Public Document Pack

Cherwell District Council

Council

Minutes of a meeting of the Council held at Bodicote House, Bodicote, Banbury, OX15 4AA, on 19 December 2016 at 6.30 pm

Present: Councillor Chris Heath (Chairman)
                Councillor Maurice Billington (Vice-Chairman)

                Councillor David Anderson
                Councillor Ken Atack
                Councillor Hannah Banfield
                Councillor Andrew Beere
                Councillor Mike Bishop
                Councillor Hugo Brown
                Councillor Mark Cherry
                Councillor Colin Clarke
                Councillor Ian Corkin
                Councillor Surinder Dhesi
                Councillor John Donaldson
                Councillor Sean Gaul
                Councillor Timothy Hallchurch MBE
                Councillor Simon Holland
                Councillor David Hughes
                Councillor Shaida Hussain
                Councillor Tony Ilott
                Councillor Mike Kerford-Byrnes
                Councillor Jolanta Lis
                Councillor James Macnamara
                Councillor Kieron Mallon
                Councillor Nicholas Mawer
                Councillor Andrew McHugh
                Councillor Alastair Milne-Home
                Councillor Nigel Morris
                Councillor Richard Mould
                Councillor Lynn Pratt
                Councillor Neil Prestidge
                Councillor G A Reynolds
                Councillor Sandra Rhodes
                Councillor Barry Richards
                Councillor Dan Sames
                Councillor Les Sibley
                Councillor Nicholas Turner
                Councillor Douglas Webb
                Councillor Bryn Williams
                Councillor Barry Wood
                Councillor Sean Woodcock

Apologies   Councillor Claire Bell
for   Councillor Nick Cotter

absence: Councillor Carmen Griffiths
Councillor D M Pickford
Councillor Nigel Simpson
Councillor Jason Slaymaker
Councillor Tom Wallis

Officers: Sue Smith, Chief Executive
Scott Barnes, Director of Strategy and Commissioning
Karen Curtin, Commercial Director
Ian Davies, Director of Operational Delivery
Paul Sutton, Chief Finance Officer / Section 151 Officer
Kevin Lane, Head of Law and Governance / Monitoring Officer
Natasha Clark, Interim Democratic and Elections Manager

64   **Declarations of Interest**

There were no declarations of interest.

65   **Communications**

Former Councillor George Parish
The Chairman referred to former Cllr Parish who had sadly passed away on Saturday 26 November.

George served as a Labour member for the Banbury Ruscote ward between May 1990 and October 2012 when he stood down and was Chairman of Cherwell District Council for the municipal year 2010/11.George was also a Banbury Town councillor and served as Banbury Town Mayor in 1995 to 1996.

It was however probably his work outside of public office for which he was so well known. George was Chairman of the Keep the Horton General campaign leading the campaign against the downgrading of services at the Horton Hospital.

Councillor Woodcock, Leader of the Labour Group, Councillor Wood, Leader of the Council and Leader of the Conservative Group and a number of other members paid tribute to former Councillor Parish.

The meeting observed a period of silence.

Recording at meetings
The Chairman advised that 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.

Chairman's Engagements

The Chairman advised Council that a copy of the events attended by myself or the Vice-Chairman was published as supplement to the main agenda pack.

Post

The Chairman reminded Members to collect any post from pigeon holes. The last post of 2016 would be sent out this Friday and no further mail would be sent out until the first week of January.

66   **Petitions and Requests to Address the Meeting**

The Chairman advised Members that there no petition but one request to address the meeting had been received, from Mr John Broad, on agenda item 13, Re-adoption of Policy Bicester 13 of the Cherwell Local Plan 2011-2031 and he would be called to speak at the start of that item.

67   **Urgent Business**

There were no items of urgent business.

68   **Minutes of Council**

The minutes of the meeting held on 17 October 2016 and the special meeting held on 8 November 2016 were agreed as correct records and signed by the Chairman.

69   **Minutes**

a)   Minutes of the Executive, Lead Member Decisions and Executive Decisions made under Special Urgency

Resolved

That the minutes of the meeting of the Executive and Lead Member decisions as set out in the Minute Book be received and that it be noted that since the last meeting of Council to report that since the last meeting of Council on 17 October 2016, one decision has been taken by the Executive which was not included in the 28 day notice on the following item: Banbury Business Improvement District (BID)

b)   Minutes of Committees

Resolved

That the minutes of Committees as set out in the Minute Book be received.

70   **Questions**

a) Written Questions

The Chairman advised Council that one written question had been submitted with advance notice in accordance with the Constitution. The question was from Councillor Woodcock and addressed to the Lead Member for Estates and the Economy, Councillor Pratt, and was in relation to the Solihull Partnership. A written answer had been tabled at the meeting (annex to the Minutes as set out in the Minute Book).

By way of a supplementary question, Councillor Woodcock asked if the Lead Member for Estates and the Economy could confirm that there is a contract with penalty clauses in place with the Partnership.

In response, the Lead Member for Estates and the Economy advised that she would send a written response to Councillor Woodcock.

b) Questions to the Leader of the Council

Questions were asked and answers received on the following issues:

Councillor Beere: Clause 4 of Neighbourhood Planning Bill currently going through Parliament
Councillor Dhesi: leaves blocking drains
Councillor Banfield: Rough sleepers in Banbury
Councillor Hussain: Health inequalities in Oxfordshire, teenage drinking in Banbury, any plans to introduce recommendation, reinforce policy
Councillor Richards: Car parking
Councillor Cherry: Possibility for payment for collection of garden waste

c) Questions to Committee Chairmen on the minutes

There were no questions to Committee Chairman on the minutes of meetings.

71   **Motions**

a) Parking at the John Radcliffe (JR) Hospital in Oxford

It was moved by Councillor Mallon, and seconded by Councillor Woodcock, that the following motion be adopted:

"Council notes the recent media coverage and casework of Councillors concerning the pressures on parking at the John Radcliffe (JR) Hospital in Oxford. Council finds the present situation unacceptable and is dismayed at the knock-on effect this is having on those who need to visit the JR. Council further notes that these pressures have already been, and will be further exasperated by the centralisation of services from local hospitals, such as maternity services from the Horton Hospital in Banbury to the JR. Cherwell District Council demands that no further services are centralised from any local hospitals across the county due to the distressing parking circumstances. Council further calls on the County Council the Health Overview Scrutiny Committee and the Clinical Commissioning Group to take this into account in their deliberations and outcomes."

The motion was debated and subsequently agreed.

b) Oxfordshire Unitary Authority

It was moved by Councillor Wood, and seconded by Councillor Reynolds, that the following motion be adopted:

"This Council believes that Cherwell District Council has an excellent record of serving the residents of North Oxfordshire. The Council notes that Buckinghamshire County Council has written to the Secretary of State looking to dissolve Bucks Districts in favour of a County Unitary. The Council therefore RESOLVES to instruct the Chief Executive to write to the Secretary of State and the Permanent Secretary at DCLG making it clear that Cherwell District Council would not support a move to an Oxfordshire Unitary Council.

The letter can however indicate a willingness to consider a change in the status of the Oxfordshire Growth Board into a Combined Authority (with an elected Mayor if that is required by Government) so long as this can be linked to a meaningful "devolution deal" that has clear benefits for the District.

The letter should go on to detail the joint arrangements between Cherwell and South Northants, the benefits achieved, and the complexities and costs of unravelling them."

The motion was debated and subsequently agreed.

Resolved

(1)   That the following motion, relating to parking at the John Radcliffe (JR) Hospital in Oxford, be adopted:

"Council notes the recent media coverage and casework of Councillors concerning the pressures on parking at the John Radcliffe (JR) Hospital in Oxford. Council finds the present situation unacceptable and is dismayed at the knock-on effect this is having on those who need to visit the JR. Council further notes that these pressures have already been, and will be further exasperated by the centralisation of services from local hospitals, such as maternity services from the Horton Hospital in Banbury to the JR. Cherwell District Council demands that no further services are centralised from any local hospitals across the county due to the distressing parking circumstances. Council further calls on the County Council the Health Overview Scrutiny Committee and the Clinical Commissioning Group to take this into account in their deliberations and outcomes."

(2)   That the following motion, relating to an Oxfordshire Unitary Council, be adopted:

"This Council believes that Cherwell District Council has an excellent record of serving the residents of North Oxfordshire. The Council notes that Buckinghamshire County Council has written to the Secretary of State looking to dissolve Bucks Districts in favour of a County Unitary. The Council therefore RESOLVES to instruct the Chief Executive to

write to the Secretary of State and the Permanent Secretary at DCLG making it clear that Cherwell District Council would not support a move to an Oxfordshire Unitary Council.

The letter can however indicate a willingness to consider a change in the status of the Oxfordshire Growth Board into a Combined Authority (with an elected Mayor if that is required by Government) so long as this can be linked to a meaningful "devolution deal" that has clear benefits for the District.

The letter should go on to detail the joint arrangements between Cherwell and South Northants, the benefits achieved, and the complexities and costs of unravelling them."

72   **'Making'(Adoption) of the Bloxham Neighbourhood Plan**

The Head of Strategic Planning and the Economy submitted a report to propose the Council 'makes' (adopts) the Bloxham Neighbourhood Plan following a recommendation to make the Neighbourhood Plan by the Executive at its meeting on 5 December 2016.

Resolved

(1)   That the referendum result of the 3 November 2016 where 97% of those who voted were in favour of the Bloxham Neighbourhood Plan which is above the required 50% be noted.

(2)   That it be resolved that Cherwell District Council as the local planning authority 'make' the Bloxham Neighbourhood Plan so that it is part of the statutory Development Plan for the District.

(3)   That the issuing and publication of a decision statement stating that Cherwell District Council has resolved to make the Bloxham Neighbourhood Plan be approved.

(4)   That authorisation be given to the Head of Strategic Planning and the Economy for the correction of any spelling, grammatical or typographical errors, and the undertaking of any minor presentational improvements, prior to the Plan being published by Council.

73   **Adoption of the Banbury Vision and Masterplan Supplementary Planning Document (SPD)**

The Head of Strategic Planning and the Economy submitted a report which proposed the Council adopts the Banbury Vision & Masterplan Supplementary Planning Document (SPD) following a recommendation to adopt the Banbury Vision & Masterplan by the Executive at its meeting on 5 December 2016.

Resolved

(1) That the Banbury Vision and Masterplan (annex to the Minutes as set out in the Minute Book) be adopted.

(2) That the Head of Strategic Planning and the Economy be authorised to publish an Adoption Statement and if necessary to make any further minor changes to the Masterplan before it is published.

74 **Kidlington Framework Masterplan**

The Head of Strategic Planning and the Economy submitted a report to seek adoption of the Kidlington Framework Masterplan.

Resolved

(1) That the Kidlington Framework Masterplan (annex to the Minutes as set out in the Minute Book) be adopted as a Supplementary Planning Document in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 subject to any necessary minor and presentational changes authority for which is delegated to the Head of Strategic Planning and the Economy.

(2) That the Head of Strategic Planning and the Economy be authorised to publish an Adoption Statement.

75 **Re-adoption of Policy Bicester 13 of the Cherwell Local Plan 2011-2031**

Prior to consideration of the item, Mr John Broad, on behalf of the Save Gavray Meadows Campaign, addressed the meeting.

The Head of Strategic Planning and the Economy submitted a report to seek re-adoption of Policy Bicester 13 of the Cherwell Local Plan 2011-2031 in accordance with a Court Order and an associated addendum to the Local Plan Inspector's Report.

Resolved

(1) That the Court Judgment, Court Order and addendum to the Local Plan Inspector's report (annexes to the Minutes as set out in the Minute Book) be noted.

(2) That the Council adopts Policy Bicester 13 of the Cherwell Local Plan 2011-2031 (Part 1) (annex to the Minutes as set out in the Minute Book) in precise accordance with the addendum to the Local Plan Inspector's Report dated 18 May 2016 and the Court Order dated 19 February 2016 (annexes to the Minutes as set out in the Minute Book).

(3) That, upon adoption by the Council, Policy Bicester 13 be inserted as modified into the published Cherwell Local Plan 2011-2031 (Part 1).

76   **Council Tax Reduction Scheme 2017-2018 and Council Tax Discounts 2017-2018**

The Chief Finance Officer submitted a report to provide members with an update on the consultation process that has taken place on the proposals for a Council Tax Reduction Scheme for 2017-2018 and to seek approval for a Council Tax Reduction Scheme for the year 2017-2018 on the recommendation of the Executive and Budget Planning Committee.

The report also provided members with an update of Council Tax discounts and seek approval for the Council Tax discounts for the year 2017-18.

Resolved

(1)   That a Council Tax Reduction Scheme (CTRS) for the year 1 April 2017 to 31 March 2018 as set out in the annex to the Minutes (as set out in the Minute Book) be approved and implemented with effect from 1 April 2017.

(2)   That delegated authority be granted to the Section 151 Officer to make further amendments to the Council Tax Reduction Scheme Regulations up to and including 31 January 2017 in consultation with the Lead Member for Financial Management.

(3)   That, having given due consideration, the following level of Council Tax discounts for 2017-2018 be approved:
   • Retain the discount for second homes at zero
   • Retain the discount for empty homes (unoccupied and substantially unfurnished) at 25% for 6 months and thereafter at zero.
   • Retain the discount for empty homes undergoing major repair at 25% for 12 months and thereafter at zero.
   • Retain the empty homes premium of an additional 50% for properties that have remained empty for more than 2 years.

77   **Community Governance Review Update**

The Chief Executive submitted a report which provided an update on the Community Governance Review (CGR) to be undertaken and requested that an amended Terms of Reference document be approved.

Resolved

(1)   That the amended Terms of Reference for the Community Governance Review (annex to the Minutes as set out in the Minute Book) be approved.

(2)   That authority be delegated to the Chief Executive to amend the timetable for the Review, if required

78   **Calendar of Meetings 2017-2018 and Draft Calendar of Meetings 2018-2019**

The Head of Law and Governance submitted a report to consider the calendars of meetings for the municipal year 2017/18 and draft calendars for the municipal year 2018/19.

Resolved

(1)   That the calendar of meetings for Cherwell District Council (CDC) for the municipal year 2017/18 (annex to the Minutes as set out in the Minute Book) and the draft calendar of meetings for the municipal year 2018/19 (annex to the Minutes as set out in the Minute Book) be approved.

(2)   That, subject to similar agreement by South Northamptonshire Council, the joint committees calendar of meetings for the municipal year 2017/18 (annex to the Minutes as set out in the Minute Book) and the draft joint committees calendar of meetings for the municipal year 2018/19 (annex to the Minutes as set out in the Minute Book) be approved.

79   **Amendments to Committee Membership**

Council was asked to note amendment to Committee membership made by the Conservative Group.

Resolved

(1)   That the following amendments to Committee membership made by the Conservative Group be noted:

Joint Commissioning Committee
Remove Councillor Nicholas Turner, add Councillor Mike Kerford-Byrnes

Joint Councils Employee Engagement Committee
Remove Councillor Nicholas Turner, add Councillor Mike Kerford-Byrnes

80   **Exclusion of the Press and Public**

There being no questions on exempt minutes it was not necessary to exclude the press and public.

81   **Questions on Exempt Minutes**

There were no questions on exempt minutes.

The meeting ended at 9.15 pm

Chairman:

Date:

QUESTION TO FULL COUNCIL 19 DECEMBER 2016

'In January, The Solihull Partnership was recruited by this council to work on a number of capital projects within the district including some within my ward.

This deal, worth £2.2m, promised, to quote the recorded minutes from January's Budget Planning meeting; "more cost-effective property maintenance services and capital works by bulk tendering, reduced contract administration and procurement time and therefore delivered better value for money."

These minutes also state that "The Committee was advised that the Solihull Partnership had been procured to carry out interim capital works and was working with Cherwell District Council Property and Facilities Management to plan and complete these works by June 2016."

Will the Lead Member for Estates and Economy confirm how many of these projects were completed by that date, how many are still unfinished and what the total value of each of these is?'

RESPONSE

The deal approved in January 2016 was made up as follows:

Carry forward schemes from 2015/16 financial year totalled £969,000

New capital works projects for 2016/17 totalled £1.066m.

This gave a total net capital programme of £2.035m plus the management fee of 12% equates to a gross capital programme figure of **£2.249m.**

I can confirm that the amount of expenditure for schemes completed up to June 2016 that relates to the works programme brought forward from 2015/16 was £170,000 – representing 18% of the net programme.

I can confirm that the amount of expenditure for schemes completed up to June 2016 that relates to the new works programme for 2016/17 2015/16 was £40,000 – representing 4% of the net programme.

The delivery against this programme and outcomes expected has not been as anticipated and as indicated at the Budget Planning Committee on 29 November 2016 we are embarking on an improvements plan to ensure these projects are delivered as soon as possible. This plan includes the formation of a new capital

works steering group which will oversee the on-going delivery of the works, intensive performance management of the Solihull Partnership, and improved engagement with appropriate stakeholders on the schemes.

As time has progressed, decisions have been taken which have resulted in a reduction of the programme of £419,000 so the revised scheme total excluding management fee is £1.616m. It is estimated that 55% of this work will be delivered by 31 March 2017 with the remaining 45% being delivered no later than December 2017.

I have provided to all members a list of the detailed schemes that make up the total programme showing complete, to be completed by 31 March 2017, those schemes to be completed during 2017/18 and those schemes removed.

A detailed report will be considered at the January 2017 Executive outlining:

- the full improvement plan
- overview of discussions with Solihull regarding non-performance, improvement plan and commercial position
- information on the 2 main schemes to be delivered in 2017/18 – Orchard Way Improvements and the Community Buildings Condition Survey Works

I can confirm an initial meeting of the Steering Group has taken place and this group will continue to report into the Budget Planning Committee until all schemes have been delivered.

Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE

Banbury Vision & Masterplan

Supplementary Planning Document - Final Draft

December 2016

Executive Summary

The adopted Cherwell Local Plan 2015 together with the Banbury Vision & Masterplan establishes the long term VISION for the town. The Masterplan integrates planned schemes with new opportunities and initiatives to help 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 Local Transport Plan 4 (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 in traffic 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 place 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.

To facilitate this growth, investment is required in apprenticeships, training and education and the delivery of suitable employment sites. A diversifying and thriving 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 economic 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. 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. It provides the setting for daily life and enables a healthier lifestyle with better links to open space and sports facilities. Proposals include 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.

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. 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 will take the lead using targeted funding to secure maximum benefit and lay the foundations for economic growth delivered through private sector investment.

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Contents

CUISINE

JT'S BAR & DINING

TAKEAWAY
Baguette £2
Jackets £3

1. INRODUCTION

This document 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 document:
- 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 (adopted on 20th July 2015) 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 has informed Local Plan part 1. The Masterplan now builds on and reflects Local Plan part 1 policies.

The Masterplan 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 long term growth of Banbury that will inform Local Plan part 2 and sets out the main infrastructure initiatives, including those set out in Oxfordshire County Council's LTP4. Delivery of the Masterplan is set out in Chapter 9 and in the action plan contained in Appendix II.

The Banbury Vision & Masterplan contains design principles for sites identified in the Local Plan, building on the Local Plan policies. It aims to bring together land use matters and proposals, which are set out in often more detailed documents, to provide a vision for the town which can be used for planning and investment. It has identified areas for change in order to deliver the vision. However, it does not contain policies or allocate sites, which is the role of the Local Plan part 1 and Local Plan part 2. The Banbury Vision & Masterplan may be a material consideration in the determination of planning applications. Unlike a Local Plan, it will not form part of the Development Plan for the District.

The Banbury Vision & Masterplan has been produced in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. A list of the main evidence that has informed the document is set out in Appendix III.

This document has been prepared with the engagement of local stakeholders and the involvement of Cherwell District Council (CDC), Oxfordshire County Council (OCC), South East Midlands Local Enterprise Partnership (SEMLEP), Oxfordshire Local Enterprise Partnership (OxLEP), and Banbury Town Council.

The production of the Banbury Vision & Masterplan SPD has involved extensive consultation. This directly influenced both early development and later refinement of the document. Formal public consultation on the draft SPD was undertaken for a period of four weeks from Monday 14th March 2016 to Monday 11th April 2016. A number of methods were used to seek responses on the draft SPD and these are set out in a Consultation Statement that accompanies this document. An SEA Screening Statement has been produced which concludes that a sustainability appraisal is not required for the Banbury Vision & Masterplan.
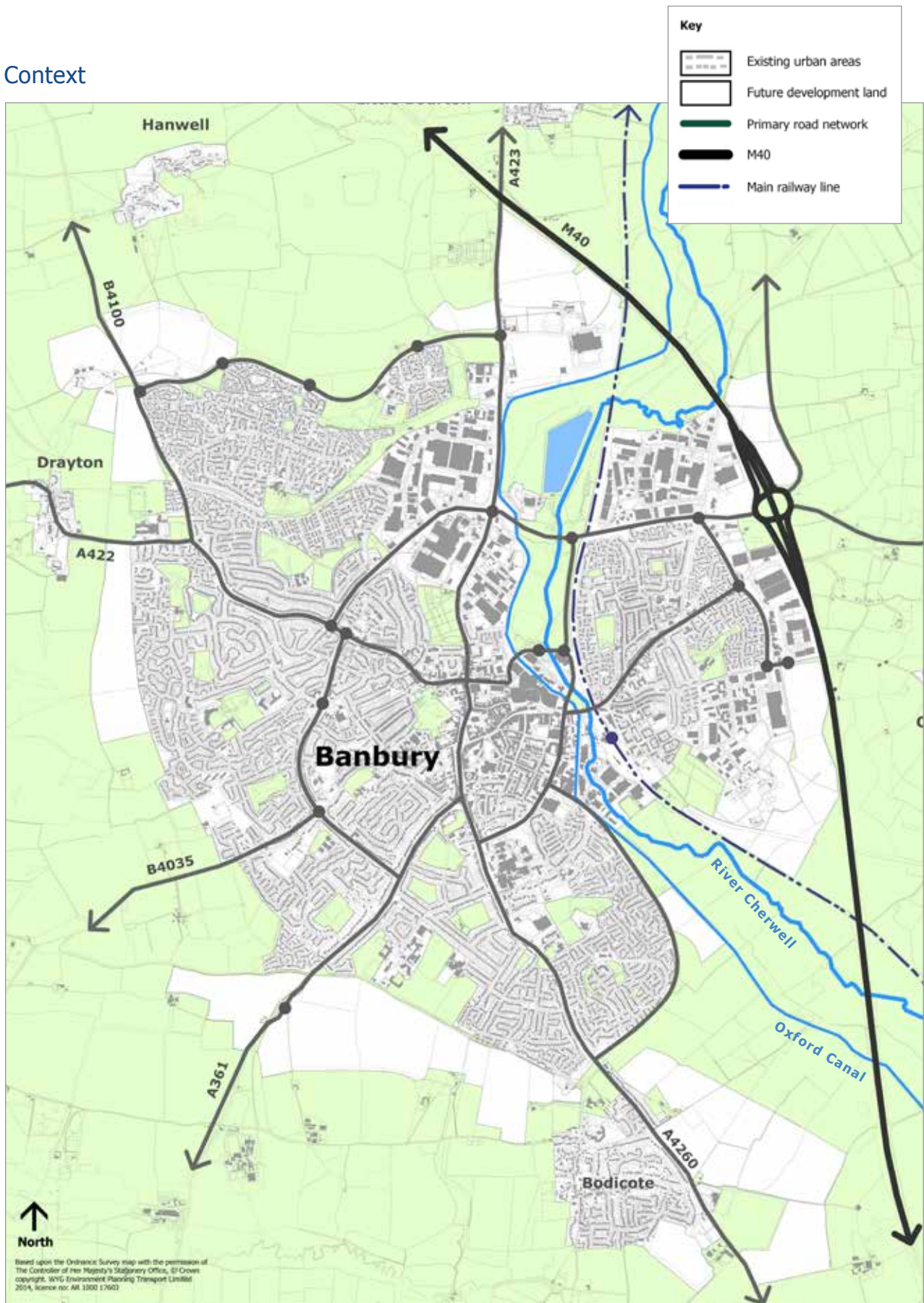
2. BANBURY TODAY

Banbury Vision & Masterplan

Context

Key

- Existing urban areas
- Future development land
- Primary road network
- M40
- Main railway line

Banbury is the District's principal town and serves the needs of the sub-region and a large rural hinterland. A market town with an historic core, it still hosts an outdoor market every Thursday and Saturday along with a Farmers Market on the first Thursday of every month and an antiques market every second and fourth Thursday. The markets are held in Market Place, the historic heart of the town centre. Much of the town centre lies within the Banbury Conservation Area and is characterised by a medieval street pattern. It underwent significant growth with the opening of the Castle Shopping Centre in the 1970s and its expansion into the Castle Quay Shopping Centre in 2000.

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 include Douwe Egberts 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 to Banbury from Culworth Junction on their main line. 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.

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 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 Transport 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 network.

Banbury is served by a mainline station with regular services provided by Chiltern Railways, Cross Country Trains and First Great Western connecting the town to Oxford, Bicester, Reading, Didcot, Birmingham and London. Good rail connections have resulted in the town becoming a popular starting point for commuters leaving Banbury.
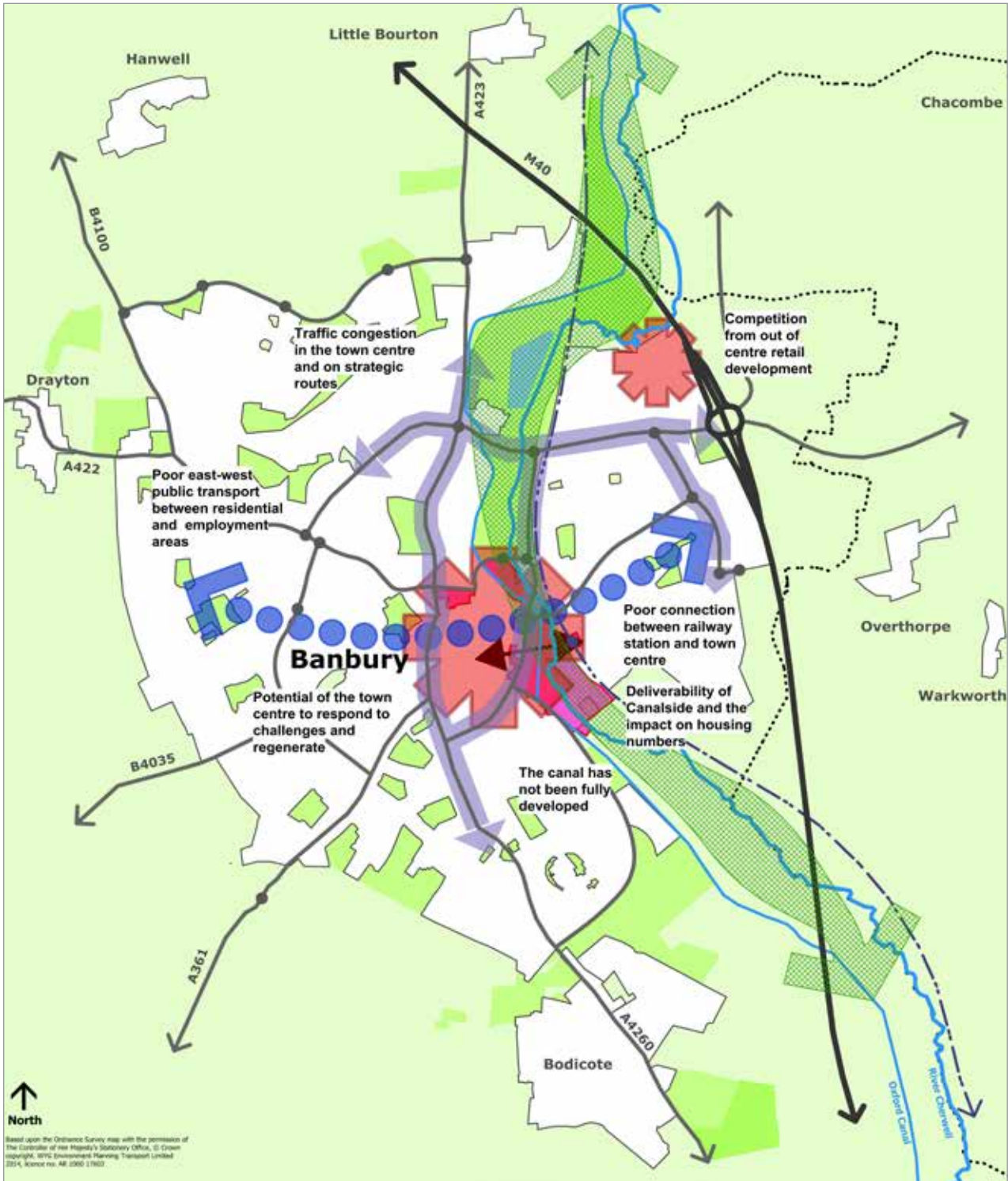
Market Place

Castle Quay Shopping Centre

Challenges

Little Bourton

Hanwell

Chacombe

Competition from out of centre retail development

Traffic congestion in the town centre and on strategic routes

Drayton

Poor east-west public transport between residential and employment areas

Poor connection between railway station and town centre

Overthorpe

Banbury

Potential of the town centre to respond to challenges and regenerate

Deliverability of Canalside and the impact on housing numbers

Warkworth

The canal has not been fully developed

Bodicote

North

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The Cherwell Economic Development Strategy (2011 to 2016) 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 engineering economy driven by advanced engineering and performance motorsport.

The Cherwell District Council Retail Study (2012) 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. However, there are empty properties in the town centre and there is an opportunity to grow the retail and leisure offer in the town centre.

Oxford Canal through Canalside - an underutilised asset

Public transport connections need improving

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;
- A need to improve and provide access to open space and the natural environment;
- Poor connectivity between the town centre and the railway station; and,
- Poor public transport connections between residential and employment areas.

3. BANBURY VISION

Banbury Vision & Masterplan

Vision & objectives

The adopted Cherwell Local Plan 2015 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. The Banbury Vision & Masterplan integrates planned schemes with new opportunities and initiatives and connects the functions together to create a sustainable market town and regional centre.

The Banbury Vision & Masterplan proposes an improved town, building on its current strengths. The Local Plan sets the planning framework up to 2031 with the Masterplan providing a further level of detail to inform the preparation of the Local Plan part 2 and the implementation of LTP4 published by Oxfordshire County Council. The vision and objectives will inform Council and partner initiatives and priorities, including securing funding, and potential land allocations in Local Plan part 2.

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 in congestion.

This vision is formed from six inter-connecting 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 place to live and work; and,
- Promote opportunities for local people.

Delivery of the vision and objectives is set out in detail in Chapter 9 and in the action plan contained in Appendix II.

Vision of Canalside

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 a 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.

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 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 sites are constraints 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 place to live and work
Banbury has some attractive places and spaces, and this masterplan builds on the heritage and natural assets of the town. The quality and distinctiveness of the built environment will be improved by preserving and enhancing existing heritage assets and creating attractive new buildings and spaces. The impact of new development on the natural environment will be minimised. The aim is to establish a coherent ecological network and achieve a net gain in biodiversity. One area that requires substantial improvement is the town centre with the opening up of the Oxford Canal and the development of the three strategic underutilised sites of Bolton Road, Spiceball and Canalside. A network of attractive green routes and spaces needs to connect the town together.
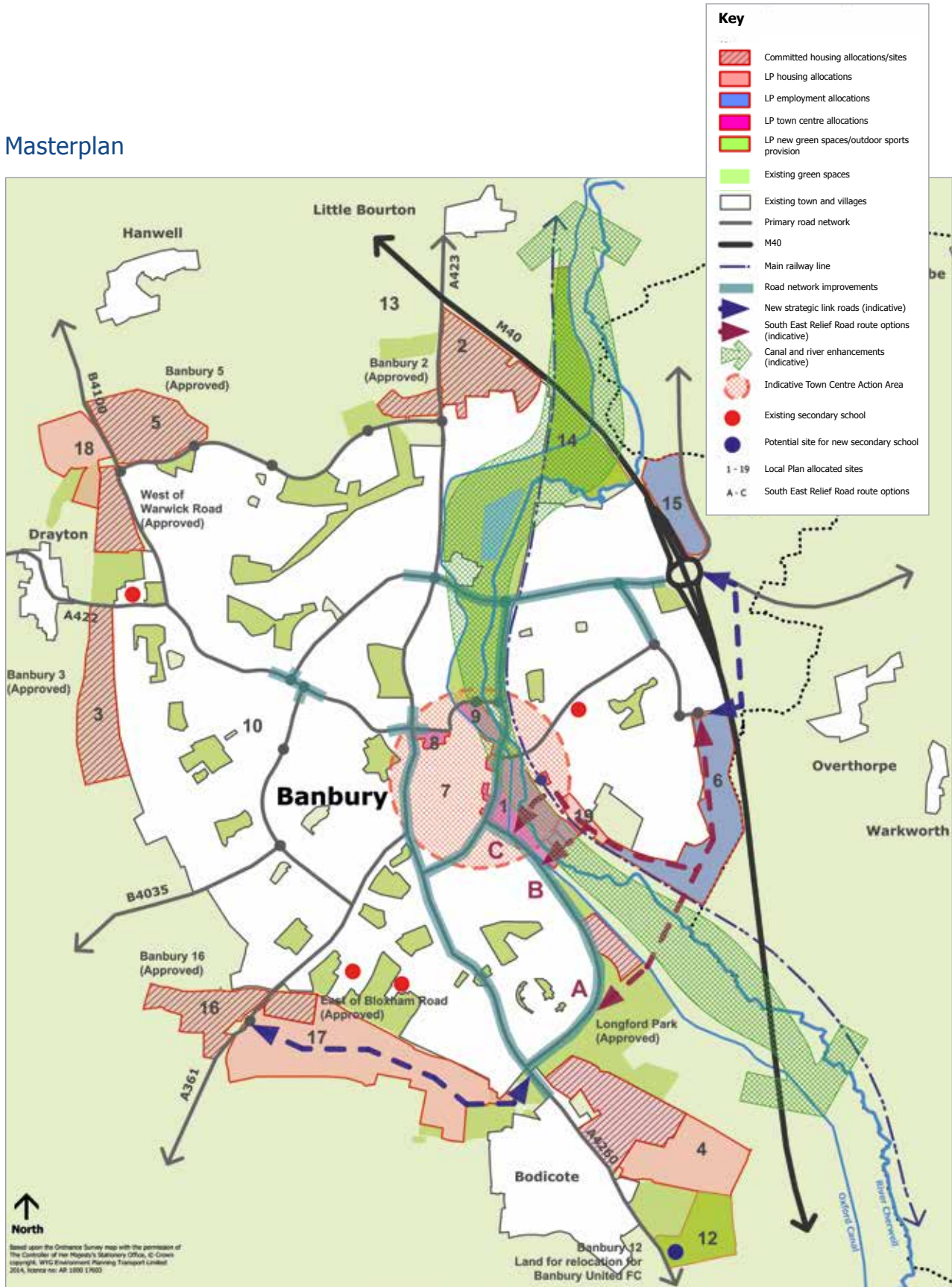
Promote opportunities for local people
Banbury is growing in size and the population will require more housing and employment opportunities in addition to increased training, leisure, social, cultural and community facilities. These need to be carefully planned and sited in the most sustainable locations to reduce the need to travel.

