the town centre. This will create an improved gateway into the town centre when linked with the development of adjacent sites.
- Traffic management and environmental improvements along South Bar Street/Horsefair corridor.
- Improved bus priority associated with all the network improvements to support a more commercially viable bus service.



Junction improvements at Oxford Street/Regents Street, London

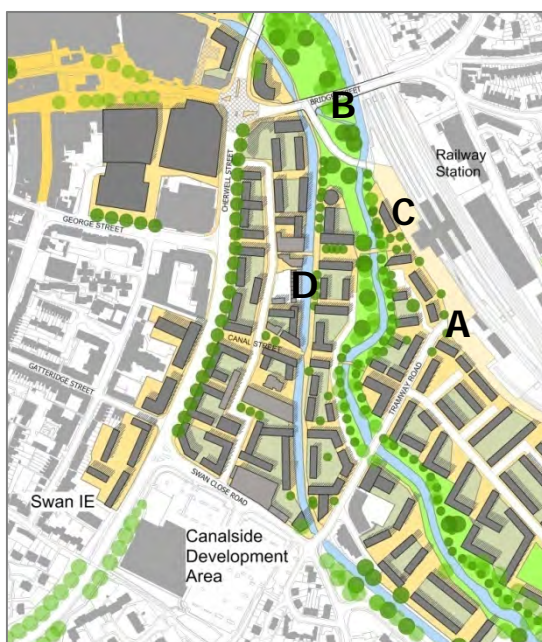
**Identify a new strategic route between the east and west of the town**

Chapter V identifies three strategic route options for a new road crossing the railway, canal and river, which will improve east-west access across the town and on to the motorway. It will have a beneficial impact on the town centre by providing an alternative route for traffic that currently uses Cherwell Street and Bridge Street.

**Connect the town centre to railway station**

Work with Chiltern Railways to agree a development strategy for the station and the connections into the road and pedestrian network of the Canalside development area.

- **A** - Open up Tramway as an access for cars into station car parks and remove this traffic from Bridge Street.
- **B** - Retain existing road access from Bridge Street into the station for buses and taxis. Consider option for bus access into Tramway.
- **C** - Improve the setting and character of the public realm of the station forecourt.
- **D** - Construct new pedestrian bridges across the Oxford Canal and River Cherwell as part of the Canalside development to connect the station to the town centre.

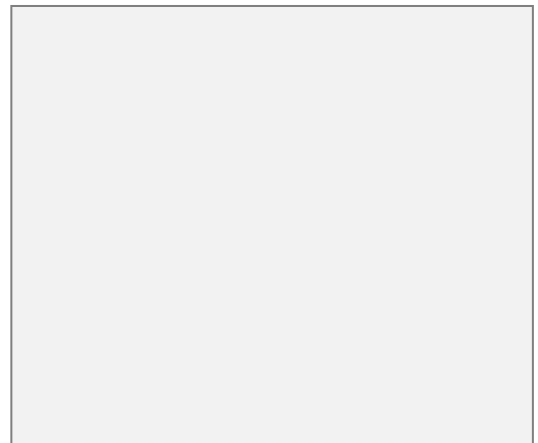


Canalside and station area

**Increase public transport patronage**

Identify network constraints and work with bus operators to improve services.

- Identify suitable bus routes into and through the town centre and bus priority measures to ensure reliable bus journey times
- Improve bus services between residential and employment areas;
- Relocate the bus station and identify site for new bus station or location of new bus stops and waiting areas.



Improved bus access into town centre

**Increase pedestrian and cycle activity**

Audit existing routes and prepare improvement strategy, which should be included as part of Local Plan part 2.

**Establish a car parking strategy**

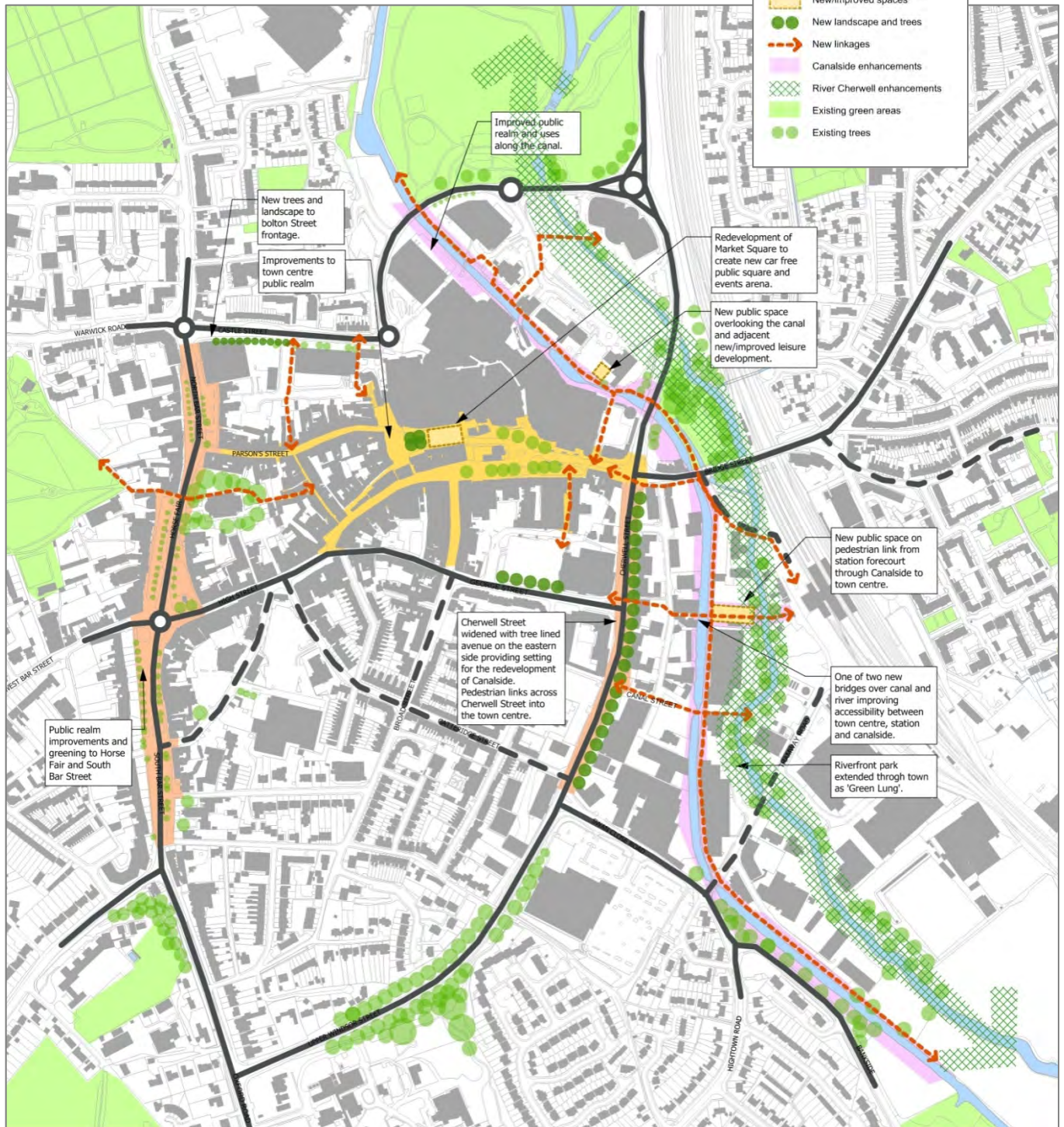
Undertake an audit of town centre car parks and prepare Parking Strategy identifying preferred location and number of car spaces and pricing policy. Set a pricing policy to encourage car parking during non-peak periods.







## Town Centre Linkages & Spaces



## Linkages and spaces

The spaces between buildings provide the arteries that connect the town centre activities together. It is important that they work well, are not congested, and provide the setting to complement the town and add value to the town centre experience. They are an essential part of creating a distinctive, attractive and vibrant town centre.

Banbury has some great places, but overall the quality of the public realm needs to be improved and new places added to support the revitalisation of the town centre. All new development in the town centre should include good quality public realm and pedestrian linkages along key routes. The centre also needs to be 'greened' with more street trees and the canal towpath improved and reconnected into adjacent development.

Cherwell Street has the potential to become an attractive tree lined boulevard that can manage traffic growth and at the same time provide an attractive environment with improved pedestrian connectivity between the town centre and the railway station. This can only be fully achieved with the redevelopment of Canalside and the release of land for road and public realm improvements. The development of Canalside will provide a new urban edge to the street and a gateway into the town.

as part of this strategy, and also reviewed for the whole town centre.

New public squares should also be included in the Canalside development, on the route to the railway station, and as part of the Spiceball development next to the canal, either alongside the theatre or the new link between Castle Quay and Spiceball Leisure Centre.

Public art is an important way of providing distinctive public realm that is relevant and celebrates the history, people or events of the area. A new bridge over the canal in Canalside could be combined with public art similar to the bridge in Bristol Harbourside.



Bridge in Bristol Harbourside

The Linkages and spaces masterplan illustrate the locations of new and improved public realm, greening of the town centre and new or improved linkages.



Active waterside in Bristol

The car parking in Market Square should be removed and the space regenerated as a new public square, performance space and place for visiting markets and events. Licensing of external spaces, adjacent cafes, restaurants and pubs should be considered



## Buildings and places

This section identifies the strategic urban design principles for the new buildings in the town centre. This is part of the comprehensive strategy for the centre including the proposals for town centre vitality; transport and movement; and, linkages and spaces. The Town Centre Buildings and Places Plan illustrates in dark grey the new building blocks that could be constructed as part of the regeneration of the key town centre development sites. The scale of new development is substantial and combined with the improved road network and public places transforms Banbury into a vibrant regional destination with a wide range of activities and services.

Some areas of the town centre have a charming character with street trees, historic buildings and interesting places. New development, or redevelopment of existing buildings, should have regard to the contribution they can make to the conservation area and listed buildings. New proposals should have particular regard to the existing street patterns and urban framework; and, should also respond to the architectural context, materials and local features of the area.

Appendix I provides further details of development strategy for the three key development sites in the town centre.

## Spiceball development Area

Create an attractive urban and landscape gateway into the town with improved connectivity to the town centre and enhancement around the canal. The comprehensive development of the multi-storey car park and adjacent General Foods Sports & Social Club building with key frontages onto the canal and Cherwell Drive. The development should provide greater activity and vitality along the canal and consider the potential for a new canal basin and improved links across development into Spiceball leisure centre.

The existing surface car park should be redeveloped for leisure uses over a new multi-storey car park. The design should consider the potential for a first floor link across Spiceball Park Road into a new cultural arts/performance development, fronting onto the canal and to include The Mill. Consideration could also be given to widening the development area to include the adjacent canalside residential development and Banbury Museum.

A significant new public place should be provided alongside the canal with A3 uses, public art and attractive landscape.

The Mill



View towards Castle Quay from Spice Park



### Canalside development area

The Canalside development area is substantial and strong planning and urban design polices will be required to deliver a place of quality, distinction and lasting charm that connects the railway station, the canal and river to the town centre.

The key urban design principles include:

- Significant new three and four storey buildings frontage along a widened Cherwell Street public realm and street trees.
- Significant buildings between the Oxford Canal, Bridge Street and Cherwell Street forming a gateway and link between the town centre and the station. Buildings set back from existing frontage to create wider public realm.
- Existing street pattern maintained between Cherwell Street and the Oxford Canal with locally important buildings retained where possible.
- Green the central area between the river and Oxford Canal and extend the riverside park through the town. Provide a new public square between the station and new link into the town centre at George Street.
- South-eastern side of Tramway to be redeveloped for 3 storey townhouses and apartments.
- Redevelopment of 67-75 Bridge Street as part of the gateway between the town centre and railway station; including improved frontage onto Oxford Canal and the riverfront park.



Oxford Canal and Bridge Street

### Cherwell Street and the town centre

The eastern side of Cherwell Street between George Street and the Oxford Canal should be improved to provide an improved gateway into the town. The retail area could be extended southwards from Bridge Street to George Street to include a new three/four storey mixed use retail development and multi-storey car park with residential on upper floors.

The existing surface car park outside Matalan could become a new bus terminus, which enable the existing bus station to become part of an expanded Castle Quay development and improved access to the canal.



Bus Station

### Bolton Road area

Redevelop the area to create an intensification of uses; improved frontage along Castle Street; access into Parson's Street; and, synergy with the town centre retail area.

The key urban design principles include:

- Bolton Street site split into two areas (west and east) by a new road providing access to development sites, car parking and rear service areas on Bolton Street.
- The eastern area to provide new multi-storey car park and retail units fronting onto Cornhill public space next to The Beer Tree public house. Entrance and exit to multi-storey car park to be located next to the Cornhill.
- Cornhill link extended northwards across Castle Street to improve town centre accessibility.
- Bolton Road retained for service access to rear of Parson Street properties.
- The western area developed for mixed-use with listed building retained as part of the development.
- Buildings set back from Castle Street to create a landscaped area and improved frontage for the new development.
- New pedestrian link through one of the archway buildings on Parson's Street, with potential for building on Bolton Street connecting through to Parson's Street.



Bolton Road

### Swan Industrial Estate area

Improvements to the frontage along the western side of Upper Windsor Street with the relocation of industrial development to out of centre employment areas and the redevelopment of Swan Industrial Estate for residential use.

### Calthorpe Street Area

Increase the density of development on this site: with the relocation of inappropriate uses; the intensification of car parking; and, introduction of new residential development. This should be undertaken as part of the review of town centre boundaries and new car parking strategy.

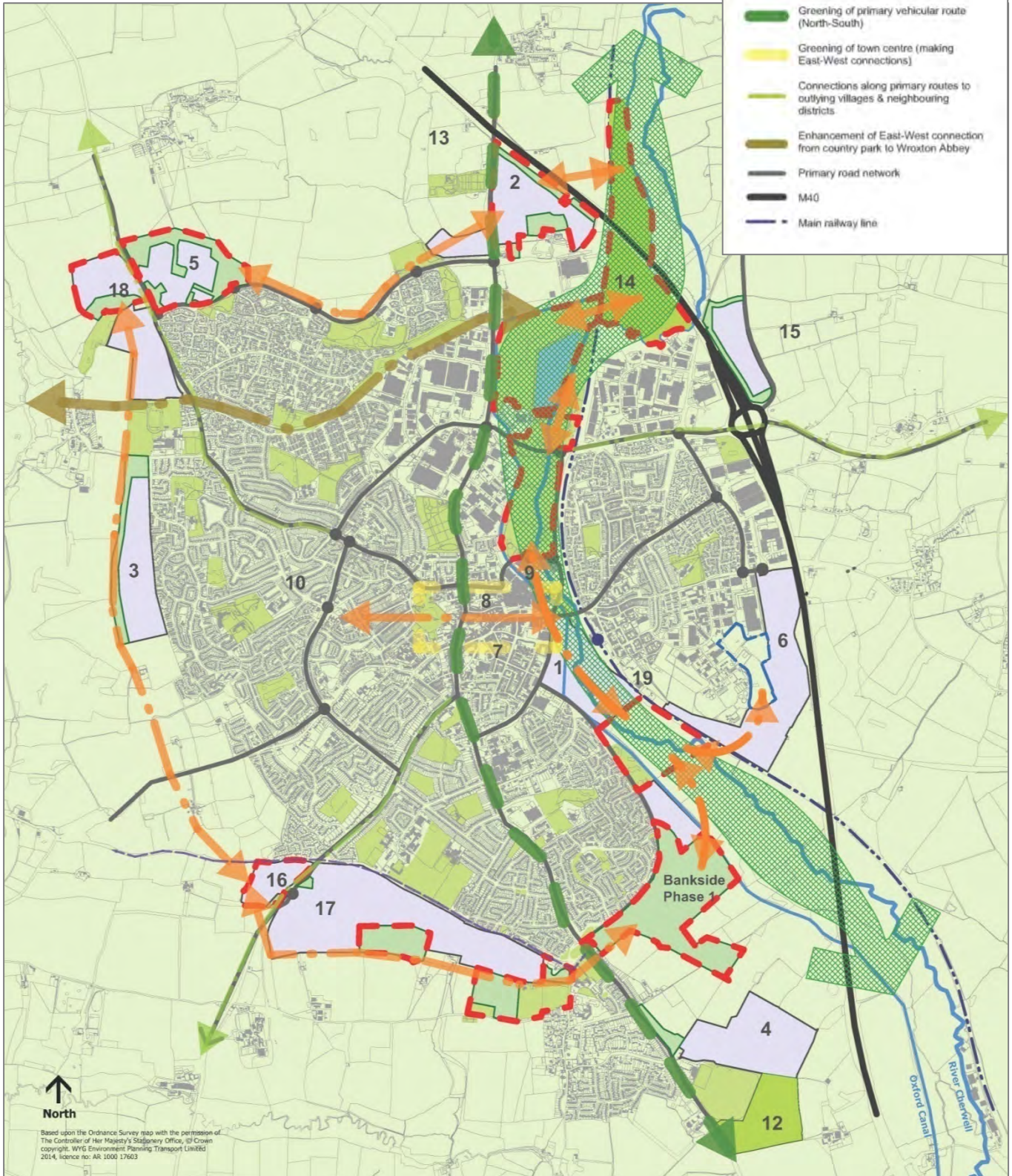


### St Marys Church area

St Marys Church is a significant building in Banbury and plays an important role in the life of the town. It has a number of large mature trees alongside Church Walk which continues into White Lion Walk and Church Lane. An improvement strategy could include:

- Improving the setting of the church by management of the tree canopy to provide more sunlight.
- Redevelop buildings along White Lion Walk and adjacent areas.
- Work with businesses to reduce car parking in the area and identify areas for redevelopment.