Masterplan

Key

- Committed housing allocations/sites
- LP housing allocations
- LP employment allocations
- LP town centre allocations
- LP new green spaces/outdoor sports provision
- Existing green spaces
- Existing town and villages
- Primary road network
- M40
- Main railway line
- Road network improvements
- New strategic link roads (indicative)
- South East Relief Road route options (indicative)
- Canal and river enhancements (indicative)
- Indicative Town Centre Action Area
- Existing secondary school
- Potential site for new secondary school
- 1 - 19   Local Plan allocated sites
- A - C   South East Relief Road route options

Masterplan

The masterplan reflects the Cherwell Local Plan and Oxfordshire County Council proposals and sets out options and opportunities.

The masterplan shows the Local Plan allocated sites for employment, residential, town centre and open space (numbered 1-19). 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.

Parson's Street
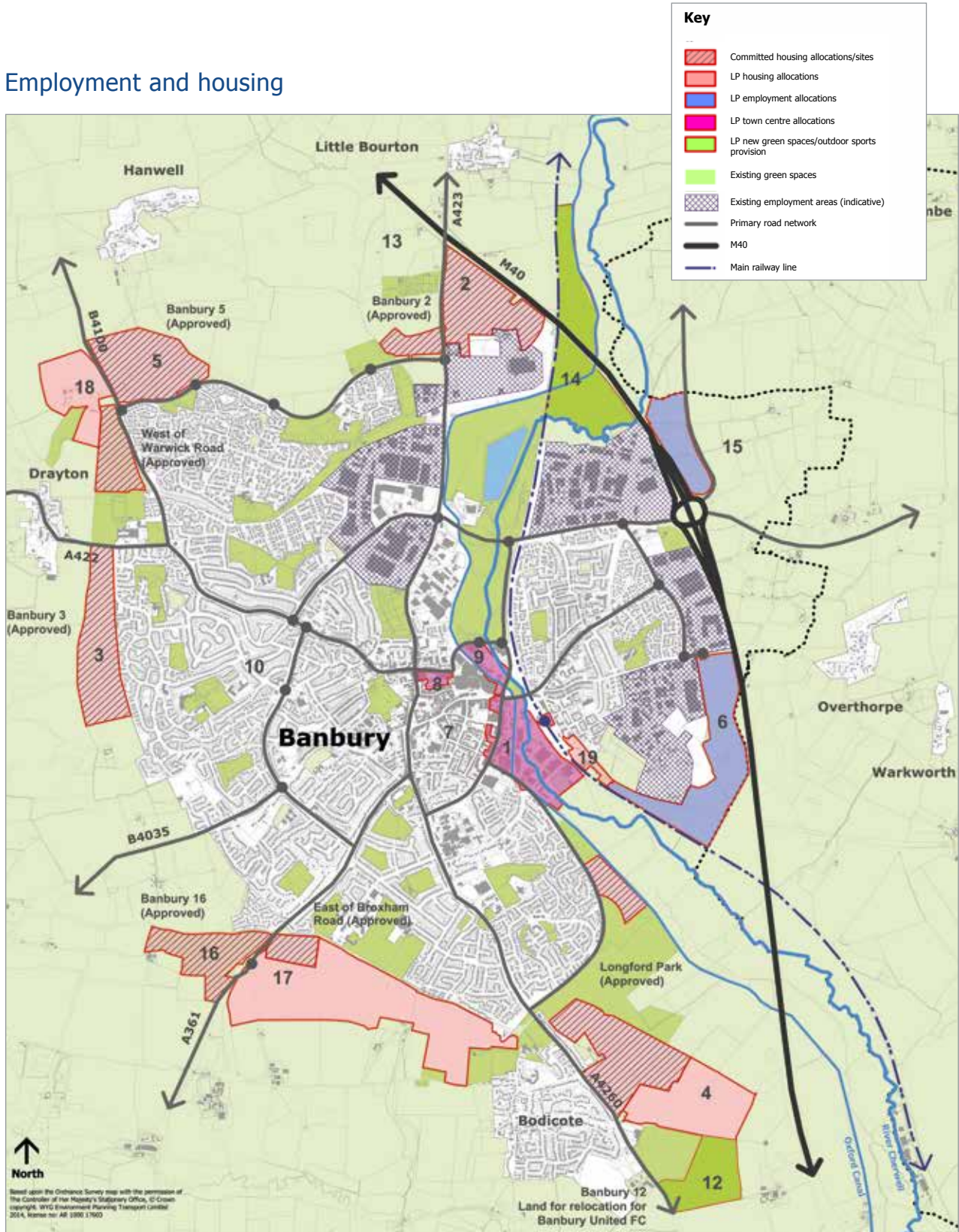

Oxford Canal

Bridge Street

Employment and housing

Key

- Committed housing allocations/sites
- LP housing allocations
- LP employment allocations
- LP town centre allocations
- LP new green spaces/outdoor sports provision
- Existing green spaces
- Existing employment areas (indicative)
- Primary road network
- M40
- Main railway line

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. 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 loss of higher value business activities.

Skills and 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 will be mainly delivered by sites allocated for development in the Local Plan, renewal of existing employment areas and revitalisation of the town centre.

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 to 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 mixed use site which should assist in providing for advanced engineering and knowledge based industries.

Existing employment areas will be reviewed to identify the potential of improvement and renewal through the designation of Employment Improvement Areas.

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.

The supply of 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, small and medium sized enterprises (SMEs) and the professional sector.

A job and a place to live are the two basic components that underpin a sustainable community. 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 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.

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 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.

The type and design of housing in central areas will also be important. Recent residential developments in the town centre have provided high quality accessible and affordable housing for those wishing to live in the town centre. However, lessons can also be learnt in terms of design and function. It will be important that residential development in the town centre supports the growth of the town centre economy and complements surrounding areas. It should do this through good design and catering for all those wishing to live in the town centre such as down sizers, those that don't rely on access to a car and those who would prefer to live in the town centre in order to have easy access to services.

New housing in Cherwell

Skills & training
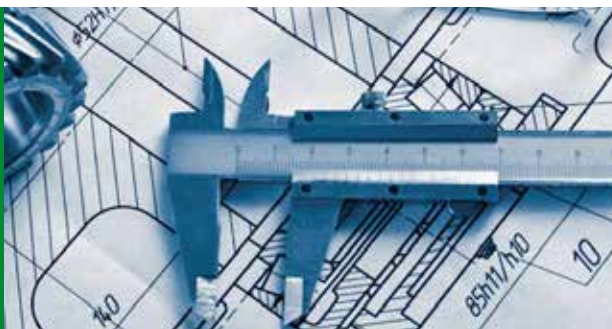
There is an opportunity to improve accessibility between homes and jobs within the town including enhancing east/west links. This is addressed through improved public transport services, which is discussed in greater detail in Chapter 5.

Tourism is an important part of the local economy providing employment, supporting local services and facilities, promoting regeneration and helping to preserve the natural and historic environment. It has a growing role to play in the local economy and the masterplan sets out a number of projects and initiatives that will help to support the tourism sector:

- the enhancement of the canal and riverfront area will promote access to a currently underutilised resource and promote green and sustainable leisure opportunities, such as walking and cycling along the towpath and boating on the canal.
- the regeneration of the historic centre will promote the area as somewhere to visit and stay.
- the development of the Spiceball Development area into a mixed use cultural quarter will attract visitors and help to create an evening economy.
- the development of the country park and other strategic green spaces, along with a network of green linkages extending out into the countryside will promote leisure and recreational opportunities.

5. TRANSPORT & MOVEMENT

Transport & movement - potential road solutions

Key

▨ (pink/magenta)	LP town centre allocations
▨ (green)	Existing green spaces
▫ (white)	Existing development areas
── (grey)	Primary road network
── (black)	M40
──·──	Main railway line
▬ (teal)	Road network improvements
▬ (pink)	Improved bus service
➤ (blue)	New link roads (indicative)
➤ (dark red)	South East Relief Road route options (indicative)
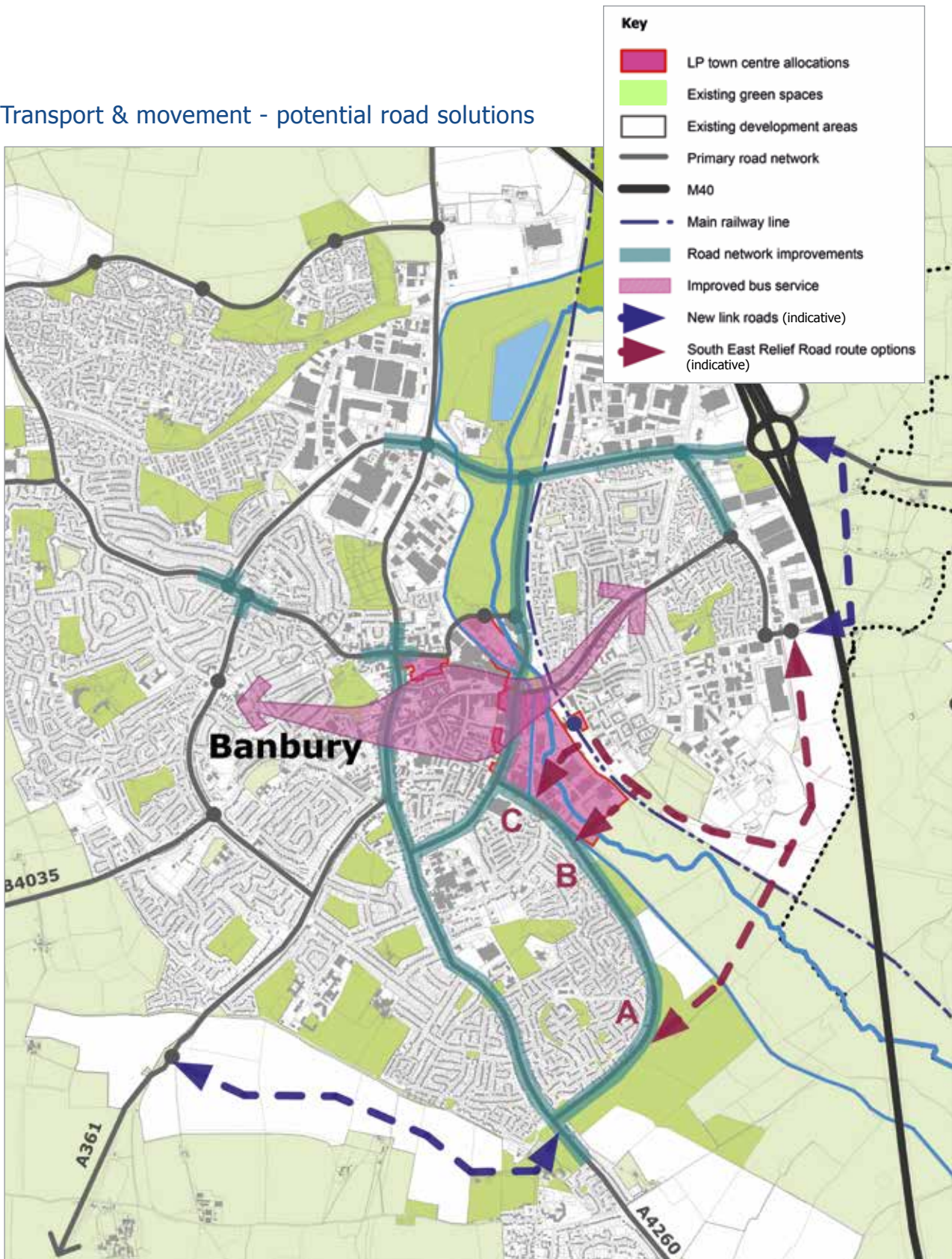
Consultation by Oxfordshire County Council during the preparation of LTP4 identified traffic congestion as a major concern, which needs to be addressed together with transport solutions to manage the growth of the town. The environmental and physical constraints in and around Banbury, together with the canal, river and railway line running north-south through the town, make the delivery of a new strategic road network 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 to access 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.

Cherwell Street/Bridge Street junction

Traffic associated with the construction of HS2 is likely to be significant for Banbury.   It is beyond the scope of the Masterplan to propose specific solutions at this stage, however this provides a further reason as to why it is important to explore transport solutions for Banbury as a priority.

The potential transport solutions are illustrated on the plan opposite 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.

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 (identified in LTP4):
• 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 alongside the implementation of the development of Banbury 17.
• 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.
• Improvements to the junction of Bloxham Road (A361) and South Bar Street.
• Improvements to the Warwick Road (B4100) roundabout junctions with the A422 Ruscote Avenue and Orchard Way.
• Improvements to the Bloxham Road (A361) junction with Queensway and Springfield Avenue.
• Improvements to the A361 Southam Road junction with Castle Street and Warwick Road.

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. The new road should provide for public transport, walking and cycling. 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 B could be located further south, for example immediately to the south of the existing Bankside Park and crossing the river, canal and railway line at this point).
- **Route C** – Similar to Route B but crossing the railway line close to and along Tramway onto Bankside.

Building on Local Plan part 1 the County Council is undertaking work exploring options for a 'south east relief road' which would inform any updates to their Local Transport Plan. The potential south east link road options shown in this document are indicative and are not proposals. The Local Transport Plan is where any new road proposal would be identified by the County Council. There is an opportunity to safeguard any routes proposed in the Local Transport Plan in Local Plan part 2.

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.

- 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.

View along Bridge Street towards the town centre

Increase public transport patronage

Work with Oxfordshire County Council and bus operators to 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;
- Identify opportunities for enhancing bus services following the removal of bus subsidies;
- Relocate the bus station by considering a site for a new bus station or location for new bus stops and waiting areas. A suitable site may be within the town centre or at the railway station.

Increase pedestrian and cycle activity

Increase pedestrian and cycle activity by auditing existing routes and preparing an improvement strategy, which should be included as part of the Local Plan part 2.
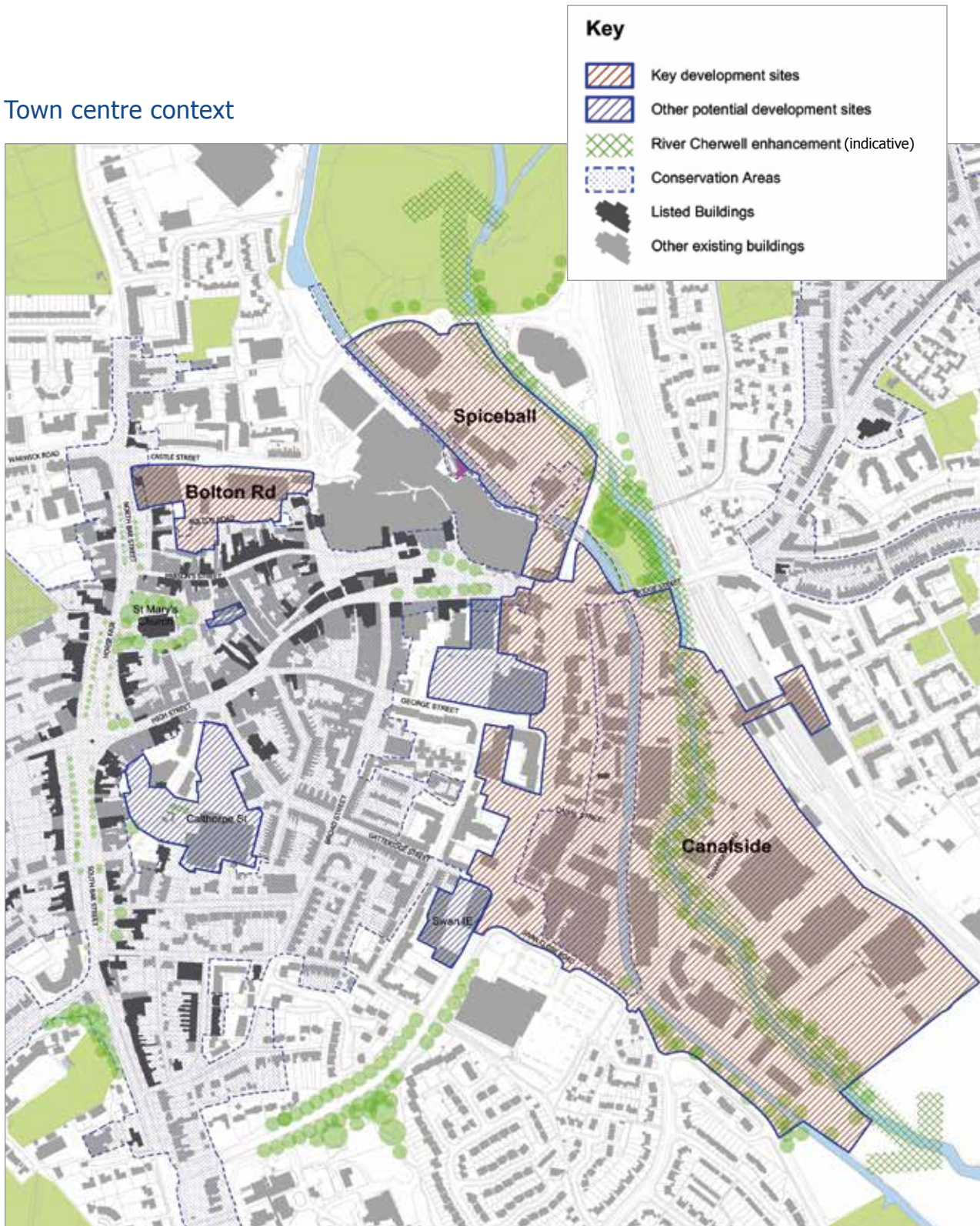
Town centre context

Key

- Key development sites
- Other potential development sites
- River Cherwell enhancement (indicative)
- Conservation Areas
- Listed Buildings
- Other existing buildings

Potential for vibrant retail areas and new public spaces

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; 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, an improved night time economy, the use of vacant space over shops and offices for residential use and improved community facilities. There will be opportunities to deliver town centre housing through CDC's Build! project, which offers an individual, or group of people, the opportunity to come together to either build a new home, or to renovate an existing property.

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 is taken.

The potential scale of change is substantial and a planned and co-ordinated approach is needed for the regeneration 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 regeneration of the town centre. A town centre action area will be managed and delivered by the Council, including town tea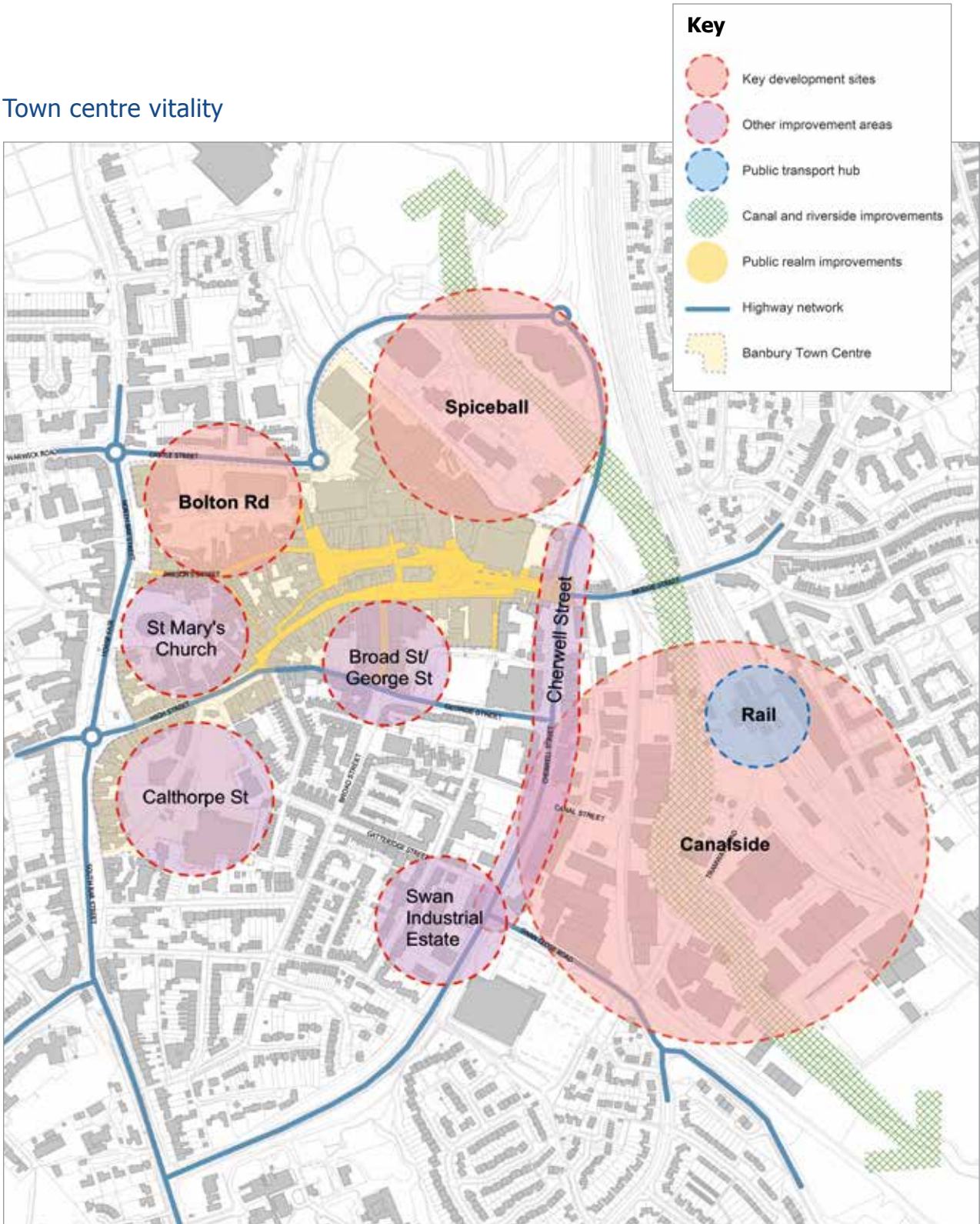ms, and partners. This can build on the work of the existing town centre partnership. This document does not identify a specific area for this. Actions may be required in a number of locations in central Banbury.

The key initiatives that will deliver a vibrant and attractive town centre include:

- Preserving and enhancing the heritage assets, and their settings, within the town centre.
- 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.
- Improving shop frontages and bringing vacant units back into use (this may include 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 connection between the railway station and town centre.
- Improving bus services and access into and across the town centre.
- Encouraging high quality housing development on appropriate sites within the town centre.

Town centre vitality

Key

- Key development sites
- Other improvement areas
- Public transport hub
- Canal and riverside improvements
- Public realm improvements
- Highway network
- Banbury Town Centre

Spiceball

Bolton Rd

St Mary's Church

Broad St/ George St

Calthorpe St

Cherwell Street

Rail

Canalside

Swan Industrial Estate

Vitality

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,
- Places for people to meet and socialise.

Events and festivals

Food markets

In order to support the regeneration of the town centre, there maybe the opportunity under some circumstances for the Council to purchase vacant town centre properties.

The Town Centre Vitality Plan identifies the key initiatives that will work together to create an attractive and sustainable town centre. The key elements are:
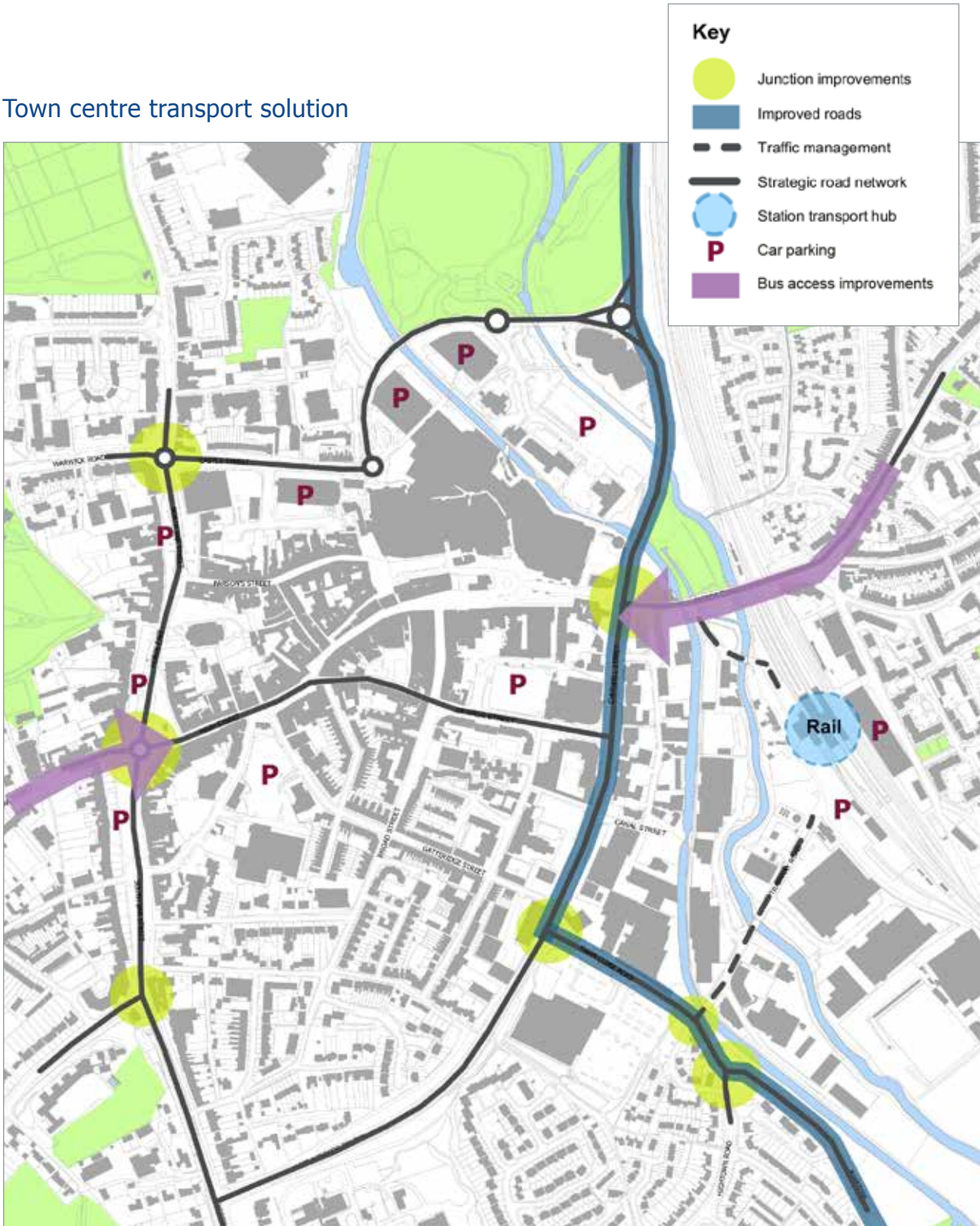- A retail, leisure and cultural quarter on the Spiceball site;
- Enhanced retail opportunities at Castle Quay;
- Mixed use development of the Bolton Road site to support Parson's Street and the north-western quarter of the town centre;
- Mixed use and residential development in Canalside alongside a new riverside park; and,
- Enhanced public transport services and interchanges.

Town centre transport solution

Key

- Junction improvements
- Improved roads
- Traffic management
- Strategic road network
- Station transport hub
- P Car parking
- Bus access improvements

Transport solution

The Town Centre Transport Solution Plan illustrates the key actions that are needed to reduce traffic congestion and improve accessibility to 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.

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. Improvements to the junction of Cherwell Street with Bridge Street will also help to improve accessibility into the Grimsbury area by reducing congestion along Bridge Street.
- Traffic management and environmental improvements along South Bar Street/ Horsefair corridor.
- Improved bus priority where possible considering a reduction in services.


Improvements to Cherwell Street

Identify a new strategic route between the east and west of the town

Chapter 5 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 the railway station

Work with Chiltern Railways to agree a development strategy for the station (which could involve potentially providing a new railway station building, including new retail uses) 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.
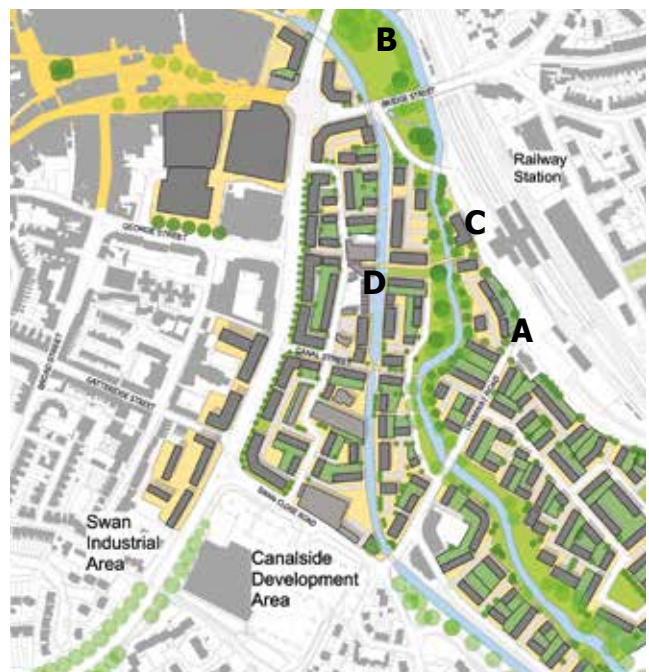
Canalside and station area

34

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; and
- Relocate the bus station and identify a site for new bus station or location of new bus stops and waiting areas. This should involve working with bus operators, the County Council and the railway operators to deliver improved bus services at the railway station.