Environmental Masterplan





## VII. THE ENVIRONMENT

The quality and character of the environment is a part of what creates that sense of place that unifies towns and sometimes makes them memorable. A good quality and attractive environment is essential to delivering the Banbury Vision and is the glue that holds all the initiatives together. It provides the setting for daily life and enables a healthier lifestyle with better links to open space and sports facilities.

The environment in Banbury needs to reflect the aspirations set out in this vision. The quality of the environment needs to be improved by providing:

- A north-south green lung that improves access to the town centre and opens up the canal and river;
- New public spaces and green links connecting the neighbourhoods together;
- Attractive gateways in to the town;
- A richer more diverse bio-environment; and,
- New open space and amenity areas to serve the needs of residents.

This will create a more attractive and better connected, green and healthy place with a richer bio-environment less reliant on limited earth resources.

There is a deficiency of open space within the town, but the quantum of the deficiency is unknown. The Environmental Masterplan is aimed at starting to address the deficiency and should be reviewed and evolved following the update of the existing Green Space Audit.

The Environment Masterplan identifies core principles for the enhanced connectivity of the existing green infrastructure of the town alongside the development of new assets.

To deliver a unified multifunctional resource a series of strategic environmental enhancements should be made, which include integrated cycle and pedestrian networks:

- An improved interface between Spiceball Park and the canal/river green lung linking with the town centre. This should be delivered as part of the town centre enhancements and form a fundamental part of any development proposals. Development within Spiceball Park has already been commenced by Wildlife Trust and should be used as a catalyst to push forward further development.
- The continued development of the country park extending the green lung to the north of the town connecting the urban fringe with the rural hinterland beyond. Management of the country park should be carried out in association with the surrounding environmental resources rather than in isolation in order to achieve the full potential of the park.
- Greening of the town centre retail area improving east – west connectivity from Peoples Park to an enhanced green lung along the river/canal corridor.
- Greening of the primary north – south vehicular route along the South Bar Street/Horsefair corridor in conjunction with improved traffic solutions to ease congestion in these areas.
- Development of a new green linkage along the south edge of Banbury 17 connecting new development and associated open space at Banbury 16 and Bankside Phase 1. Development of open space within these areas must be underpinned by successful connectivity for the collective benefit to be realised.
- Connection of Salt Way to the improved north – south green lung along the canal/river corridor.
- Improved cycling and walking routes should be provided radiating from the town centre to satellite settlements encouraging the adoption of alternative transport methods and easing the existing pressure on the road infrastructure.



- Development and management of the existing east west connection along the dismantled railway line to assist in the integration of the country park into the existing green network.

Alongside the above strategic enhancements there are a number of specific facilities identified for improvement within the town:

- Facilities at Wood Green Leisure Centre;
- Facilities at Moorfield Park, Grimsbury; and
- The development of Bridge Street Park and Peoples Park from transitional spaces to target destinations encouraging a higher level of use.

In order for the successful delivery of a truly multifunctional resource and the improved biodiversity of the existing open space provision a holistic approach to the design and long term management of open spaces within Banbury must be adopted.

In summary, the green space network within and around Banbury should be maintained, managed and enhanced as a unified multifunctional resource to deliver the true environmental, social and economic benefits required by the residents of Banbury.

## VIII. PEOPLE

The public sector can provide the vision; the private sector the investment and entrepreneurship; and, the people of Banbury the energy to deliver the planned economy growth. But the people need to be supported with improved skills, facilities and local services to enable them to play a full role. Areas of deprivation need to be continually addressed and life chances improved.

### Education & Training

Improved skills are vital to deliver the economic vision. Banbury needs enhanced education and training services; and, access to a larger number of apprenticeships. This will enable the workforce to compete for the targeted increase in higher paid jobs outlined in the Economy chapter.

### Housing

The increase in housing supply identified in the Cherwell Local Plan will provide a range of private and affordable housing sites throughout Banbury. This will improve housing choice and should contribute to a more affordable housing market, as housing availability increases to match market demand.

### Environment

A good quality and safe environment will provide the right setting for an improved lifestyle. It will provide more attractive places and amenity spaces in the town and add long term value to the character of Banbury.

### Brighter Futures Partnership

Brighter Futures in Banbury is a targeted, long term programme of work to increase life chances and address health inequalities within the three wards of Ruscote, Neithrop and Grimsbury and Castle, which rank amongst the 20% most deprived in the country. The aim is to break the cycle of

deprivation, which will be different for each individual. This programme is an important part of the wider Banbury vision and recognises that individuals have diverse needs covering issues around health, skills, access to services, housing and financial stability.

### Community facilities and services

The Future Banbury is a place of opportunity with a full range of, social, amenity and community facilities and services available for local people. It is a place with good job opportunities and in your spare time a great place for shopping, sports, leisure, cultural and arts activities.



## IX. DELIVERING THE VISION

The vision for Banbury requires the support of many public sector organisations and active engagement with the private sector. It needs to be delivered by ONE team with strong leadership to drive through the actions and achieve the planned growth. Scarce public sector resources need to be targeted to gain maximum benefit and the leverage of private sector investment.

The vision is about 'promoting opportunities' as well as creating a 'place for opportunities' to be realised. The public sector can do much to address constraints, set new policies and prepare the ground for investment, but it should also be setting the conditions to create private sector investment confidence while addressing the needs of local people.

Delivering the vision is about:

- Providing the leadership and governance;
- Funding the action plan;
- Managing who does what and when; and,
- Reviewing and refining the process to address funding and market factors.

### Initiatives and Actions

The six strategic objectives that combine to form the vision are delivered through a set of initiatives, which in turn are formed from a set of public sector actions. The actions range from: promotional activities; commissioning studies; improving the public realm, road network and junctions; using CPO powers to acquire land for development; engaging in a proactive way with land owners and developers; and, working with others to deliver the long term vision.

The table of initiatives and actions in Appendix II identifies: short; medium and long timescales for delivering the actions. The actions are diverse, ranging from: policy initiatives; infrastructure provision;

promotional activities; the delivery of services; and, investing in people. Together they form a coordinated set of actions that work together to deliver change. The broad target timescale need to be reviewed in detail as part of the Action Plan

### Leadership

Strong leadership is required to deliver the changes in Banbury. One individual should become the champion of change and tasked with leading a multi-organisational team to establish and deliver the vision. This is an important role and will require a high level of visibility to start the process of renaissance in Banbury and good management skills to meld the diverse team together.

The new champion should become the Chief Executive of and report to the Banbury Task Force, a new multi-organisational team formed from officers and members of the key stakeholder organisations. A small permanent team of dedicated staff should provide the day to day management and delivery of the actions, under the overall management of the Chief Executive.

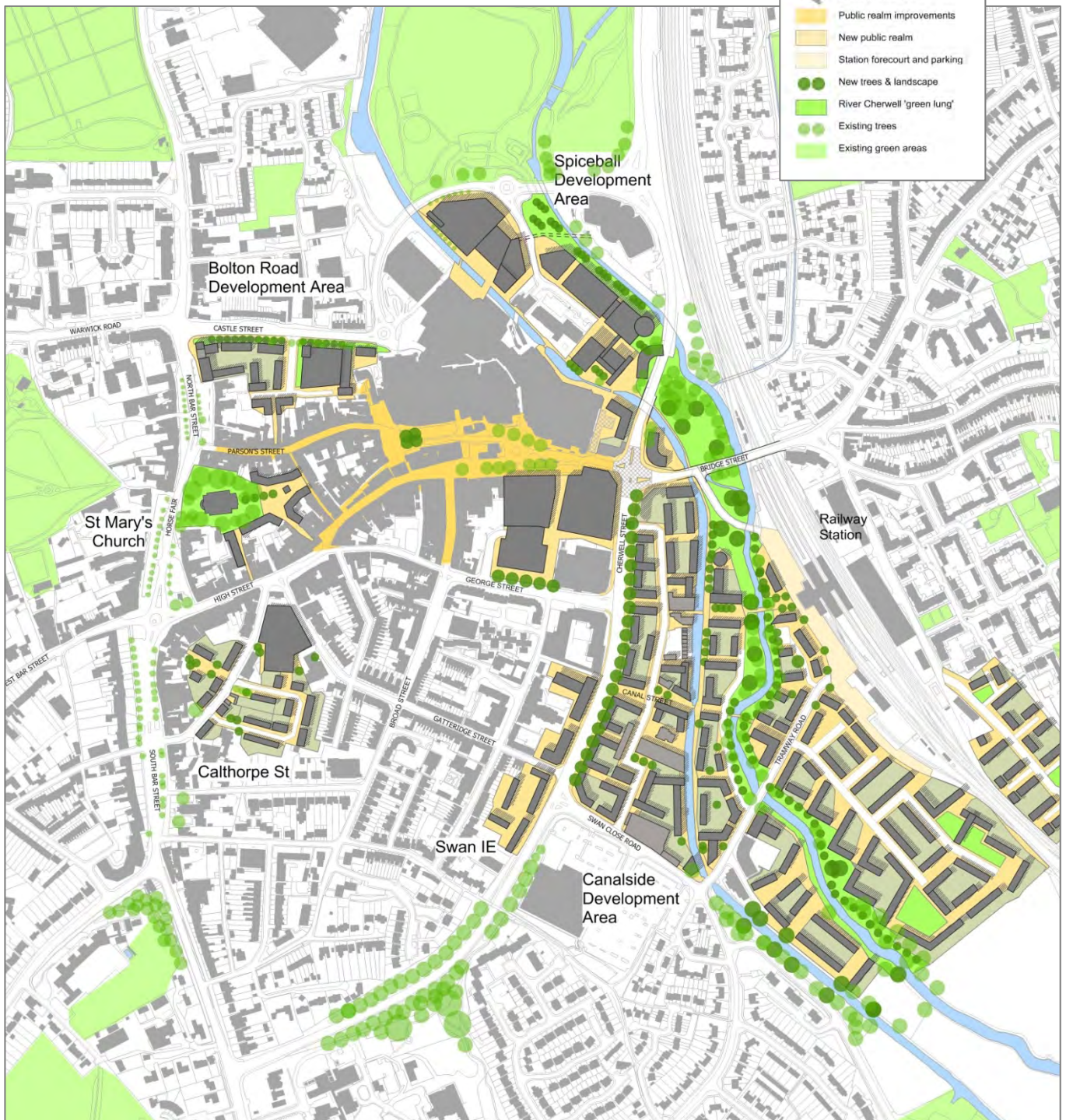
### Funding

The public sector will take the lead using targeted funding to secure maximum benefit and lay the foundations for economic growth delivered through private sector investment. The broad cost of the public sector investment over a five year period is £30 to £40m, which includes approximately £25m for strategic infrastructure funded through CIL or transport grants.

The target is to lever in the maximum level of private sector investment for every £1 invested by the public sector.

One of the first actions of the Banbury Task Force will be to secure a portfolio of funding from DCLG, Homes & Community Agency; LEPS, OCC and CDC for a five year period.

Illustrative Masterplan



## X. APPENDIX I

### Canalside Development Area

Canalside is a strategic site, which has the potential to have a profound effect on the long term vitality and attractiveness of the town centre. It is located between the railway station and the retail heart of the town, but is separated from it by the busy Cherwell Street. The development area extends to approximately 20 hectares and includes land to the east of Cherwell Street and to the north of Bridge Street. It has the potential to play a vital role in enhancing activity in the town centre by the relocation of traditional employment uses to more appropriate sites and developing the land for residential and related town centre uses. It can also play an important role supporting the planned investment in the railway system, by improving connectivity between the station and the town centre and by providing development opportunities next to the station.



Canalside can become a vibrant, modern, mixed-use quarter containing residential, office, commercial and retail uses. The site has the potential to provide up to 800 new homes and 15,000 sq m of other uses.

There are significant movement issues to be addressed in the development of Canalside, which must improve connectivity and reduce existing traffic congestion. Cherwell Street should be widened into an attractive tree

lined avenue that is suitable for traffic and pedestrian activity. It must be able to manage increased levels of traffic, but also provide improved pedestrian connectivity at Canal Street, George Street and Bridge Street to connect the railway station into the town centre. The Bridge Street junction will require significant modification to improve traffic management and connectivity.

The railway station is served by a multi-storey car park to the north-east of the railway line and a surface car park on the south-west. The existing road from Bridge Street to the station should be retained and used for taxis, buses and customer drop off. Tramway Road should be extended to access the station surface car park, which will reduce the amount of traffic using Bridge Street.

The masterplans illustrate:

- A significant new building for mixed-uses on the corner site between Cherwell Street, the canal and Bridge Street.
- New buildings on the southern corner of Bridge Street and Cherwell Street to provide active frontages and an attractive and legible link from the railway station to the town centre.
- Tree lined avenue on the east side of the widened Cherwell Street providing an attractive pedestrian area.
- Cherwell Street – a new mixed-use street with active frontages of three and four storey buildings providing an attractive urban edge of quality buildings.
- A new riverside park alongside providing an attractive setting and amenity area for the new developments.
- Enhancement to the canal and towpath as a main link through the development with active frontages and mixed use.
- Existing buildings of historical importance retained where possible within the development.
- Two new bridges over the canal and river to improve accessibility.



Canalside is a diverse area with a wide variety of businesses and uses. It is rich in history and will require a sensitive approach to redevelopment. The process of change will take time and include consultation with all those working and living in the area. The Banbury Task Force will need to set the masterplan, promote change, invest in infrastructure and enable the development. This will involve the relocation of existing business, to enable the comprehensive development of the area, and the possibility of CDC using compulsory purchase powers to bring the different land parcels together ready for development by the private sector.

Concerted public action is required to realise the potential of this area. A number of technical, planning and design studies will be required to coordinate the comprehensive development of the area. One way forward may be the phased development of individual parcels of land, based upon an overall masterplan and development brief. Alternatively a joint venture with a private sector partner, supported by an element of public sector funding, may provide a better solution.