Increase pedestrian and cycle activity
Audit existing routes and prepare an improvement strategy, which should be included as part of Local Plan part 2.
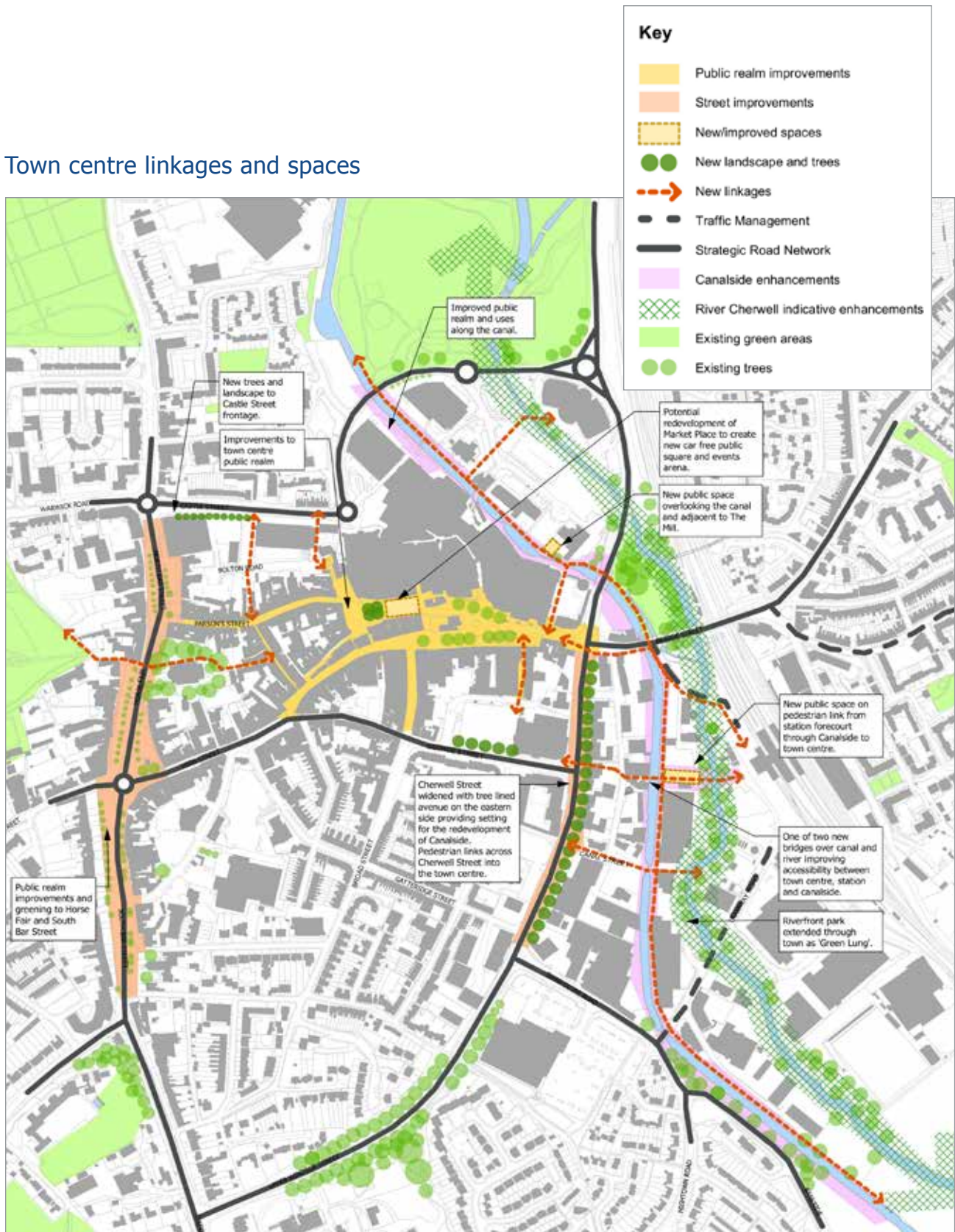
Establish a car parking strategy
Undertake an audit of town centre car parks and prepare a Parking Strategy identifying the preferred location and number of car parking spaces and a pricing policy. Set a pricing policy to encourage parking during non-peak periods and/or consider periods of free car parking.

Town centre linkages and spaces

Key

- Public realm improvements
- Street improvements
- New/improved spaces
- New landscape and trees
- New linkages
- Traffic Management
- Strategic Road Network
- Canalside enhancements
- River Cherwell indicative enhancements
- Existing green areas
- Existing trees

Improved public realm and uses along the canal.

New trees and landscape to Castle Street frontage.

Improvements to town centre public realm

Potential redevelopment of Market Place to create new car free public square and events arena.

New public space overlooking the canal and adjacent to The Mill.

New public space on pedestrian link from station forecourt through Canalside to town centre.

Cherwell Street widened with tree lined avenue on the eastern side providing setting for the redevelopment of Canalside. Pedestrian links across Cherwell Street into the town centre.

One of two new bridges over canal and river improving accessibility between town centre, station and canalside.

Riverfront park extended through town as 'Green Lung'.

Public realm improvements and greening to Horse Fair and South Bar Street

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.

Contemporary high quality street furniture

Car parking in Market Place is well used and it is anticipated that it will remain. However, there could be opportunities for a public square, performance space and place for visiting markets and events. Licensing of external spaces, adjacent cafes, restaurants and pubs should be considered as part of this strategy, and also reviewed for the whole town 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.
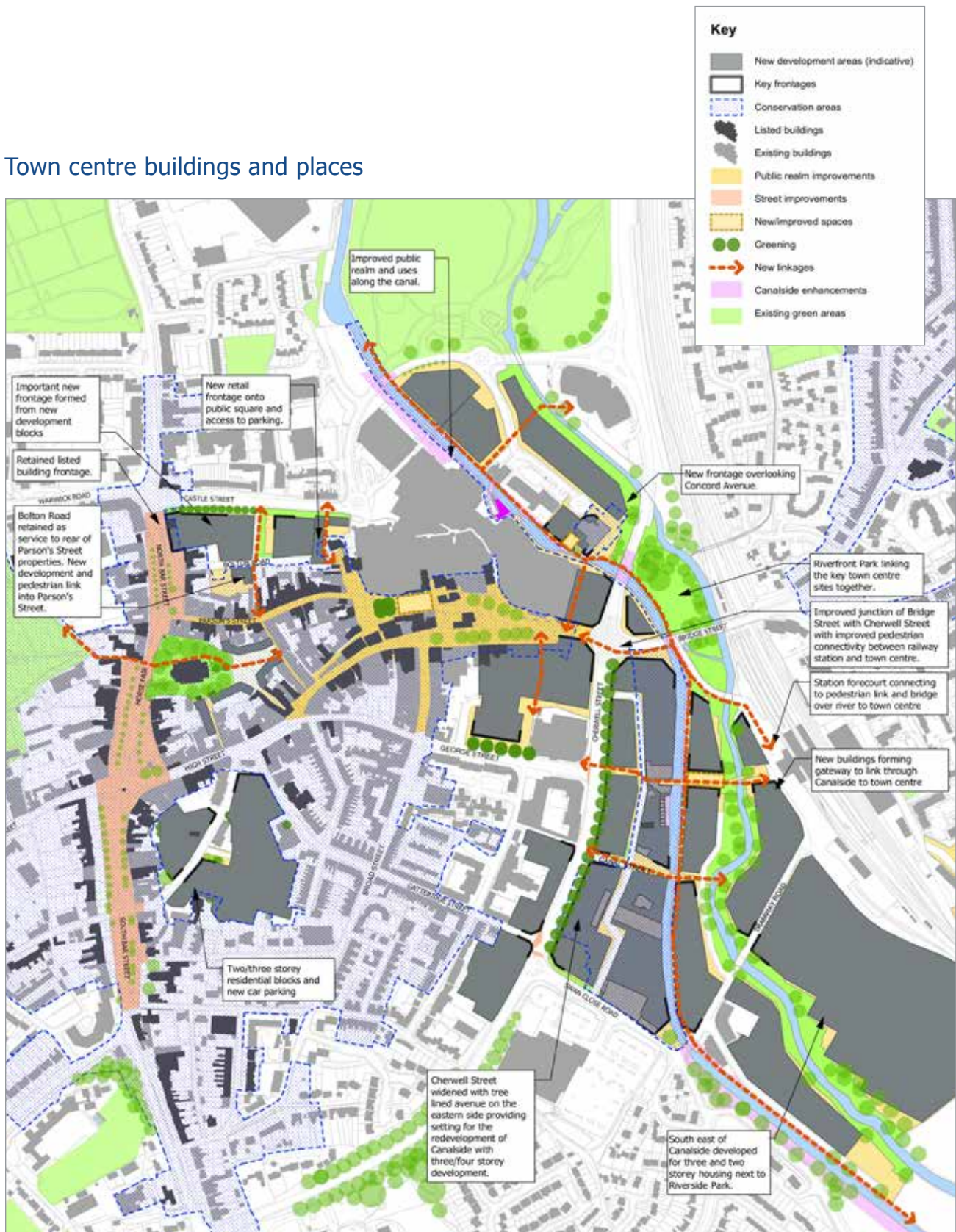

Bridge in Bristol Harbourside

The Linkages and Spaces Masterplan illustrate the locations of new and improved public realm, greening of the town centre and new or improved linkages. The area shown for public realm improvements is indicative, with improvements potentially extending beyond the area identified.

Town centre buildings and places

Key

- New development areas (indicative)
- Key frontages
- Conservation areas
- Listed buildings
- Existing buildings
- Public realm improvements
- Street improvements
- New/improved spaces
- Greening
- New linkages
- Canalside enhancements
- Existing green areas

Improved public realm and uses along the canal.

New retail frontage onto public square and access to parking.

Important new frontage formed from new development blocks

Retained listed building frontage.

Bolton Road retained as service to rear of Parson's Street properties. New development and pedestrian link into Parson's Street.

New frontage overlooking Concord Avenue.

Riverfront Park linking the key town centre sites together.

Improved junction of Bridge Street with Cherwell Street with improved pedestrian connectivity between railway station and town centre.

Station forecourt connecting to pedestrian link and bridge over river to town centre

New buildings forming gateway to link through Canalside to town centre

Two/three storey residential blocks and new car parking

Cherwell Street widened with tree lined avenue on the eastern side providing setting for the redevelopment of Canalside with three/four storey development.

South east of Canalside developed for three and two storey housing next to Riverside Park.

Development sites and opportunities

This section identifies the key urban design and development principles for the strategic sites in the Local Plan and for other potential development opportunities in central Banbury.

Some areas of the town centre have a charming character with street trees, historic buildings and interesting places. Development proposals should seek to preserve and enhance listed buildings and the conservation area. New development, or the redevelopment of existing buildings, should have regard to the contribution they can make to the conservation area. 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. A mix of housing should be provided, including family housing with gardens wherever possible.

Appendix I provides further details of the development strategy for Canalside, Bolton Road and Spiceball.

Canalside development area (Banbury 1)

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 south 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, mixed use 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 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, which should retain listed and locally listed buildings wherever possible. The process of change will take time and include consultation with all those working and living in the area.

Canalside can become a vibrant, modern, mixed-use quarter containing residential, office, commercial and retail uses. There is the potential for higher density development to the north of Canalside and close to the town centre, and lower density residential development to the east of Tramway. In some places reduced levels of car parking may be appropriate considering that some living near to the town centre may have less need for access to a private car. Some of the existing buildings could be redeveloped for a mixture of uses, particularly alongside the canal. The density can be achieved with a majority of family homes on the south and east of the development area, with apartments and three storey town houses to the north and closer to the town centre. The Local Plan identifies that the Canalside site will accommodate 700 dwellings. However, there is potential for more to be accommodated, possibly up to 1,000 new homes.

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 boulevard that is suitable for traffic and pedestrian activity. 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. There is the potential for an additional multi-storey car park to serve the railway station on the western side of the railway lines. 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.

Cherwell District Council will need to lead the redevelopment process by preparing a SPD, promoting change, investing in infrastructure and enabling the development. This will involve the relocation of existing businesses to enable the comprehensive regeneration 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.

Canalside will be comprehensively redeveloped whilst it may come forward in phases, based upon an overall masterplan and SPD. A joint venture with a private sector partner, supported by an element of public sector funding, may provide a potential solution to delivery.

Key actions include:
- Collect any further information and evidence required for a SPD;
- Prepare a SPD and site masterplan that develops the principles set out in this document and the Local Plan, and is deliverable and fundable;
- Commission a Business Plan to identify the delivery mechanism and the level of any public sector investment that may be required;
- 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;
- CDC will identify suitable land and premises in Banbury for the relocation of existing businesses and will work with those businesses to facilitate their relocation; and
- In terms of applications that may come forward for parts of the Canalside site, the impact of remaining industrial uses on new dwellings will require careful consideration.

The key urban design principles that will guide the redevelopment of the area are set out in Appendix I.

Bolton Road area (Banbury 8)

The Bolton Road development area is located in the north-west corner of the town centre, south of Castle Street. Bolton Road runs in an east-west direction through the area, with the properties fronting onto Parson's Street backing onto it. The area contains 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.

The recent demolition of the multi-storey car park provides an opportunity for redevelopment that respects the historic environment in this part of the town. There is the opportunity to redevelop the area to create: an intensification of uses; improved frontage along Castle Street; access into Parson's Street; and, synergy with the main town centre retail area. The site is prominent and visible from the main road network, but also has good links into the town centre and the Castle Quay Shopping Centre. 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.

Oxford Canal and Bridge Street

The land between Bolton Road and Castle Street should provide a mixture of residential and town centre uses, including niche retailing opportunities together with car parking 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 Road area to Parson's Street should be provided to improve connectivity through the retail area and link into the proposed enhancements around St Mary's Church and Church Lane. The special historic architectural character of the listed buildings and their settings should be considered as part of any development proposals.

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 document 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.

The key urban design principles that will guide the redevelopment of the area are set out in Appendix I.

Spiceball development area (Banbury 9)

The Spiceball area is located between Cherwell Drive on the north, Concord Avenue (A4260) on the east, and Oxford Canal to 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 of the canal. It is one of the major assets of the town, with the boats providing an attractive and ever changing scene. A new canal basin could be provided as part of the comprehensive regeneration of the area.

There is the opportunity on the Spiceball site to create an attractive urban and landscape gateway into the town with improved connectivity to the town centre and enhancement around the canal. New development should provide greater activity and vitality along the canal and improve links across the development into Spiceball leisure centre.

The Mill

41

To enhance the regional role of Banbury and to build upon the existing assets, the area should be developed as a leisure, entertainment and cultural quarter with improved links into the town centre. This site could accommodate a number of different options dependent on public sector funding for new cultural/arts and leisure buildings. With reference to the recent planning permission for the site, proposals should also provide for a new foodstore.

A range of town centre uses should be provided on the site along with public open spaces. The existing mutli-level car park and nearby land should be redeveloped for mixed town centres uses including leisure and A3 and A5 uses. A significant new public place should be provided alongside the canal with A3 uses, public art and attractive landscaping.

The Mill

Options to extend the museum should also be considered if funding becomes available to expand this facility. General Foods Social Club and Chamberlain Court will remain on the site.

An outline planning permission has now been granted which includes proposals for a cinema, hotel, A3 uses, a food store and car parking. The Council is working with a development partner to deliver proposals.

The key urban design principles that will guide the redevelopment of the area are set out in Appendix I.

View towards Castle Quay from Spiceball Park Road

Oxford Canal

Bus Station

Cherwell Street and the town centre

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 would enable the existing bus station to become part of an expanded Castle Quay development and improved access to the canal.

Calthorpe Street Area

This area could be redeveloped for town centre uses and car parking.

St Mary's Church area

St Mary's 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:

- Preserve and enhance the historic environment in this area;
- Improving the setting of the church by management of the tree canopy to provide more sunlight.
- Bring vacant building along White Lion Walk and adjacent areas back into use.
- Work with businesses to reduce car parking in the area and identify areas for redevelopment.

George Street/Broad Street Area

This area contains a number of different uses including residential, retail and takeaway restaurants. There is a mixture of older Victorian buildings and more modern development of varying quality. There is an opportunity to improve the appearance of the area and address social problems which could involve forming planning policy which influences the land uses in this area.

Swan Industrial Estate area

Currently and in the future the part of Banbury surrounding the Swan Estate is a predominately residential area. There is the opportunity for improvements to the frontage along the western side of Upper Windsor Street with the potential relocation of industrial development to out of centre employment areas. The relocation of commercial uses and redevelopment for residential development will be explored in Local Plan part 2.

7. The Environment

Environmental masterplan

Key

- Committed housing allocations/sites
- LP housing allocations
- LP employment allocations
- LP town centre allocations
- LP new green spaces/outdoor sports provision
- Existing green spaces
- Salt Way
- River & canal corridor (indicative)
- Potential key green linkages
- Greening of primary vehicular route (north-south)
- Greening of town centre (making east-west connections)
- Connections along primary routes to outlying villages & neighbouring districts
- Enhancement of east-west connection from country park to Wroxton Abbey
- Primary road network
- M40
- Main railway line

13

2

14

5

18

15

3

10

9

6

7

1

19

Bankside
Phase 1

16

17

4

12

North

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Oxford Canal

River Cherwell

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. It provides the setting for daily life and enables a healthier lifestyle with better links to open space and sports facilities.

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 (it is recognised that not all uses along the canal and riverfront area will be 'green', but opportunities to promote the concept of the green lung should be pursued wherever possible);
- New public spaces and green links connecting the neighbourhoods together;
- Attractive gateways into the town;
- A richer more diverse bio-environment; and,
- New open space and amenity areas to serve the needs of residents.

There is a deficiency of open space within the town, but the quantum of the deficiency is unknown. Local Plan part 2 will provide further information and policies for open space.

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. Initiatives within Spiceball Park have already been commenced by The 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 area with the rural hinterland beyond. Management of the country park should be carried out in association with the surrounding environmental resources, including the river, rather than in isolation in order to achieve the full potential of the park. Nature reserves, planting and wetlands should be provided in appropriate locations.
- Greening of the town centre retail area improving east – west connectivity from People's 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.
- Greening of areas immediately adjacent to the canal and river.
- 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.
- Developing the town's green infrastructure network, including developing and re-establishing current routes, such as the Banbury circular walk, and public rights of way and using green spaces within new and proposed development sites. The exact location of key green linkages will be determined by existing rights of way, existing planning permissions and negotiation with landowners.

It is important to improve and enhance Banbury's existing parks and leisure/recreational facilities, and alongside the above strategic enhancements there are a number of specific facilities identified for improvement within the town, including:

- Facilities at Wood Green Leisure Centre;
- Facilities at Moorfield Park, Grimsbury; and
- The development of People's Park from a transitional spaces to a target destination, encouraging a higher level of use.

There are also opportunities for specific initiatives to be implemented, such as the planning of community orchards. A community orchard, comprising heritage fruit trees, has been successfully established in Browning Road Park. Community orchards are an excellent way of bringing people together and can act as the focal point for community activities, such as picnics, story-telling events or apple picking days.

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.

Air Quality

Air quality throughout the district is generally good, but there are areas of poor air quality in the district where national air quality objectives are being exceeded. Areas of poor air quality are largely related to vehicles on and around busy roads. Cherwell District Council has designated two air quality management areas (AQMAs) within Banbury, one along Hennef Way and one between Southam Road and Oxford Road. Air quality action plans will be developed which will aim to reduce the level of air pollution to below the air quality objective.

8. 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 economic 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.

There are clearly organisations and individuals that have an interest in shaping the future of Banbury as demonstrated by the consultation on the Banbury Vision & Masterplan.

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 Banbury. 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. The Local Plan aims, including at Policy Banbury 10, to help create opportunities for all and positively renew and regenerate areas with challenging social conditions in parts of Banbury.

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.

9. Delivering The Vision

The vision for Banbury requires the support of many public sector organisations and active engagement with the private sector. Cherwell District Council is prepared to lead the work necessary in partnership with other bodies. Cherwell District Council will bring the full range of planning powers and other responsibilities to drive the delivery of this masterplan. The Council recognises that the best means to secure the vision of the Banbury Vision & Masterplan is to ensure it is delivered by a one team approach with strong leadership to drive through the actions and achieve the planned growth.

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. For example, CDC will work with bus operators to identify opportunities for enhancing the public transport network and assist where it can due to restrictions in subsides.

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.

Leadership

Strong leadership is required to deliver the changes in Banbury and a multi-disciplinary team will be needed to deliver the Banbury Vision & Masterplan.

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. Developer contributions and/or money from the Community Infrastructure Levy (CIL) may be sought towards achieving the six strategic objectives. The broad cost of the public sector investment over a five year period is £30 to £40m.

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 will be to secure a portfolio of funding from the Department for Communities and Local Government, the Homes & Community Agency; local enterprise partnerships, OCC and CDC for a five year period.

Infrastructure Delivery Plan

The Infrastructure Delivery Plan (IDP) contains the infrastructure required to support the Cherwell Local Plan Part 1 and it is set out in Appendix 8 of the Plan. The IDP is a live document and is updated to reflect changes in circumstance and strategies. The IDP Update January 2016 lists schemes for Banbury by infrastructure providers. It covers the following areas:

- Transport and movement
- Education
- Utilities
- Flood risk
- Emergency and rescue services
- Health
- Community infrastructure
- Open space, recreation and biodiversity

The successful delivery of the projects set out in the IDP will be important in delivering the Banbury Vision & Masterplan.

APPENDIX 1

Canalside - urban framework plan

Key

- New urban blocks, which could include car parking
- Increase in building height
- Important frontages
- Rear wall set back from boundary
- Locally listed buildings
- Listed Buildings
- Existing buildings
- Strategic landscape
- New streets
- Access/view to Oxford Canal
- New ped/cycle links
- New public spaces
- Improvements to existing links
- Improvements to Canal towpath
- New linkages through Riverside Park
- Improved access to Banbury Station
- Riverside Park
- Existing trees
- Existing green areas
- Hard Landscaping

Potential mixed use development at the corner of Bridge Street and Cherwell Street.

Higher denser development to the north of Canalside and close to the town centre. Use of undercroft parking areas and lower parking standards where appropriate.

New buildings forming gateway to link through Canalside to town centre

Station forecourt connecting to new pedestrian link across Canalside and the Riverside Park via two bridges over the canal and river to the town centre.

Cherwell Street widened with tree lined avenue on the eastern side providing setting for the redevelopment of Canalside with three/four storey development. Pedestrian links across Cherwell Street into the town centre.

Canal Street link extended as pedestrian and cycle route across the canal and river into the east of Canalside.

One of two new bridges over canal and river improving accessibility between town centre, station and canalside.

Lower density development with a greater percentage of houses on the south-east of Canalside.

Canalside Development Area

North

0   25   50   100 m

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**Canalside development area
(Banbury 1)**

Development proposals should be consistent with the design principles below, which build on the Local Plan Policy.
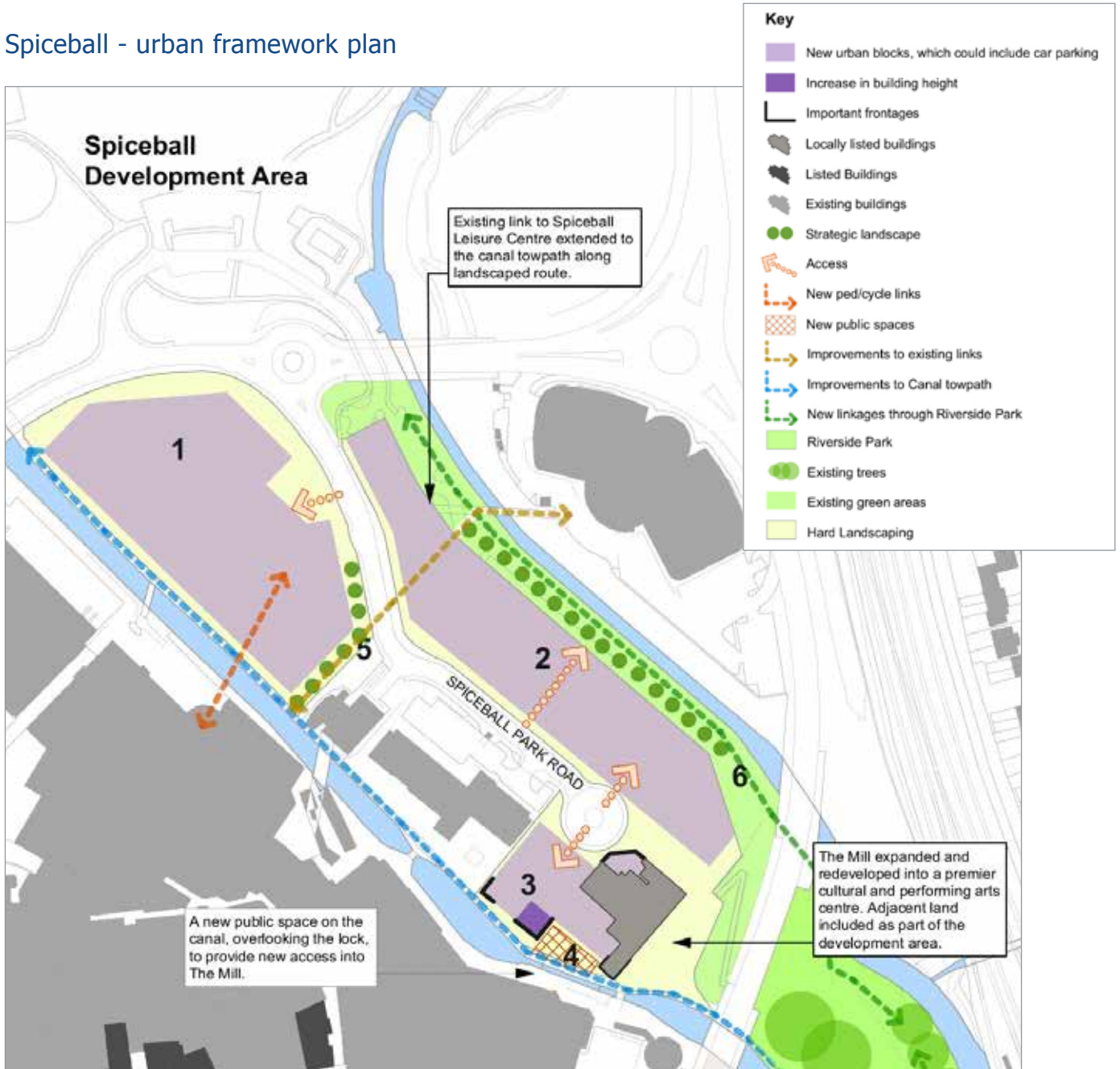
Key urban design/development principles

1. Widening of the Cherwell Street and Bridge Street junction to deal with increased traffic and improvements to the pedestrian crossings to make easier access between the town centre and the railway station.
2. Redevelopment of 67-75 Bridge Street as part of the gateway between the town centre and railway station; including improved frontage onto the Oxford Canal and the riverfront park. Mixed-use development on the corners of Bridge Street, with potential retail/commercial uses on the ground floor and residential above.
3. The widening of Cherwell Street on the eastern side to manage increased traffic flows and a pavement and tree-lined boulevard to provide an attractive setting to the new Canalside development.
4. New homes, including apartments along Cherwell Street; set back from the pavement with landscaped areas to create a strong and attractive street edge. The buildings should generally be at three/four storeys with higher storey feature buildings at the corners as part of the overall design solution.
5. Existing street pattern maintained between Cherwell Street and the Oxford Canal with listed and locally listed buildings retained wherever possible and other more recent modern buildings to be retained and refurbished, either for residential or mixed-uses. Development proposals should have regard to the Oxford Canal Conservation Area.
6. New four storey residential development with ground floor retail providing a gateway from the Railway Station into the town centre along a new George Street link.
7. At key locations along the building frontages, higher elements should be provided as part of the overall design solution, either at corners, on key routes or next to public spaces.
8. New public squares throughout the development providing amenity and landscaped areas for quiet enjoyment. Comprehensive landscaping schemes to

The Urban Framework Plan opposite illustrates a development solution following the urban design principles:

be implemented in conjunction with any development proposals.
9. Riverside Park along both sides of the River Cherwell providing land for flood alleviation and an attractive setting and amenity area for the new developments. New footpaths to provide access through and into the park. New development to front onto the park where appropriate and provide access routes into the park. Improve the appearance of the river and its water quality.
10. New development to front onto the canal with a new canal towpath on the western side. Access routes provided through the development to open up the canal to the wider area and to avoid the creation of a 'perimeter wall'. General enhancement to the canal and towpath as a main northern link through the development with active frontages and mixed use where appropriate. Improve the connection between the canal towpath and the station approach. There is the potential for a new canal basin adjacent to a new mixed use area within Canalside.
11. Two new pedestrian and cycle routes from George Street and Canal Street to connect Canalside into the town centre. Each route will require two new bridges across the Oxford Canal and River Cherwell; the George Street link will connect to the Railway Station and the Canal Street link will connect to the eastern side of Tramway.
12. An area of strategic landscape to separate the residential use from the adjacent railway service area.
13. New rear elevations of buildings to be set back 10m from the boundary adjacent to the railway surface car park areas. The gable wall of end of terrace units can be closer to the boundary.
14. Tramway to be retained as the primary access into the eastern side of Canalside, with appropriate new frontage development.

Bolton Road - urban framework plan

Key

- New urban blocks, which could include car parking
- Increase in building height
- Important frontages
- Locally listed buildings
- Listed Buildings
- Existing buildings
- Strategic landscape
- Access
- New ped/cycle links
- New public spaces
- Existing trees
- Hard Landscaping
- Improvements to rear of properties
- Environmental improvements to North Bar/Horse Fair

Strategic landscape edge to Castle Street with minimum 7m setback for building frontage line.

Entrance to car park.

CASTLE STREET

NORTH BAR STREET

BOLTON ROAD

PARSON'S STREET

Listed Building retained as part of redevelopment proposals.

Enhancement and potential redevelopment of south side of Bolton Road with new gateway building marking the potential new pedestrian link into Parson's Street.

Environmental improvements to North Bar Street and Horse Fair.

Bolton Road Development Area

Enhancement of the Cornhill public space and strategic landscape to improve setting for new development and linkage to Castle Street.

**Bolton Road development area
(Banbury 8)**

Development proposals should be consistent with the design principles below, which build on the Local Plan Policy.

Key urban design/development principles

1. Bolton Street development area split into three development areas (1, 2 and 3) by the existing road network, with area 1 on the west to provide three/four storey mixed use development for residential and town centre uses. Existing modern buildings will need to be removed if Area 1 comes forward for redevelopment. Uses and occupiers could remain on the site.
2. Area 2 on the east to be redeveloped for car parking and perimeter mixed use along Bolton Street close to Cornhill and the public space next to The Beer Tree public house.
3. Area 3 includes the surface car park behind Parson's Street to be developed for mixed use with a gateway building forming a frontage and access to Parson's Street through a new pedestrian link. The special historic architectural character of the listed buildings and their settings to be considered as part of any redevelopment proposals.
4. New pedestrian and cycle link through the rear of Parson's Street properties to connect the Bolton Road Development and car park to retail activity on Parson's Street.
5. Existing Listed Buildings fronting onto Parson's Street and North Bar Street to be retained as part of the comprehensive regeneration of the site.   All development proposals within the Bolton Road development area should seek to preserve and enhance listed buildings and the conservation area.

The Urban Framework Plan opposite illustrates a development solution following the urban design principles:

6. Cornhill public space improved and extended with strategic landscaping at the eastern end of Bolton Road and a new pedestrian/cycle link onto Castle Street to improve town centre accessibility.
7. Improved frontage onto Castle Street with strategic landscaping.
8. Bolton Road retained for service access to rear of Parson's Street properties. Consideration to be given to the inclusion of the rear of Parson's Street as part of the development area after consultation with owners/operators.
9. Existing single storey building to be redeveloped.
10. Environmental improvements to North Bar Street and Horse Fair to include new public realm, landscape and car parking improvements.

Spiceball - urban framework plan

Key

	New urban blocks, which could include car parking
	Increase in building height
	Important frontages
	Locally listed buildings
	Listed Buildings
	Existing buildings
	Strategic landscape
	Access
	New ped/cycle links
	New public spaces
	Improvements to existing links
	Improvements to Canal towpath
	New linkages through Riverside Park
	Riverside Park
	Existing trees
	Existing green areas
	Hard Landscaping

Spiceball Development Area

Existing link to Spiceball Leisure Centre extended to the canal towpath along landscaped route.

SPICEBALL PARK ROAD

The Mill expanded and redeveloped into a premier cultural and performing arts centre. Adjacent land included as part of the development area.

A new public space on the canal, overlooking the lock, to provide new access into The Mill.

**Spiceball development area
(Banbury 9)**

Development proposals should be consistent
with the design principles below, which build
on the Local Plan Policy. The Urban Framework
Plan opposite illustrates a development solution
following the urban design principles:

Key urban design/development principles

1. Area 1 to be developed for mixed town
    centre uses and car parking. New linkages
    will be provided across the canal to the
    existing Castle Quay Shopping Centre and
    new town centre uses to the south of the
    Canal. Proposals will need to consider where
    important frontages are located.
2. Area 2 to provide for a foodstore and car
    parking. Proposals will need to consider
    where important frontages are located.
3. Area 3 is formed from the existing short
    term car park next to the canal and The
    Mill. This area to be developed to enable the
    expansion of The Mill with new performance
    spaces and additional community facilities.
4. A new public space to be created next to
    the canal as the main entrance into the
    expanded Mill with A3 uses.
5. Retention of the bridge link over the river to
    provide pedestrian and cycle access onto the
    canal towpath next to the new hotel/retail
    development area and Banbury Museum.
6. Expansion of Riverside Park alongside the
    River Cherwell with a minimum 8m wide
    landscaped area and footpath network.
    This should be part of a comprehensive
    landscape scheme that extends throughout
    the Spiceball area.