Key actions include:

- Prepare a baseline report of the existing utilities, environmental, flooding and landscape constraints;
- Prepare a Development Brief that develops the principles set out in this masterplan and is deliverable and fundable;
- Commission a Business Plan to identify the delivery mechanisms and the level of any public sector investment that may be required;
- CDC to confirm that it will, if required, use CPO powers to bring together the development parcels;
- Work with the land owners and identify one or more development partners who shares the vision for this site and will work with CDC and OCC to deliver the scheme; and,
- CDC will identify suitable land and premises in Banbury for the relocation of existing business and will work with those businesses to facilitate their relocation.



## Spiceball Development Area

The Spiceball area is located between Cherwell Drive on the north, Concord Avenue (A4260) on the east, and Oxford Canal on the south-east. It contains the Spiceball Leisure Centre, multi-storey and surface car parking, The Mill Theatre, Chamberlaine Court residential home, Banbury Museum and General Foods Sports and Social Club. All the existing development is accessed from the roundabout on Cherwell Drive.

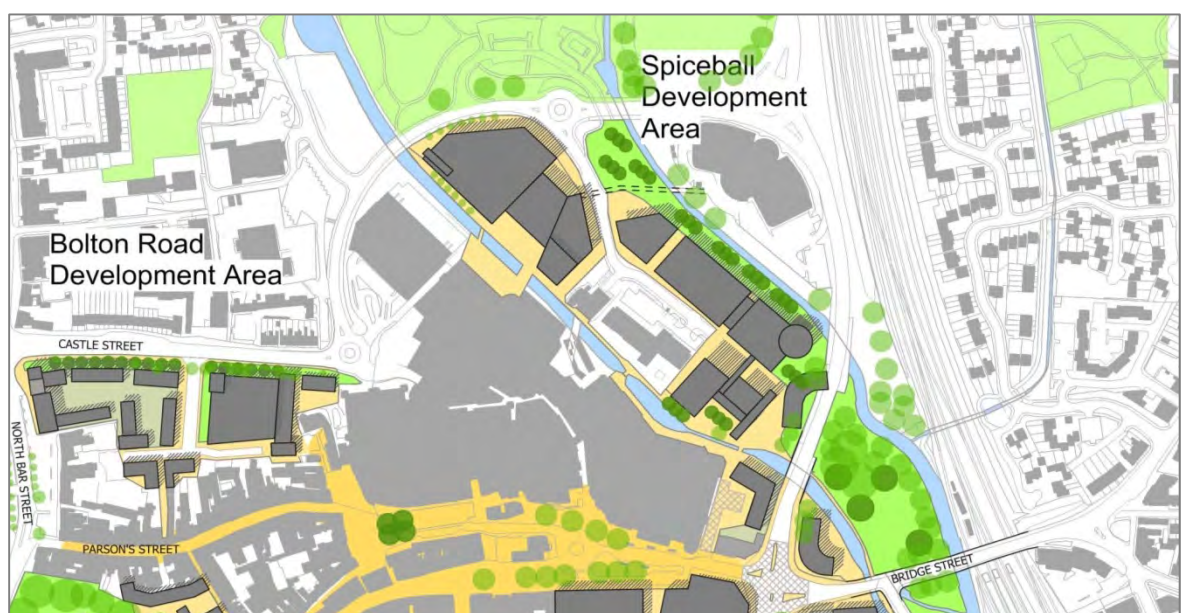
The area around the canal is a missed opportunity to focus development on the amenity and boating activity on the canal. It is one of the major assets of the town, with the boats providing an attractive and ever changing scene. The development of this area needs to address past mistakes and focus development and activities along the canal. A new canal basin should be considered as part of the comprehensive development of the area.

To enhance the regional role of Banbury and to build upon the assets, the area should be developed as a leisure, entertainment and cultural quarter with improved links into the town centre. New development should respond to the asset of the canal and the

proposed riverside park, which continues south into Canalside.

The masterplan illustrates:

- The existing multi-level car park to be redeveloped to provide food retailing in addition to car parking and linked across the canal into Castle Quay;
- General Foods Sports and Social Club site developed for landmark building with A3 uses on ground floor opening out onto new canal basin and hotel on upper floors.
- Surface car park site developed as entertainment leisure uses on upper floors over two storeys of car parking.
- Northern part of site could be used as expansion for Spiceball leisure Centre.
- The surface car park to the north-west of The Mill to be developed as ground floor A3 uses opening out onto the canal side with escalator access through atrium into the upper floors of the adjacent entertainment building and ground floor access into The Mill.
- Car parking numbers to increase from the existing numbers to serve the new developments and existing users.



- The Mill to be redeveloped with new arts performance spaces.
- Extend Castle Quay development onto the existing Bus Station land and improve pedestrian accessibility between the town centre and the canal.

This proposal could accommodate a number of different options dependant on public sector funding for new cultural/arts and leisure buildings. An alternative development option could include:

- General Foods Sports and Social Club site developed for landmark building with A3 uses on ground floor opening out onto new canal basin and new arts performance space on the upper floors
- Surface car park site developed as entertainment leisure uses on upper floors over two storeys of car parking.
- Northern part of site could be used as expansion for Spiceball leisure Centre.
- The surface car park to the north-west of The Mill to be developed as ground floor A3 uses opening out onto the canal side with escalator access through atrium into the upper floors of the adjacent entertainment building.
- The Mill to be redeveloped for hotel use.

To deliver the Spiceball development Cherwell District Council and Oxfordshire County Council should undertake the following actions:

- Prepare a deliverable Development Brief that develops the principles set out in this masterplan;
- Prepare a baseline report of the existing utilities, environmental, flooding and landscape constraints;
- Identify a development partner who shares the vision for this site and will work with CDC and OCC to deliver the scheme; and,
- Identify the availability and timing of public sector finance.



## Bolton Road Development Area

The Bolton Road development area is located on the north-west corner of the town centre, south of Castle Street and west of North Bar Street. Bolton Road acts as the southern boundary alongside the rear of Parson's Street properties. The area contains an older multi-storey car park, a bingo club, offices and small business units. It is well located to provide access into the main retail area, but suffers from a poor image as back land with unattractive parking facilities.

Bolton Road has the potential to provide a mix of uses together with car parking to support and compliment the town centre offer. The site is prominent and visible from the main road network, but also has good links into the town centre and the Castle Quay development. One of the key issues, which will affect the deliverability and viability, is whether the development area should include the rear of the Parson's Street properties next to Bolton Road. If the Parson's Street properties are included as part of a comprehensive development; it is likely that this will delay the delivery of the scheme and create uncertainty and blight for the retailers on Parson's Street.

The land between Bolton Road and Castle Street should provide a mix of residential, commercial and niche retailing opportunities together with a modern multi-storey car park to serve this part of the town centre, which will support the Parson's Street retail quarter.

The transport and movement strategy shows the Bolton Road site continuing to provide town centre car parking to service Parson's Street and the adjacent town centre area. The frontage onto Castle Street has the potential for new bus stops to provide better access to public transport. A new pedestrian link from the Bolton Street area; through one of the archways of the buildings in Parson's Street, would improve connectivity through the retail area and link into the proposed enhancements around St Mary's Church and Church Lane.

The masterplans illustrates:

- Bolton Street site split into two development areas by a new road providing access to multi-storey car parking and Parson's Street rear service areas.
- The eastern area to provide multi-storey car park and retail space fronting onto Cornhill public space next to The Beer Tree public house. Entrance and exit to multi-storey car park to be located next to the Cornhill.
- Cornhill link extended northwards across Castle Street to improve town centre accessibility.
- Bolton Road retained for service access to rear of Parson's Street properties.
- The western area developed as mixed-use and residential. Existing listed building retained as part of the development.

- Buildings set back from Castle Street to create a landscaped area and improved setting for the development.
- Potential for new pedestrian access through one of the archway buildings on Parson's Street, which could include new building on Bolton Street.

To deliver the Bolton Road development Cherwell District Council and Oxfordshire County Council should undertake the following actions:

- Prepare a deliverable Development Brief that develops the principles set out in this masterplan with minimum use of Parson's Street properties;
- Identify a development partner who shares the vision for this site and will work with CDC and OCC to deliver the scheme; and,
- Investigate the deliverability of the proposed new pedestrian link with property owners on Parson's Street

## XI. APPENDIX II

Promote Banbury as the regional service centre of choice for the wider region.	Actions	Timescale	Provider
Establish Banbury Task Force	Appoint Chief Executive and second support staff for 5 year period	Short	CDC, OCC
Expand the town centre to include a full range of retail, leisure, cultural, sporting and social activities.	Promote Banbury as a growth area with opportunities for a wide range of investments.	Short	CDC
	Work with the private sector to establish a Business Improvement District (BIM) to support the marketing of the town centre.	Short	CDC/Banbury Chamber of Commerce
Provide an accessible public transport network from the surrounding villages.	Work with bus operators and adjacent authorities to improve services into Banbury	Short	OCC
Provide suitable town centre car parks and with attractive pricing.	Promote Banbury as an accessible town centre, close to the motorway with good car parking facilities.	Short	CDC
Encourage a wide range of professional and advisory services.	Adopt a 'Banbury means Business' or similar strap line to explain what CDC, OCC and the LEPs are doing to encourage the expansion of the professional and service sector.	Short	CDC
Expand higher education opportunities.	Work with higher education providers to identify the potential for establishing degree level courses in specialist subjects.	Long	LEPs Banbury College
Provide good road and rail connections to London and adjacent cities	Work with the Highway Agency, Network Rail and service suppliers to improve strategic regional services.	Long	LEPs OCC

Establish a strong economy	Actions	Timescale	Provider
Build upon the special skill strengths of the town.	Appoint a consultant to work with local employers to identify skill, property and funding constraints to business growth.	Short	CDC
Invest in skills, training and education.	Target training and education resources to improve skills in the workforce.	Medium	LEPs
Expand the programme of Apprenticeships	Invest more money in apprenticeships in the target skills areas.	Short	LEPs
Deliver quality sites for advanced manufacturing and performance engineering.	Identify and promote suitable employment sites in the Local Plan.	Short	CDC
Increase the availability and choice of employment sites and buildings.	Undertake an audit of existing employment sites and identify areas for renewal and redevelopment.	Short	CDC
	Publish data base of available sites and buildings.	Short	CDC
Facilitate alternative sites and buildings for businesses that need to relocate from Canalside	Work with tenants and land owners to facilitate relocation where necessary for the comprehensive development of the Canalside. Appoint agent to provide advice.	Medium	CDC

Reduce congestion and improve accessibility	Actions	Timescale	Provider
Improve the transport and movement networks into and through the town.	Implement Hennef Way and M40 junction 11 improvements.	Medium	OCC
	Identify preferred route for link road to the east of M40 junction 11 to connect onto Overthorpe Road.	Short	OCC
	Construct new link road to the east of M40	Medium	OCC
	Work with developers to deliver the spine road through new residential development from the A361 to A4260.	Short	OCC, CDC
	Implement route improvements to the north-south route through the town centre from the junction of Hennef Way and Concord Avenue along Cherwell Street, Windsor Street and Bankside to the junction with the A4260 on Oxford Road.	Medium	OCC
	Implement improvements at Cherwell Street and Bridge Street junction that will improve capacity, improve bus access to the town centre and improve pedestrian links to the railway station.	Short/Medium	OCC
	Implement traffic management and environmental improvements along South Bar Street/ Horsefair corridor.	Medium	OCC
Identify a new strategic route between the east and west of the town.	Consider the options for a new viable and fundable crossing of the railway, canal, and river to improve east-west access to the motorway.	Medium	LEPs OCC
	Prepare cost/benefit analysis and identify funding options	Medium	OCC
Connect town centre to the railway station	Work with Chiltern Railways to agree a development strategy for the station and the connections into the road and pedestrian network of the Canalside development area.	Short	CDC, OCC, Chiltern Railways
	Open up Tramway as the access for cars in to the station car parks with the existing access road off Bridge Street retained for buses and taxis.	Medium	OCC
Increase public transport patronage.	Identify suitable bus routes into and through the town centre and bus priority measures to ensure reliable bus journey times.	Short	OCC
	Improve bus service between residential and employment areas.	Short	OCC
	Identify site for new bus station or location for new bus stops and waiting areas.	Medium	OCC
	Create new bus station and implement improvements to bus routes into town centre	Medium	OCC
Increase pedestrian and cyclist activity	Audit existing routes and prepare improvement strategy as part of Local Plan part 2.	Short	CDC OCC
Establish a car parking strategy.	Undertake an audit of town centre car parks and prepare Parking Strategy identifying preferred location and number of car spaces and pricing policy. Set pricing policy to encourage car during non-peak periods.	Medium	CDC

Create a vibrant and attractive town centre	Actions	Timescale	Provider
Enhance the town centre experience by: removing congestion; improving choice; increasing accessibility; creating great places; and, entertaining the visitors.	Establish a Town Centre Action Area (TCAA) and commission SPD	Short	CDC, OCC
Strengthen the town centre offer with new leisure, cultural, retail and social opportunities.	Prepare Supplementary Planning Guidance (SPG) for key development sites. Promote sites to the private sector.	Medium	CDC
Enable the development of the two strategic town centre sites of Bolton Road and Spiceball.	Engage with owners and promote sites for development.	Short	CDC
	Use CPO powers, where necessary, to acquire land for comprehensive development.	Medium	CDC
	Invest part of CDC land value in sites to improve development viability.	Medium	CDC
Develop underutilised sites and areas such as Canalside	Prepare review of each site and work with owners to bring about development. Commission advice from agents.	Short	CDC Private S
	Establish Canalside Development Area in Local Plan part 2 and explain the role of CDC in delivering development.	Short	CDC
	Commission planning, design and viability studies	Short	CDC
	Use CPO powers to acquire land for comprehensive development.	Medium	CDC
	Invest part of CDC land value in sites to improve development viability.	Medium	CDC
Open up vacant shops with temporary uses.	Work with owners to bring vacant shops into use with 'pop-up' activities.	Short	CDC
Promote and establish a calendar of activities and events.	Work with local business to identify calendar of town centre events and venues covering: markets; music festivals; art shows; canal days; literary festivals; antiques; and, local foods.	Medium	CDC
	Provide management support and grant funding of £50k/annum for five years.	Medium	CDC
Open up the Oxford Canal to the town centre	Commission an Oxford Canal Development Strategy (SPD).	Short	CDC
	Work with landowners to promote the development potential of land adjacent to the canal.	Medium	CDC
Connect the railway station into the town centre.	Identify the preferred route and include in Canalside SPG. Work with land owners and developers to facilitate connection.	Short	CDC, OCC
Improve bus services and access into the town centre.	Identify network constraints and work with bus operators to improve services. Identify suitable bus routes into and through the town centre, and between residential and employment areas.	Short Medium	OCC
Encourage housing development on appropriate sites within the town centre.	Through the review of town centre boundaries identify sites that would be suitable for residential development. Include in TCAA	Short	CDC

Create quality environments and distinctive character to live and work	Actions	Timescale	Provider
Create an attractive interconnected network of green spaces and public squares.	Commission a green space strategy that includes improvements to the pedestrian and cycle network through Banbury.	Medium	CDC
	Improve interface between Spiceball Park and the canal/river	Medium	CDC
	Develop the Country Park northwards	Medium	CDC
	Green South Bar Street/Horsefair corridor	Medium	CDC/OCC
	Develop new green linkage along the southern edge of Banbury 17 and connect Salt Way to canal/river green lung.	Short	CDC/developers
Open up the canal corridor into the town centre.	Work with stakeholders to identify improvements to the canal and opportunities to open up the canal and towpath for greater use and integration with the town centre. Including connections from the Peoples Park.	Medium	CDC
Celebrate the people, places and history of Banbury.	Through a 'percentage for art' scheme include art works into all new development and where appropriate celebrate the people, places and history of Banbury.	Medium	CDC
Promote quality design and attractive new buildings that respond to the character and context of Banbury.	Raise the standards of design through guidance, competitions and design panels.	Medium	CDC
Enhance the strategic routes into and through the town.	Identify how the town could be improved through environmental improvements and landscape on the strategic places and routes through the town. Work with OCC, land owners and developers to improve the quality of the environment.	Medium	CDC, OCC
	Commission study		CDC
	Implement improvements		OCC