Promote Banbury as the regional service centre of choice for the wider region

Actions	Key tasks	Timescale	Provider
Establish Banbury Task Force	Work with partner agencies to prepare an action plan with timetable for delivery.	Short	CDC, OCC
Ensure the town centre can accommodate a full range of uses including: 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	Bus operators local authorities community groups
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. Options such as smart parking (ticketless) and periods of free parking should be explored as part of a wider town centre parking strategy.	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, Chiltern Railways and other service suppliers to improve strategic regional services.	Long	LEPs OCC Highways England

Establish a strong economy

Actions	Key tasks	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 information 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	Key tasks	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
	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
The railway station and connections to the town centre.	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, taxis and potentially cars (on a limited basis).	Medium	OCC, CDC Chiltern Railways Network Rail
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 Bus operators
	Improve bus service between residential and employment areas.	Short	OCC Bus operators
	Identify site for new bus station or location for new bus stops and waiting areas.	Medium	OCC Bus operators
	Create new bus station and implement improvements to bus routes into town centre	Medium	OCC Bus operators
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	Key tasks	Timescale	Provider
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 Sector
	Produce a Local Development Document to assist in the delivery of Canalside.	Short	CDC
	Commission planning, design and viability studies and make bids to central government for funding.	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 for five years.	Medium	CDC
Open up the Oxford Canal to the town centre	Prepare a strategy for the Oxford Canal.	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 high quality 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.	Short	CDC Bus operators

Create high quality environments and a distinctive place to live and work

Actions	Key tasks	Timescale	Provider
Create an attractive interconnected network of green spaces and public squares.	Develop a green infrastructure study 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.	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

Promote opportunities for local people

Actions	Key tasks	Timescale	Provider
Increase housing choice and tenure	Work with landowners and developers to deliver the allocated housing sites.	Short	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 infrastructure study that includes improvements to the pedestrian and cycle network through Banbury.	Short Medium	CDC

APPENDIX III

The Main Evidence for the Banbury Vision & Masterplan

Cherwell Local Plan Part 1 (2015)

Cherwell Local Plan Part 2 – Issues Paper (January 2016)

Cherwell Employment Land Review (February 2012)

Cherwell Economic Analysis Study (August 2012)

Oxfordshire Strategic Economic Plan (March 2014)

South East Midlands Strategic Economic Plan (March 2014)

Tourism Development Study (August 2008)

Cherwell Retail Study (October 2012)

Cherwell and West Oxon Strategic Flood Risk Assessment Level 1 (April 2009)

Banbury Conservation Area Appraisal (October 2004)

Oxford Canal Conservation Area (October 2012)

Local Transport Plan 4 (2015)

Banbury Movement Study (Feb 2013)

Banbury Canalside Viability Study (September 2013)

Draft Banbury Canalside Supplementary Planning Document (November 2009)

Draft Bolton Road Supplementary Planning Document (October 2011)

GIS Constraints information (CDC)

Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE

Kidlington Framework Masterplan Supplementary Planning Document Part 1: Kidlington Tomorrow – Realising the Potential

Cherwell District Council

December 2016

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Aerial photo of Kidlington

Executive summary

The Kidlington Framework Masterplan has been prepared as a Supplementary Planning Document to build upon and provide more detailed advice and supplementary guidance on the policies in the adopted Cherwell Local Plan 2011-2013 (Part 1). Kidlington has been identified within the Local Plan as a location for small scale housing growth, Village Centre expansion and employment growth in the period. In order to achieve high quality sustainable development and to meet the needs of the local community, a comprehensive approach is required to guide change and maximise the benefits of development for the wider village.

The Framework covers the parishes of Kidlington, Gosford and Water Eaton and land within the adjacent Parishes of Yarnton and Begbroke, with a focus on the urban area of Kidlington, plus employment sites around Langford Lane / London Oxford airport and Begbroke Science Park.

The Framework will inform preparation of the Local Plan (Part 2). This will include a limited Green Belt review to accommodate high value employment needs as provided for by Policy Kidlington 1 of the adopted Local Plan. There is no requirement to review the boundary of the Green Belt to meet housing needs identified in the Local Plan Part 1.

The Framework has been developed in close collaboration with Cherwell District Council officers, local stakeholders and Kidlington Parish Council. The draft Framework was subject to public consultation in March 2016 and has been amended in response to the comments received. It was also the subject of previous stakeholder engagement.

The focus of the Framework Masterplan is on:

• guidance which can be applied and opportunities which can be progressed within the context of the adopted Local Plan;

• potential opportunities which can be explored further through Local Plan Part 2;

• issues for consideration in future reviews of the Local Plan.

The study concludes with an Action Plan for the delivery of key opportunities and projects which have been identified.

Vision statement

In 2031, Kidlington is a distinctive and sustainable community with a strong sense of identity.

Its landscape setting, access to high quality homes and community facilities and revitalised Village Centre make it an attractive place to live and work. Its strong connections with Oxford and Bicester, rail link to London and London Oxford airport support a growing high value employment base which is well integrated with the wider village.

Opportunity areas

The Framework Masterplan identifies a number of opportunity areas within the village where improvements, development and change should be focussed to deliver the vision. These may be summarised as follows:

• Kidlington's high quality landscape should be made more accessible for leisure while protecting areas of important habitat. In particular the Canal and river corridors to the east and west of the village which are attractive walking, cycling and recreational assets;

• The economic growth areas identified in the Local Plan Policies Kidlington 1 and 2 should be considered in a joined up manner to ensure maximum benefits to Kidlington's population and existing local businesses;

• Expansion of high tech employment areas around Langford Lane/ London Oxford Airport and Begbroke Science Park including small scale Green Belt release to accommodate growth (boundaries to be considered through Local Plan Part 2);

• Support for existing Village Centre businesses with potential expansion of the Village Centre to the west of Oxford Road (boundaries to be considered through Local Plan Part 2);

• Village 'gateways' to the north and south are important in creating a sense of arrival and a good first impression and should be a focus for public realm and townscape improvements;

• Oxford Road should be transformed from a traffic dominated 'highway' to a pedestrian and cycle friendly 'street ';

• New and improved east-west pedestrian and cycling links should be created to connect the village's economic, social, landscape and townscape assets including potential for a Canal hub at Roundham Bridge;

• Opportunities for new homes within the Village Centre and other small sites within the settlement boundary;

• Across all opportunity areas, there must be an emphasis on delivering high quality townscapes, landscapes and public realm which strengthen the character and distinctiveness of Kidlington.

Framework themes

The Framework identifies 6 main themes:

1. Revealing Kidlington's distinctive identity

2. Planning for a sustainable community

3. Strengthening the Village Centre

4. Supporting community needs

5. Supporting future economic success

6. Integration and connectivity.

Theme 1: Revealing Kidlington's distinctive identity

Objectives

To strengthen Kidlington's distinctive character of a 'village set in the landscape' and reveal its hidden gems to a wider audience.

To establish an attractive Kidlington townscape character through the high quality design of new buildings and public spaces.

Put Kidlington on the map

As the nearest large settlement Kidlington's presence should be felt at both the airport and Oxford Parkway station. Information boards should be provided detailing local attractions, accommodation and facilities. Wider promotion of Kidlington as an attractive place to live, work and visit should highlight the village's townscape, landscape and economic assets and its proximity to attractions such as Blenheim Palace and Otmoor Nature Reserve.

Strong first impressions

The Kidlington roundabout area could be enhanced so that it acts as a positive arrival point or 'gateway' to the village from the south. Options to be explored include public art on the roundabout incorporating the prominent poplar trees, or grass verges to the north, new welcome signage to point visitors to Kidlington attractions, and enhanced footpaths and cycling routes to the station and Stratfield Brake. The gateway from the north into Kidlington at the junction of Oxford Road and Langford Lane could be enhanced with a comprehensive public realm scheme including welcome signage and improved views and access onto the Canal and Langford Lane Wharf Conservation Area. Improvements should be delivered in conjunction with the expansion of employment uses at Langford Lane.

Positive additions to Kidlington's townscape character

High quality design will be required across all new development in line with Local Plan policy ESD 15. The design of new homes will be guided by the planned Cherwell District Design Guide SPD and principles outlined under Theme 2: Creating a Sustainable Community.

Enhance biodiversity across the village

There is an opportunity to create a designated green corridor of informal amenity and natural open space to the west of the Canal, making use of land which is at risk of flooding. This would provide an enhanced recreation and biodiversity network extending from Stratfield Brake to Rushy Meadows SSSI and beyond. Biodiversity enhancements could include the restoration or maintenance of habitats through appropriate management and new habitat creation to link fragmented habitats in accordance with the targets set out for the Lower Cherwell Valley Conservation Target Area (CTA) and Local Plan Policy ESD11.

Enhancements to wildlife habitats across the village will be supported. A community based conservation group already works on St Mary's Fields Nature Reserve and with the collaboration of landowners this approach could be adopted at other sites in conjunction with greater public access. The Council is working with the landowners to improve the management of the Langford Meadows Local Wildlife Site and this could also provide potential for organised educational and public site visits and group conservation tasks.

Increase accessibility and awareness of the landscape and heritage assets

The Historic Village Trail around Church Street and Mill End could be connected to the village's other assets such as the Canal and Village Centre by improved cycling and clearly signposted walking routes running east-west.

There is also an opportunity to create or enhance existing medium and longer distance circular walks to encourage an appreciation of the village's attractive landscape setting and improve connectivity for healthy walking. The majority of connections are already in place, but need clearer signage and additional information for example in leaflet form or a map/information display board in the Village Centre. This wider network of footpaths can be promoted as alternatives to routes through areas of high ecological sensitivity, where there is concern about the impact of recreational use.

Canal recreational corridor

In line with Local Plan Policy ESD16 the Framework supports increased access to and recreational use of the Oxford Canal corridor. Roundham Bridge and locks are already a focus for activity on the Canal and have the potential to act as a hub with increased facilities and connectivity. The bridge and railway level crossing to the west provide a footpath and informal cycle link between Begbroke and Kidlington Village Centre, and north and south along the Canal towpath. These links should be improved to provide formal cycle ways to Begbroke Science Park and Langford Lane employment areas. Yarnton Lane, which connects from the Canal at Sandy Lane / Yarnton Road via another level crossing to the A44 on the south side of Yarnton, should be improved as a walking and cycling corridor. In addition, poorly used green spaces on the eastern bank of the Canal have potential to be turned into pocket parks to improve the setting of the Canal, support biodiversity and address the greenspace shortfall. These spaces could provide an opportunity for design and management by the local community. Increased recreational activity along the Canal will need to be balanced carefully against biodiversity objectives.

The vacant triangle of land to the east of Roundham locks could be a good location for a small scale facility such as a local marina and café which relates well to the Canal and encourages recreational use of the corridor. Opportunities to increase access from residential estates to the east of the Canal should be explored to create connections for leisure and commuting.

Theme 2: Creating a sustainable community

Objectives

To build a sustainable community with opportunities for all and access to housing, jobs and high quality community facilities.
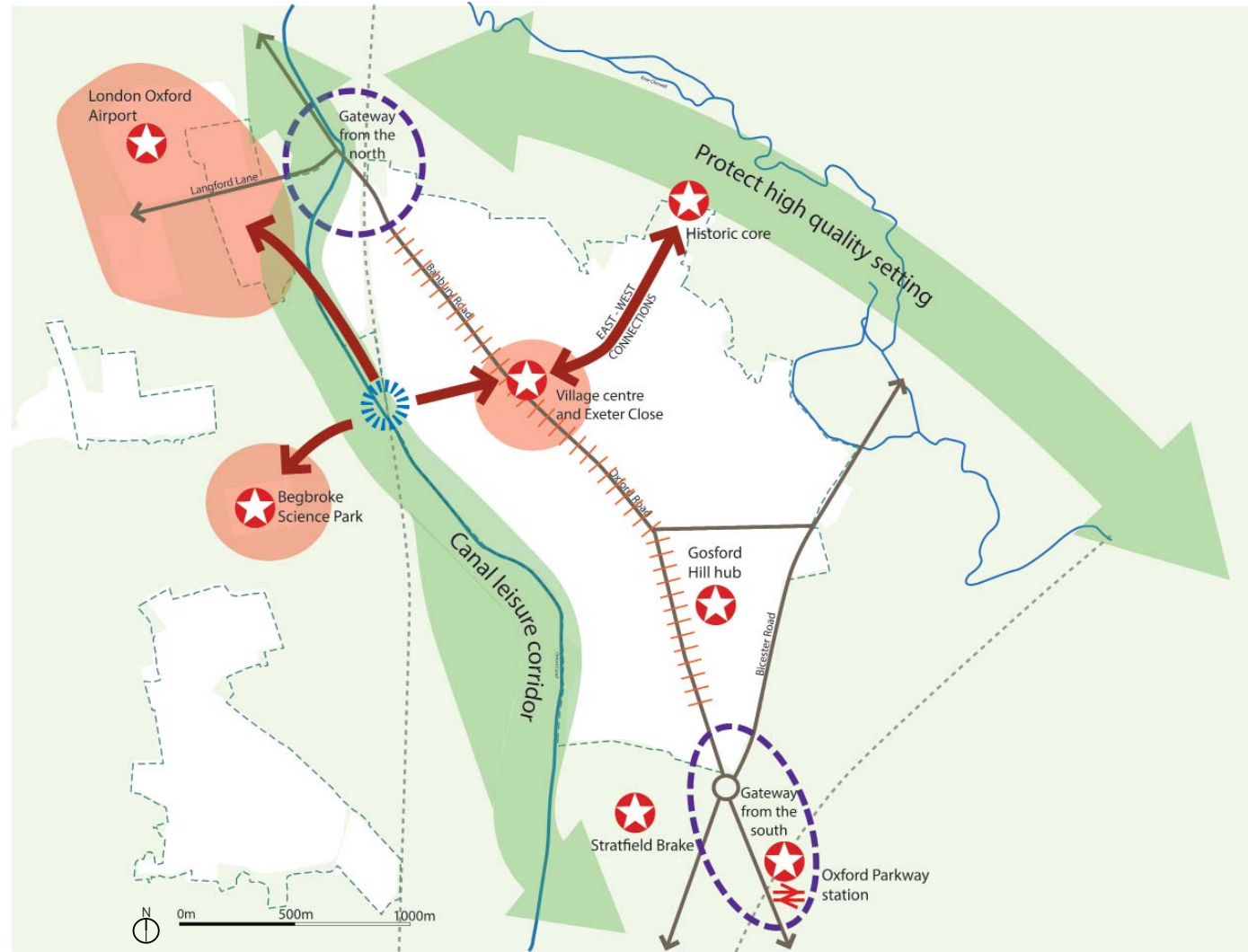
To deliver high quality new homes within the village which add positively to the overall character of Kidlington.

Understanding local housing needs

Policy BSC3 of the adopted Local Plan requires all proposed developments at Kidlington that include 11 or more dwellings (gross), or which would be provided on sites suitable for 11 or more dwellings (gross), to provide at least 35% of new housing as affordable homes on site. Opportunities for the provision of extra care, specialist housing for older and/or disabled people and those with mental health needs and other supported housing for those with specific living needs will be encouraged in suitable locations close to services and facilities.

Policy BSC4 seeks to provide a mix of housing that has regard to the Council's most up-to-date evidence of housing need and available evidence from developers on local market conditions. The Local Plan highlights the SHMA's conclusions on the required mix for market and affordable homes. The Council's Housing Investment and Growth Team provide advice on the precise tenure and unit form of the affordable housing required having regard to local information where available.

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Legend:

- - - - Green Belt
- - - - Railway line
⭐ Key assets
⟷ Green corridors
◌ Village 'gateways'
▨ Focus for growth
▥ Transform Oxford Road from a highway to a 'street'
▬ Strengthen east-west walking and cycling connections
✺ Canal hub at Roundham Bridge

Map labels:

London Oxford Airport

Langford Lane

Gateway from the north

Protect high quality setting

Historic core

EAST - WEST CONNECTIONS

Village centre and Exeter Close

Begbroke Science Park

Canal leisure corridor

Gosford Hill hub

Stratfield Brake

Gateway from the south

Oxford Parkway station

Bicester Road

Oxford Road

Banbury Road

N

0m   500m   1000m

Spatial concept

Approach to housing development

A range of options for development within the existing built-up area should be considered including appropriate redevelopment, intensification and infill while protecting Kidlington's key assets. This may involve increasing housing densities, reconfiguring land uses and introducing mixed use development.

Make best use of land within the village boundaries

Managing the use of previously developed land is important in maintaining the appearance of the village and to the well-being of our communities. It can also provide opportunities for enhancing biodiversity. This means ensuring that land and buildings earmarked for development are not underused and that we make the most of vacant and derelict land and buildings. In general, new housing should be provided at a net density of at least 30 dwellings per hectare (Policy BSC 2 of the Local Plan). However, the density of housing development will be expected to reflect the character and appearance of individual localities and development principles that are appropriate to the individual circumstances of sites.

Potential development opportunities within the village identified to date include the following (housing capacity figures are indicative):

- **Village Centre sites** – Policy Kidlington 2 states that residential development will be supported in appropriate locations in the Village Centre except where it will lead to a loss of retail or other main town centre uses. Car park sites to the north and south of High Street have potential for residential development as part of a mixed use scheme. Within High Street and on Oxford Road opportunities for residential are limited to the upper storeys to ensure the ground floor is prioritised for retail. Estimate of total housing capacity: 200-280 homes with an emphasis on apartments.

- **Exeter Close** – This site is within the Village Centre area of search as defined in the Local Plan and housing could form part of a scheme to help strengthen the Village Centre in accordance with Policy Kidlington 2 of the Local Plan. A more efficient arrangement of community uses on this site could release land for small scale residential development. Estimate of housing capacity: 15-20 homes.

- **Thames Valley Police HQ:** The site is in existing employment use and is not currently available for development. However, in the event of all or part of the site being vacated, some housing may be acceptable as part of a mixed use scheme provided that this complies with Policy SLE1 and would not limit the amount of land available for employment use. Redevelopment of the site for residential use would need to be considered through Local Plan Part 2.

Other small scale sites within the village could include: infill on garage courts or on leftover spaces within existing estates, and development within large back gardens. These smaller sites should be carefully considered in the context of the wider plan to ensure that they do not prejudice other strategic objectives. Proposals for development within the built-up limits of the village will be required to comply with Policy Villages 1 and 2 of the adopted Local Plan.

Rural exception sites

In accordance with Policy Villages 3, small scale affordable housing schemes to meet specifically identified local housing need may be brought forward through the release of rural exception sites outside the settlement boundary. Proposals for community self-build or self-finish affordable housing may also be permitted where they will meet a specific, identified local housing need. In identifying suitable sites, it will be necessary to balance the advantages of providing affordable housing with the impact of development, for example on the appearance of the village, the surrounding landscape or to the historic environment.

It will be particularly important that proposals for developments in the Green Belt are able to demonstrate that there are no alternative sites outside of the Green Belt that could reasonably meet the identified needs.

Securing high design standards

Significant importance will be placed on conservation of the historic environment and securing high quality urban design in protecting and enhancing the character of the Village and ensuring that Kidlington is an attractive place to live and work. High design standards are critical in ensuring development is appropriate and secures a strong sense of place and clear sense of arrival at points of entry into the village. The design of the site layout, access arrangements, scale, massing and appearance will be required to demonstrate a positive relationship with the immediate surrounding context of the site and respect and enhance the townscape character of Kidlington as a whole.

Early dialogue with Council Development Management officers will be required to establish the critical design considerations for individual sites.

In appropriate locations, the Framework identifies the potential for development to drive a change in character. For example, to the west of Oxford Road, buildings of up to 3-4 storeys, with a continuous frontage would signify 'Village Centre' character and provide a sense of enclosure to the street.

Conversions of existing houses to flats should maintain the external appearance of the original property and deliver appropriate amenity space, parking and refuse storage to minimise impacts on the character and appearance of the surrounding area and existing residential amenity. This is particularly important where proposals involve the conversion of one half of a semi-detached pair.

Innovative building techniques and technologies should be applied where possible to drive up levels of sustainability in all new development and to help make efficient use of land in what is a constrained area.

Opportunities for self-build and other innovative housing models could also be explored.

Improve the quality of existing homes and neighbourhoods

Opportunities should be explored to improve the quality of the existing housing stock and neighbourhoods to enhance their long term sustainability and attractiveness.

Theme 3: Strengthening Kidlington Village Centre

Objectives

To strengthen the Village Centre, increasing its mix of uses and vitality and its attractiveness to local residents, employees and visitors as a place to shop, work and spend leisure time during the day and evening.

Redefine the character of Kidlington Village Centre

The Village Centre should be the focus for significant change and improvement which will bring obvious benefits to local businesses and residents and will be important in changing wider perceptions of Kidlington for the better. In line with Local Plan Policy Kidlington 2, the designated boundary of Kidlington Village Centre should be expanded to include land to the west of Oxford Road and Exeter Close. The rear of Exeter Close, North Kidlington School, the Fire Station and Sorting Office, and historic properties on Banbury Road several of which contain retail/office uses should be considered for inclusion within the boundary. These areas form the setting of the core Village Centre and contain or have potential to accommodate town centre and community uses.

The Framework establishes design principles for the Village Centre and identifies potential development sites. Particular importance is placed on environmental improvements and encouragement of the evening economy.

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Village Centre design principles

Townscape

New development on the High Street should aim to bring coherence to the street scene, responding to the height and set-backs of adjacent buildings and creating a continuous frontage to the street.

Locally appropriate materials (limestone and local brick, slate or clay tile roofs) should be the primary materials used on elevations fronting the public realm.

The potential expansion of Village Centre uses to the west of Oxford Road should be reflected in buildings of an appropriate character and increased scale (up to 3-4 storeys) to provide enclosure to the street.

A hierarchy of streets should be established with High Street and Oxford Road reading as the principal streets and development on Sterling Road Approach subservient to this in scale and massing.

Connectivity and public realm

Key Village Centre streets and pedestrian routes should be the focus for high quality public realm treatments. This includes the transformation of Oxford Road from a traffic dominated highway to a pleasant, people friendly street. On the High Street the public realm character of the western section could be could be extended eastwards to reduce the dominance of the carriageway.

The potential for an improved network of secondary pedestrian routes is identified to increase connectivity between east and west, and provide opportunities for additional development frontage. This includes a new walking route between the Co-op and Red Lion car parks to enhance access to the shops on Oxford Road.

Potential for new and improved public spaces as part of development proposals. The largest space at Watts Way has the potential to become a focus for Village Centre daily life and special events. Small scale retail/residential development on the existing car park would create a new frontage to the square which would define and enlarge the public space.

Car parking and servicing

Indicative locations for small scale single deck car parks are suggested to decrease the surface area occupied by car parking and release sites for residential and retail development.

Development and new uses

New development should create active ground floor frontages to the primary and secondary pedestrian routes and streets.

The following uses would be particularly conducive in strengthening the retail offer and encouraging use of the Village Centre in the evening: retail and services, food & drink, leisure and cultural uses (e.g. gym, cinema, local museum), offices, residential, community facilities (e.g. library, healthcare, children's centre), public open space.

The frontage to High Street and the central section of Oxford Road is the focus for primary retail/ food & drink or community uses on ground floor, but could have a broader mix of uses including residential and offices above. Opportunities to increase the range of retail premises available should be supported including identifying opportunities for larger floorplate units and premises for small businesses.

The growth of A3 uses (food & drink) and the evening economy should be supported, to provide greater choice for local residents and an attractive destination for after work leisure time and weekends. In particular evening economy and high quality food and drink establishments could be supported along Oxford Road, where a cluster has already developed.

In line with Local Plan Policy Kidlington 2, there is potential for residential development in appropriate locations within the Village Centre. This will help to increase spending power and vibrancy within the Village Centre and will support the growth of retail, services and the evening economy.

To the south, the focus is on community facilities and creating a strong link to Exeter Close.

Office uses (B1) should focus on small to medium scale premises with an emphasis on supporting local residents wishing to start up their own business.

Transform Oxford Road from highway to street

Public realm improvements to Oxford Road are proposed to change the character from 'highway' to village centre 'street' signifying arrival into the Village Centre. In consultation with the Highways Authority, pedestrian priority will be increased between Exeter Close and Benmead Road, providing the right setting for high street uses to flourish and creating stronger east-west walking and cycling routes towards the Canal.

Development proposals for central Kidlington should include consideration of the following in conjunction with both the County and District Councils:

- A new toucan crossing between the tower and Lyne Road to encourage greater access between east and west for pedestrians and cyclists.

- Moving the northern bus stops southwards so they are located close to the shops.

- Reconfiguring Oxford Road south of Lyne Road, by introducing on-street parking, street trees, bus stops, wider pavements and informal crossing points so that traffic is naturally slowed.

- Using the space created in front of the parade of shops for outside seating.

- Raised traffic platforms at pedestrian crossing points and junctions on Oxford Road to reinforce the 30mph speed limit.

Expand the Village Centre through new mixed use development

The Framework identifies a number of sites which could be considered for redevelopment to enhance the character and mix of uses within the Village Centre (subject to assessment through Local Plan Part 2). A comprehensive approach will be required for their development:

- The Skoda garage site on a highly prominent corner site to the west of Oxford Road.

- Co-op car park.

- Rationalisation and redevelopment of car parks to the north of the High Street.

- Exeter Close. Potential reconfiguration of the site to create an enhanced community hub and flagship recreation space with new accommodation for community and health facilities currently located on the site.

- Several low rise and/or low quality properties with high street frontage.

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Development quantum

Assuming all sites are available for development in the longer-term and subject to an assessment through Local Plan Part 2 an initial estimate suggests:

- Between 200 and 300 new residential dwellings could be provided in the Village Centre, accommodating a mix of tenures but assuming a high proportion of apartments.

- An additional 10,000 sq. m of retail space and 1,800 sq. m of office space could be provided (subject to evidence for the Local Plan Part 2 process).

Theme 4: Supporting community needs

Objectives

To enhance access for all residents to high quality community facilities, sports and recreation spaces.

Exeter Close community hub

Land and buildings at Exeter Close provide an opportunity for redevelopment and reconfiguration of the site in the interests of providing modern facilities, improvements to the built environment and more efficient use of land. Design principles which should be considered include:

- Retention of the current mix of uses with an emphasis on community facilities including healthcare, children's services, community hall, sports and recreation space and potential introduction of a small element of residential.

- New accommodation for Exeter Hall, the Health Centre and other community uses should be situated close to the Village Centre to create a strong frontage to Oxford Road.

- Creation of a multi-functional community hub building suitable for the co-location a range of facilities and services which are currently dispersed in individual buildings.

- Retention and reconfiguration of sports facilities including pitches, tennis courts, bowling green and pavilion.

- Relocation of the children's play area to a more central location within the site where it can relate better to the Village Centre, and sports facilities. Together the sports and play elements would offer a flagship recreation space at the heart of the village.

- Pedestrian routes through the site should be retained and improved with cycle access to connect the existing residential areas to Exeter Close and the Village Centre.

- The design of surface car parking is currently inefficient. In developing a plan for the site the area allocated to car parking and potentially also the total number of spaces should be reduced to release land for other uses. Cycle parking should be provided to serve all facilities.

- Assuming the satisfactory rehousing and reconfiguration of existing services, car parking and sports facilities within the site in a more efficient layout and the inclusion of land to the south, there is an opportunity for a small number of new homes to be built to help fund the development.

Improve access and quality of sports pitches, parks and amenity space

The consultation undertaken in preparing the Framework highlighted the importance to Kidlington residents of access to localised recreation spaces and how well-used and highly valued the existing spaces are for various types of formal and informal recreation. There were also clear aspirations expressed for further improvements to the quality of the open space, sport and recreation provision at Kidlington. Suggestions made through the consultation on the SPD included increased facilities for teenagers as well as for very young children; Kidlington could seek to develop a 'flagship' play area with high quality equipment aimed at a range of ages, potentially with a café on site to encourage longer stays.

Smaller scale 'leftover' greenspaces within existing residential areas and alongside the Canal could become play spaces, gardens, community orchards or allotments. Opportunities for these spaces to be designed and managed by the local community should be explored.

Theme 5: Supporting future economic success

Objectives

To support the growth of an integrated cluster of high value employment uses to the west of the village including Langford Lane, London Oxford Airport and Begbroke Science Park.

To integrate the employment areas with the rest of the village, to maximise benefits to employers and employees, the village as a whole and the wider district.

A joined up approach to employment growth

A joined up approach to future development of Begbroke Science Park and London Oxford Airport/Langford Lane and proposed Oxford Technology Park areas to the west of Kidlington will be beneficial to ensure proposals are complementary to each other and support the economic success of the wider village. This should take place while maintaining the two areas as distinct and separate in line with the Local Plan. Alongside the small scale Green Belt review informing the Local Plan Part 2, the following should be considered in an overarching economic strategy for Kidlington's employment growth areas:

- The quantum of development and size/type of premises that are required and where these are best located.

- Potential ways to create a more cohesive employment area with a joined up identity and marketing strategy.

- The potential for a business centre with shared support services, meeting and conference space.

- The potential for supporting uses such as small scale convenience/food & drink, hotels and other related infrastructure which can offer a better place for employees to work and serve the wider community in north Kidlington (however these should not be to the detriment of the Village Centre). Locations towards Oxford Road should be explored where they would form part of the 'gateway' to Kidlington from the north.

- Improvements to the public realm which could improve the attractiveness of the area and 'gateway' to Kidlington.

- And importantly, improved connectivity between the sites and with the Village Centre.

Support employment growth in key sectors

Begbroke Science Park is important to the economic fortunes of the area, benefitting not only Kidlington but the wider district. Similarly, London-Oxford Airport is a key draw for the area, supporting the employment needs of the area and those of the local community. In principle, the growth of the airport within its present boundaries should be supported. There are two key sectors which are important to the Kidlington area, and the growth of these sectors should be supported:

- Advanced Manufacturing, particularly relating to London-Oxford Airport.

- Scientific Research & Development, particularly relating to activities around Begbroke Science Park.

Other important sectors for the area includes: automotives particularly with the motor park and links to Silverstone, and digital, publishing and media. There are significant opportunities to grow these sectors with Kidlington's proximity to Oxford providing the possibility to benefit from spin-outs from the city and surrounding areas. Future growth of employment areas including the Airport will be managed through the Local Plan and Development Management process which will assess the potential for impacts on local amenity e.g.pollution and noise.

Provide business support to the employment cluster

The potential for a business centre at Langford Lane providing shared support services and business networking should be tested. This could provide benefits in terms of supporting the Local Plan ambitions for growth of specific businesses and sectors. If a centre is delivered through the private sector a clear remit should be developed to avoid a generic and non-sector focused development.

Improve physical and social links between key employment areas and the centre of Kidlington

In order to support a more prosperous centre, a number of improvements are proposed to connect the employment growth areas, existing businesses and the Village Centre which go beyond the land use policies in the Local Plan. This includes measures to:

- Improve opportunities to travel between Langford Lane and Begbroke Science Park and the Village Centre by means other than by car including new walking and cycling links to the centre.

- Ensure good public transport links between the new rail station, the Village Centre and to all employment areas (including London Oxford Airport). This is critical to the future of both of these areas. This is in line with the long term proposals for bus based Rapid Transit routes set out in the County's Oxford Transport Strategy.

Opportunities for enhanced social integration include:

- Establishing a business-led partnership.

- Establishing a working hub in the Village Centre with business support facilities and a cafe, where individuals or small groups can work or hold meetings on an ad hoc basis.

- Business sponsorship of Village Centre, community or sports events.

- Businesses working in partnership with schools or through youth initiatives such as Young Enterprise.

- Skills training and local job fairs.

Develop synergies with surrounding areas

Kidlington does not operate in isolation and it is important that economic synergies with the surrounding area are maximised as follows:

- Rest of Cherwell: Kidlington is an important part of the district and a key focal point for employment, particularly higher value uses. There is potential for locations such as Bicester to benefit from improved linkages (e.g. with Begbroke) but it is important that this does not negatively impact on the success and growth of Kidlington itself.

- Oxford: partnership working between Cherwell District Council and Oxford City Council will ensure that development is co-ordinated and that opportunities to benefit from the Oxford to Cambridge high-tech corridor are maximised.

Create quality places

A high quality of design, layout and landscaping will be required in accordance with Policies ESD13 and ESD15 of the Local Plan. Development proposals will be required to build on the design and place shaping principles set out in Policy Kidlington 1. Particular importance will be placed on the creation of a gateway with a strong sense of arrival including when arriving from the airport; a well-designed approach to the urban edge, which achieves a successful transition between town and country environments; development that respects the landscape setting of the site; a comprehensive landscaping scheme to enhance the setting of buildings on-site and to limit visual intrusion into the wider landscape and a high quality design and finish, with careful consideration given to layout, architecture and materials.

Theme 6: Integration and connectivity

Objectives

To physically integrate Kidlington's neighbourhoods, Village Centre and employment areas; to encourage movement by sustainable modes of transport; and to make the most of the village's excellent strategic connectivity.

To reduce the highways dominance of Oxford Road (A4260) while integrating planned improvements to public transport in line with Oxfordshire County Council's Oxford Transport Strategy.

Balance movement in favour of pedestrians and cyclists

The needs of pedestrians and cyclists should be prioritised first, before public transport and lastly the private car. This shift in mind-set is necessary if the barriers created by car-based estate layouts, and traffic dominated highways (such as Oxford Road) are to be designed out of future developments, in favour of walkable neighbourhoods and active streets. Any development proposals affecting the highway would require discussion with Oxfordshire County Council as Highway Authority.

Oxford Road – changing the character from 'highway' to 'street'

The A4260 Oxford Banbury Road is proposed as a focus for public realm improvements and carriageway reconfiguration to increase the priority given to pedestrians and cyclists in line with the objectives of Local Plan Policy ESD 15: The Character of the Built and Historic Environment. The design of improvements to Oxford Road should be integrated with longer term proposals identified in the Oxford Transport Strategy (part of the County Council's Local Transport Plan) namely:

- A new bus-based Rapid Transit route on Oxford Road connecting the airport to Oxford city centre.

- A new Cycle Premium Route on Oxford Road running from Langford Lane to the city centre.

Opportunities include:

- Reconfigure the existing wide pavements and verges to include new segregated cycleways as part of the Cycle Premium Routes.

- Provide more appropriately designed street lighting with human scale lighting of foot and cycleways.

- Provide segregated bus lanes. The benefits of this would need to be assessed on a corridor-wide basis and in relation to the level of congestion experienced along the route either now or in the future as demand grows. Alternative bus priority measures could include:

  – Prioritisation at junctions including bus detection at signals and early release gates for buses.

  – Improved bus stop arrangements to include removal of laybys to allow easier re-entry to the main carriageway for buses and longer stops to accommodate multiple services.

- Where space allows tree planting could be introduced to soften and enclose the street, creating an attractive boulevard character.

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Connecting economic hubs by bus

There is a need to increase bus connections between London Oxford Airport/Langford Lane and Kidlington which currently only operate during peak hours. The proposals for Rapid Transit (including an A44 Park & Ride near Bladon Roundabout with principal bus lines running along Oxford Road) set out in the Oxford Transport Strategy would achieve this, should they be implemented. In addition the following opportunities have been identified which could be explored further with the County Council:

- A circular 'reverse park and ride' connecting all the significant employment assets in the local area including the Village Centre.

- Improved bus connections between the rail station/Oxford city and Kidlington's employment sites to be routed via Oxford Road and not to bypass the Village Centre.

- Provision of orbital bus routes to Oxford's 'Eastern Arc'. This area provides more employment than Oxford city centre but is currently difficult to reach from Kidlington other than by car.

Connected cycle routes

The proposed Cycle Premium Route will, if properly designed with adequate allocation of space, provide a safe and attractive route running from Langford Lane to the Village Centre and Oxford city centre along Banbury Road and Oxford Road. It will encourage a shift towards cycling for local journeys and commuting into Oxford, as well as towards the Oxford Parkway station. The existing National Cycle Network route 51 which runs through the village must be integrated into the route. The connections from NCN 51 to villages to the east and to National Cycle Network route 5 to the west help improve east-west connections through the village and have the potential to encourage more people to take up cycling. This would establish a safer route along the main road, which avoids the circuitous detour to the NCN51 route. The proposals would be extended northwards along Banbury Road and Langford Lane to connect with the employment areas. The timetable for delivery of the Cycle Premium Route is unclear but many of the measures set out above can be delivered in the short term.

Langford Lane, with its strategic employment locations, is an important movement corridor which currently has no formal cycle provision between the A44 and A4260. This could be addressed by future improvement schemes, possibly including a formalised crossing of the A44 on the south side of the junction with Langford Lane.

A connecting cycle link could be created from the Village Centre, heading west along Lyne Road, over Roundham Bridge and on to Begbroke Science Park. Opportunities for a new connection on the eastern side of the Canal from Roundham Bridge, to Station Fields Business Park should also be explored. This would provide an alternative route towards Langford Lane.

Yarnton Lane, which connects from the Canal at Sandy Lane / Yarnton Road via another level crossing to the A44 on the south side of Yarnton, should be improved as a walking and cycling corridor. Opportunities to enhance the Canal towpath for use by commuting and leisure cyclists as an alternative to Oxford Road should be explored.

There is an opportunity to reintroduce cycling to the pedestrianised section of the High Street. The evidence regarding cycling in pedestrianised areas is that they pose few safety concerns and that cyclists tend to moderate their behaviour depending on the volume of pedestrians. The Department for Transport (Traffic Advisory Leaflet 9/93) has produced guidance on the subject following analysis of video observation from many sites in the UK and abroad. The guidance advises that no factors were found to justify excluding cyclists from pedestrianised areas. It noted that accidents between cyclists and pedestrians were very rare with only one recorded in 15 site years of analysis.

Any public realm improvement scheme or development should incorporate appropriate levels of convenient and secure cycle parking to encourage a shift towards cycling for local journeys. Provision for cyclists (showers, secure storage) should be provided at all employment sites.

Improved leisure and walking routes

Walking routes for leisure should be enhanced through improved signage and where necessary improved surfacing to create short and longer distance routes and circular routes. The Canal plays an important part in this network and opportunities to create new sections of towpath on its eastern side and new bridges and access points should be explored.

Securing maximum benefit for Kidlington from Oxfordshire County Council's Local Transport Plan

The Oxford Transport Strategy, forming part of the County's Local Transport Plan, will have a significant impact on the village if implemented and the development of these proposals should be informed by the wider objectives for Kidlington set out in the Framework and in the future Local Plan Part2. The Cycle Premium Route and bus-based Rapid Transit Route proposed for Oxford Road have the potential to transform sustainable travel to Oxford from Kidlington, creating safe and attractive new cycle routes and quicker more modern bus services with enhanced connections to the airport. However, the careful design of these schemes along Oxford Road will be crucial if the character of Oxford Road is to be changed from a 'highway' to a 'street'.

Action plan and next steps

The need for a pro-active approach

This Framework provides a coordinated consideration of the planning issues facing Kidlington and identifies key principles and objectives to support the implementation of adopted Local Plan policies. It also identifies a number of supporting actions which will assist in meeting the policy objectives set out in the LDP and further developed in this Framework Masterplan.

A key issue in delivering these objectives relates to funding availability for the provision of affordable housing, social infrastructure, open spaces and leisure facilities which will be dependent to a significant extent on developer contributions through s106 obligations and in the future potential Community Infrastructure (CIL) payments. This will be challenging given limited development opportunities within the village and, given the resources available, it will be necessary to prioritise infrastructure items.

It will be necessary to adopt an approach which makes best use of assets, land and resources to maximise development potential and secure funding for necessary infrastructure provision. The focus must be on a comprehensive approach which avoids piecemeal development. Briefs could also be prepared for key development sites which identify infrastructure requirements and funding.

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In accordance with Local Plan Policy INF 1, infrastructure must be provided as an integral part of any development in order to achieve the vision and objectives of the Framework and the involvement of landowners and developers will be essential. Infrastructure requirements are set out in the Council's Infrastructure Development Plan. Employment development to the west of Kidlington and development to strengthen Kidlington Village Centre (as permitted by Policies Kidlington 1 and Kidlington 2) will provide particular opportunities to attract investment in new infrastructure.

Implementation of the proposals in the Local Plan and Framework Masterplan will be dependent on key public bodies such as the District Council, Parish Council and Oxfordshire County Council working together with the private sector and other stakeholders over the long term. The Council, particularly, its Planning and Economic Development Teams are available to help facilitate and bring partners together to achieve implementation and delivery.

Priority projects

The following 6 project areas have been identified as priorities. It is recommended that a number of working groups are established to promote partnership working in taking these forward.

1. **Village Centre:** implementation of the Framework's principles for the Village Centre to manage the growth of the Village Centre, car parking and public realm; to support economic activity and raise the quality of the built environment.

2. **Exeter Close:** implementation of the Framework's principles in considering the opportunities for the comprehensive redevelopment of Exeter Close.

3. **Sports and recreation improvements:** to assess opportunities for improvements to village recreation areas and sports facilities.

4. **Canal improvement strategy:** to co-ordinate improvements to the Canal corridor.

5. **Employment cluster strategy:** to develop a joined-up approach to employment growth.

6. **Oxford Road corridor transformation:** improvements to transform Oxford Road from a highway to a street.

A co-ordinated action plan

The full list of opportunities identified in the Framework are summarised in an Action Plan which identifies the delivery body / partners, possible funding sources and likely timeframe for implementation (short-medium or longer term opportunities). Ultimately a flexible approach to delivery will be required which reflects funding availability and market conditions, but there are a number of key catalytic projects which will act as drivers for further investment and wider economic benefits. The focus will be on working with existing businesses and landowners and the local community to make best use of existing assets and to maximise development opportunities and available funding. This will demonstrate the intent of Cherwell District Council and its partners to work together in taking forward the objectives for Kidlington.

Executive Summary

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1.0
Introduction

1.1   Background

This is a Framework Masterplan for Kidlington. It provides planning guidance that will be used in the consideration of relevant development proposals that affect the village. Kidlington is one of Cherwell's three urban areas. It is an important residential, employment and retail centre; one of Cherwell's largest communities but one influenced by the proximity of Oxford.

Kidlington is surrounded by the designated Oxford Green Belt and has a number of important environmental assets including the Oxford Canal corridor. It has a close relationship with the neighbouring villages of Begbroke and Yarnton, it is home to London-Oxford airport, and Oxford University's Begbroke Science Park is nearby.

The Framework focuses primarily on the built-up limits of Kidlington and the village's immediate setting. Its purpose is to help improve the environment of Kidlington village and respond to local planning issues.

The Cherwell Local Plan 2011-2031 (Part 1) was adopted on 20 July 2015. It provides a vision, objectives and policies to meet Cherwell's development needs to 2031. It seeks to encourage the development of a sustainable economy, to improve Cherwell's town centres and transport connections, to build sustainable communities, to provide good quality housing and investment in infrastructure, to protect and enhance our distinctive natural and built environments and to conserve our natural resources. The Plan highlights key challenges and priorities for Kidlington and its immediate area.

This Framework has been prepared as a Supplementary Planning Document to build upon and provide more detailed advice and guidance on the policies in the Local Plan.   It is a statutory planning document but, unlike the Local Plan, does not form part of the adopted Development Plan. It cannot allocate sites for development or create new Development Plan policy.

The Framework expands upon Local Plan policies generally, but in particular adds further detail for Kidlington to those listed here.

Key Local Plan Policies which the Framework supports:

- Policy PSD 1: which supports sustainable development

- Policy SLE 1: which supports employment proposals within the built up limits of Kidlington

- Policy SLE 2: which seeks to secure dynamic town centres

- Policy SLE 3: which supports tourism growth

- Policy SLE 4: which seeks to improve connectivity and encourage the fullest possible use of public transport, walking and cycling

- Policy BSC 2: which seeks the effective and efficient use of land including the re-use of previously developed land

- Policy BSC3: which requires provision of affordable housing

- Policy BSC 4: which seeks an appropriate mix of housing in new developments to meet identified needs

- BSC 7: for meeting education needs

- BSC 8: for securing health and well-being

- BSC9: for providing public services and utilities

- Policy BSC 10: for ensuring that sufficient quantity and quality of open space, sport and recreation facilities are provided with convenient access

- Policy BSC 11: for protecting and enhancing outdoor recreation provision

- Policy BSC 12: for protecting and enhancing the quality of indoor sport and community facilities

- Policy ESD 3: which promotes sustainable construction

- Policy ESD10: which seeks to protect and enhance biodiversity and the natural environment

- Policy ESD 11: which seeks to enhance Conservation Target Areas

- Policy ESD13: which seeks to protect and enhance local landscape

- Policy ESD14: which seeks to maintain the Oxford Green Belt boundaries

- Policy ESD 15: which requires new development to complement and enhance the character of the built and historic environment

- Policy ESD 16: which seeks to protect and enhance the Oxford Canal corridor

- Policy ESD 17: which seeks to maintain and enhance green infrastructure

- Policy Kidlington 1: which seeks to accommodate high value employment needs

- Policy Kidlington 2: which seeks to strengthen Kidlington Village Centre

- Policy Villages 1: which provides for small scale housing development within the built-up limits of the villages

- Policy Villages 2: which provides for some additional housing at 'Category A' villages including Kidlington

- Policy Villages 3: which provides the opportunity for Rural Exception Sites to be identified

- Policy Villages 4: for meeting the Need for Open Space, Sport and Recreation

- Policy INF 1: infrastructure delivery

The Council is currently preparing two other Local Plan documents that in time may have implications for the Kidlington area:

1. **Cherwell Local Plan Part 2:** this will contain smaller allocations of land and development management policies for the district in conformity with Local Plan Part 1. This will include a small scale review of the Green Belt to accommodate identified high value employment needs as provided for by Policy Kidlington 1 of the adopted Cherwell Local Plan 2011-2031 (Part 1). This affects two distinct locations:

   (A) Langford Lane / Oxford Technology Park / London-Oxford Airport.

   (B) Begbroke Science Park.

2. **Partial Review of the Cherwell Local Plan 2011-2031 (Part 1):** paragraph B.95 of the adopted Local Plan commits the Council to helping Oxford meet its unmet housing need. On 26 September 2016, the Oxfordshire Growth Board decided on an apportionment of the agreed unmet need to each of the district councils. Cherwell has been asked to accommodate an additional 4,400 homes. The Council is considering whether and how these homes could be sustainably accommodated through the Partial Review of the Local Plan. Potential areas of search and strategic development sites across the district are being considered.

The Framework cannot pre-determine the finals proposals of these further Local Plan documents. It can only respond to the existing policy framework. It is, however, a forward looking document; one that will also be informative to future policy making.

1.2   The Role of the Kidlington Framework Masterplan

Kidlington has been identified within the Cherwell District Local Plan as a location for small scale housing growth, Village Centre expansion and employment growth in the period to 2031. In order to achieve high quality sustainable development and to meet the needs of the local community, a comprehensive approach is required to guide change and maximise the benefits of development for the wider village. This is the purpose of the Kidlington Framework Masterplan Supplementary Planning Document (the Framework).

The Framework expands on and provides further detail to Local Plan policies for the village of Kidlington. The Framework examines local issues and options with a view to meeting Local Plan objectives to 2031 and identifying specific development opportunities. It also provides the opportunity to identify longer term issues for future Local Plan reviews.

It is based on an examination of demographic, town centre, housing, employment, recreation and infrastructure issues in the context of the constraints of the Green Belt, the relationship of Kidlington to Oxford, and the village's expanding economic role. Preparation of the Framework has also taken into account previous work undertaken by Kidlington Parish Council including the 2007 Village Centre Health Check and subsequent Action Plan.

The Framework covers the parishes of Kidlington and Gosford and Water Eaton and land within the adjacent Parishes of Yarnton and Begbroke, with a focus on the urban area of Kidlington, plus employment sites around Langford Lane / London Oxford airport and Begbroke Science Park. .

1.3   Strategic Planning Context

The Cherwell District Local Plan Part 1 was adopted on 20 July 2015 and together with relevant national and strategic policy provides the context for the Kidlington Framework Masterplan. It is the adopted Local Plan that the Framework supports but it will also inform future work on non-strategic site allocations in the preparation of the Cherwell District Local Plan Part 2.

The Local Plan seeks to enhance Kidlington's economic role and economic development will be supported to:

• Exploit its position in the Oxford/ Cambridge Corridor.

• Allow for appropriate growth plans at Begbroke Science Park and Langford Lane.

• Connect with the Oxford economy.

Figure 1.1 Stakeholder consultation

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- Create new opportunities for additional retail, leisure and cultural activities and environmental improvements in an extended Village Centre.

- Secure the growth potential from the presence of London-Oxford Airport.

A small Green Belt review is being undertaken to accommodate high value employment needs as provided for by Policy Kidlington 1 of the adopted Local Plan. This is being pursued through the preparation of Local Plan Part 2. There is no requirement to remove land from the Oxford Green Belt for new housing to meet Cherwell's housing needs identified in the Local Plan Part 1.

The Cherwell Local Plan 2011- 2031 (Part 1) meets Cherwell's identified development needs. However, in the Local Plan (para. B.95), the Council 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. 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 six Councils work together cooperatively, on an on-going basis, through what is known as the Oxfordshire Growth Board - a Joint Committee.

The commitment in the Cherwell Local Plan states (para. 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…"

The two year timescale requires the Council to complete the Partial Review by July 2017. It will then be subject to public examination.

Since November 2014, a joint programme of work has been undertaken by the Oxfordshire Growth Board. This work programme was recently completed for the purpose of apportioning Oxford's unmet housing need. On 26 September 2016, having considered the outputs from that programme, the Oxfordshire Growth Board decided on an apportionment of approximately 15,000 homes to the district and city councils. Cherwell District has been asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments (some 22,840 homes) by 2031. The potential accommodation of these 4,400 homes is now being tested

through the Council's statutory Local Plan process. An Issues Paper was consulted upon in January 2016. An Options Paper is currently (November 2016) being consulted upon.

Work is also on-going on the Cherwell Local Plan Part 2 which will contain more detailed planning policies to help determine planning applications and allocate smaller non-strategic sites for development for a range of uses. A consultation paper was published in January 2016 outlining the key issues that the Local Plan Part 2 may need to address. An Options Paper is expected to be consulted upon early in 2017.

1.4   Approach

The Framework has been developed in close collaboration with Cherwell District Council officers, local stakeholders and Kidlington Parish Council. Key stages are summarised below:

- The study commenced in 2013, with a baseline review of existing studies and background material, including Cherwell District Council's Draft Local Plan evidence base, site visits, spatial analysis and dialogue with individual stakeholders, developers and Kidlington Parish Council.

- An initial spatial and socio-economic picture of Kidlington was established - its challenges and its assets.

- Stakeholder workshops in September 2013 were used to test this picture, and establish a 'vision' for the future of the village and priorities for change.

- The spatial opportunities which emerged are described in the Framework under six key themes reflecting the priorities identified in the workshops.

- In March 2016 the draft Framework was subject to public consultation and has been amended in response to the comments received.

1.5   Structure of the Framework

Chapter 2 provides a summary of the key issues facing Kidlington today. Chapter 3 builds on the evidence base to identify an overall vision for Kidlington and the opportunities for realising key objectives. Objectives and proposals are identified including development opportunities, environmental improvements, economic development and community facilities.

The focus of the Framework Masterplan is on:

- guidance which can be applied and opportunities which can be progressed within the context of the adopted Local Plan

- potential opportunities which can be explored further through Local Plan Part 2, and

- issues for consideration in future reviews of the Local Plan.

The study concludes with an Action Plan for the delivery of key opportunities and projects which have been identified.

The Framework is accompanied by the following evidence base documents:

- **Part 2: Kidlington Today - Baseline Information**

    This is a review of baseline information and the current planning policy context within which the Framework has been developed. It considers key social, economic and environmental characteristics of the village and identifies key influences and issues to be addressed. A summary of key issues is provided in Chapter 2.0.

- **Kidlington Framework Masterplan Consultation Statement, December 2016**

    The Consultation Statement provides details of the public and stakeholder consultation undertaken in preparing the Framework and explains how the Framework has evolved in response to the comments received.

1.6   Acronyms

The following acronyms and abbreviations are used throughout this document:

KPC :   Kidlington Parish Council

CDC: Cherwell District Council

The Framework: The Kidlington Framework Masterplan Supplementary Planning Document (this document).

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2.0
Kidlington today: understanding the issues

This chapter looks at Kidlington today and provides a summary of the key issues which are addressed in the Framework Masterplan. Full details are provided in the accompanying document Part 2: Kidlington today – Baseline information.

2.1   Location and context

Kidlington is located around 5 miles north of Oxford, 4 miles south east of Woodstock and 8 miles west of Bicester. Most of the village falls within the Parish of Kidlington, with the exception of the south eastern neighbourhoods which fall within Gosford and Water Eaton Parish.

Cherwell District , and therefore Kidlington, is located within two LEPs (Local Enterprise Partnerships), the Southeast Midlands LEP and Oxfordshire LEP which both play a key role in determining local economic priorities to provide a catalyst for economic growth and the creation of local jobs. To the south west, Oxford's Northern Gateway is a major employment led growth area which is proposed for the development of up to 90,000 sqm of employment space and 500 homes by 2026 (Northern Gateway Area Action Plan, 2015). The village has good strategic road and rail connections - links to the M4 and motorway network connect the village into the wider city network of Birmingham, Reading and London. Oxford Parkway station provides direct east-west rail connections to Bicester, Oxford and London Marylebone. The village is well connected by road and bus routes with the A4260 running through the centre of the village, creating a direct connection to Oxford city centre and Banbury, and the A34 linking to Bicester.

Kidlington is closely linked with the city of Oxford and its wider network of surrounding settlements in terms of business, education, transport and retail, with high levels of in and out commuting.

The Oxford Canal and River Cherwell running along the east and west boundary edges of the village link Kidlington to Oxford whilst providing an attractive leisure corridor, in particular for Canal boat hire, walking and cycling.

Figure 2.1 Local context

Legend:
- Green Belt
- Settlement
- University education
- Major employment area
- Retail area
- Waterway
- Railway line
- Train station
- Primary road
- Secondary road

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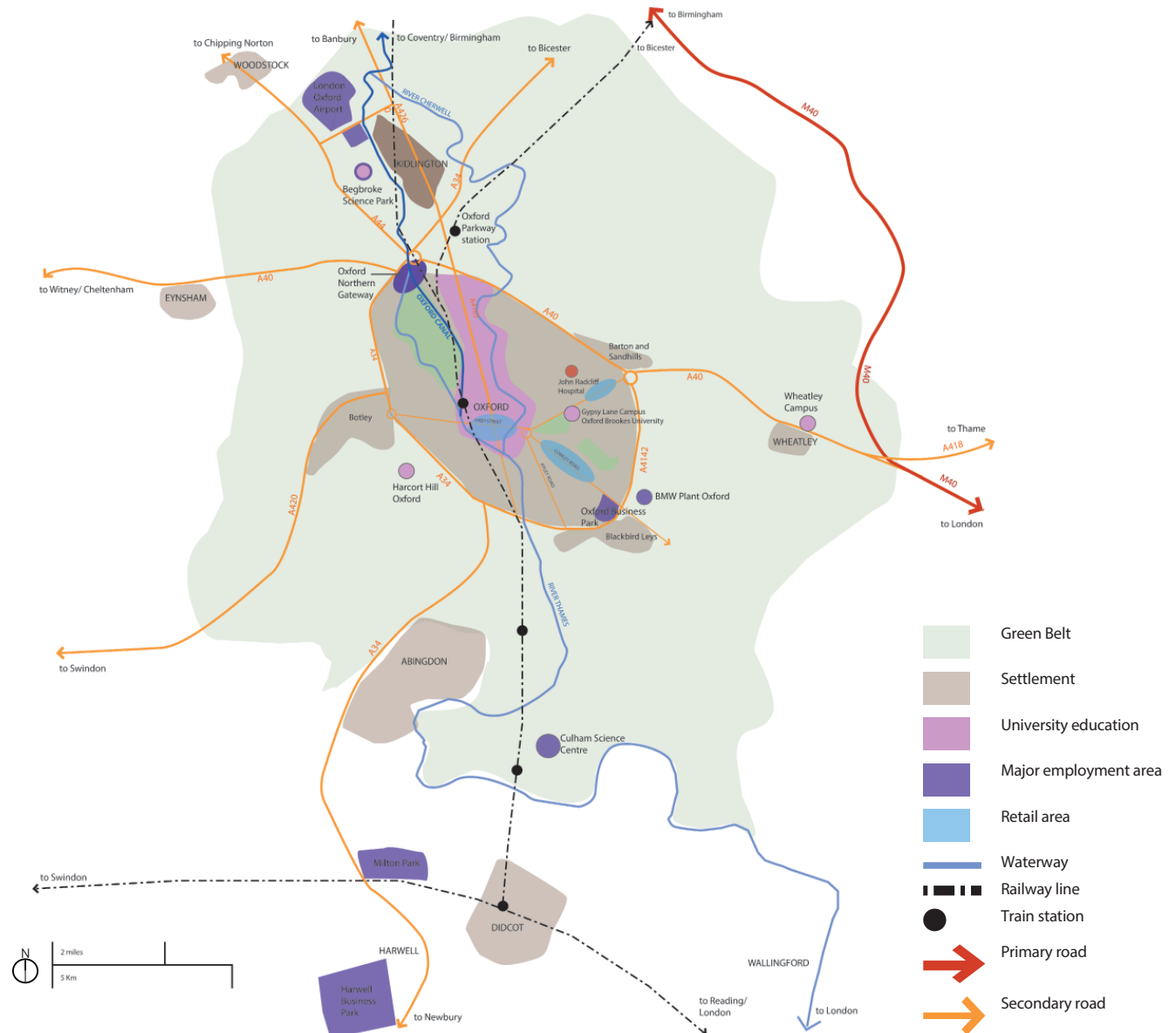
2.2   Village character

From its origins as a small rural settlement close to the River Cherwell, Kidlington grew gradually over many centuries, its shape and form changing in response to new roads, canals and the availability of land. It was not until the mid-twentieth century that Kidlington began to grow at a much greater pace due to rapid housing development.

The Green for which Kidlington was once famous has been lost, but the majority of historic properties remain in pockets, protected by Listed Building designation and conservation area status. In 2011, the built up area of Kidlington (including Gosford) had a population of 15,046.

Kidlington has a number of high quality, distinctive townscape and landscape assets including the Canal, historic village core and River Cherwell landscape. The village is physically separate from Oxford and the surrounding villages of Begbroke and Yarnton and has retained its independence as a settlement. However, many of the assets are hidden at the edges of the village and are not evident to visitors. First impressions are of a primarily suburban linear settlement comprising ribbon development on the A4260 through the village and late 20th century inward facing estates which make up much of the housing stock and lack local distinctiveness. Access to the Canal from the adjacent housing estates is extremely limited with garage courts and back fences fronting on to the water. The Village Centre lacks a distinctive architectural style and does not relate to the historic core.

2.2.1 Key issues

Key issues to be addressed include poor connectivity and weak identity which may discourage visitors and investment particularly in the Village Centre; the relative attractiveness of competing destinations and leakage of spending from the Village Centre to other centres and the protection and enhancement of built heritage and village character.

There are opportunities for improved access from the village to the Canal and River Cherwell and improved connectivity between key activity zones. There is also potential to enhance the landscape setting of the village and to rediscover and more effectively promote its assets.

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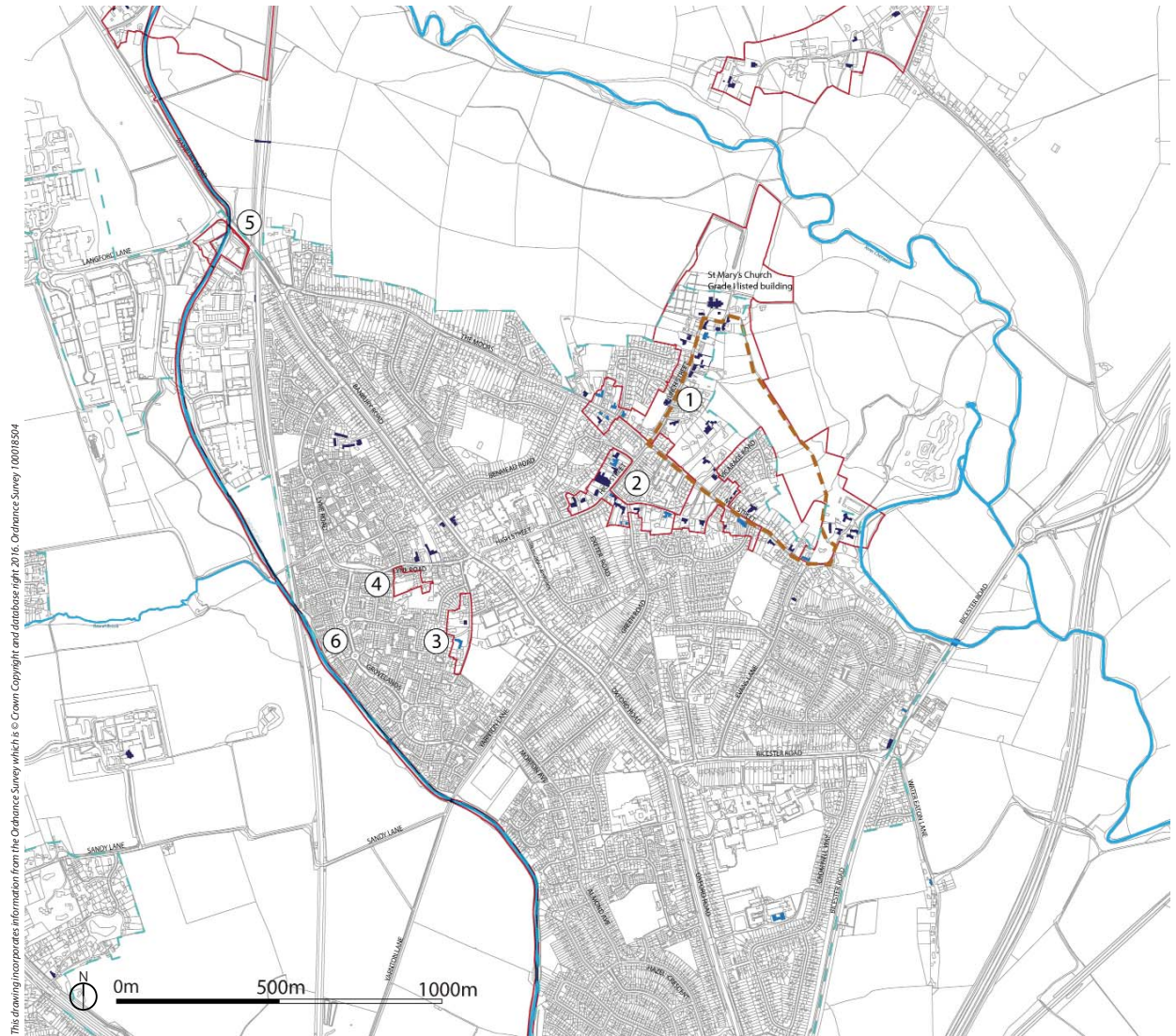
Figure 2.2 Heritage designations

Conservation areas:

Symbol		
▭	Conservation area	
┅	Historic village trail	
■	Listed building	
■	Locally listed building	

1	Church Street		4	The Rookery
2	High Street		5	Langford Lane Wharf
3	Crown Road		6	Oxford Canal
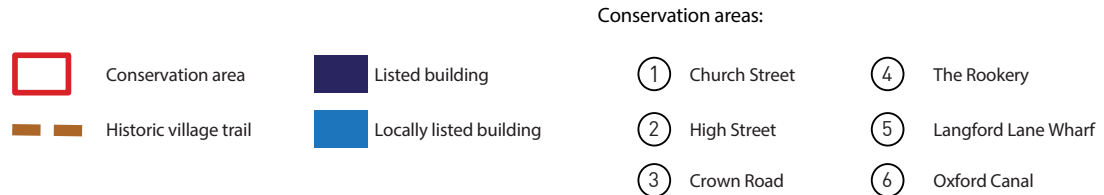
Figure 2.3 Village Centre - High Street

Figure 2.4 Village Centre - Exeter Close

Figure 2.5 Historic core - St Mary's Church

Figure 2.6 Historic core - limestone houses with views of the church spire

Figure 2.7 Ribbon development - Oxford Road

Figure 2.8 Oxford Canal - Views along Oxford canal

2.3 Green infrastructure

Green Infrastructure is a term used to describe networks of green spaces, habitats and waterways that support biodiversity and provide recreation and amenity. Kidlington is relatively well served by green infrastructure particularly sports and recreation grounds, wetlands and other natural green spaces along the Canal and river corridors. However deficiencies in some types of public open space provision have been identified.

The River Cherwell and Oxford Canal are important green infrastructure corridors for biodiversity and human movement connecting Kidlington towards Oxford and giving access to the wider countryside beyond. Within the settlement, planted gardens, public spaces, rights of way and trees create localised networks of green infrastructure.

Consultation undertaken in preparing the Framework Masterplan highlighted the importance to Kidlington residents of access to localised recreation spaces and how well-used and highly valued the existing spaces are for various types of formal and informal recreation. There are clear aspirations for further improvements to the quality of the open space, sport and recreation provision at Kidlington.

The village has a high quality and varied landscape setting and a number of important areas of ecological value such as Rushy Meadows Site of Special Scientific Interest, Stratford Brake woodland and River Cherwell and Oxford Canal corridors. The Oxford Green Belt has served to prevent urban sprawl and coalescence.

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2.3.1 Key issues

Whilst the Canal is an important feature of the area, there are limited facilities its length. There are also gaps in habitat networks and walking routes which should be addressed together with qualitative and quantitative deficiencies in open space provision. There is a shortage of parks and gardens and amenity green space in parts of the village as highlighted in the Green Spaces and Playing Pitch Strategy (as updated by 2011 Open Space Update) but considerable areas of underutilised 'left-over' space which could be enhanced. This has also highlighted a shortage of playing and training facilities for football clubs and there is limited capacity at Stratford Brake to accommodate new users.

Opportunities to improve the quality of habitats and amenity space; make better use of the Canal and create a more integrated green network with improved access to open space and countryside should be explored. Key issues to be addressed include the provision of facilities for formal recreational use.

Figure 2.10 Kidlington Fields - Distinctive views towards St Mary's Church

Figure 2.9 Green infrastructure

Legend:
- Green_Belt
- National Cycle Network
- Public rights of Way
- Site of Special Scientific Interest (SSSI)
- District Wildlife Sites
- Local Wildlife Sites
- Woodland Trust Sites
- Species of Principal Importance (NERC S41 Act)
- Conservation Target Areas
- Allotments
- Amenity Green Space
- Cemeteries and Churchyards
- Natural and Semi Natural Greenspace
- Outdoor Sports Facilities

2.0 Kidlington today: understanding the issues

Alan Baxter

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2.4   Community facilities and Village Centre

Kidlington has two large clusters of community and retail facilities, both of which are located on Oxford Road. The first comprises Kidlington Village Centre, including the High Street, Tesco and Kidlington Centre, North Kidlington Primary School and the nearby community facilities of Exeter Close. This is located at the geographic centre of the village. It serves as a local service centre with a regular market.