Promote opportunities for local people	Actions	Timescale	Provider
Increase housing choice and tenure	Work with landowners and developers to deliver the allocated housing sites.	Short	CDC
	Update the Local Plan and ensure that there is a 5 year residential land supply.	Medium	CDC
Improve access to, apprenticeships, skills training and further education	Work with the educational establishments to strengthen the opportunities for vocational training and education, and the availability of apprenticeships.	Medium	LEPs OCC
Increase local employment opportunities	Work with stakeholders to understand the local employment market and identify actions that need to be taken to address shortfalls in jobs, skills and opportunities.	Short	CDC, OCC
Reduce poverty, health inequalities and support the vulnerable	Work with partner organisations to deliver the improvements set out by the 'Brighter Futures' Partnership	Short	CDC, TVP, OCC, OCCG
Access to health, social and community services	Work with the providers to understand the demands being made on upon the services and identify ways that CDC can facilitate improvements.	Medium Long	CDC, OCC
Provide a full range of sports, leisure and recreational facilities	Undertake open space audit to identify shortfall in facilities and plan for new sports, leisure and recreational facilities.	Medium Long	CDC
Invest in a network of attractive green spaces and parks for daily enjoyment	Prepare a green space strategy that includes improvements to the pedestrian and cycle network through Banbury.	Short Medium	CDC

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<sup>1</sup> Economic Development Strategy for Cherwell, North Oxfordshire 2011 2016

<sup>2</sup> Cherwell District Council Retail Study October 2012 (CBRE) and updated 2014

<sup>3</sup> Local Economic Assessment (LEA) Appendix 1 of Employment Land Study, Draft Final Report – July 2015

<sup>4</sup> Local Economic Assessment (LEA) Appendix 1 of Employment Land Study, Draft Final Report – July 2015

## Cherwell District Council

### Executive

4 January 2016

#### Neighbourhood Planning: Application for Designation as Neighbourhood Area – Bodicote Parish

#### Report of Head of Strategic Planning and the Economy

This report is public

#### Purpose of report

To consider an application to designate Bodicote Parish as a Neighbourhood Area for the purpose of preparing a Neighbourhood Plan.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To refuse the Bodicote Parish Neighbourhood Plan application as submitted but to approve the designation of the more appropriate alternative as shown on the map at appendix 4.
- 1.2 To authorise the Head of Strategic Planning and the Economy to issue a Notification of Decision pursuant to Recommendation 1

#### 2.0 Introduction

- 2.1 On 6 November 2015 the Council received an application from Bodicote Parish Council (dated 2 November 2015) to designate a Neighbourhood Area. The application included a map (shown at appendix 1) which identified the area to which the application relates. The area proposed covers the whole of the existing Bodicote Parish Council area. The application is being made under Section 61G of The Town and Country Planning Act 1990 (as amended) and the Neighbourhood Planning (General) Regulations 2012 (as amended). Under Section 61G, Bodicote Parish Council is a 'relevant body' for the purpose of making the application.
- 2.2 The application states that the Parish Council wishes to prepare a Neighbourhood Plan and explains why the area is considered appropriate. It states that the Parish Council wishes to ensure that any future development within the Parish boundary is in line with the needs of the residents of the village whilst ensuring that such

development is suitable for the area, bearing in mind the current development pressures within and around the Parish boundary.

- 2.3 It is for the Local Authority to determine whether to designate the proposed area or propose an appropriate alternative area for the Neighbourhood Plan.
- 2.4 The application is valid, however there are special circumstances to consider for this area application, namely two areas of land currently in Bodicote Parish will from 1 April 2016 be part Banbury. This will involve removing land to the east of the Oxford Road, which includes part of the Bankside development (Longford Park), and land containing properties in the Wykham Farm area from Bodicote Parish Council's administrative area to Banbury Town Council's administrative area. The revised boundaries are shown on the map at appendix 3. Appendix 4 shows the boundary that is recommended the Executive designates for the Neighbourhood Area for the Neighbourhood Plan.
- 2.5 Bodicote Parish Council and Banbury Town Council are due for election in May 2016 based on the new boundaries.
- 2.6 Bodicote Parish Council has confirmed following discussion with officers their wish for the Neighbourhood Plan Area to be based on the boundary as they submitted (appendix 1). They state that whilst they understand that Longford Park will become part of Banbury from April 2016 they also understand that the rules for a Neighbourhood Plan are that this can cover an area outside the existing Parish, as long as it is not part of someone else's Neighbourhood Plan and that they believe this applies to the Longford Park area currently in their Parish.
- 2.7 Section 61H of the Act requires the Council to consider whether the area concerned should be designated as a 'business area'. This applies where an area is primarily or wholly business in nature. This does not apply in Bodicote's case as the Parish is predominantly residential in character.
- 2.8 Neighbourhood Plans allow local communities to develop their own planning policies. If they conform with the Local Plan, are supported by the Local Planning Authority and successful at referendum, they are adopted as part of the statutory Development Plan and must be considered, where material, in the determination of applications for planning permission.
- 2.9 Under Schedule 4B of the Town and Country Planning Act 1990 (as amended), Local Planning Authorities have a statutory duty to "give such advice or assistance to Parish Councils and designated Neighbourhood Forums as in all the circumstances, they consider appropriate for the purpose of or in connection with facilitating the preparation of Neighbourhood Development Plans".
- 2.10 The District currently has eight designated neighbourhood areas: the Parishes of Adderbury, Bloxham, Deddington, Hook Norton, Merton, Stratton Audley, the multi-parished area of 'Mid-Cherwell', and the recently designated area for Weston on the Green. The Mid-Cherwell Neighbourhood Plan boundary crosses a number of Parish boundaries.

### **3.0 Report Details**

- 3.1 The application as submitted by Bodicote Parish Council is presented at Appendix 1. The application was made in accordance with the Regulations and was formally consulted upon for four weeks from 18 November until the 16 December 2015. The application was placed on the Council's website, advertised in the Banbury Guardian by way of a public notice and notification letters were sent to relevant consultees registered on the Council's Local Plan database. Public notices were also provided to the Parish Council for display.
- 3.2 The Council is now required to formally determine the application taking into account the representations received.

#### ***Requirements and Guidance***

- 3.3 In determining applications under Section 61G (4) of the Town and Country Planning Act (as amended), the Council must have regard to:
- a) the desirability of designating the whole of the area of a parish council as a neighbourhood area; and
  - b) the desirability of maintaining the existing boundaries of areas already designated as neighbourhood areas (designated areas must not overlap).
- 3.4 Under Section 61G (5), if
- a) a valid application is made to the authority,
  - b) Some or all of the specified area has not been designated as a neighbourhood area, and
  - c) the authority refuses the application because it considers that the specified area is not an appropriate area to be designated as a neighbourhood area,

the authority must exercise its power of designation so as to secure that some or all of the specified area forms part of one or more areas designated (or to be designated) as neighbourhood areas.

- 3.5 Under Section 61G (9) the Council should designate the proposed neighbourhood area unless there are valid or reasonable reasons not to. If the Council considers the area not to be appropriate it must issue a refusal notice, explaining why, and then designate a revised neighbourhood area to include some or all of the originally proposed area.
- 3.6 The Government's Planning Practice Guidance provides further guidance on the designation and consideration of an area for a Neighbourhood Plan.
- 3.7 Paragraph: ID: 41-026-20140306 of the guidance states:

***“Can a parish council propose a multi-parish neighbourhood area?”***

*A single parish council (as a relevant body) can apply for a multi-parished neighbourhood area to be designated, as long as that multi-parished area includes all or part of that parish council's administrative area".*

3.8 Paragraph: ID: 41-027-20140306 states:

***"In a multi-parished neighbourhood area when does a town or parish council need to gain the consent of the other town or parish council/s in order to take the lead in producing a neighbourhood plan or Order?"***

*A single parish or town council (as a relevant body) can apply for a multi-parished neighbourhood area to be designated as long as that multi-parished area includes all or part of that parish or town council's administrative area. But when the parish or town council begins to develop a neighbourhood plan or Order (as a qualifying body) it needs to secure the consents of the other parish councils to undertake neighbourhood planning activities. Gaining this consent is important if the pre-submission publicity and consultation and subsequently the submission to the local planning authority are to be valid".*

3.9 Paragraph: ID: 41-032-20140306 of the guidance states:

***What flexibility is there in setting the boundaries of a neighbourhood area?***

*In a parished area a local planning authority is required to have regard to the desirability of designating the whole of the area of a parish or town council as a neighbourhood area (see 61G(4) of the Town and Country Planning Act 1990). Where only a part of a parish council's area is proposed for designation, it is helpful if the reasons for this are explained in the supporting statement. Equally, town or parish councils may want to work together and propose that the designated neighbourhood area should extend beyond a single town or parish council's own boundaries.*

3.10 Planning Practice Guidance (PPG) advises that the following could be considerations when deciding the boundaries of a neighbourhood area:

- village or settlement boundaries, which could reflect areas of planned expansion
- the catchment area for walking to local services such as shops, primary schools, doctors' surgery, parks or other facilities
- the area where formal or informal networks of community based groups operate
- the physical appearance or characteristics of the neighbourhood, for example buildings may be of a consistent scale or style
- whether the area forms all or part of a coherent estate either for businesses or residents
- whether the area is wholly or predominantly a business area
- whether infrastructure or physical features define a natural boundary, for example a major road or railway line or waterway
- the natural setting or features in an area
- size of the population (living and working) in the area

The PPG states that electoral ward boundaries can be a useful starting point for discussions on the appropriate size of a neighbourhood area; these have an average population of about 5,500 residents.

3.11 Paragraph: ID: 41-035-20140306 states:

***Must a local planning authority designate a neighbourhood area and must this be the area applied for?***

*A local planning authority must designate a neighbourhood area if it receives a valid application and some or all of the area has not yet been designated (see section 61G(5) of the Town and Country Planning Act 1990 Act as applied to Neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004).*

*The local planning authority should take into account the relevant body's statement explaining why the area applied for is considered appropriate to be designated as such. See section 61G(2) and Schedule 4C(5)(1) of the Town and Country Planning Act 1990 Act, as amended, for a description of 'relevant body'.*

*The local planning authority should aim to designate the area applied for. However, a local planning authority can refuse to designate the area applied for if it considers the area is not appropriate. Where it does so, the local planning authority must give reasons. The authority must use its powers of designation to ensure that some or all of the area applied for forms part of one or more designated neighbourhood areas. When a neighbourhood area is designated a local planning authority should avoid pre-judging what a qualifying body may subsequently decide to put in its draft neighbourhood plan or Order. It should not make assumptions about the neighbourhood plan or Order that will emerge from developing, testing and consulting on the draft neighbourhood plan or Order when designating a neighbourhood area.*

***Representations***

- 3.12 The area application was advertised so that it would be brought to the attention of people who, live, work or carry on business in the area to which the application relates. A public notice was placed in the 19 November edition of the Banbury Guardian. Letters or e-mails were sent to: District and relevant County Councillors; Oxfordshire County Council; contiguous Parish Councils; statutory stakeholders including the Highways England, Network Rail, Environment Agency, Natural England and Historic England; infrastructure providers including Thames Water, National Grid and Scottish and Southern Energy. Relevant consultees listed on the Council's Local Plan database made up of local members of the community and businesses that live or operate within the application area were also advised.
- 3.13 Representations received to the consultation are set out at appendix 2. A late representation has been received from Historic England which will be available to view on the Council's website on the Neighbourhood Planning page. A summary of comments received are as follows:

<b>Stakeholder</b>	<b>Summary of Comments</b>
<i>Natural England</i>	<i>Propose general advice in relation to the preparation of the Neighbourhood Plan.</i>
<i>Highways England</i>	<i>No comments made, but will work with the Council as Plan progresses.</i>
<i>Banbury Town Council</i>	<p><i>Banbury Town Council supports Bodicote Parish Council in their pursuit of a Neighbourhood Plan. However, Banbury Town Council strongly objects to their proposed designation of the Bodicote Parish Neighbourhood Area.</i></p> <p><i>They state that Bodicote Parish Council have inadvertently taken responsibility for planning part of Banbury, including Longford Park which has long been intended to be in Banbury, as an urban extension. Banbury Town Council has been informed that proposed Neighbourhood Areas do not automatically flex with changed ward boundaries, and as such, Banbury Town Council would have to object to this application.</i></p> <p><i>Banbury Town Council would suggest that Bodicote Parish Council reconsider their designation of their Neighbourhood Area and keep it in line with the new parish boundaries and urge Cherwell District Council to refuse this application based on the reasons stated in this letter.</i></p>
<i>Gladman Developments</i>	<p><i>Gladman wish to participate in the Neighbourhood Plan's preparation. They highlight how the NPPF and NPPG set out the requirements for producing a Neighbourhood Plan including how Neighbourhood Plans should be produced to conform to up to date strategic policy requirements set out in Local Plans.</i></p> <p><i>They state that the Neighbourhood Plan should therefore be consistent with Policy 17 and should not set out any prescriptive requirements or unsubstantiated policy burdens which may affect the delivery of this scheme.</i></p> <p><i>They state that the framework is clear that Neighbourhood Plan's cannot introduce policies and proposals that would prevent development from going ahead.</i></p> <p><i>The requirements of the SEA Directive are also highlighted and how it is likely to be necessary where a Plan is proposing specific allocations or site designations.</i></p> <p><i>They explain how they have land interests in Banbury at land at White Post Road and the site falls within the proposed Bodicote Neighbourhood Area. They explain</i></p>



	<i>how they have submitted a planning application to Cherwell District Council for 280 dwellings and other uses (15/01326/OUT) which has yet to be determined and a site plan is included in appendix 1 of the representation.</i>
<i>Oxfordshire County Council</i>	<p><i>Oxfordshire County Council (OCC) has no objection to the proposed neighbourhood area designation but requests that the following is considered:</i></p> <p><i>The proposed boundary severs two strategic site allocations (South of Salt Way East and Bankside Phase 1)</i></p> <p><i>The outcome of Cherwell's parish/town council boundary review.</i></p>

### **Bodicote**

- 3.14 Bodicote Parish is largely centred upon the village of Bodicote which is located about 2 miles south of the centre of Banbury. The 2011 Census recorded the Parish's population as 2,126. Bodicote has a large Church of England primary school, two public houses; the Horse and Jockey and the Plough, and an Indian restaurant; the Spice Room. There is also a shop, post office, bus service and some other services and facilities. Banbury Cricket Club is also based in the village. Bodicote House is the main offices for Cherwell District Council and there is a large leisure centre (Bannatynes) adjacent to the Rugby Club. The village has an attractive historic core, with a Conservation Area and listed buildings, and there is open countryside particularly to the south and west of the village. Over recent years there has been considerable development pressure in the area due to the Parish's location immediately to the south of Banbury which is an expanding town. There have also been planning applications for smaller sites on the edge of the village at Cotefield Farm and nearby.
- 3.15 New housing development is currently taking place at the Bankside development (Longford Park) which is a south-eastern urban extension to Banbury. The site adjoins Bodicote village on the eastern side of Oxford Road and is within the existing Parish Council boundary. The development will provide around 1090 homes.
- 3.16 In addition to the above development a phase 2 extension for 600 additional homes has been allocated in the Local Plan Part 1 (Policy Banbury 4). The Local Plan was adopted in July 2015 and its strategy focuses development at the District's two main towns of Banbury and Bicester. Part of the Banbury 4 allocation is within the proposed Neighbourhood Plan area.
- 3.17 The phase 1 and 2 Bankside development will provide affordable housing, new infrastructure, community services and facilities including; local shops, a school, sport facilities and public open space. As stated in paragraphs 143 to 145 of the adopted Local Plan land adjacent to the site would also be available to provide a new football ground for Banbury United to replace the existing ground which would be redeveloped as part of the proposals for Canalside (Policy Banbury 1: Banbury

Canalside). This would provide the potential for some joint sharing of facilities such as car parks with the Banbury Rugby Club.