The second cluster is a corridor of facilities, in the southern part of the village, comprising the education and sports facilities around Gosford Hill School, the smaller shopping parades fronting Oxford Road and the Sainsbury's supermarket.

Exeter Close, just to the south of the Village Centre, accommodates a number of community and health facilities in a range of standalone buildings. Recent landscape improvements have created a much stronger entrance to the site from Oxford Road; however the area still feels relatively disconnected from the High Street. Facilities comprise:

- Exeter Hall: hall and meeting rooms, Kidlington and District information centre, CAB, Cherwell District Council and Kidlington Parish Council offices.

- Exeter Close Health Centre: Key Medical Practice, Pharmacy, Family Planning Clinic, NHS Dentist surgery.

- Forum Youth Centre: used by Meadowcroft Academy (with multi-use outdoor games area).

- Kaleidoscope Children's Centre: provision for a variety of activities, adult learning, parenting courses and drop-ins for families with children under 5. (This service is to be withdrawn in January 2017).

- Exeter Close Pavilion (Kidlington Forum Table Tennis Club), plus football changing and various sports and leisure activity sessions.

- Bowls Club.

- Tennis Courts.

- Exeter Close has a large area of surface car parking, recycling facilities and landscaped garden area. It adjoins a football pitch/recreation field and a children's play area.

The buildings are of varied quality and include temporary buildings and are mostly single storey. There is considerable opportunity to develop a more integrated and efficient layout, increasing the available floorspace and releasing land for new uses.

Other facilities are scattered across the village and include:

- Individual convenience shops, pubs and garages.

- Day centres associated with sheltered housing.

- Churches.

- Smaller sports and community club venues e.g. Yarnton Road football club and Kidlington Scouts Centre (Blenheim Road).

- Stratfield Brake Sports Facility which includes club house facilities and sports pitches to the south of the village.

Walking distance isochrones (800m or 10 minute walk) from the larger clusters reveal that central and southern Kidlington and Gosford are well served by community facilities and retail within easy walking distance. In contrast, the north-western and eastern parts of Kidlington are less well served by retail and community facilities than other parts of the village.

Figure 2.11 Watts Way Piazza and toilets

Figure 2.12 Kidlington Centre shopping mall

Figure 2.13 High Street public realm

Figure 2.14 Surface car parking

Figure 2.15 Exeter Close

Figure 2.16 Health centre, Exeter Close

Alan Baxter

2.4.1 Key issues

A key challenge relates to the Village Centre which is identified for expansion in the Local Plan but is currently underperforming with low levels of comparison retail, low demand for new premises and lack of vitality and activity. Oxford Road acts as a barrier to movement and has a lack of high quality frontage and there are limited vehicle access points to the Village Centre which limits footfall from passing trade. Buildings on the High Street are of varied architectural quality and there has been a lack of investment in good quality design leading to poor quality townscape and public realm. The pedestrianisation scheme has not delivered anticipated benefits. There are continued pressures for change of use in the Village Centre which may lead to a loss of retail uses and active frontage and adversely affect the vitality of the centre.

Exeter Close relates poorly to the town centre. Stakeholder discussions and site analysis undertaken to inform preparation of the Framework Masterplan has shown that the layout of the site is inefficient and buildings are outdated and poorly integrated. Sports clubs within the village are dispersed and pitches generally located to the rear of housing areas with some facilities in need of updating. Stakeholders have identified that the sports facilities at Stratford Brake are at capacity.

There is potential for rationalisation and redevelopment of buildings in Exeter Close to provide an integrated community hub and to release land for development. In the Village Centre, there is identified capacity to support additional convenience and comparison retail floorspace; potential to rationalise Village Centre car parking to release development land which needs to be further explored and the opportunity for further expansion of the programme of markets and events. Employment and housing growth could create demand for extended retail offer and facilities in Village Centre. There is a need to address the barrier to connectivity presented by Oxford Road taking into account its strategic highways function.

It will be necessary to identify funding for new community facilities and the potential for developer contributions and to work with existing occupiers and businesses in the Village Centre and Exeter Close to bring forward proposals.
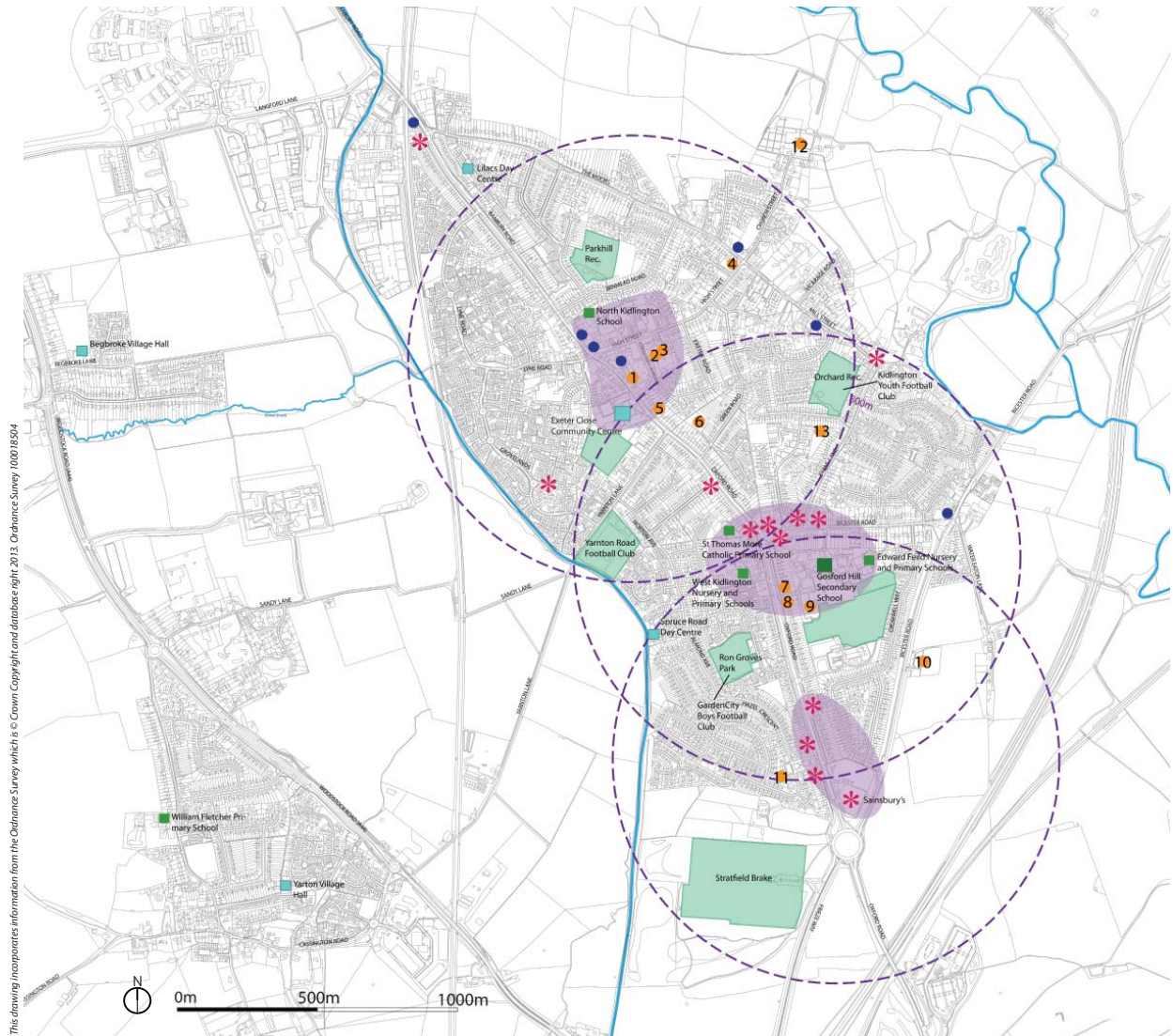
Figure 2.17 Distribution of community facilities and local centres

Legend:
* Local shops
● Pub
▢ Sports facilities
■ School
▢ Community centre
▢ Community cluster
⭕ Approximate 10 minute walk to community clusters

Figure 2.18 Box junction markings dominate the Oxford Road junction

Figure 2.19 Double yellow lines remain despite High Street pedestrianisation

Figure 2.20 Frequent bus services in Kidlington

2.5   Movement and connectivity

Kidlington is well connected to the strategic road network. It is located between the A44, to the west, which heads north-west towards Chipping Norton, and the A34 to the east which leads to Junction 9 of the M40 and Bicester, 5 and 7.5 miles from the village respectively. The roads converge at the Pear Tree roundabout at the northern edge of Oxford.

The village is located on the Oxford to Banbury Road (A4260) which runs broadly north-south and forms the movement spine through the centre of the village. Banbury lies 17 miles to the north, and Oxford 5 miles to the south. The A4260 is used by through traffic and local traffic with annual average daily motor vehicle flows of 13,400 vehicles in 2014 down from a peak of 16,000 in 2002. Cars and taxis make up the greatest proportion of traffic (81%) and there is a noticeably higher proportion of light goods vehicles (15%) than the A44 and A34. HGVs account for 3% of flows in comparison to 11% on the A34 and 4% on the A44. (Source: DfT traffic count data www.dft.gov.uk/traffic-counts).

The residential estates to the east and west of Oxford Road are accessed via a small number of through-roads, which lead onto cul-de-sac and smaller loop roads. The lack of permeable connections through the neighbourhoods results in rat-running and traffic dominance on streets which do allow through movement, for example onThe Moors and Lyne Road.

The High Street is pedestrianised between Watts Way and Oxford Road. Cycles and delivery vehicles are permitted to enter the area before 10 am and after 4:30pm.

Kidlington is well served by bus, with high frequency services operated by the Oxford Bus Company and Stagecoach. A bus lane is located on the southern section of Oxford Road.

The County Council operates a park and ride service into Oxford from Water Eaton adjacent to Oxford Parkway station on the A4165.

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2.5.1 Key issues

Kidlington has excellent connections by public transport and road to external destinations including Oxford, Bicester and Banbury but internal connectivity within the village is poor and is dominated by car movements. The A4260 Oxford to Banbury Road forms a strong north-south movement spine to the village, but is dominated by traffic and creates a barrier to east-west pedestrian movement and the numerous dead-ends in the residential estates create an impermeable, car based layout. Rat-running occurs on the small number of through routes to the east and west of Oxford Road.

The lack of physical connectivity creates a sense of separation between different neighbourhoods, the Village Centre and employment areas. The rail and Canal corridors have few crossings and act as a physical barrier to movement between the employment areas /Begbroke and Yarnton and Kidlington village. Bus services to London-Oxford Airport are limited to the peak hours only and cycle routes and footpaths are fragmented and poor/low quality in places, with limited connections to nearby villages. There is a danger that employment growth to the west of the village with no improvement in the number/frequency of public transport services and quality/location of cycling and walking connections will result in continued lack of integration between this area and the Village Centre. The out of town location of Oxford Parkway station could encourage increased car use and through traffic.

Oxfordshire County Council updated its Local Transport Plan (LTP4) in July 2016. Key objectives of the plan include improving connections, making more efficient use of the existing transport network and encouraging travel by sustainable modes. To this end, LTP4 includes specific strategies for Science Transit, Rail, Bus and Active & Healthy Travel that are relevant to Kidlington. In particular, a new outer Park & Ride site is proposed on the A44 corridor near London Oxford Airport connected to Oxford by a Super Premium bus route running along Oxford Road, and a new Cycle Premium Route is proposed to run from Langford Lane to Oxford city centre via Oxford Road.

The proposals for a new bus-based Rapid Transit system connecting the airport to Oxford could dramatically improve journey times to the city centre and to the important employment areas in Oxford's 'Eastern Arc'. Opportunities should also be explored for improvements to Oxford Road to increase pedestrian and cycling priority whilst recognising the strategic highways functions of this important route. The upgrading of the Canal tow path presents opportunities for improved walking and cycling for leisure activities and commuting into Oxford. The feasibility of the rail station at Lyne Road could also be re-examined in the context of improved rail services in the area.

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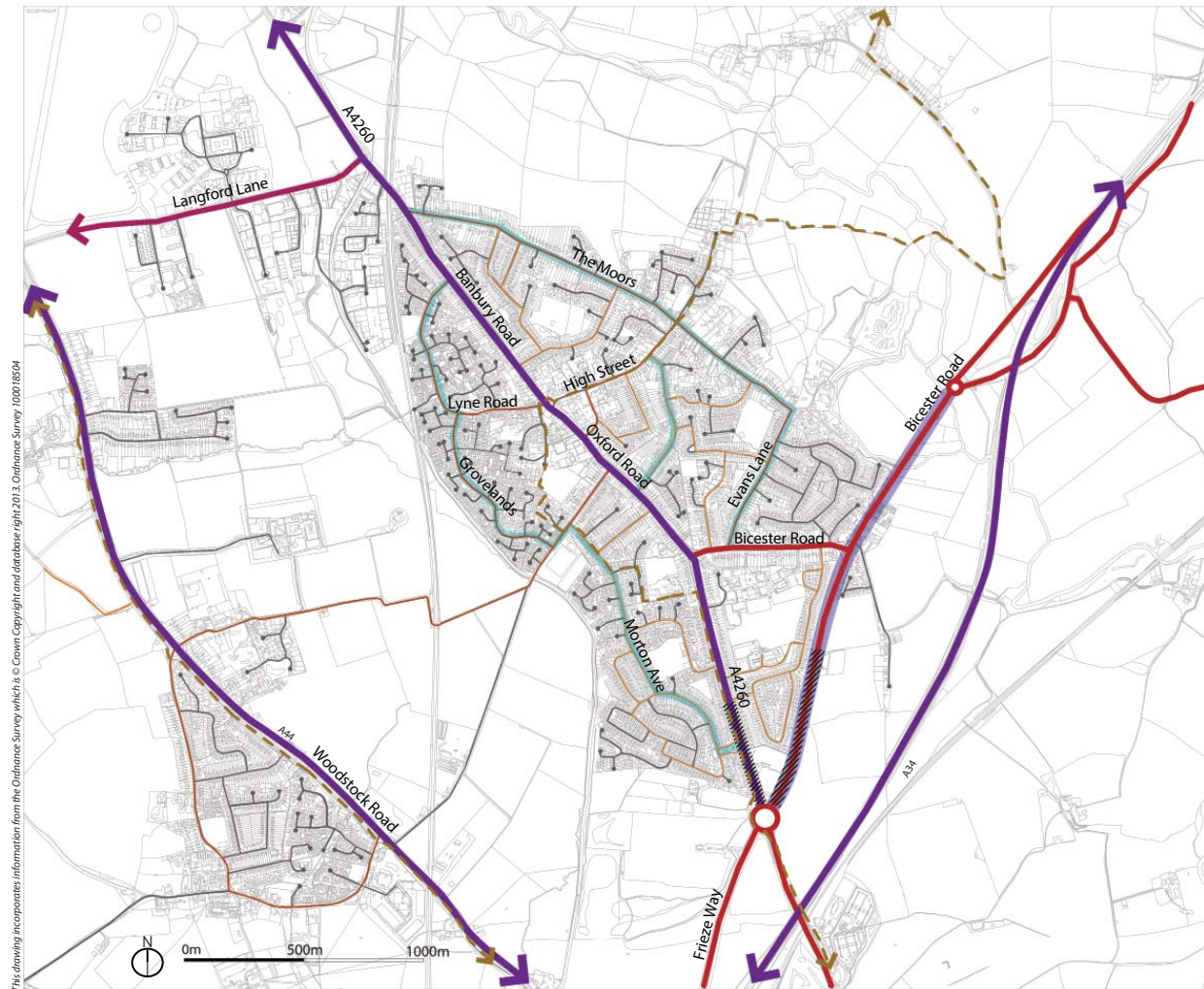
Figure 2.21 Existing street network

Primary through routes	No through routes	Streets prone to rat-running
Secondary through routes	National cycle route	Congestion
Tertiary through routes	Air quality management zone	
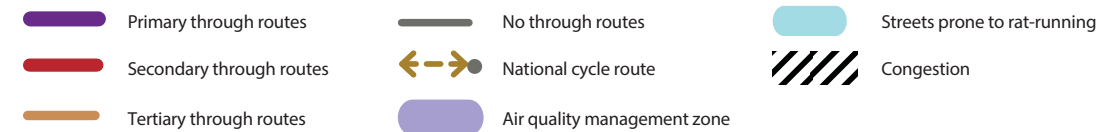
2.6   Socio-economic context

A below average population growth was recorded in the Census 2011 (+1%) most recent APS shows stronger growth (+4%), which is higher than Cherwell, the South East and England. Population figures show that the population is ageing and the implications is are likely to be seen in terms of increased pressure on resources demand for specialist housing and healthcare, alongside a reduction in the economically active population.

Between Census 2001 and Census 2011 Kidlington experienced an increase in the proportion of highly qualified residents as well as a decrease in the proportion of those with no qualifications. This change in Kidlington was in line with the national, district, and local averages. The more recent data from the ONS Annual Population Survey, 2014 shows the proportion of 16-64 year olds in Cherwell with a qualification equivalent to an NVQ Level 4 or above was equal to 35% which is an increase on the proportion reported by Census 2011. This increase is in line with the regional and national level (+5 points) and slightly lower than Oxford (+7 points) over the same time period. Median weekly income has increased since 2011 but is still lower than comparator areas which could signify that employment is lower-value than surrounding areas.

The Indices of Multiple Deprivation 2015 (IMD) provide a measure of relative deprivation among residents at a small area level of geography across England. Data is available for the wards of North Kidlington, South Kidlington and Yarnton, and Gosford and Water Eaton. The maps indicate that whilst Kidlington in general performs extremely well in terms of the overall indices and the income domain, there are localised issues. North Kidlington ward has an overall ranking that puts in the least 20% of deprived areas in England. This indicates low deprivation, although the ranking is less encouraging for education and for access to housing and services and this implies some issues relating to accessibility to key local services in North Kidlington.

South Kidlington ranked among the least 30% of deprived areas in England. But the results for access to housing and services also imply some barriers in South Kidlington that are similar those for North Kidlington. Yarnton, Gosford and Water Eaton also has an overall ranking in the least 20% of deprived areas in England. The area is among the very least deprived in terms of issues crime and health. Once again, access to housing and services appears to be more of an issue with the area ranked in the bottom 50%.

2.6.1   Key issues

Opportunities should be considered to improve access to housing and services in North Kidlington and South Kidlington and to address increased demand for services for the elderly. It will also be necessary to consider the implications of population trends for service provision, particularly the demand for services associated with an ageing population.
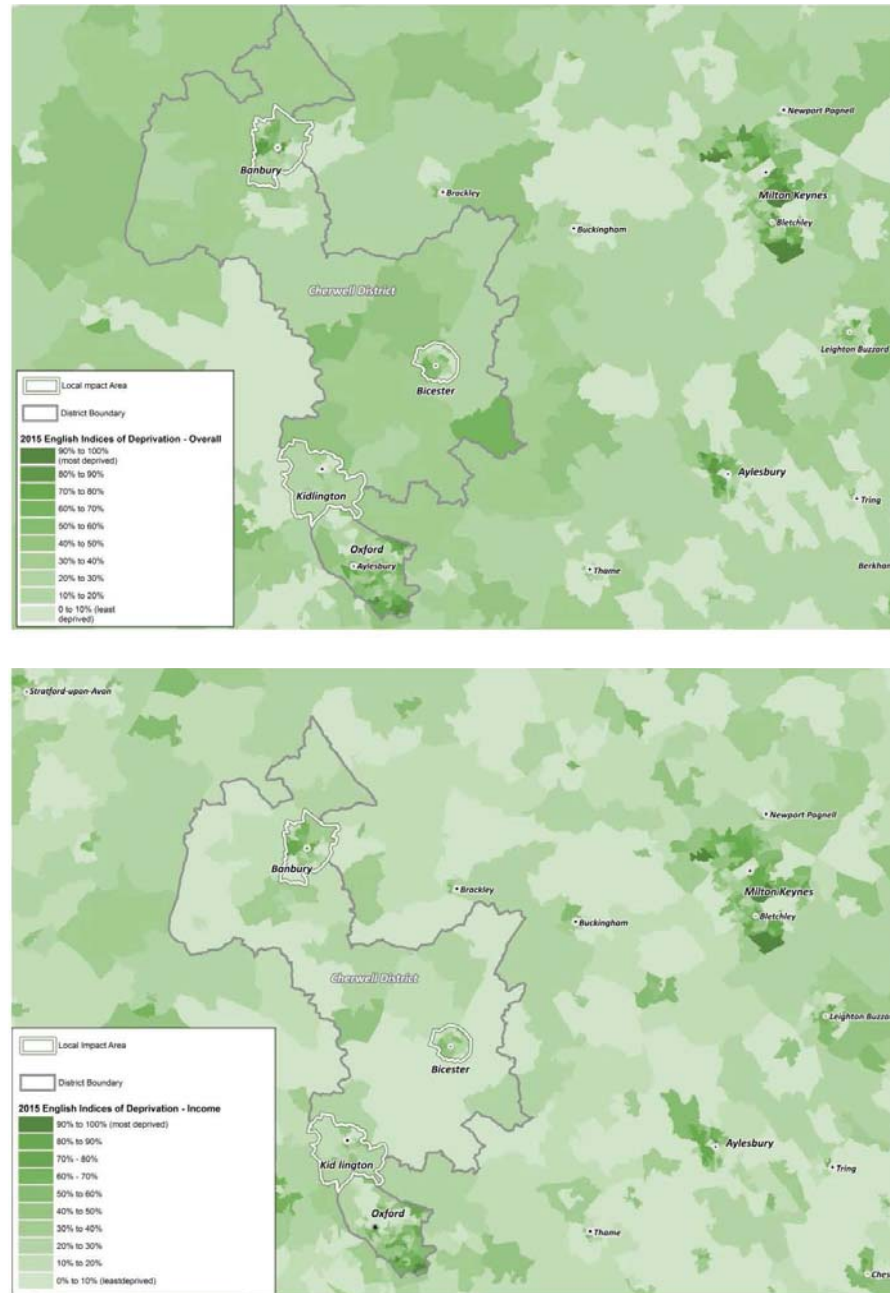
Figure 2.22 Top- IMD map overall. Bottom- IMD Income. Source: English Indicies of Deprivation 2015

Alan Baxter

2.7   Economy and employment

Using the ONS Business Register & Employment Survey, as of 2014 there was a provisional total of 9,900 employee jobs in Kidlington, representing 14% of the total number of employees in Cherwell. This has remained constant since 2011. Overall this is a smaller number than in the nearby areas of Bicester (15,200) and Banbury (29,300).

Overall, there is a net inflow of commuters into Kidlington to work demonstrates the important role that Kidlington continues to play as an employment location for other areas. However, there is a net outflow of almost 2,600 working residents to Oxford although the net outflow of commuters to London is modest at fewer than 50 residents (data is from the 2011 Census).

The ONS Business Register & Employment Survey for 2014 shows that the largest proportion of employee jobs in Kidlington is in public administration and defence (1,600 jobs). This high share is underpinned by the presence in Kidlington of the headquarters for Oxfordshire Fire and Rescue Service and the Thames Valley Police. Other, notable high employment sectors include retail (800 jobs) publishing (500 jobs) and manufacture of computer, electronic and optical products (300 jobs). There are a number of sectors in Kidlington which have relatively high specialisations compared to the national average. This reflects the activities concentrated in Kidlington, including those located at key employment sites such Begbroke Science Park, Langford Lane and London Oxford Airport. Scientific Research & Development (R&D) is primarily associated with the activities located at Begbroke Science Park. This science park is owned and managed by Oxford University. It has over 30 businesses, mostly operating in R&D in biotechnology, pharmaceuticals, materials, and environmental sciences.

The Local Plan recognises that there is potential for Kidlington to play a significant role in Cherwell diversifying its economic base. This will involve a local, small scale, review of the boundaries of the Oxford Green Belt around the existing Begbroke Science Park and Langford Lane/Oxford Airport (Oxford Technology Park) locations. It is intended to reinforce their roles as part of a high tech "cluster" of existing businesses that includes university "spin off" companies with good short term growth prospects.

It is recognised that Kidlington could also play an important role in the future development of other parts of Cherwell, particularly Bicester. The Council has an aspiration to diversify the economy and grow knowledge based sectors in Bicester. It is recognised that Kidlington already has strengths with Begbroke Science Park and the airport located in the village and its links with Oxford (most notably through Oxford University). For this reason, Kidlington is considered to be an important economic asset for the district and consideration should be given to how linkages with Bicester can be improved.

There are several key growth sectors which already have an above average concentration of activity in Kidlington including advanced manufacturing and scientific R&D and the potential for growth in key sectors is identified in national and local policy. Kidlington also benefits from proximity to Oxford which is identified as one of the five key drivers of the UK economy and proximity to Oxford Parkway presents economic benefits in terms of direct links to Oxford, Bicester and London.
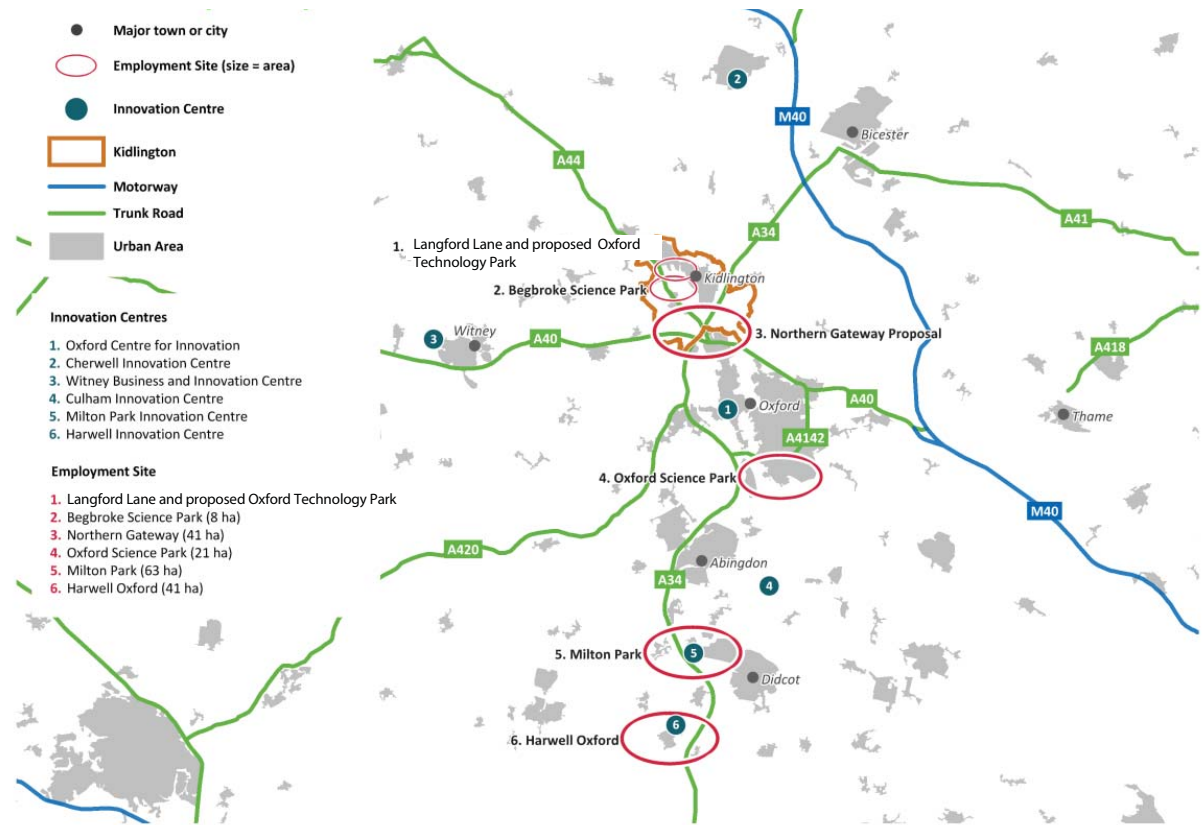
Figure 2.23 Innovation Parks and Innovation Centres in Oxfordshire. Source: Digital Mapping Solutions from Dotted Eyes © Crown Copyright. All rights reserved. Licence Number 1000199918.

2.7.1 Key issues

There is potential for significant employment growth. The ELR (2012) identifies the potential for significant growth of B1 (business) uses at Kidlington (which could be a constraint if development does not come forward).

However, at the present time employment areas are detached from Kidlington and there is a lack of engagement between businesses and the rest of the village and is poor integration and synergy between employment areas. There is currently a lack of facilities to support business tourism - such as overnight accommodation, Village Centre food and drink and a range of retail. Growth in the number of jobs in Kidlington has also been sluggish in recent years, with indexed performance lower than all other comparator areas and Kidlington suffers from a weak identity as highlighted in the Cherwell Economic Analysis Study. Competition will continue from other centres notably Oxford including the Oxford Northern Gateway.

Growth potential at Begbroke Science Park and Langford Lane cluster is identified within the Local Plan. The plans for expansion at Begbroke Science Park provide an opportunity for Kidlington to retain the growing firms from the incubation centre as well as the spin-out companies that may arise from commercialisation of research undertaken on the site. London Oxford Airport also offers growth potential but the environmental implications of expansion in air services must be fully assessed. There is a need to ensure coordination between proposed developments at Langford Lane, Oxford Technology Park, Oxford London Airport and Begbroke Science Park to maximise opportunities for the development of a high quality technology cluster.

The Village Centre needs to establish a distinct role and improve its offer in order to increase its draw. Future plans could include more food retail, including convenience, more parking and a conscious allocation of office business space and new housing in appropriate locations.

Opportunities should be considered for enhancing the tourism offer including promoting use of the Oxford Canal to attract more leisure visitors by boat as well as providing a focus for activities such as walking, cycling, boat trips and fishing and providing general visitor interest. Improvements to public spaces and the retail offer could make Kidlington a more interesting destination.

2.8   Housing

Kidlington is directly affected by pressures in the Oxford housing market. Evidence points towards significant affordability pressures, both in regard to the (un)affordability of market housing and in terms of a shortage of affordable housing. The growth of smaller households including single person households and the growth of households headed by people over 65 are the most significant demographic drivers. These factors point strongly towards a need to deliver more homes in the future in order to ensure that young households can form a home or get a foothold on the housing ladder.

The full Objectively Assessed Needs (OAN) for Cherwell can be met over the plan period without the need to remove land from the Oxford Green Belt. Housing development will largely be concentrated on strategic sites at Bicester and Banbury in accordance with the overall strategy set out in the Local Plan. The Council is committed 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). This is being addressed in the partial review of the Local Plan currently being undertaken by the Council.

The Strategic Housing Land Availability Assessment (SHLAA) undertaken as part of the evidence base for the Local Plan provides an informed estimate of land availability for housing at a given point in time, to inform plan-making and to help maintain a five-year supply of housing land. The SHLAA confirms that the capacity for new housing development within Kidlington is limited by land availability. The 2014 SHLAA Update identified only one site within the settlement boundary of Kidlington as having potential for development taking into account issues of deliverability and planning policy. Taking into account sites with planning permission or potential for development within the settlement boundary and small site windfalls, the SHLAA estimates a potential housing land supply in Kidlington equivalent to 320 homes in the period up to 2031.

2.8.1 Key issues

Limited land is available for housing within the settlement boundary and the majority of development will comprise windfall sites arising from redevelopment and conversion of existing property. The Local Plan provides for the full Objectively Assessed Needs (OAN) for Cherwell to be met over the plan period without the need to remove land from the Oxford Green Belt for new housing. Best use must therefore be made of development opportunities within the existing urban area. In particular, there may be potential to reconfigure sites in and around the Village Centre to accommodate housing as part of mixed use development and to redevelop underutilised sites and buildings.

The Green Belt constraints on the release of land will limit the quantum of new housing that can be provided at Kidlington and restrict local access to the market. This increases the cost of accessing housing and will make providing specialist housing, including housing for the elderly, more difficult. The level of housing development will also impact on the funding available for improvements to services and facilities in the village and affordable housing provision.

Intensification of development through the redevelopment and conversion of existing sites and buildings must be carefully managed to ensure there are no adverse impacts on the character of the village and residential amenity. Design guidance will be required to ensure that the highest standards are achieved in new development.

Policy Villages 3 of the adopted Local Plan provides the opportunity for Rural Exception Sites to be developed to meet specific, identified local housing needs that cannot be met through the development of sites allocated for housing. This could provide for exceptional releases of land within the Green Belt subject to policy criteria being met.

Alan Baxter

3.0
Framework vision and themes

3.1   Vision statement

In 2031, Kidlington is a distinctive and sustainable community with a strong sense of identity.

Its landscape setting, access to high quality homes and community facilities and revitalised Village Centre make it an attractive place to live and work. Its strong connections with Oxford and Bicester, rail link to London and London Oxford airport support a growing high value employment base which is well integrated with the wider village.