- 3.18 Part of the South of Salt Way-East (Banbury 17) housing allocation in the adopted 2015 Local Plan falls within the north western part of the Parish and proposed Neighbourhood Plan Area. One of the design shaping principles in policy Banbury 17 is that informal open space is to be located where the site adjoins Bodicote village in order to create a buffer to maintain separation between the two settlements and respect the setting of the Bodicote Conservation Area. A planning application is currently under consideration for the development of part of the Banbury 17 allocation for 280 homes with associated public open space and includes the area falling within Bodicote Parish.
- 3.19 The newly adopted Local Plan continues with a long standing policy approach which allows for minor development within the built up limits of Bodicote.

### ***Background to the Boundary Review***

- 3.20 As a result of the Community Governance Review Cherwell District Council at a meeting of Council on the 22 July 2013 approved amendments to the boundary between Banbury Town Council and Bodicote Parish Council. It was resolved that these changes are to take place at the time of the next ordinary election for Banbury Town Council in 2016. The reasoning behind the decision taken to approve the amendments to the boundaries is explained in the July 2013 report of the Chief Executive (which is available on the Council's website) and below.
- 3.21 Community Governance reviews are carried out under the Local Government and Public Involvement in Health Act 2007 and enable a principle Council to carry out reviews periodically, but at least once every 15 years of parish and town governance. In the past the Hanwell Fields area of Banbury was moved into the town boundary from the villages surrounding Banbury.
- 3.22 In the UK, parish boundaries are the basic building blocks for other electoral areas e.g. district wards, county divisions and parliamentary constituencies. When the Local Government Boundary Commission for England announced their review of Oxfordshire County Council in 2012 Cherwell advised them of their future intention to carry out a community governance review that would consult on the principle of bringing the two areas referred to above into Banbury Town Council control. This was subsequently carried out as part of the Community Governance Review ending in December 2013. Subsequently the Local Government Boundary Commission for England carried out a review of Cherwell District Council, which was completed in autumn 2015, using these new boundaries. Therefore all the boundaries (parish, ward and division) will be aligned from April 2016 which is in the interest of efficient governance.
- 3.23 Efficient governance is an important consideration in any community governance review. In 2013 due to the increasing amount of prospective development around the Banbury Town Council area, Cherwell District Council's Community Governance Working Group agreed to consult on the principle of including all new developments which either had extant planning permissions or which had been included in the emerging local planning policy framework for some time within the Banbury Town Council boundary.

- 3.24 During the first consultation stage Banbury Town Council submitted a request to have the new prospective development areas of the town moved into their administrative area, and also requested that properties in the Wykham Farm area be moved back into Banbury. These properties had been moved into the Bodicote area in the early 1990's at the request of a resident, and Doomsday records showed the properties as being in Banbury at that time. Bodicote Parish Council submitted a response objecting to both proposals. With regard to the Bankside development being included in Banbury, Bodicote Parish Council argued that the development is not an urban extension of Banbury but a rural extension of Bodicote. With regard to the Wykham Farm properties, Bodicote Parish Council reported that all affected residents objected to the proposal, and they supported the views of those residents. The Parish Council were concerned that the village was being squeezed from both sides and would be losing control of a lot of land.
- 3.25 The Working Group considered all responses received but were still of the view that both Bankside and Wykham Farm should be moved into the Banbury Town Council area. For the Bankside development they felt that a development of such a size would be better suited to the Banbury area. The Bankside development was always regarded by Cherwell District Council as being an urban extension of Banbury. This was reflected in the production of the Local Plan for the District. Due to the historical positioning of the Wykham Farm properties, and the use of the stream as a boundary in the past, the Working Group agreed that the recommendation should stand in terms of moving them back into the Banbury Town Council area.

### ***Area Designation Considerations***

- 3.26 An area application for a Neighbourhood Plan has been received from Bodicote Parish Council and the required processes, including public consultation, have taken place. The Council is now required to formally determine the application taking into account the representations received. The application is valid, however there are special circumstances to consider for this area application, namely those areas of land currently in Bodicote Parish will from 1 April 2016 be part Banbury.
- 3.27 Paragraph: ID: 41-032-20140306 of the Planning Practice Guidance suggests that under section 61G (4) of the Town and Country Planning Act 1990 in Parished areas the Parish boundary will normally be the appropriate boundary for the neighbourhood plan area. Equally, town or parish councils may want to work together and propose that the designated neighbourhood area should extend beyond a single town or parish council's own boundaries.
- 3.28 Section 61G of the 1990 Act gives a local authority discretion as to whether to designate the entire area applied for as a neighbourhood area or to designate only part of that area. Section 61G(5) requires the local planning authority to consider whether the area specified in the application is, or is not, an appropriate area to be designated as a neighbourhood area. Where a local planning authority determines an area not to be appropriate it must designate at least some of the area sought. In exercising its discretion, the local planning authority should have regard to the particular circumstances of the case. Where a local planning authority decides to refuse to designate a neighbourhood area it must provide reasons for the decision made.

- 3.29 Section 61F(2) of the Town and Country Planning Act 1990 (as amended) states that the Parish Council is authorised for those purposes to act in relation to that Neighbourhood Area only if the other Parish Council have given their consent.
- 3.30 Guidance on Section 61F (2) is provided in Paragraph: ID: 41-027-20140306 of the government's Planning Practice Guidance as follows:
- A single parish or town council (as a relevant body) can apply for a multi-parished neighbourhood area to be designated as long as that multi-parished area includes all or part of that parish or town council's administrative area. But when the parish or town council begins to develop a neighbourhood plan or Order (as a qualifying body) it needs to secure the consents of the other parish councils to undertake neighbourhood planning activities. Gaining this consent is important if the pre-submission publicity and consultation and subsequently the submission to the local planning authority are to be valid".*
- 3.31 The boundary review will take effect from 1 April 2016. From experience of other Neighbourhood Plans it is anticipated that the process is likely to take around two years. This means that most of the work on the preparation of the Bodicote Neighbourhood Plan would take place after April 2016 and importantly the Plan would be adopted after this date. If the Executive was minded to approve the area application as submitted, at the point of designation at the 4 January 2016 Executive meeting the area covered would all still be Bodicote Parish. However the boundary review is an important matter to consider and is confirmed.
- 3.32 The designation of the Neighbourhood Plan area at the January Executive meeting as proposed by Bodicote would in effect result in the Neighbourhood Plan area including part of Banbury and policies and proposals in the Neighbourhood Plan could apply to this part of Banbury after April 2016. The regulations and guidance allow for this but in the context of the regulations and guidance set out above the designation as proposed is not considered appropriate unless agreement can be reached with Banbury Town Council.
- 3.33 Banbury Town Council object to the proposed area designation. Bodicote Parish Council recognise that Neighbourhood Plans can be produced across boundaries, but to date it is not clear how they would work with Banbury Town Council on the Neighbourhood Plan. It is the officer view that representations need to have been received from Banbury Town Council during the consultation period on the area designation expressing full co-operation with Bodicote Parish Council on producing the Neighbourhood Plan including a commitment to undertaking joint neighbourhood planning activities in the proposed area with no substantial points of objection or concern expressed related to the designation before the area designation as proposed can be approved by the Executive. Representations received from other parties discussing the proposed designation should also be considered carefully.
- 3.34 It is possible that even if the Neighbourhood Plan area proposed by the Parish Council was designated at the Executive meeting the progression of the Plan may be halted at other statutory stages. For example at or before the point of submission to the Council or at examination, due to required procedures not being met relating to this issue such as gaining the consent of Banbury Town Council to undertake neighbourhood planning activities in what will be under their administrative control. This would not result in timely or effective planning for the

area and may result in the stated objective of the Neighbourhood Plan not being met. Officers are keen to progress the Neighbourhood Plan as quickly as possible considering the development pressures that exist in order to assist the Parish Council with meeting their aims.

- 3.35 In principle a certain level joint working between authorities is an approach which the government, legislation and guidance requires and supports and this can have many benefits. At the same time, although in its self probably not a reason for rejection of the application, it is a point to consider that the process of producing a Neighbourhood Plan across administrative boundaries could be more complex and lengthy even if agreement can be reached.
- 3.36 The considerations for the boundary review relating to development including that the Bankside development (Longford Park) is an urban extension to Banbury is reflected in the Planning Practice Guidance set out above. Longford Park is effectively 'a physical feature' under construction which defines a natural boundary to Banbury, at the current time, in this location. It is appropriate for the Neighbourhood Plan area for Bodicote to include land where other future development is planned including as extensions to Banbury.
- 3.37 If the area designation is rejected an alternative is required and the recommended alternative area for the Bodicote Neighbourhood Plan is shown on the map at appendix 4. The appropriate neighbourhood area for Bodicote should be based upon the amended Parish boundaries which will come into force in April 2016. There is a mapping error which relates to the new District Ward boundaries and this matter should not preclude the designation of the Neighbourhood Plan area as recommended in this report.
- 3.38 Deferring designation is an option for the purpose of further exploring joint working arrangements. However if designation was deferred until after 13 January the time period of eight weeks set out in the regulations in which a designation of a Neighbourhood Plan area must be determined within since starting the area designation consultation will not have been met. It is therefore likely that the consultation will need to be repeated regardless of the area boundary designation proposed in a new consultation, causing delay in the process.

## **4.0 Conclusion and Reasons for Recommendations**

- 4.1 Bodicote Parish Council has made an application for the designation of its administrative area as a neighbourhood area for the purpose of preparing a Neighbourhood Plan. Taking into account all of the comments received and having regard to the circumstances explained above, officers have concluded that the current boundary for the Parish of Bodicote is not an appropriate neighbourhood area as part of the area will shortly become part of Banbury and the Town Council do not show an interest in joint working or providing the required consent. The recommended alternative area is shown on the map at appendix 4 which follows the newly aligned boundary as approved by the Local Government Boundary Commission for England.

## 5.0 Consultation

5.1 Cllr Michael Gibbard, Lead Member for Planning

## 6.0 Alternative Options and Reasons for Rejection

6.1 The following alternative options have been identified and rejected for the reasons as set out above.

Option 1 To approve the area for designation as submitted based on the current boundaries for Bodicote Parish

Option 2 To defer designation

## 7.0 Implications

### Financial and Resource Implications

Work on assisting the neighbourhood planning process is to be met from within existing budgets. Designation of a neighbourhood area qualifies the Council for support from the government's neighbourhood planning grant.

Comments checked by:

Paul Sutton, Head of Finance and Procurement, tel. 0300-003-0106,  
Paul.Sutton@cherwellandsouthnorthants.gov.uk

### Legal Implications

The determination of this area application is a requirement of the Town and Country Planning Act 1990 (as amended) and associated regulations.

When a neighbourhood plan is finally made it becomes part of the statutory Development Plan for the area and must be considered in the determination of relevant applications for planning permission.

Comments checked by:

Nigel Bell, Team Leader – Planning, 01295 221687  
Nigel.bell@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met: No**

**Community Impact Threshold Met: Yes**

## Wards Affected

Bloxham and Bodicote  
Banbury Calthorpe  
Banbury Easington

## Links to Corporate Plan and Policy Framework

Accessible, Value for Money Council  
District of Opportunity  
Safe and Healthy  
Cleaner Greener

## Lead Councillor

Councillor Michael Gibbard - Lead Member for Planning

## Document Information

Appendix No	Title
Appendix 1	Bodicote Neighbourhood Area Application
Appendix 2	Representations
Appendix 3	Map showing changes to administrative boundaries between Banbury Town and Bodicote Parish
Appendix 4	Map showing proposed alternative Neighbourhood Area for designation
Background Papers	
None	
Report Authors	Shukri Masseri, Planning Officer (Agency) Chris Thom, Principal Planning Officer
Contact Information	<a href="mailto:shukri.masseri@cherwell-dc.gov.uk">shukri.masseri@cherwell-dc.gov.uk</a> 01295 221850 <a href="mailto:chris.thom@cherwell-dc.gov.uk">chris.thom@cherwell-dc.gov.uk</a> 01295 221849

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# BODICOTE PARISH COUNCIL

Mrs V J Russell  
Clerk to the Council

Tel. No.: 01295-256884  
e-mail: bodicotepc@tiscali.co.uk

26 The Rydes  
Bodicote  
Banbury  
OX15 4EJ

For the attention of:  
Mr Adrian Colwell, Head of Strategic Planning & the Economy  
Mr David Peckford, Senior Planning Officer

Cherwell District Council  
Bodicote House  
White Post Rd  
Bodicote  
Banbury OX 15 4AA

PLANNING HOUSING & ECONOMY				
HDCMD	HPAHP	HEDE	HBCE	HHS
06 NOV 2015				
PASSED TO		COPY TO		
ACK		FILE		

2 November 2015

Dear Sirs

**Bodicote Parish Council:  
Application for Designation of a Neighbourhood Plan Area**

In accordance with the Localism Act 2011, the National Planning Policy Framework 2012 and Neighbourhood Planning Regulations 2012, as a relevant body as defined in Section 61G of the Town and County Planning Act 1990, Bodicote Parish Council seeks to prepare a Neighbourhood Plan (Resolution: Item 6 of the Council Minutes of Oct. 2015).


In accordance with Part 2 Para. 5 of the Neighbourhood Planning (General) Regulations 2012, Bodicote Parish Council seeks to apply for a designation of a Neighbourhood Area, being that of the Area and Boundary of Bodicote Parish (map attached).

Bodicote Parish Council is mindful of and will be guided by Cherwell District Council's "Protocol for preparing a Neighbourhood Plan".

Bodicote Parish Council wishes to ensure that any future development within the Parish Boundary is in line with the needs of the residents of the village whilst ensuring that such development is suitable for the area, bearing in mind the current development pressures within and around our Parish boundary.

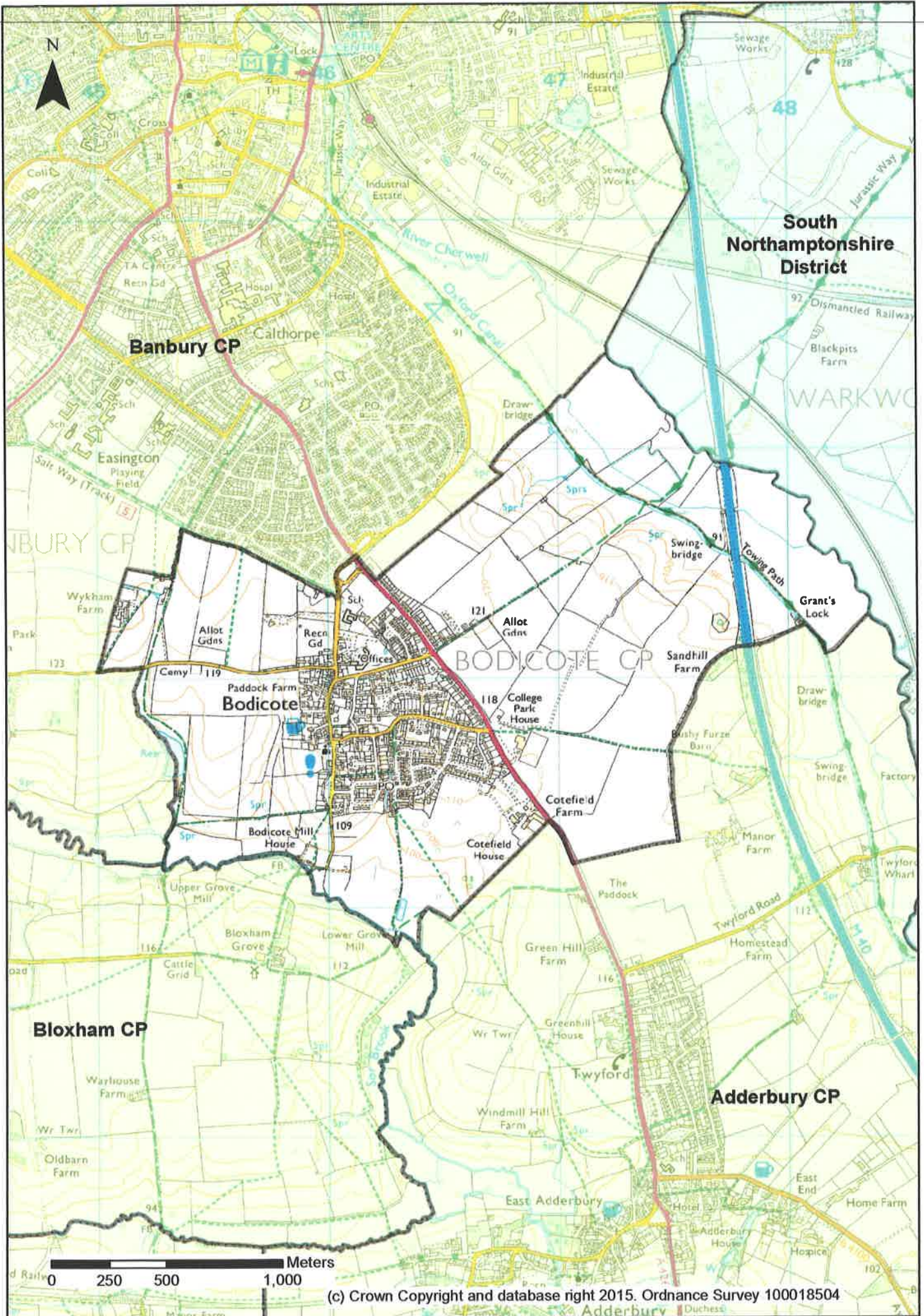
Bodicote Parish Council is also mindful of the need to ensure that the NP for Bodicote integrates with the Cherwell District Council Local Plan.

Yours faithfully

  
Valerie J Russell (Mrs)  
Clerk to the Council

ENC

cc: Cty Cllr A Fatemian; Dist Cllr Miss L Thirzie Smart; Dist Cllr Mrs C Heath  
Bodicote Parish Councillors



**OXFORDSHIRE COUNTY COUNCIL'S RESPONSE TO THE FOLLOWING  
CONSULTATION:**

**District: Cherwell**

**Consultation: Bodicote Neighbourhood Area Application**

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**This report sets out Oxfordshire County Council's view on the proposed Bodicote Neighbourhood Area**

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**Overall View of Oxfordshire County Council**

Oxfordshire County Council (OCC) has no objection to the proposed neighbourhood area designation but requests that the following is considered:

- 1) The proposed boundary severs two strategic site allocations (South of Salt Way East and Bankside Phase 1); and
- 2) The outcome of Cherwell's parish/town council boundary review.

In preparing the Bodicote Neighbourhood Plan, the Parish Council are advised to refer to the guidance contained in OCC's Neighbourhood Planning toolkit:

<https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/planning/planningpolicy/neighbourhoodplanning/NeighbourhoodPlanningToolkit.pdf>

The Parish Council may also find the following guidance useful:

Transport for New Developments; Transport assessments and Travel Plans (March 2014):

<https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/roadsandtransport/transportpoliciesandplans/newdevelopments/Transport%20assessments%20and%20travel%20plans.pdf>

Communities & Parish Guide to Biodiversity

<https://www.oxfordshire.gov.uk/cms/content/my-community>

Biodiversity & Planning Guide:

<https://www.oxfordshire.gov.uk/cms/content/planning-and-biodiversity>

**Officer's Name: David Flavin**

**Officer's Title: Senior Planning Officer**

**Date: 16 December 2015**

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# Banbury Town Council

Mark Recchia MA FCIS FILCM  
Town Clerk



Town Hall  
Bridge Street  
Banbury  
OX16 5QB

Tel: 01295 250340  
Fax: 01295 250820

Our Ref: MC/Bodicote NP 10/12/2015  
Your Ref:  
Please ask for: Matthew Coyne  
Email: [matthew.coyne@banbury.gov.uk](mailto:matthew.coyne@banbury.gov.uk)

Date: 10/12/2015

Dear Shukri,

## Neighbourhood Area Application – Bodicote Parish, Cherwell District, Oxfordshire

Banbury Town Council supports Bodicote Parish Council in their pursuit of a Neighbourhood Plan. However, Banbury Town Council strongly objects to their proposed designation of the Bodicote Parish Neighbourhood Area.

Bodicote Parish Council has submitted their plans for a Neighbourhood Area based on the current parish boundaries. However, the Cherwell (Electoral Changes) Order 2015, to implement recommendations made by the Local Government Boundary Commission for England (LGBCE) for new boundaries in Cherwell, was made on 5 November 2015 and was published in November 2015. This means that the new electoral arrangements for Cherwell, including consequential changes to parish boundaries, have successfully completed a 40 day period of Parliamentary scrutiny and will come into force at the local elections in 2016.

Bodicote Parish Council have inadvertently taken responsibility for planning part of Banbury, including Longford Park which has long been intended to be in Banbury, as an urban extension. Banbury Town Council has been informed that proposed Neighbourhood Areas do not automatically flex with changed ward boundaries, and as such, Banbury Town Council would have to object to this application.

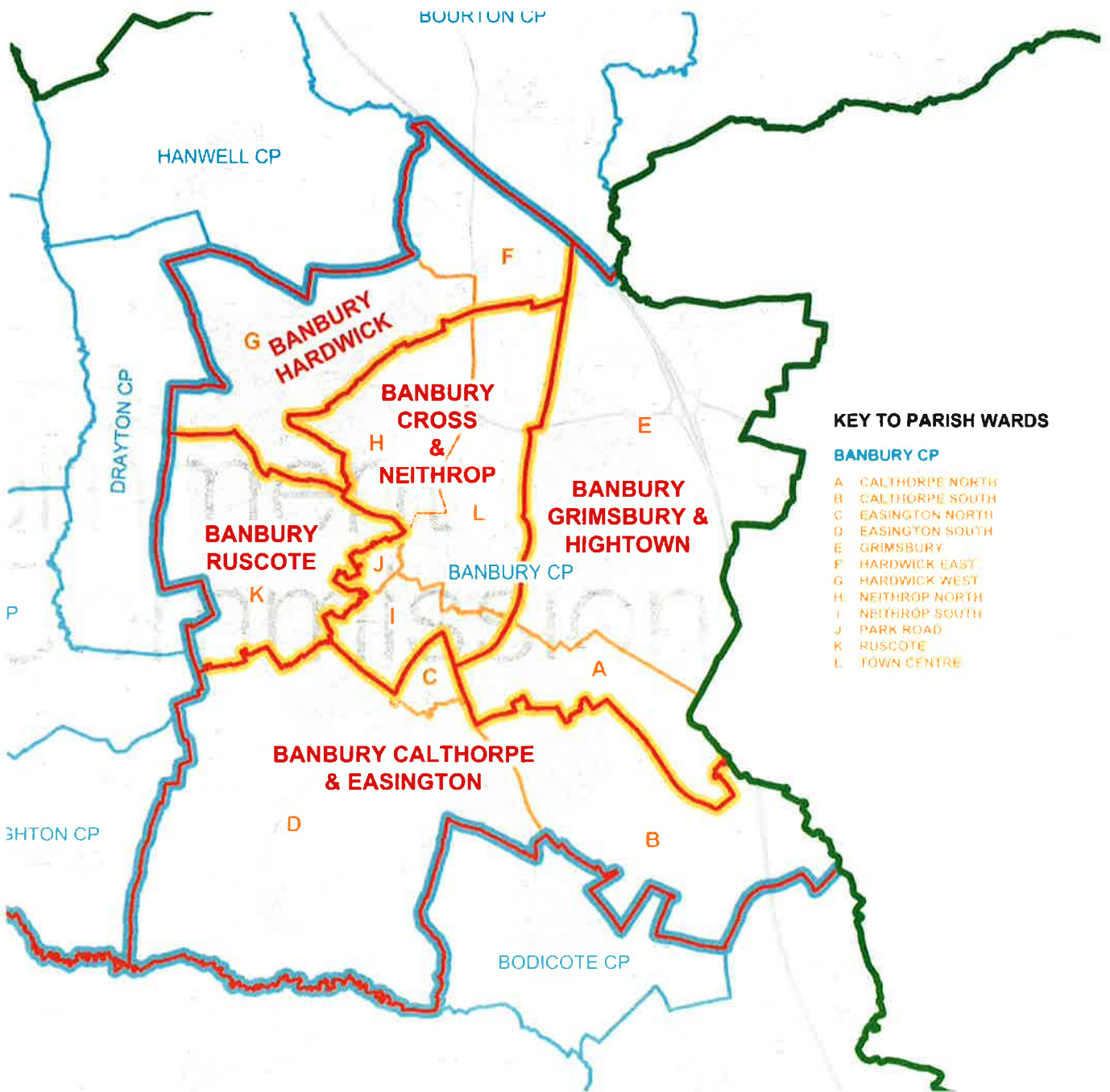
Banbury Town Council would suggest that Bodicote Parish Council reconsider their designation of their Neighbourhood Area and keep it in line with the new parish boundaries and urge Cherwell District Council to refuse this application based on the reasons stated in this letter.

Yours sincerely,

A large black rectangular redaction box covering the signature area.

PP. Matthew Coyne BA (Hons), MSc, PGDip  
Planning & Administration Officer

**THE LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND**  
**ELECTORAL REVIEW OF CHERWELL**  
**Final recommendations for ward boundaries in the district of Cherwell May 2015**  
**Sheet 1 of 1**



Planning  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury  
OX15 4AA

(Representations submitted by email to [planning.policy@cherwell-dc.gov.uk](mailto:planning.policy@cherwell-dc.gov.uk))

15<sup>th</sup> December 2015

**Re: Bodicote Neighbourhood Development Plan – Application for Neighbourhood Area Designation**

Dear Sirs,

Gladman Developments Ltd (Gladman) specialise in the promotion of strategic land for residential development with associated community infrastructure. This letter provides Gladmans' representations on the application made by Bodicote Parish Council for the designation of a Neighbourhood Area, for the purposes of preparing a Neighbourhood Development Plan.

At this stage Gladman have no specific comments to make on the application for the Neighbourhood Area designation. However, as the first formal stage of preparing a Neighbourhood Plan, Gladman would like to take the opportunity to comment on the Bodicote Neighbourhood Area application to highlight a number of key requirements to which the development of the emerging Neighbourhood Plan should have regard. Gladman wish to participate in the Neighbourhood Plan's preparation and to be notified of further developments and consultations in this regard.

Neighbourhood Plans - Guidance and Legislation

The National Planning Policy Framework (The Framework) sets out the Government's planning policies for England and how these are expected to be applied. In doing so it sets out requirements for the preparation of neighbourhood plans and the role these should take in setting out policies for the local area. The requirements set out in the Framework have now been supplemented by the guidance contained in the Neighbourhood Planning chapter of the PPG.

Paragraph 16 of the Framework sets out the positive role that Neighbourhood Plans should play in meeting the development needs of the local area. Its states that:

*"The application of the Presumption (In Favour of Sustainable Development, set out in paragraph 14 of Framework) will have implications for how communities engage in neighbourhood planning. Critically it will mean that neighbourhoods should:*

- Develop plans that support the strategic development needs set out in Local Plans, including policies for housing and economic development;*
- Plan positively to support local development, shaping and directing development in their area that is outside of the strategic elements of the Local Plan"*

Further guidance on the relationship between Neighbourhood Plans and strategic policies for the wider area set out in a Council's Local Plan is included in paragraph 184 of the Framework:

*"The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood Plans must be in general conformity with the strategic policies of the Local Plan. To facilitate this, local planning authorities should set out clearly their strategic policies for the area and ensure that an up-to-date plan is in place as quickly as possible. Neighbourhood Plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhood Plans...should not promote less development than set out in the Local Plan or undermine its strategic policies".*

Before a Neighbourhood Plan can proceed to referendum it must be tested against the Neighbourhood Plan Basic Conditions, set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 and further detailed in paragraph 065 of the Neighbourhood Plan PPG. These Basic Conditions are:

- a) Having regard to national policies and advice contained in guidance issued by the Secretary of State it is appropriate to make the neighbourhood plan*
- b) Having special regard to the desirability of preserving any listed building or its setting or any features of special architectural or historic interest that it possesses, it is appropriate to make the order*
- c) Having special regard to the desirability of preserving or enhancing the character or appearance of any conservation area, it is appropriate to make the order*
- d) The making of the neighbourhood plan contributes to the achievement of sustainable development*
- e) The making of the neighbourhood plan is in general conformity with the strategic policies contained within the development plan for the area of the authority*
- f) The making of the neighbourhood plan does not breach, and is otherwise compatible with, EU obligations*
- g) Prescribed conditions are met in relation to the plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood plan*

If a Neighbourhood Plan is not developed in accordance with the Neighbourhood Plan Basic Conditions there is a real risk that it will fail when it reaches Independent Examination.

#### Relationship with Local Plans

To meet the requirements of the Framework and the Neighbourhood Plan Basic Conditions, Neighbourhood Plans should be prepared to conform to up-to-date strategic policy requirements set out in Local Plans. Where an up-to-date Local Plan has been adopted and is in place for the wider authority

area, it is the strategic policy requirements set out in this document that a Neighbourhood Plan should seek to support and meet.

Gladman note that the Cherwell Local Plan Part 1 was formally adopted by Cherwell District Council on 20<sup>th</sup> July 2015. This plan provides the overarching planning policy framework for Cherwell for the period to 2031. The Bodicote Neighbourhood Plan must be consistent with the strategic policies contained in the adopted version of the Cherwell Local Plan.

Gladman note Policy Banbury 17: South of Salt Way East allocates land to deliver a new neighbourhood of up to 1,345 dwellings with associated facilities and infrastructure as part of south west Banbury. The Neighbourhood Plan should therefore be consistent with Policy 17 and should not set out any prescriptive requirements or unsubstantiated policy burdens which may affect the delivery of this scheme.

### Neighbourhood Plan Policies and Proposals

In accordance with the Neighbourhood Plan Basic Conditions, Neighbourhood Plan policies should align with the requirements of the Framework and the wider strategic policies for the area set out in the Council's Local Plan. Neighbourhood Plans should provide a policy framework that complements and supports the requirements set out in these higher-order documents, setting out further, locally-specific requirements that will be applied to development proposals coming forward.

The Framework is clear that Neighbourhood Plans cannot introduce policies and proposals that would prevent development from going ahead. They are required to plan positively for new development, enabling sufficient growth to take place to meet the strategic development needs for the area. Policies that are clearly worded or intended to place an unjustified constraint on further sustainable development taking place would not be consistent with the requirements of the Framework or meet the Neighbourhood Plan Basic Conditions.

Communities should not seek to include policies in Neighbourhood Plans that have no planning basis or are inconsistent with national and local policy obligations. Proposals should be appropriately justified by the findings of a supporting evidence base and must be sufficiently clear to be capable of being interpreted by applicants and decision makers. Policies and proposals should be designed to add value to policies set out in Local Plan and national guidance, as opposed to replicating their requirements. The community should liaise with the Council's planning team to seek advice on the appropriateness of the Neighbourhood Plan's proposals.

### Sustainability Appraisal/Strategic Environmental Assessment

The preparation of a Neighbourhood Plan may fall under the scope of the Environmental Assessment of Plans and Programmes Regulations 2004 (SEA Regulations) that require a Strategic Environmental Assessment (SEA) to be undertaken where a Plan's proposals would be likely to have significant environmental effects. The requirement to undertake an SEA will be dependent on a Neighbourhood Plan's proposals, but is likely to be necessary where a Plan is proposing specific allocations or site designations.

In accordance with Schedule 1 of the SEA Regulations, a Screening Assessment of a Neighbourhood Plan's proposals should be completed to assess whether an SEA must be prepared. Where an SEA is required this should be commenced at the earliest opportunity, alongside the preparation of the emerging Neighbourhood Plan, to ensure the Neighbourhood Plan's proposals have been properly considered through the SEA process, and appropriately justified against other reasonable alternatives.