The vision statement captures the essence of what the village hopes to achieve over the coming years and the type of place that Kidlington could become. Its themes are drawn from the strategic vision and objectives set out in the Local Plan, the strategic aims identified through the Kidlington Healthcheck (Kidlington Parish Council, September 2007) and subsequent Strategic Vision (KPC, updated 2012) and the analysis and consultation which have been undertaken as part of the Framework study. (Please refer to the accompanying Consultation Statement for details of consultation undertaken to date).
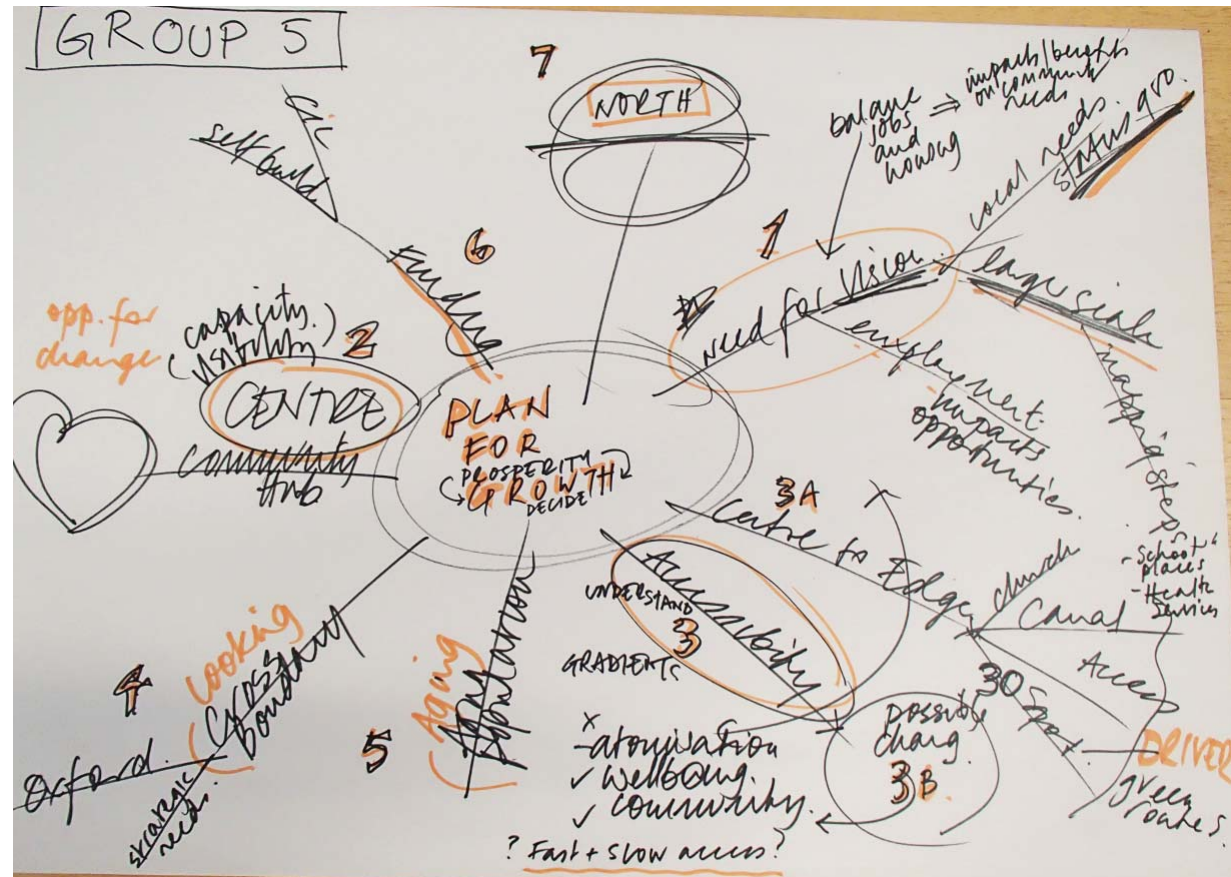
Figure 3.1 Stakeholder consultation September 2013: visioning

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3.2 Spatial concept

The spatial concept plan summarises the main opportunity areas within the village where improvements, development and change should be focussed to deliver the vision. These areas must not be considered in isolation; connectivity and integration will be essential for their ongoing success:

- Kidlington's high quality landscape setting is protected as Green Belt but should be made more accessible for leisure while protecting areas of important habitat. In particular the Canal and river corridors to the east and west of the village which are attractive walking, cycling and recreational assets.

- The economic growth areas identified in the Local Plan Policies Kidlington 1 and 2 should be considered in a joined up manner to ensure maximum benefits to Kidlington's population and existing local businesses.

- Expansion of high tech employment areas around Langford Lane/ London Oxford Airport and Begbroke Science Park including small scale Green Belt release to accommodate growth (boundaries to be considered through Local Plan Part 2).

- Support for existing Village Centre businesses with potential expansion of the Village Centre to the west of Oxford Road (boundaries to be considered through Local Plan Part 2).

- Village 'gateways' to the north and south are important in creating a sense of arrival and a good first impression and should be a focus for public realm and townscape improvements.

- Oxford Road should be transformed from a traffic dominated 'highway' to a pedestrian and cycle friendly 'street'.

- New and improved east-west pedestrian and cycling links should be created to connect the village's economic, social, landscape and townscape assets including potential for a Canal hub at Roundham Bridge.

- Opportunities for new homes within the Village Centre and other small sites within the settlement boundary.

- Across all opportunity areas, there must be an emphasis on delivering high quality townscapes, landscapes and public realm which strengthen the character and distinctiveness of Kidlington.

3.3 Framework themes and objectives

Opportunities including longer term ambitions are described in more detail in subsequent chapters under the following five themes:

1. Revealing Kidlington's distinctive identity

- To strengthen Kidlington's distinctive character of a 'village set in the landscape' and reveal its hidden gems to a wider audience.

- To establish an attractive Kidlington townscape character through the high quality design of new buildings and public spaces.

2. Planning for a sustainable community

- To build a sustainable community with opportunities for all and access to housing, jobs and high quality community facilities.

- To deliver high quality new homes within the village which add positively to the overall character of Kidlington.

3. Strengthening the Village Centre

- To strengthen the Village Centre, increasing its mix of uses and vitality and its attractiveness to local residents, employees and visitors as a place to shop, work and spend leisure time during the day and evening.

4. Supporting community needs

- To enhance access for all residents to high quality community facilities, sports and recreation spaces.

5. Supporting future economic success

- To support the growth of an integrated cluster of high value employment uses to the west of the village including Langford Lane, London Oxford Airport and Begbroke Science Park.

- To integrate the employment areas with the rest of the village, to maximise benefits to employers and employees, the village as a whole and the wider district.

6. Integrating and connecting

- To physically integrate Kidlington's neighbourhoods, Village Centre and employment areas; to encourage movement by sustainable modes of transport; and to make the most of the village's excellent strategic connectivity.

- To reduce the highways dominance of Oxford Road (A4260) while integrating planned improvements to public transport in line with Oxfordshire County Council's Oxford Transport Strategy.

The Action Plan sets out the next steps in delivering the Framework opportunities. Areas where further detailed investigation is required to strengthen the evidence base are identified.

When planning for the future of the village it is important to consider the immediate and medium term ambitions within the context of the longer term and bigger picture. Whilst the focus of the Framework is on meeting the Local Plan objectives to 2031, the Local Plan recognises that the Framework also provides an opportunity to identify longer term issues which may be addressed in future Local Plan reviews.

Alan Baxter

Legend:

- — — — Green Belt
- - - - - Railway line
- ⭐ Key assets
- ⬌ Green corridors
- ◌ Village 'gateways'
- Focus for growth
- |||| Transform Oxford Road from a highway to a 'street'
- ▬▬ Strengthen east-west walking and cycling connections
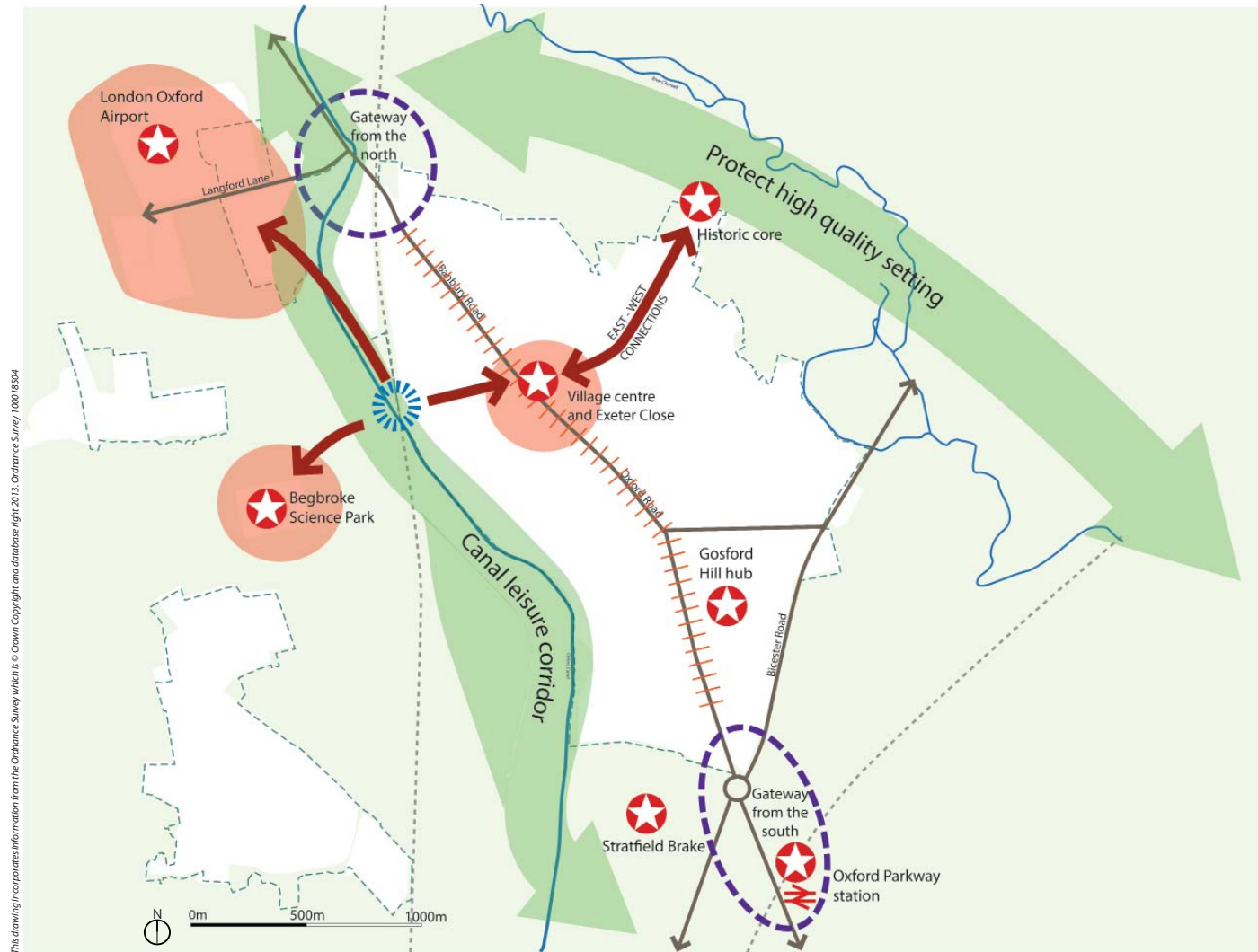- ✳ Canal hub at Roundham Bridge

Map labels:

- London Oxford Airport
- Gateway from the north
- Langford Lane
- Historic core
- Protect high quality setting
- Village centre and Exeter Close
- EAST - WEST CONNECTIONS
- Oxford Road
- Begbroke Science Park
- Canal leisure corridor
- Gosford Hill hub
- Bicester Road
- Stratfield Brake
- Gateway from the south
- Oxford Parkway station

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Figure 3.2 Spatial concept

4.0
Theme 1: Revealing Kidlington's distinctive identity

4.1   Summary of key issues

- Kidlington has a number of high quality, distinctive landscape and townscape assets including the Canal, historic village core and River Cherwell landscape. However, they are hidden at the edges of the village and are not evident to many visitors.

- The Canal and river corridors contain important wildlife habitats which could be affected by increased recreational use and these aspects need careful balance.

- First impressions are of a primarily suburban linear settlement comprising of ribbon development on the A4260 through the village and late 20th century inward facing estates which make up much of the housing stock and lack local distinctiveness.

- Access to the Canal from the adjacent housing estates is extremely limited with garage courts and back fences fronting into the Canal.

- The Village Centre is located to the east of the main road and is easy to miss. It lacks a strong sense of place or distinctive architectural style and does not relate to the historic core.

- The village is surrounded by Green Belt and physically separate from Oxford and the surrounding villages of Begbroke and Yarnton. It is keen to remain so, retaining its independence as a settlement rather than becoming a suburb of Oxford.

- Kidlington's status as the second largest village in England is a quirky fact but does not reflect the size of the settlement or its importance for service provision, employment and its weekly market.

4.2   Objectives

To strengthen Kidlington's distinctive character of a 'village set in the landscape' and reveal its hidden gems to a wider audience.

To establish an attractive Kidlington townscape character through the high quality design of new buildings and public spaces.

To protect and enhance Kidlington's landscape and biodiversity assets.

4.3   Relevant policies

In order to meet these objectives, proposals will be developed in accordance with the following Local Plan policies:

Policy SLE 3: Supporting Tourism Growth

Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment

Policy ESD 11: Conservation Target Areas

Policy ESD 13: Local Landscape Protection and Enhancement

Policy ESD 14: Oxford Green Belt

Policy ESD 15: The Character of the Built and Historic Environment

Policy ESD 16: The Oxford Canal

Policy ESD 17: Green Infrastructure

4.4   Opportunities

4.4.1   Put Kidlington on the map

As the nearest large settlement Kidlington's presence should be felt at both the airport and Oxford Parkway station. Information boards should be provided detailing local attractions, accommodation and facilities.

Wider promotion of Kidlington as an attractive place to live, work and visit should highlight the village's townscape, landscape and economic assets and its proximity to attractions such as Blenheim Palace and Otmoor Nature Reserve .

4.4.2   Strong first impressions

The Kidlington roundabout area could be enhanced so that it acts as a positive arrival point or 'gateway' to the village from the south. Options to be explored include public art on the roundabout incorporating the prominent poplar trees, or grass verges to the north, new welcome signage to point visitors to Kidlington attractions, and enhanced footpaths and cycling routes to the station and Stratfield Brake.

The gateway from the north into Kidlington at the junction of Oxford Road and Langford Lane could be enhanced with a comprehensive public realm scheme including welcome signage and improved views and access onto the Canal and Langford Lane Wharf Conservation Area. Improvements should be delivered in conjunction with the expansion of employment uses at Langford Lane and the proposed care home development at Gravel Pits.

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Legend

Green Belt

Railway line

Village 'gateways'

Public realm improvements

Improve canal side green spaces

Review and increase canal access points

Improved walking routes connecting the assets

Existing Historic Village Trail

Landscape and townscape assets

Village Centre design guidance

Conservation areas

Improved habitat and green space corridors

Canal hub at Roundham Bridge
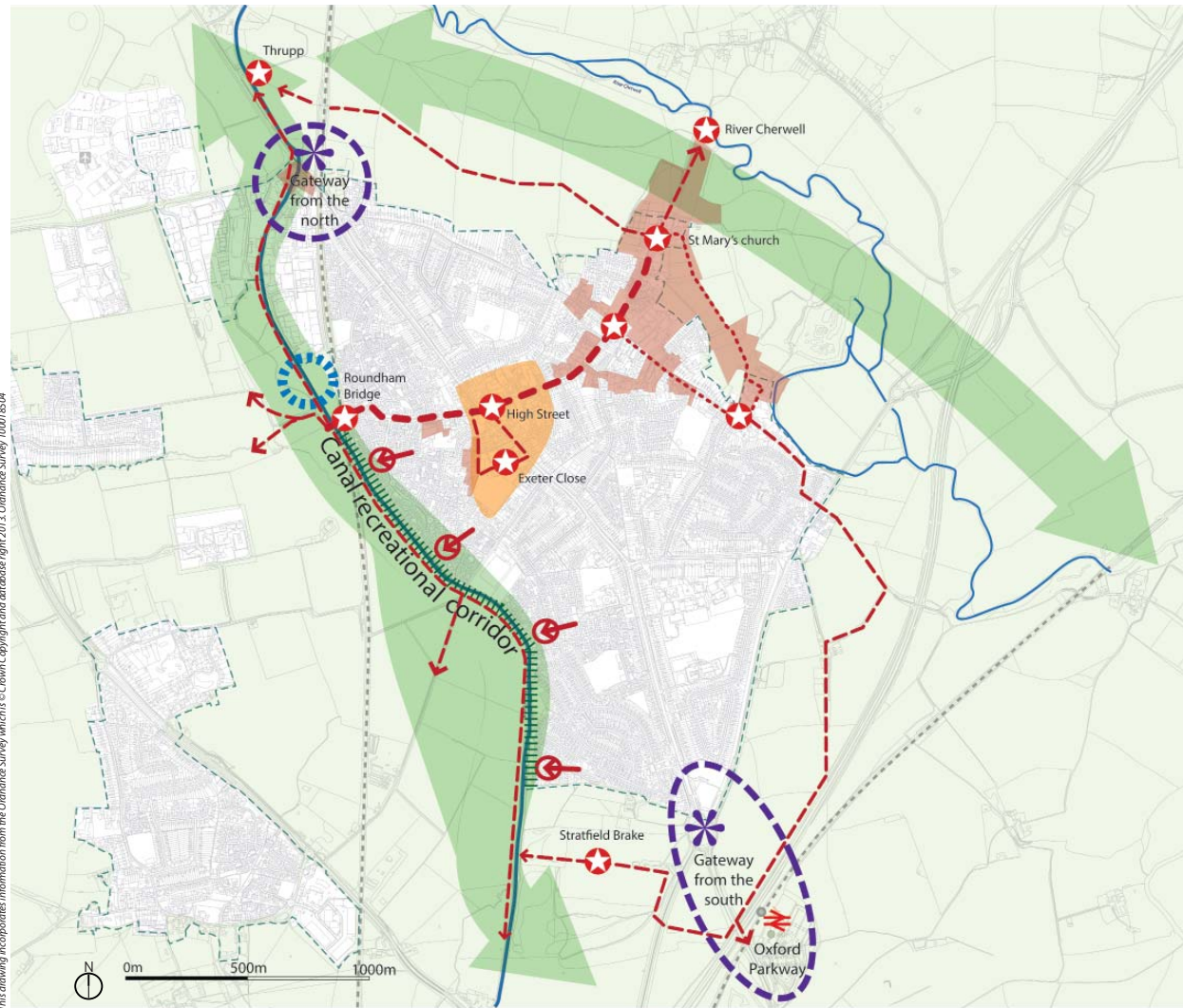
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Figure 4.1 Revealing Kidlington's distinctive identity

Figure 4.2 Oxford Canal, Kidlington

Figure 4.3 Way finding, Kidlington Village Centre

Figure 4.4 Kidlington Fields- Footpaths through Kidlington fields

Figure 4.5 Western Gap- large open fields surrounding Begbroke Science Park

4.4.3 Positive additions to Kidlington's townscape character

High quality design will be required across all new development in line with Local Plan policy ESD 15.

The design of new homes will be guided by the planned Cherwell District Design Guide SPD and principles outlined under Theme 2: Creating a Sustainable Community.

Theme 3: Strengthening Kidlington Village Centre provides guidance on the quality and character that is expected of future development in the expanded Village Centre. This will assist planning officers in working with developers to ensure a high quality of design and development.

4.4.4 Enhance biodiversity across the village

There is an opportunity to create a designated green corridor of informal amenity and natural open space to the west of the Canal, making use of land which is at risk of flooding. This would provide an enhanced recreation and biodiversity network extending from Stratfield Brake to Rushy Meadows SSSI and beyond.

Biodiversity enhancements could include the restoration or maintenance of habitats through appropriate management and new habitat creation to link fragmented habitats in accordance with the targets set out for the Lower Cherwell Valley Conservation Target Area (CTA) and Local Plan Policy ESD11.

Enhancements to wildlife habitats across the village will be supported such as:

• Proposals set out in Cherwell's Corporate Biodiversity Action Plan (BAP) 2016/17.

• Potential for improved management and community conservation at Local Wildlife Sites and District Wildlife Sites.

The Cherwell Corporate BAP 2016/17 includes a proposed new action to investigate the potential for a water vole project based on the Oxford Canal through Kidlington in association with the Berks, Bucks and Oxon Wildlife Trust and the Canal & River Trust. This could involve local residents in surveys/ conservation tasks and help to make the village more aware of the Canal's value for biodiversity and could develop into a Green Gym/ Friends of the Canal Group for Kidlington.

A community based conservation group already works on St Mary's Fields Nature Reserve and with the collaboration of landowners; this

approach could be adopted at other sites in conjunction with greater public access. The Council is working with the landowners to improve the management of the Langford Meadows Local Wildlife Site and this could also provide potential for organised educational and public site visits and group conservation tasks.

4.4.5 Increase accessibility and awareness of the landscape and heritage assets

There is an opportunity to connect the Historic Village Trail around Church Street and Mill End to the village's other assets such as the Canal and Village Centre by improved cycling and clearly signposted walking routes running east-west.

There is an opportunity to create or enhance existing medium and longer distance circular walks to encourage an appreciation of the village's attractive landscape setting and improve connectivity for healthy walking. The majority of connections are already in place, but need clearer signage and additional information for example in leaflet form or a map/information display board in the Village Centre. This wider network of footpaths can be promoted as alternatives to routes through areas of high ecological sensitivity, where there is concern about the impact of recreational use.

4.4.6 Canal recreational corridor

In line with Local Plan Policy ESD16 the Framework supports increased access to and recreational use of the Oxford Canal corridor. Roundham Bridge and locks are already a focus for activity on the Canal and have the potential to act as a hub with increased facilities and connectivity:

• The bridge and railway level crossing to the west provide a footpath and informal cycle link between Begbroke and Kidlington Village Centre, and north and south along the Canal towpath. These links should be improved to provide formal cycle ways to Begbroke Science Park and Langford Lane employment areas.

• Yarnton Lane, which connects from the Canal at Sandy Lane / Yarnton Road via another level crossing to the A44 on the south side of Yarnton, should be improved as a walking and cycling corridor.

• The vacant triangle of land to the east of Roundham locks could be a good location for a small scale facility such as a local marina and café which relates well to the Canal and encourages recreational use of the corridor. This would provide moorings which are within walking distance of the Village Centre.

Opportunities for longer distance cycle routes are outlined in section 9.4.

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Opportunities to increase access from residential estates to the east of the Canal should be explored to create connections for leisure and commuting. This could include the reconfiguration of garage courts and footpaths to enable cycle and pedestrian access, and the creation of a towpath on the eastern bank of the Canal. A detailed study will be required to identify appropriate locations and assess potential impacts on Canal side properties.

As outlined above, there is the opportunity to create a corridor of informal amenity and natural open space to the west of the Canal, making use of land which is at risk of flooding. In addition, poorly used green spaces on the eastern bank of the Canal have potential to be turned into pocket parks to improve the setting of the Canal, support biodiversity and address the greenspace shortfall. These spaces could provide an opportunity for design and management by the local community. Increased recreational activity along the Canal will need to be balanced carefully against biodiversity objectives.

4.5   Possible Longer term opportunities

The following opportunities could be considered in the longer term:

4.5.1 Development opportunities

Mixed use development of an appropriate scale and design (in line with Policy ESD 15 of the adopted Local Plan) could be used to strengthen the village gateways and create a stronger sense of arrival. For example, development around the southern gateway could provide a stronger frontage to the main road.

Development of facilities to the west of Canal to provide moorings and visitor facilities, subject to policy constraints.

Figure 4.6 Precedent of an opportunity for greater canal side activity

Figure 4.7 Oxford Canal-canal boat moorings near Roundham Lock

4.0 Theme 1: Revealing Kidlington's distinctive identity

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5.0
Theme 2: Creating a sustainable community

5.1   Summary of key issues

Kidlington is an attractive place to live benefitting from:

• Good schools and local facilities.

• Close proximity to employment areas and Oxford.

• Good road and bus connections.

Estate agents report high demand, fast sales and high prices, while young people living in Kidlington are concerned about the affordability of buying in the village.

Its attractiveness is set to increase in the future as a result of:

• Oxford Parkway Station which is a viable commuter destination for London.

• Growth of employment to the west of the village.

• Continuing knock-on effects from Oxford's success and property prices within the housing market area.

Currently, Kidlington is only designated for small scale development in the Local Plan Part 1 the potential for the village to grow is limited:

• By physical constraints – floodplain, rail and Canal barriers, sensitive landscapes.

• By planning policy - the designation of the Oxford Green Belt limits development opportunities around the village.

• By local concerns about coalescence with adjacent settlements and the retention of village character and setting.

• By a lack of available sites within the built up area.

New homes play an important role in helping to attract and retain residents of working age and to ensure that people can remain in the village as their housing needs change which is vital in creating a sustainable community.

New homes also support economic growth by attracting and retaining residents of working age and therefore increasing the economically active population of the area. Current trends including including: high levels of in-commuting; below average population growth; and, a reduction in the working age population locally, suggest this issue needs to be addressed.

Housing needs have not been assessed in detail at the local level but the available evidence highlights a growing concern about affordability in the housing market area.

5.2   Objectives

To build a sustainable community with opportunities for all and access to a range of housing types and tenure, jobs and high quality community facilities.

To deliver high quality new homes within the village which add positively to the overall character of Kidlington.

5.3   Relevant policies

In order to meet these objectives, proposals will be developed having regard to the following Local Plan policies:

Policy PSD1: Presumption in Favour of Sustainable Development

Policy BSC 2: The Effective and Efficient Use of Land -Brownfield land and Housing Density

Policy BSC 3: Affordable Housing

Policy BSC 4: Housing Mix

Policy ESD 3: Sustainable Construction

Policy ESD 15: The Character of the Built and Historic Environment

Policy Villages 1: Village Categorisation

Policy Villages 3: Rural Exception Sites

5.4   Opportunities

5.4.1   Understanding local housing needs

The Oxfordshire SHMA (2014) provides information relating to housing needs at a district-wide and county level but does not provide a breakdown of housing needs for sub-market areas in the District, including Kidlington.

Policy BSC3 of the adopted Local Plan states requires all proposed developments at Kidlington that include 11 or more dwellings (gross), or which would be provided on sites suitable for 11 or more dwellings (gross), to provide at least 35% of new housing as affordable homes on site. Opportunities for the provision of extra care, specialist housing for older and/or disabled people and those with mental health needs and other supported housing for those with specific living needs will be encouraged in suitable locations close to services and facilities.

All qualifying developments are expected to provide 70% of the affordable housing as affordable/social rented dwellings and 30% as other forms of intermediate affordable homes.

Policy BSC4 seeks to provide a mix of housing that has regard to the Council's most up-to-date evidence of housing need and available evidence from developers on local market conditions. The Local Plan highlights the SHMA's conclusions on the required mix for market and affordable homes. The Council's Housing Investment and Growth Team provide advice on the precise tenure and unit form of the affordable housing required having regard to local information where available.

5.4.2   Approach to housing development

A range of options for development within the existing built-up area should be considered including appropriate redevelopment, intensification and infill while protecting Kidlington's key assets. This may involve increasing housing densities, reconfiguring land uses and introducing mixed use development.

5.4.3   Make best use of land within the village boundaries

A key principle underpinning the Framework is to make best use of previously developed land within the Village. Managing the use of previously developed land is important in maintaining the appearance of the village and to the well-being of our communities. It can also provide opportunities for enhancing biodiversity. This means ensuring that land and buildings earmarked for development are not underused and that we make the most of vacant and derelict land and buildings.

In general, new housing should be provided at a net density of at least 30 dwellings per hectare (Policy BSC 2 of the Local Plan). However, the density of housing development will be expected to reflect the character and appearance of individual localities and development principles that are appropriate to the individual circumstances of sites.

Potential development opportunities within the village identified to date include the following (housing capacity figures are indicative):

- **Village Centre sites:** Policy Kidlington 2 states that residential development will be supported in appropriate locations in the Village Centre except where it will lead to a loss of retail or other main town centre uses. Car park sites to the north and south of High Street have potential for residential development as part of a mixed use scheme. Within High Street and on Oxford Road opportunities for residential are limited to the upper storeys to ensure the ground floor is prioritised for retail. Estimate of total housing capacity: 200-280 homes with an emphasis on apartments.

- **Exeter Close:** This site is within the Village Centre area of search as defined in the Local Plan and housing could form part of a scheme to help strengthen the Village Centre in accordance with Policy Kidlington 2. A more efficient arrangement of community uses on this site could release land for small scale residential development. Estimate of housing capacity: 15-20 homes.

- **Thames Valley Police HQ:** The site is in existing employment use and is not currently available for development. However, in the event of all or part of the site being vacated, some housing may be acceptable as part of a mixed use scheme provided that this complies with Policy SLE1 and would not limit the amount of land available for employment use. Redevelopment of the site for residential use would need to be considered through Local Plan Part 2.

Other small scale sites within the village could include: infill on garage courts or on leftover spaces within existing estates, and development within large back gardens. These smaller sites should be carefully considered in the context of the wider plan to ensure that they do not prejudice other strategic objectives.

Proposals for development within the built-up limits of the village will be required to comply with Policy Villages 1 and 2 of the adopted Local Plan.

Figure 5.1 Examples of high quality residential development from around the country

Particular regard will be given to the following criteria:

• Whether significant adverse impact on heritage or wildlife assets could be avoided.

• Whether development would contribute in enhancing the built environment.

• Whether satisfactory vehicular and pedestrian access/egress could be provided.

• Whether the site is well located to services and facilities.

• Whether necessary infrastructure could be provided.

• Whether the development would have an adverse impact on flood risk.

5.4.4 Rural exception sites

In accordance with Policy Villages 3, small scale affordable housing schemes to meet specifically identified local housing need may be brought forward through the release of rural exception sites outside the settlement boundary. Proposals for community self-build or self-finish affordable housing may also be permitted where they will meet a specific, identified local housing need. In identifying suitable sites, it will be necessary to balance the advantages of providing affordable housing with the impact of development, for example on the appearance of the village, the surrounding landscape or to the historic environment.

It will be particularly important that proposals for developments in the Green Belt are able to demonstrate that there are no alternative sites outside of the Green Belt that could reasonably meet the identified needs.

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Figure 5.2 Planning for sustainable growth

Green Belt

Flood zone 3 (approx)

BAP habitat

Potential development sites within village boundaries

Approximate 10 minute walk from existing centres and community hubs

Potential sites

1 Village Centre sites

2 Exeter Close

3 Thames Valley Police

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5.4.5 Design quality

Securing high design standards

Significant importance will be placed on conservation of the historic environment and securing high quality urban design in protecting and enhancing the character of the Village and ensuring that Kidlington is an attractive place to live and work. High design standards are critical in ensuring development is appropriate and secures a strong sense of place and clear sense of arrival at points of entry into the village. Particular sensitivity is required where development abuts or takes place within the designated Conservation Area.

Cherwell District Council is preparing a District-wide Design Guide SPD which will set quality guidelines for all residential developments.

In accordance with the adopted Local Plan Part 1, residential developments will predominantly be within the settlement boundary on sites identified through the Framework Masterplan and other 'windfall' sites. The design of the site layout, access arrangements, scale, massing and appearance will be required to demonstrate a positive relationship with the immediate surrounding context of the site and respect and enhance the townscape character of Kidlington as a whole.

Policy ESD15 requires all new development to be of a high design quality. New development proposals should:

• Be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development of all scales should be designed to improve the quality and appearance of the area and the way it functions.

• Deliver buildings, places and spaces that can adapt to changing social, technological, economic and environmental conditions.

• Support the efficient use of land and infrastructure, through appropriate land uses, mix and density/development intensity.

• Contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features, including skylines, valley floors, significant trees,historic boundaries, landmarks, features or views.

• Conserve, sustain and enhance designated and non-designated 'heritage assets' including buildings, features, archaeology, conservation areas and their settings, and ensure new development is sensitively sited and integrated.

• Include information on heritage assets sufficient to assess the potential impact of the proposal on their significance.

• Respect the traditional pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings. Development should be designed to integrate with existing streets and public spaces, and buildings configured to create clearly defined active public frontages.

• Taking into account the particular characteristics of Kidlington, emphasis should be placed on the following:

   – Raising the standard of urban design and architecture across the village, with a particular requirement for exemplary design standards within the Village Centre, at the gateways to the village and adjacent to Conservation Areas and landscape assets.

   – The provision of a connected street network, avoiding the creation of further dead-ends.

   – Arranging buildings to provide an appropriate sense of enclosure to the public realm (particularly on the frontage to Oxford Road) and a clear definition of public / private boundaries.

   – Ensuring set-backs, boundary treatments, building arrangements, typologies, heights and rooflines are in keeping with adjacent buildings (unless these fail to provide a positive precedent). The aim is to create a simple and coherent street scene which is of an appropriate character for the location of the site within the settlement.