Where an adequate SEA has not been undertaken a Neighbourhood Plan is unlikely to meet the Neighbourhood Plan Basic Conditions.

Although Neighbourhood Plans do not require a Sustainability Appraisal (SA) of their proposals, preparing an SA can help to show how a Neighbourhood Plan will contribute to the achievement of sustainable development, a Neighbourhood Plan Basic Condition. Where an SEA is required, extending this assessment to the preparation of an SA is unlikely to require significant additional input.

The Council's planning team will be able to advise on the likely need for an SEA of the Neighbourhood Plan's proposals. To be compatible with EU obligations, further appraisals, such as a Habitats Regulations Assessment, may also be required depending on local circumstances.

#### Site Submission – West of White Post Lane, Banbury

As the Parish Council will be aware Gladman have land interests in Banbury at land at White Post Lane. This site falls within the proposed Bodicote Neighbourhood Area. Gladman have submitted a planning application to Cherwell District Council for up to 280 dwellings (including 30% affordable housing), structural planting, landscaping, and informal public open space (reference: 15/01326/OUT). The application was validated on 14<sup>th</sup> July 2015 and is yet to be determined. A site location is contained in appendix 1.

The site comprises three agricultural fields with a number of mature trees and hedgerows which denote the boundaries of each of the fields. The site is well contained, the eastern edge of the site is bound by White Post Road, with the south-eastern boundaries being formed around Banbury Cricket Club. The southern boundary is defined by Wykeham Lane. The northern boundary abuts existing residential development on Sycamore Drive. The western boundary is defined by a hedgerow interspersed with a number of mature trees.

The application site forms part of the Banbury 17 allocation to the west of White Post Lane. Gladman have developed extensive evidence to support the planning application which demonstrates that the site complies with the provisions set out in Policy Banbury 17.

Gladman consider that the site will bring real benefits to the local area to support the creation of a mixed community whilst assisting Cherwell District Council in delivering its objectively assessed housing needs. The proposed development advocates the three principles of sustainable development and will provide numerous benefits to existing and future residents. These include;

- Delivering market housing to meet an identified need, in an area where there has been historical under-delivering;
- The application proposals would deliver 30% affordable housing.
- The site will deliver an extensive network of public open space comprising of a variety of elements totalling 45.5%. This will benefit existing community residents and future generations.
- The site is in both walking and cycling distance to numerous services and facilities within the settlement.
- New Homes Bonus of £2.1m and the wider economic benefits associated with construction and job creation.
- Ecological benefits through the protection and enhancement of existing wildlife corridors and the provision of new green infrastructure with the development.

I hope you have found this letter to be constructive. Should you have any queries in relation to our response please do not hesitate to contact us.

Yours faithfully

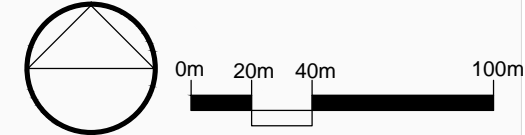
John Fleming

Gladman Developments Ltd

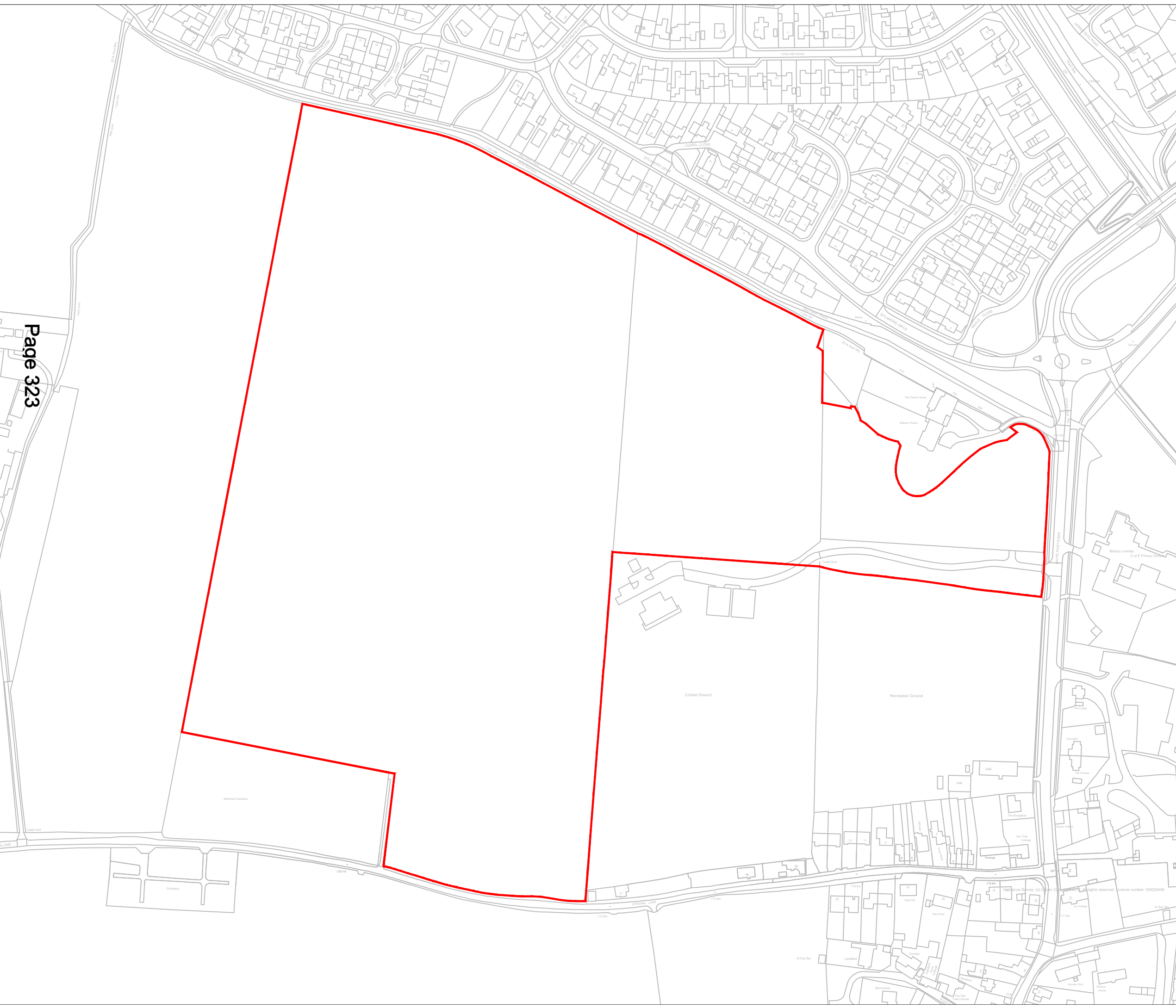
NOTES:  
 Based upon the Ordnance Survey map with permission of The Controller of Her Majesty's Stationery Office. © Crown Copyright.  
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 Licence 100045345

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No Dimensions to be scaled from this drawing.



KEY:  
 Site Boundary



Page 323

REV	DATE	NOTE	DRAWN	CHK'D
REVISIONS				

**aspect landscape planning**

TITLE  
**White Post Road, Banbury  
 Location Plan**

CLIENT  
**Gladman Developments Ltd**

SCALE 1:2500@A3	DATE JUN 2015	DRAWN SLB
DRAWING NUMBER 5713/ ASP01		REVISION

Our ref:  
Your ref:

David Abbott  
2nd Floor  
Woodlands  
Manton Lane  
Bedford MK41 7LW

Bodicote House  
Bodicote  
Banbury  
Oxfordshire  
OX15 4AA

Direct Line: 01234 796221

25 November 2015

Dear Sir/Madam

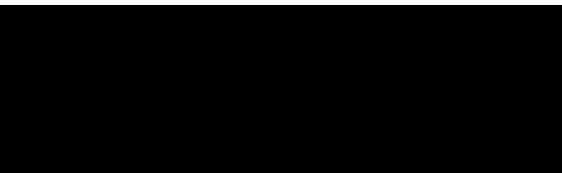
**RE: Neighbourhood Area Application – Bodicote Parish, Cherwell District, Oxfordshire**

Thank you for consulting us on your plan received on the 17 November 2015.

Highways England has reviewed the neighbourhood plan and has no comments to make at this time.

We look forward to continuing to work with you as your plan develops.

Yours faithfully,



David Abbott  
NDD East Asset Development  
Email: david.abbott@highwaysengland.co.uk

Date: 03 December 2015  
Our ref: 171719



Public Protection & Development Management  
Cherwell District Council  
Bodicote House  
Bodicote  
Banbury  
Oxfordshire  
OX15 4AA

Hornbeam House  
Crewe Business Park  
Electra Way  
Crewe  
Cheshire  
CW1 6JC

T 0300 060 3900

**BY EMAIL ONLY**

Dear Sir/Madam,

**Neighbourhood Area Application – Bodicote Parish, Cherwell District, Oxfordshire**

Thank you for notifying Natural England of/requesting information in respect of your Neighbourhood Planning Area dated 17/11/2015

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Natural England is a statutory consultee in neighbourhood planning. We must be consulted on draft Neighbourhood Development Plans where the Town/Parish Council or Neighbourhood Forum considers our interests would be affected by the proposals. We must be consulted on draft Neighbourhood Development Orders and Community Right to Build Orders where proposals are likely to affect a Site of Special Scientific Interest or 20 hectares or more of Best and Most Versatile agricultural land. We must also be consulted on Strategic Environmental Assessments, Habitats Regulations Assessment screening and Environmental Impact Assessments, where these are required. Your local planning authority will be able to advise you further on environmental requirements.

The following is offered as general advice which may be of use in the preparation of your plan.

Natural England, together with the Environment Agency, English Heritage and Forestry Commission has published joint advice on neighbourhood planning which sets out sources of environmental information and ideas on incorporating the environment into plans and development proposals. This is available at: <https://www.gov.uk/consulting-on-neighbourhood-plans-and-development-orders>

Local environmental record centres hold a range of information on the natural environment. A list of local records centre is available at: <http://www.nbn-nfbr.org.uk/nfbr.php>

Protected landscapes

If your neighbourhood planning area is within or adjacent to a National Park or Area of Outstanding Natural Beauty (AONB), we advise that you take account of the relevant National Park/AONB Management Plan for the area. For Areas of Outstanding Natural Beauty, you should seek the views of the AONB Partnership.

National Character Areas (NCAs) divide England into 159 distinct natural areas. Each is defined by a unique combination of landscape, biodiversity, geodiversity and cultural and economic activity. Their boundaries follow natural lines in the landscape rather than administrative boundaries, making them a good decision making framework for the natural environment.

<http://www.naturalengland.org.uk/publications/nca/default.aspx>

#### Protected species

You should consider whether your plan or proposal has any impacts on protected species. To help you do this, Natural England has produced standing advice to help understand the impact of particular developments on protected or Biodiversity Action Plan species should they be identified as an issue. The standing advice also sets out when, following receipt of survey information, you should undertake further consultation with Natural England.

[Natural England Standing Advice](#)

#### Local Wildlife Sites

You should consider whether your plan or proposal has any impacts on local wildlife sites, eg Site of Nature Conservation Importance (SNCI) or Local Nature Reserve (LNR) or whether opportunities exist for enhancing such sites. If it appears there could be negative impacts then you should ensure you have sufficient information to fully understand the nature of the impacts of the proposal on the local wildlife site.

#### Best Most Versatile Agricultural Land

Soil is a finite resource that fulfils many important functions and services (ecosystem services) for society, for example as a growing medium for food, timber and other crops, as a store for carbon and water, as a reservoir of biodiversity and as a buffer against pollution. It is therefore important that the soil resources are protected and used sustainably. Paragraph 112 of the National Planning Policy Framework states that:

*'Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.'*

General mapped information on soil types is available as 'Soilscapes' on the [www.magic.gov.uk](http://www.magic.gov.uk) and also from the LandIS website; <http://www.landis.org.uk/index.cfm> which contains more information about obtaining soil data.

#### Opportunities for enhancing the natural environment

Neighbourhood plans and proposals may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment, use natural resources more sustainably and bring benefits for the local community, for example through green space provision and access to and contact with nature.

Opportunities to incorporate features into new build or retro fitted buildings which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes should also be considered as part of any new development proposal.

Should the proposal be amended in a way which significantly affects its impact on the natural environment then, in accordance with Section 4 of the Natural Environment and Rural Communities Act 2006, Natural England should be consulted again at [consultations@naturalengland.org.uk](mailto:consultations@naturalengland.org.uk)

We really value your feedback to help us improve the service we offer. We have attached a feedback form to this letter and welcome any comments you might have about our service.

Yours faithfully



James Hughes  
Consultations Team

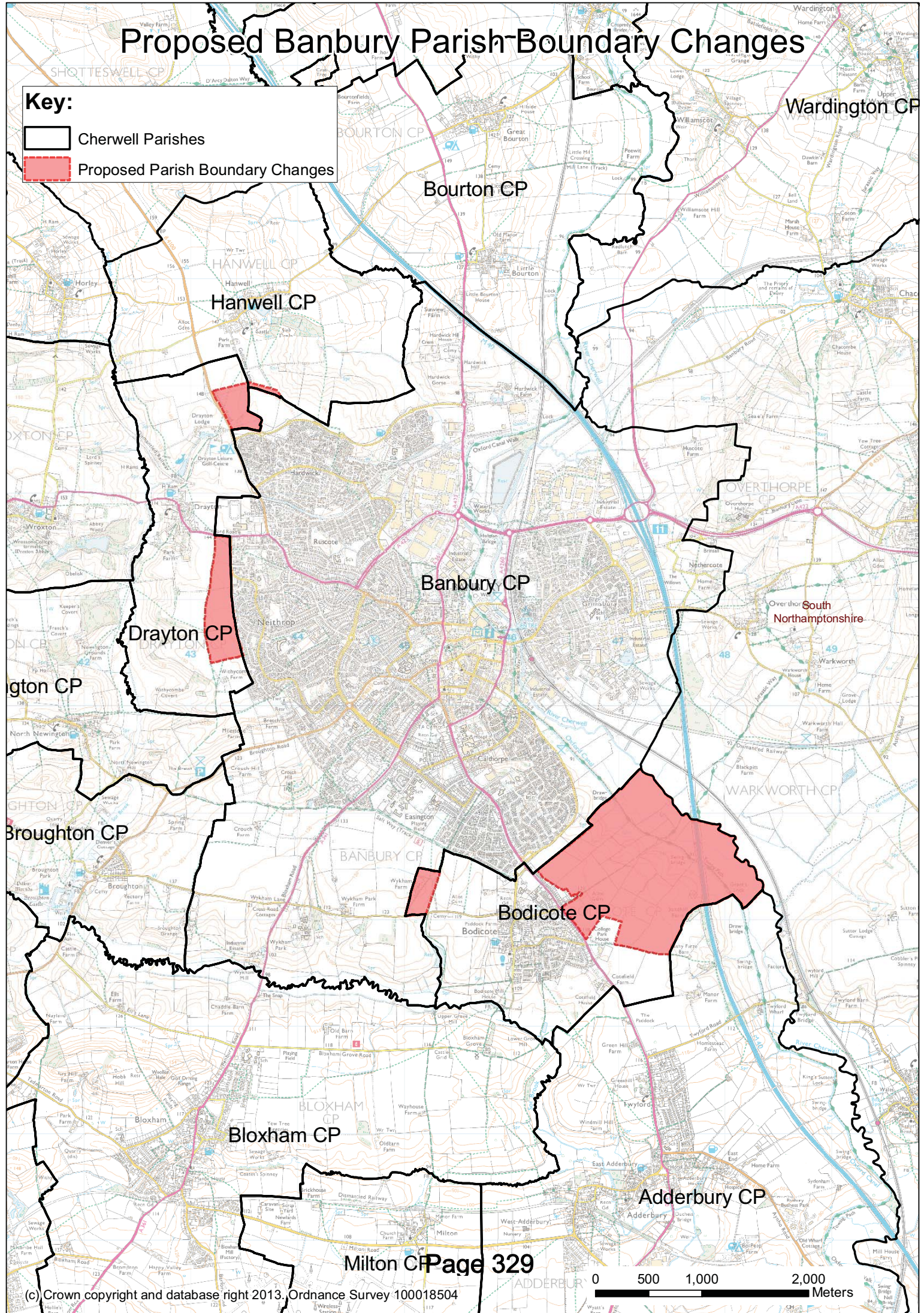
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# Proposed Banbury Parish-Boundary Changes

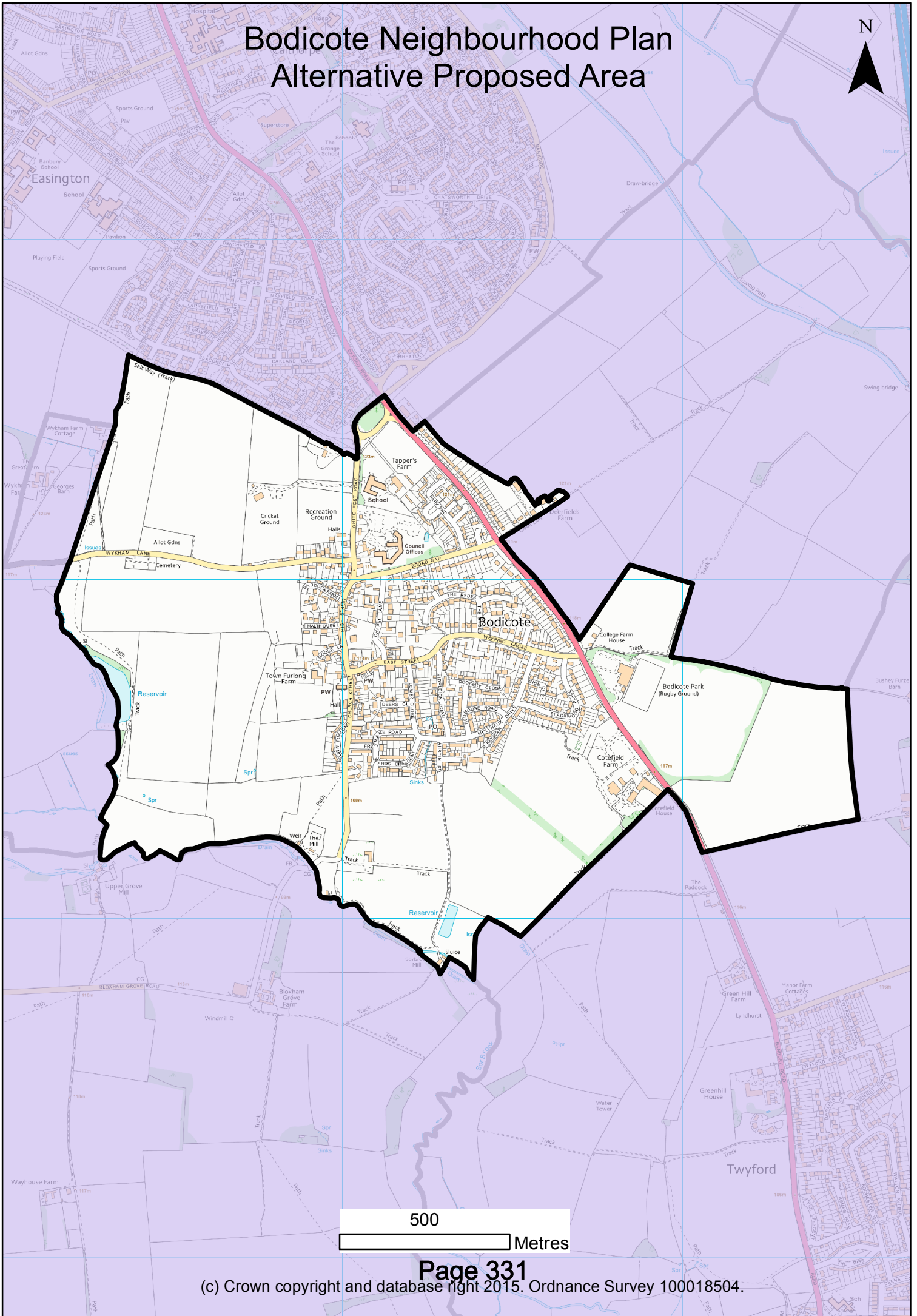
**Key:**

-  Cherwell Parishes
-  Proposed Parish Boundary Changes



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# Bodicote Neighbourhood Plan Alternative Proposed Area



500  
Metres

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## Cherwell District Council

### Executive

4 January 2016

<b>Graven Hill and Local Housing Companies – Appointment of Shareholder Representative</b>
--

### Report of Head of Law and Governance

This report is public

#### Purpose of report

To confirm the appointment of two of the statutory officers to act as the formal representatives of the Council's shareholding interests in the Graven Hill companies and the proposed local housing company.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve the appointment of the section 151 officer, and the monitoring officer in the absence of the section 151 officer, as the authorised representatives of the Council's shareholding interests in Graven Hill Village Holdings Company Limited, Graven Hill Village Development Company Limited and the proposed local housing company.
- 1.2 To delegate authority to the section 151 officer, and the monitoring officer in the absence of the section 151 officer, to take all necessary shareholder action and to exercise all necessary shareholder discretion in relation to the three said companies in consultation with the Lead Member for Financial Management.
- 1.3 To require that all future business cases for proposed council companies that are submitted as part of the approved confederation approach include a recommendation as to the most appropriate officer shareholder representative.

#### 2.0 Introduction

- 2.1 In 2014 the Graven Hill Village Holdings Company Limited (wholly owned by the Council) and the Graven Hill Village Development Company Limited (owned 99% by the Holdings Company and 1% by the Council) were incorporated and both companies are now fully active.

- 2.2 At its October 2015 meeting full council approved the incorporation of a local housing company as a community benefit society.
- 2.3 It is necessary to appoint, and vest appropriate authority in, council officers to represent the shareholder interests of the Council in all three companies. This will enable the council to act in its full capacity as a shareholder where necessary, be it in formal general meetings or otherwise.
- 2.4 As further proposals for new corporate structures come forward to members for consideration as part of the approved confederation approach to the commissioning and delivery of services it is recommended that individual business cases include specific recommendations as to the appropriate officer or officers to act in the capacity as shareholder on behalf of the Council. ,

### **3.0 Report Details**

- 3.1 The Council owns all of the shares in Graven Hill Village Holdings Company Limited and one share in Graven Hill Village Development Company Limited. It will also be a shareholder in the proposed local housing company.
- 3.2 Although most strategic and operational decisions to be taken by the companies will be a matter for the appointed board of directors, there will be a need for some decisions to be taken by the shareholders from time to time e.g. any decision to amend the Articles of Association of a company. As private companies it is possible for a shareholder's decision to be taken either as part of a formally convened general meeting or via a written resolution outside the confines of a formal meeting. Where there is a sole shareholder as with Graven Hill Village Holdings Company Limited a shareholder decision can simply be taken as if it had been taken in a formally convened meeting by the authorised representative.
- 3.3 Clearly there needs to be an appointed representative of the Council as shareholder so that shareholder decisions can be taken effectively and reliably. In the case of all three companies, given the Council's anticipated financial stake in each of them, whether directly or indirectly, it is recommended that the appropriate officer to perform this role is the statutory officer with overall responsibility for safeguarding the Council's finances i.e. the s151 officer. In the event that this officer is absent and unable to act in the role the appropriate substitute is the statutory officer responsible for safeguarding the Council's legal position i.e. the monitoring officer. Both statutory roles are likely to remain as part of the core council function going forward into the proposed confederation model so clear separation of function from the companies is clearly established. Formal delegation of authority is also necessary as set out in recommendation 1.2 above and it is suggested that such authority is exercised in consultation with the Lead Member for Financial Management.
- 3.4 While the above situation may well pertain for a number of other corporate entities that are likely to come forward for consideration as part of the approved confederation model, each company will need to be considered individually. To ensure that this aspect is captured prior to each company's incorporation it is recommended that Executive requires all future business cases for council

companies to include a clear recommendation as to the appropriate officer(s) to represent the council as shareholder.

## **4.0 Conclusion and Reasons for Recommendations**

4.1 It is necessary to appoint appropriate officer representatives to take decisions on the Council's behalf as shareholder in each the three companies. Given the nature of the Council's anticipated financial interest in each of them it is recommended that the most appropriate officer to fill this role is the statutory officer with responsibility for safeguarding the Council's finances with the statutory officer responsible for ensuring the Council acts lawfully as a substitute in absence.

## **5.0 Consultation**

5.1 None.

## **6.0 Alternative Options and Reasons for Rejection**

6.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Not to appoint an authorised shareholder representative for each of the companies. This is rejected as the council's shareholder interests need to be adequately protected and the companies' cannot function long term without the facility to taker shareholder decisions effectively.

Option 2: To appoint alternative authorised officers to those recommended. This is rejected as the two statutory officers are considered to be the most appropriate for the reasons set out in the report above.

## **7.0 Implications**

### **Financial and Resource Implications**

7.1 There are no direct finance implications from the report. However it is important that the Council's financial interests are considered and protected when taking shareholder decisions hence the recommendation that the s151 officer is the most appropriate lead officer for this purpose.

Comments checked by:

Martin Henry, Director of Resources 0300 0030102  
martin.henry@cherwellandsouthnorthants.gov.uk

### **Legal Implications**

7.2 It is necessary for shareholder decisions to be taken on behalf of the Council from time to time otherwise the companies cannot operate effectively..

Comments checked by:  
Kevin Lane, Head of Law and Governance, 0300 0030107  
kevin.lane@cherwellandsouthnorthants.gov.uk

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met:** No

**Community Impact Threshold Met:** No

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

Sound budgets and customer-focused council

### Lead Councillor

Councillor Barry Wood, Leader of the Council.

### Document Information

Appendix No	Title
None	
Background Papers	
None	
Report Author	Kevin Lane, Head of Law and Governance
Contact Information	0300 0030107 kevin.lane@cherwellandsouthnorthants.gov.uk



## Cherwell District Council

### Executive

4 January 2016

#### Asset Management Strategy Action Plan Update

#### Report of Head of Regeneration and Housing

This report is public

Appendices 1 and 2 are exempt from publication by virtue of paragraph 3 of Schedule 12A to the Local Government Act 1972

#### Purpose of report

To update the Executive on the progress of the priority actions arising from the Asset Management Strategy Review as reported in December 2014 and as part of the 2015/16 budget process.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To note the updates on the priority actions arising from the Asset Management Plan set out in exempt Appendix 1 and to approve the recommendations set out therein.
- 1.2 To note the further progress associated with re developing The Hill Youth and Community Centre and note the full capital cost to complete the replacement of the current facility indicated in the exempt Appendix 1.
- 1.3 To note the Expression of Interest made to Sport England and the Lottery Fund to support the redevelopment of the Hill Youth and Community Centre, details of which are contained in the exempt Appendix 1.
- 1.4 To note and approve the latest position in respect of the Bolton Road car park facility, and the revised financial position contained in the exempt Appendix 1.
- 1.5 To support the necessary work through the Accommodation Asset Strategy Board to conclude an investment and disposal strategy for core and noncore assets to enable the Executive to consider and approve the Strategy by April 2016 with the costs associated with completing this work to be met from the approved additional resources of £100K available to deliver action plan objectives.

## **2.0 Introduction**

2.1 At the December 2014 Executive it was agreed that the following would be priority actions arising out of the Asset Review & Strategy work.

- 1) Asset Strategy Resource Plan
- 2) Operational Offices Plan
- 3) Car Parks Plan
- 4) Community Buildings Plan including the proposals for The Hill as per the 2015/16 capital budget proposals.

2.2 Action plans and revenue funding were allocated to each of these focus areas and project teams were established to deliver outcomes. This report will provide an update on the work to date.

## **3.0 Report details**

3.1 Exempt Appendix 1 contains an overview of each of the focus areas together with an indication of timescales, additional funding required and approvals needed.

3.2 The Accommodation Asset Strategy Board provides a forum for debate and discussion about property matters. The Board comprises the Lead Members for Finance and Estates/Economy. The officer support is made up of representatives of Estates, Regeneration, Housing, Finance, and Bicester. The board is monitoring the actions and priorities arising out of the Asset Strategy.

3.3 A detailed action / resource plan is being monitored and will be presented to the Executive as part of the 2016/17 budget process.

3.4 Any use of specialist consultants will be subject to demonstrating VFM and will be subject to the Council's procurement process.

## **4.0 Conclusion and Reasons for Recommendations**

4.1 It is important that adequate resource and specialist reviews are being undertaken in order to inform the work programme, capital programme and current strategic development projects.

## **5.0 Consultation**

- Banbury Developments Board (priority focus 2 and 3)
- Bolton Road Project Team (priority focus 3)
- Community Centre Project Team (priority focus 4)
- The Hill Project Team (priority focus 4).

## **6.0 Alternative Options and Reasons for Rejection**

6.1 There is an option not to consider this update and identified financial outcomes. This is not recommended as a number of priority actions require resource updates

now as they will impact on other Council projects and priorities when the 2016/17 budget priorities are subsequently considered.

## 7.0 Implications

### Financial and Resource Implications

- 7.1 There is no requirement to provide further funding for priority actions detailed in exempt Appendix 1.
- 7.2 This expenditure can be met from earmarked reserves and existing capital budgets. Any further capital or revenue expenditure will need to be considered as part of a future budget process.
- 7.3 The review of core and noncore assets, and the production of a new Investment and Disposals strategy, will create new capital receipt opportunities, which in turn will provide new capital resources for investment. Executive will receive recommendations in April 2016.

Comments checked by:

Paul Sutton, Head of Finance and Procurement,  
0300 0030106, [paul.sutton@cherwellandsouthnorthants.gov.uk](mailto:paul.sutton@cherwellandsouthnorthants.gov.uk)

### Legal Implications

- 7.4 There are no legal implications as a result of this report. The legal team will be involved as required in ensuring that any actions are implemented in a lawful way and subject to appropriate contractual terms in the interests of the Council as necessary

Comments checked by:

Kevin Lane, Head of Law and Governance  
0300 0030107, [kevin.lane@cherwellandsouthnorthants.gov.uk](mailto:kevin.lane@cherwellandsouthnorthants.gov.uk)

### Risk Implications

- 7.5 There are no direct risks as a result of this report. In preparing a comprehensive action list for implementing the Asset Management Strategy a risk and mitigation register will be compiled and monitored.

Comments checked by:

Paul Sutton, Head of Finance and Procurement,  
0300 0030106, [paul.sutton@cherwellandsouthnorthants.gov.uk](mailto:paul.sutton@cherwellandsouthnorthants.gov.uk)

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met:** Yes

**Community Impact Threshold Met:** Yes

## Wards Affected

All

## Links to Corporate Plan and Policy Framework

Most people use public assets, such as council buildings, leisure centres, car parks and community facilities. They help shape the character of local areas and influence the quality of life for local people. They make an important contribution to local priorities. This proposal will enable the Council to deliver its vision for asset management which will meet the objectives of all of the Council's Strategic Objectives:

- District of Opportunity
- Thriving Communities
- Safe, Green and Clean
- Sound Budgets and Customer Focused Council

## Lead Member

Councillor Norman Bolster, Lead Member for Estates and the Economy

## Document Information

Appendix No	Title
1	Update on priority actions (exempt)
2	Sport England Expression of Interest (EOI) (exempt)
Background Papers	
None	
Report Author	Chris Stratford, Head of Regeneration and Housing
Contact Information	Chris Stratford, Head of Regeneration and Housing <a href="mailto:Chris.stratford@cherwellandsouthnorthants.gov.uk">Chris.stratford@cherwellandsouthnorthants.gov.uk</a> 0300 003 0111

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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