   – The need to avoid the loss of trees, front gardens and historic boundary treatments to the street, and the importance of introducing new elements of soft landscape to soften the street scene.

   – The importance of designing appropriate car parking for the location and type of property be that on-street parking, on plot parking or small communal parking courts.

   – The use of traditional building materials including limestone, brick and slate and clay tiles and high quality detailing in keeping with the character of the District in both traditional and contemporary architectural forms.

Early dialogue with Council Development Management officers will be required to establish the critical design considerations for individual sites for example: the appropriate extent of development,

access arrangements, mix of uses, appropriate building typologies, local precedents, street hierarchy and design, appropriate building materials and detailing.

In appropriate locations, the Framework identifies the potential for development to drive a change in character. For example, to the west of Oxford Road within the proposed extension to the Village Centre, the current low rise buildings set far back from the road result in a weak street scene which is dominated by the width of the carriageway. Buildings of up to 3-4 storeys, with a continuous frontage, set close to the pavement would be more appropriate here and in keeping with the Village Centre location. This change in character would signify arrival in the 'Village Centre', while taller buildings would provide greater enclosure to the street, reducing the visual dominance of the highway which in turn will assist in slowing traffic.

Conversions of existing houses to flats are subject to the same requirements for high quality design set out in Policy ESD15 of the adopted Local Plan as new builds. Particular attention should be paid to maintaining the external appearance of the original property and delivering appropriate amenity space, parking and refuse storage to minimise impacts on the character and appearance of the surrounding area and existing residential amenity. This is especially important where proposals involve the conversion of one half of a semi-detached pair, where conversion should not diminish the overall symmetry of the buildings and their front gardens.

Innovative building techniques and technologies should be applied where possible to drive up levels of sustainability in all new development and to help make efficient use of land in what is a constrained area.

Opportunities for self-build and other innovative housing models could also be explored.

Improve the quality of existing homes and neighbourhoods

Opportunities should be explored to improve the quality of the existing housing stock and neighbourhoods to enhance their long term sustainability and attractiveness for example:

• Improving the energy performance of homes (learning from the experience at North West Bicester).

• Establish residents associations or community management groups to manage local open spaces and public realm, for example to reintroduce hedges and street trees to the Garden City.

6.0
Theme 3: Strengthening Kidlington Village Centre

6.1   Summary of key issues:

- The Village Centre operates as a local service centre and has a regular market. Co-op and Tesco are anchor stores and there is a high number of A2 uses (services, banks etc.) but limited comparison retail. There are a low number of vacant units and a low number of national multiples.

- The centre is well located geographically at the centre of the village and is well served by car parking. However, for village of its size, the Village Centre is underperforming and the evening economy is weak. A lack of high quality frontage onto Oxford Road, poorly located bus stops, a lack of pedestrian crossings and limited vehicle access points limit footfall from passing trade.

- There is a mishmash of architectural styles on the High Street and architectural and public realm design quality varies considerably.

- Surface car parking occupies large areas of land to the rear of the High Street. There is concern that long stay car parks are used as an informal 'park and ride' by bus users rather than by shoppers and as a result occupancy levels do not reflect the car parking need generated by Village Centre uses.

- Village Centre expansion is identified in the Local Plan to the west of Oxford Road. However the highway continues to act as a barrier and reported demand for retail premises is low.

- Local Plan Policy Kidlington 2 supports residential development in appropriate locations in the Village Centre.

6.2   Objectives

To strengthen the Village Centre, increasing its mix of uses and vitality and its attractiveness to local residents, employees and visitors as a place to shop, work and spend leisure time during the day and evening.

6.3   Relevant policies

Proposals will be required to have particular regard to the following Local Plan policies:

Policy SLE 2: Securing Dynamic Town Centres

Policy SLE 4: Improved Transport and Connections

Policy BSC 2: The Effective and Efiicient use of Land

Policy ESD 15: The Character of the Built and Historic Environment

Policy ESD 17: Green Infrastructure

Policy Kidlington 2: Strengthening Kidlington Village Centre

The Local Plan recognises that it is important that the Village Centre is supported and strengthened to help meet the aspirations of Kidlington and to ensure that the everyday shopping needs of residents are met, avoiding the need for unnecessary journeys to Oxford, Bicester and other destinations.

'Shopping, leisure and other 'Main Town Centre Uses' will be supported within the boundary of Kidlington Village Centre. Residential development will be supported in appropriate locations in the Village Centre except where it will lead to a loss of retail or other main town centre uses. The change of use of sites used for main town centre uses in the Village Centre for residential development will normally be permitted if proposals contribute significantly to the regeneration of the Village Centre. Mixed use schemes will be encouraged'.

Paragraph C.235 of the Local Plan states that it is proposed to expand the geographical area defined as Kidlington Village Centre to include land on the western side of the Oxford Road and other small areas of commercial uses. The exact boundary will be determined in Part 2 of the Local Plan. It states that the aim of the extension is to:

- Support the viability and vitality of the existing Village Centre.

- Encourage economic activity.

- Assist with the connectivity between the existing Village Centre and the civic community and green open space at the Exeter Hall area.

Figure 6.1 Food and drink- Brixton Market

Figure 6.2 Food and drink

Figure 6.3 Markets

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- Contribute to and maximise the benefits of improvements to the character and appearance of the Village Centre and the public realm.

It is appropriate therefore that this Framework supports these objectives without predetermining the identification of a precise boundary in Local Plan Part 2.

6.4   Opportunities

6.3.1   Redefine the character of Kidlington Village Centre

The Village Centre should be the focus for significant change and improvement which will bring obvious benefits to local businesses and residents and will be important in changing wider perceptions of Kidlington for the better.

In line with Local Plan Policy Kidlington 2, the designated boundary of Kidlington Village Centre should be expanded to include land to the west of Oxford Road and Exeter Close. The rear of Exeter Close, North Kidlington School, the Fire Station and Sorting Office, and historic properties on Banbury Road several of which contain retail/ office uses should be considered for inclusion within the boundary. These areas form the setting of the core Village Centre and contain or have potential to accommodate town centre and community uses.

The Framework establishes design principles for the Village Centre and identifies potential development sites which are listed below. Particular importance is placed on environmental improvements and encouragement of the evening economy. These principles should be tested and developed in a comprehensive Village Centre masterplan. This will establish detailed design guidance on the appropriate layout scale, quality and character that is expected of future development drawing from the planned District Design Guide SPD in relation to residential development. It will require further background studies to understand land ownership, site availability and develop a strategy for car parking to ensure the proposals are deliverable.

6.3.2   Village Centre design principles

Development within the Village Centre should be of an exemplary standard, reflecting the public role of the Village Centre and its importance in shaping perceptions of the village as a whole. The following principles should be considered in greater detail through the Village Centre masterplan in support of the proposals within the Framework, Local Plan Policy Kidlington 2 and ESD 15.

Townscape

- The existing character of the centre of Kidlington is mixed. There is little architectural coherence, with varied materials, heights and styles. New development on the High Street should aim to bring coherence to the street scene, responding to the height and set-backs of adjacent buildings and creating a continuous frontage to the street.

- Locally appropriate materials (limestone and local brick, slate or clay tile roofs) should be the primary materials used on elevations fronting the public realm.

- The potential expansion of Village Centre uses to the west of Oxford Road should be reflected in buildings of an appropriate character and increased scale (up to 3-4 storeys) to provide enclosure to the street.

- A hierarchy of streets should be established with High Street and Oxford Road reading as the principal streets and development on Sterling Road Approach subservient to this in scale and massing.

Connectivity and public realm

- Key Village Centre streets and pedestrian routes (identified on Figure 6.5) should be the focus for high quality public realm treatments. This includes the transformation of Oxford Road from a traffic dominated highway to a pleasant, people friendly street (further details are provided below) to support the proposed expansion of Village Centre uses to the west of Oxford Road. On the High Street the public realm character of the western section could be could be extended eastwards to reduce the dominance of the carriageway.

Figure 6.4 Example of a characterful new Village Centre at Poundbury, Dorset

- The potential for an improved network of secondary pedestrian routes is identified to increase connectivity between east and west, and provide opportunities for additional development frontage. This includes a new walking route between the Co-op and Red Lion car parks to enhance access to the shops on Oxford Road.

- Potential locations for improved public squares are identified at Watts Way Piazza, the junction of Oxford Road/High Street and the entrance to Exeter Close. Where redevelopment proposals come forward for these areas it will be expected that they assist in delivering these improvements to help achieve Policy Kidlington 2 and ESD 15 of the Local Plan. The largest space at Watts Way has the potential to become a focus for Village Centre daily life and special events. Small scale retail/residential development on the existing car park would create a new frontage to the square which would define and enlarge the public space.

Car parking and servicing

- Indicative locations for small scale single deck (2 level) car parks are suggested to decrease the surface area occupied by car parking and release sites for residential and retail development. A survey of car parking use and need would assist in establishing the opportunities to reconfigure car parking provision and management in the town centre, but not to the detriment of Village Centre trade.

- As a supporting action to the spatial proposals of the Framework free car parking could be managed (potentially through permits or tokens or a reduction in long stay parking) to ensure that it is used by those visiting Village Centre shops and facilities rather than purely for park and ride to Oxford.

- In considering any proposals for redevelopment, retail service areas should be reviewed to limit conflict between pedestrians/cyclists and motor vehicles.

Development and new uses

- New development should create active ground floor frontages to the primary and secondary pedestrian routes and streets, with particular emphasis on High Street and Oxford Road.

- The following uses would be particularly conducive in strengthening the retail offer and encouraging use of the Village Centre in the evening: retail and services, food & drink, leisure and cultural uses (e.g. gym, cinema, local museum), offices, residential, community facilities (e.g. library, healthcare, children's centre), public open space.

- The frontage to High Street and the central section of Oxford Road is the focus for primary retail/ food & drink or community uses on ground floor, but could have a broader mix of uses including residential and offices above. Opportunities to increase the range of retail premises available should be supported including identifying opportunities for larger floorplate units and premises for small businesses.

Figure 6.5 Indicative plan to illustrate potential extent of development (subject to options testing)

Legend:

- Kidlington Village Centre boundary
- Local Plan proposed extension to Village Centre boundary
- Existing/ proposed active frontages
- Primary retail area
- Community uses, secondary retail and residential
- Potential location for small scale multi-storey car park/ decked car parks
- Potential longer term opportunity site
- Primary pedestrian route
- Potential for secondary pedestrian route
- Potential longer term opportunities for pedestrian connections
- New/ improved crossings
- Public realm improvements
- Public squares

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- The growth of A3 uses (food & drink) and the evening economy should be supported, to provide greater choice for local residents and an attractive destination for after work leisure time and weekends. In particular evening economy and high quality food and drink establishments could be supported along Oxford Road, where a cluster has already developed.

- In line with Local Plan Policy Kidlington 2, there is potential for residential development in appropriate locations within the Village Centre. Sites could include land released through the reconfiguration of the northern car parks, Co-op car park and small scale development at Exeter Close subject to the satisfactory reconfiguration of existing uses. This will help to increase spending power and vibrancy within the Village Centre and will support the growth of retail, services and the evening economy.

- Over time, the current single storey houses to the west of Oxford Road could be replaced with 2-3 storey buildings with retail or community uses, to mirror the scale of the eastern side of the street and create a stronger sense of enclosure to denote entry to the Village Centre. Any future redevelopment should be of high quality with well landscaped public spaces and tree planting.

- To the south, the focus is on community facilities and creating a strong link to Exeter Close.

- Office uses (B1) should focus on small to medium scale premises with an emphasis on supporting local residents wishing to start up their own business.

6.3.3   Transform Oxford Road from highway to street

Land to the west of Oxford Road is identified within the area of search for an expanded Village Centre. However, the character of Oxford Road is currently dominated by the highway, is not conducive to east-west pedestrian movement and is not an appropriate character for a Village Centre location.

Public realm improvements to Oxford Road are proposed to change the character from 'highway' to village centre 'street' signifying arrival into the Village Centre. Pedestrian priority will be increased between Exeter Close and Benmead Road, providing the right setting for high street uses to flourish and creating stronger east-west walking and cycling routes towards the Canal.

The detail of public realm proposals will need to be developed in consultation with the County Council as Highways Authority to ensure that Oxford Road's status as a priority route and any approved proposals emerging from the Local Transport Plan and its Oxford Transport Strategy can be accommodated.

Development proposals for central Kidlington should include consideration of the following in conjunction with both the County and District Councils:

- A new toucan crossing between the tower and Lyne Road to encourage greater access between east and west for pedestrians and cyclists.

- Moving the northern bus stops southwards so they are located close to the shops.

- Reconfiguring Oxford Road south of Lyne Road, by introducing on-street parking, street trees, bus stops, wider pavements and informal crossing points so that traffic is naturally slowed.

- Using the space created in front of the parade of shops for outside seating.

- Raised traffic platforms at pedestrian crossing points and junctions on Oxford Road to reinforce the 30mph speed limit.

Figure 6.6 illustrates one potential way to alter the character of Oxford Road to support the expansion of retail uses and to improve pedestrian and cycle connectivity and access to bus services. Such a scheme should tie in with planned Cycle Premium Route and Bus Rapid Transit improvements along the Oxford Road corridor. The potential impacts would need to be fully tested with the County Council as Highway Authority before implementation and should not significantly increase traffic congestion or delay public transport services.

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A. Junction reconfigured to allow for additional cycle and pedestrian 'toucan' crossings and segregated on street cycle route.

B. Space outside Black Bull and adjacent buildings decluttered and redesigned to create extension to public square.

C. Highways markings removed to reinforce pedestrian zone character. Cycling access reintroduced within pedestrianised zone.

D. Bus stops relocated to be closer to retail and facilities.

E. Highway and service road reconfigured to allow for segregated cycle route, on-street parking, wide pavements outside retail units to east and west.

F. Red Lion and Co-op car parks linked by a new pedestrian connection.

G. Southbound bus stop relocated from eastern end of High Street.

H. Public realm upgrade to reduce dominance of the carriageway.

I. Potential locations for raised traffic platforms to reinforce the speed limit.

Figure 6.6 Village Centre indicative public realm improvements

Figure 6.7 Village Centre existing highway arrangements

Pavement

Carriageway

Surface car parking

Grass

Street tree

Building

Cycle lane

Raised surface

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6.3.4 Expand the Village Centre through new mixed use development

The following sites could be considered for redevelopment to enhance the character and mix of uses within the Village Centre (subject to assessment through Local Plan Part 2). A comprehensive approach will be required for their development:

A. The Skoda garage is a large site (0.4ha) on a highly prominent corner site to the west of Oxford Road. The current building scale, car park forecourt and advertising banners are detrimental to the appearance of the Village Centre. The site would be ideal for a new retail anchor, community or arts facility such as a theatre providing an attractive western frontage to the square. The site could be developed in a manner which encourages links west to the Canal.

B. Co-op car park (0.3ha). The site presents an opportunity for residential, small scale retail or office above and around a car park. A new pedestrian link from the rear Co-op entrance through to the Red Lion pub could be created, strengthening the retail 'loop' between the High Street and Oxford Road. A deck above the car park could provide residential amenity space or additional parking.

C. Rationalisation and redevelopment of car parks to the north of the High Street could provide smaller retail units and residential. This should be designed to create an attractive frontage to the public square and a strong walking route between the remaining car parks, Curtis Road and High Street. Car park decks could be used where this provides a viable means of releasing development land while retaining parking.

D. Exeter Close. Potential reconfiguration of the site (3.7ha) to create an enhanced community hub and flagship recreation space with new accommodation for community and health facilities currently located on the site. There may be potential for small scale residential development here. (See Chapter 7.0).

Smaller potential development sites include:

E. Several low rise and/or low quality properties with high street frontage have potential for redevelopment of around 3 storeys in height, to create a cohesive retail parade. Development should provide for primary retail on the ground floor, with offices or residential above.

In the longer term the following opportunity sites could be considered for redevelopment subject to site availability:

F. Properties to the west of Oxford Road between Lyne Road and Exeter Close are predominantly residential and presumably in multiple ownerships. Site assembly would be necessary to deliver a comprehensive and coherent scheme. The focus should be on providing a strong, continuous frontage of retail/ community uses onto the street with residential or office uses above.

G. Fire station and post office sorting office site, if surplus to future operational requirements.

Development quantum

Assuming all sites are available for development in the longer-term and subject to an assessment through Local Plan Part 2 an initial estimate suggests:

• Between 200 and 300 new residential dwellings could be provided in the Village Centre, accommodating a mix of tenures but assuming a high proportion of apartments.

• An additional 10,000 sq. m of retail space and 1,800 sq. m of office space could be provided (subject to evidence for the Local Plan Part 2 process).

The development capacity, mix of uses (particularly the split between upper floor office and residential) and development viability should be assessed in detail as part of a Village Centre masterplan.
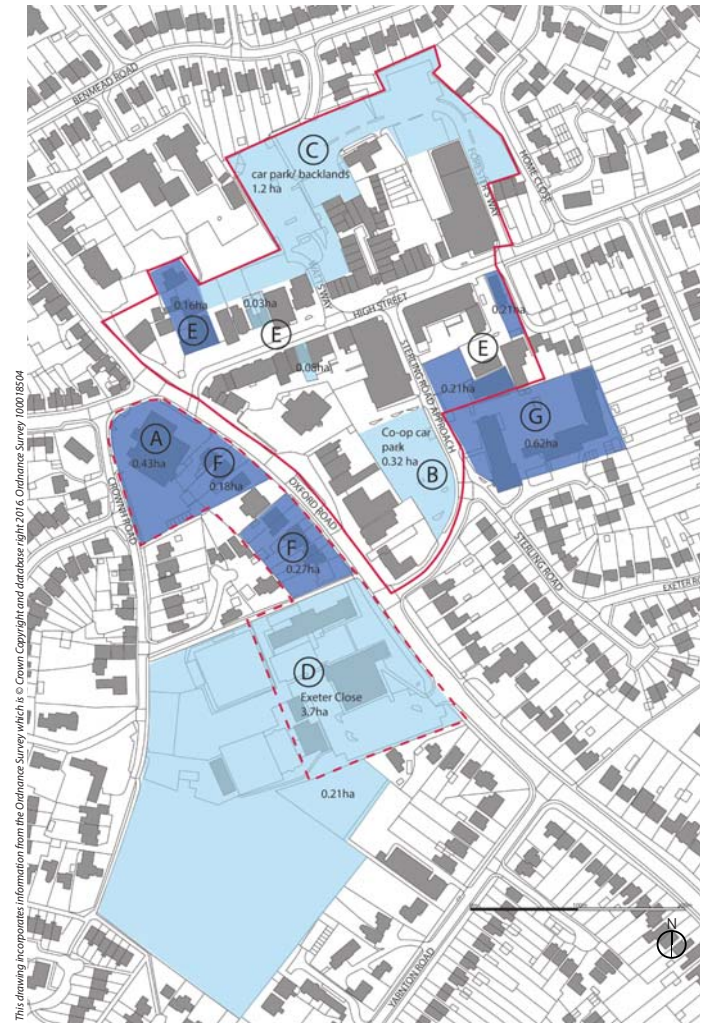
Figure 6.8 Potential Village Centre sites

Potential short term development opportunity sites (subject to availability and relocation of existing uses)

Potential longer-term development opportunities (subject to availability and relocation of existing uses)

Kidlington Village Centre boundary

Local Plan proposed extension to village centre boundary

6.3.5 Early project opportunities

In addition to the above land use possibilities, ancillary projects, marketing and management arrangements could be used to help strengthen the Village Centre. While these are not objectives that can be secured through this Supplementary Planning Document they are included in the Action Plan and highlighted below as important elements in improving central Kidlington as a place to visit and to work and live in.

Prior to significant development the following opportunities could be explored:

• Shop front improvements such as introducing canopies to shops around the Oxford Road square to create an appealing and consistent appearance.

• Extended events programme e.g. themed Sunday or evening markets, arts or craft events or outdoor music.

• Development of niche food offer.

• Projects to incentivise local spending.

• Potential to establish a business organisation and designate a Business Improvement District.

• Supporting the growth of the weekly market and increasing the range of specialist markets. This could include expansion of the market into the Oxford Road square to give it greater prominence to passing trade.

• Improving the Watts Way square by introducing small retail kiosks on the southern side of the square to bring activity.

• Setting up a working group with retailers / landowners at the western end / north side of the High Street to investigate opportunities for land assembly to enable a new rear access route, rationalisation of parking and retail servicing and provision of affordable commercial premises to the rear of the high street.

CDC and KPC may wish to re-establish the Village Centre management board linked with local business organisation 'Kidlington Voice' or create a formal Business Improvement District (BID)[1] to manage these projects.

[1] A BID is a business led partnership with a 5 year remit, created through a ballot process to deliver additional services to local businesses. It operates within a defined area in which a levy is charged on all business rate payers in addition to the business rates bill. This levy is used to develop projects which will benefit business in the local, in addition to the services provided by local authorities. For further information refer to: https://www.gov.uk/guidance/business-improvement-districts

Alan Baxter

7.0
Theme 4: Supporting community needs

7.1   Summary of key issues

- Kidlington has a wide range of community facilities, sports facilities and good schools but facilities are concentrated in central and southern Kidlington. North Kidlington is less well served.

- Exeter Close provides a range of community facilities and recent landscape works have improved the entrances, but the site still relates poorly to the town centre, buildings are outdated and the site layout is inefficient.

- The Local Plan identifies the need for the expansion of one existing primary school.

- The southern part of Kidlington / Gosford is served by shops around The Broadway and a large Sainsbury's Supermarket. Retail facilities in the northern part of the village are limited to a convenience store.

- Kidlington is well served by playing fields dispersed across the village but there is limited access to all-weather pitches. The modern sports facilities of Stratfield Brake are at capacity.

- Kidlington's larger recreation areas (Orchard Rec., Parkhill Rec., Ron Groves Park and Exeter Close) provide vital amenity space for a local catchment and have a range of on-site facilities some of which would benefit from improvement / updating.

- There is a shortage of parks and gardens, allotments, pitches and amenity greenspace which is highlighted in Local Plan Policy Villages 4. However, considerable areas of 'left-over' green space exists within estates and alongside the Canal which could be put to better use.

7.2   Objectives

To enhance access for all residents to high quality community facilities, sports and recreation spaces.

7.3   Relevant policies

Relevant Policies Proposals will need to have regard to the following Local Plan policies:

Policy BSC 7: Meeting Education Needs

Policy BSC 8: Securing Health and Well-Being

Policy BSC 9: Public Services and Utilities

Policy BSC 10: Open Space, Outdoor Sport and Recreation Provision

Policy BSC 11: Local Standards of Provision -Outdoor Recreation

Policy BSC12: Indoor Sport, Recreation and Community Facilities

Policy Kidlington 2: Strengthening Kidlington Village Centre

Policy Villages 4: Meeting the Need for Open Space, Sport and Recreation

Policy INF 1: Infrastructure

7.4   Opportunities

7.4.1   Exeter Close community hub

Service providers and KPC recognise the need for redevelopment at Exeter Close to provide modern facilities and are developing ideas for the reconfiguration of the site. We recommend that KPC establish a working group made up of all operators of Exeter Close to define the brief for the comprehensive rethinking of the site.

Design principles which should be considered include:

- Retention of the current mix of uses with an emphasis on community facilities including healthcare, children's services, community hall, sports and recreation space and potential introduction of a small element of residential.

- New accommodation for Exeter Hall, the Health Centre and other community uses should be situated close to the Village Centre to create a strong frontage to Oxford Road. New buildings could be up to 3 storeys in height surrounded by high quality amenity space and retained mature trees.

- Creation of a multi-functional community hub building suitable for the co-location a range of facilities and services which are currently dispersed in individual buildings.

- Retention and reconfiguration of sports facilities including pitches, tennis courts, bowling green and pavilion.

- Relocation of the children's play area to a more central location within the site where it can relate better to the Village Centre and sports facilities.. Together the sports and play elements would offer a flagship recreation space at the heart of the village.

- Pedestrian routes through the site should be retained and improved with cycle access to connect the existing residential areas to Exeter Close and the Village Centre.

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- The design of surface car parking is currently inefficient. In developing a plan for the site the area allocated to car parking and potentially also the total number of spaces should be reduced to release land for other uses. Cycle parking should be provided to serve all facilities.

- The main vehicle access to the site will be taken off Oxford Road, with secondary access from Crown Road.

- Opportunities for additional pedestrian or vehicle access from Yarnton Court or Judges Close should be explored.

- Vacant land between Exeter Close and Yarnton Road (approx. 0.2 ha) could be brought into the development.

- Assuming the satisfactory rehousing and reconfiguration of existing services, car parking and sports facilities within the site in a more efficient layout and the inclusion of land to the south, there is an opportunity for a small number of new homes to be built to help fund the development. It is estimated that the available land could be around 0.5 hectares, which could deliver upwards of 15 new homes. These should be located to the rear of the site, potentially accessed off Crown Road or Judges Close. Development should be a maximum of 3 storeys (subject to an assessment of impact on the setting of the adjacent Crown Road Conservation Area) and positively relate to the other uses on the site.

A suggested arrangement of uses is provided in Figure 7.1.

A masterplan and development guidelines should be prepared to identify the most efficient and appropriate layout for the site. The plan should be supported by a funding and phasing strategy.

7.4.2 Local community hubs

Gosford Hill School / Leisure Centre forms a hub of facilities serving Gosford and southern Kidlington. If in the longer term, the adjacent Thames Valley Police HQ site were to become available, it could be considered for additional facilities or as a residential site.

Any housing growth in the longer term should be matched by the provision of additional community facilities. The location for facilities should be carefully considered to ensure they are within walking distance of the residents they serve. Growth in the north of Kidlington for example, could be a catalyst for a third community hub to be developed serving the needs of existing and future residents. Cross boundary working with adjacent parishes will be necessary to ensure effective service provision.

Figure 7.1 Indicative arrangement of uses at Exeter Close

- Site area boundary
- Buildings fronting Oxford Road
- Community hub including Exeter Hall and health centre
- Play area
- Sports and recreation space including football pitch, bowling green, tennis and basketball court
- Sports pavilions and youth centre with outdoor space
- Residential
- Surface car parking
- Main pedestrian only route to Village Centre
- Opportunities for additional pedestrian connections
- Primary vehicle access
- Potential secondary vehicle access options
- Vacant area outside Exeter Close with potential for inclusion (subject to availability)
- Flagship recreation space

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7.4.3 Developer Contributions

Development at Kidlington may produce financial developer contributions to improve existing sport, recreation and community facilities.

7.4.4 Improve access and quality of sports pitches, parks and amenity space

The consultation undertaken in preparing this SPD highlighted the importance to Kidlington residents of access to localised recreation spaces and how well-used and highly valued the existing spaces are for various types of formal and informal recreation. There were also clear aspirations expressed for further improvements to the quality of the open space, sport and recreation provision at Kidlington.

Suggestions made through the consultation on the SPD included increased facilities for teenagers as well as for very young children; Kidlington could seek to develop a 'flagship' play area with high quality equipment aimed at a range of ages, potentially with a café on site to encourage longer stays. The opportunities and design principles highlighted for redevelopment at Exeter Close (above) include open space, sport and recreation provision at that site.

Smaller scale 'leftover' greenspaces within existing residential areas and alongside the Canal could become play spaces, gardens, community orchards or allotments. Opportunities for these spaces to be designed and managed by the local community should be explored.

Part 2 of this Framework highlights the existing levels of provision and the deficiencies in terms of sport and recreation at Kidlington. The Council has commissioned an update to the evidence base on sport and recreation provision to inform the planning policies to be contained in the Local Plan Part 2. This includes an assessment of existing provision, the development of a strategy to deliver and maintain the required indoor and outdoor sports facilities across the district, and the preparation of a playing pitch strategy.

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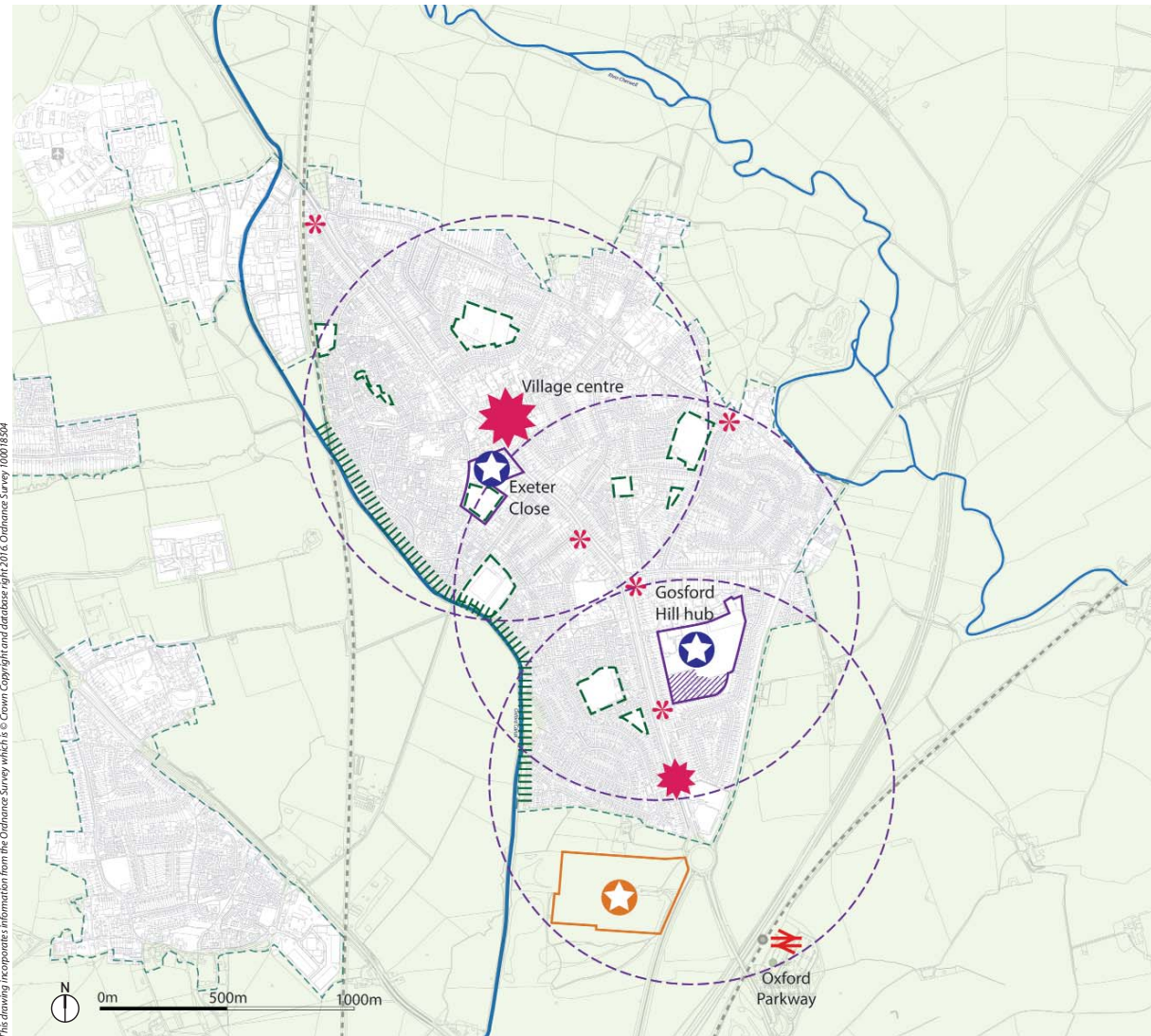
Figure 7.2 Supporting community needs

⬜ (dashed)	Green Belt
✴ (pink)	Village and local centres
✳ (pink)	Local convenience shopping
★ (purple)	Strengthen community hubs
⬤ (dashed purple)	Approximate 10 minute walk from retail / community clusters
▮▮▮ (green)	Improve canal side green space
★ (orange)	Statfield Brake sports facilities
⬜ (green dashed)	Improve quality of sports and amenity spaces

8.0
Theme 5: Supporting future economic success

8.1   Summary of key issues

- Kidlington has a high level of economically active and qualified residents but Kidlington jobs offer below average workforce pay.

- There are significant volumes of in-commuting as well as out-commuting, with the strongest flows between Kidlington and Oxford.

- Policy Kidlington 1 of the adopted Local Plan provides for the expansion of high value employment uses in two locations to the west of the village. This entails a small scale Green Belt review which is being taken forward through the preparation of Local Plan Part 2. On 10 October 2016, the Council granted planning permission (14/02067/OUT) for a new Technology Park within one of two locations identified by Policy Kidlington 1.

- There is potential for a joined up strategy to ensure that existing business parks and new employment areas are connected and provide benefits for the local area rather than operating as independent areas.   Employment areas are presently physically detached from Kidlington and there is a lack of social engagement between businesses and the rest of the village. Connectivity could be improved while respecting Green Belt purposes.

- There is considerable competition from nearby sites e.g. Oxford's Northern Gateway but also potential mutual benefits arising from a spine of economic activity.

8.2   Objectives

To support the growth of an integrated cluster of high value employment uses to the west of the village including Langford Lane, proposed Oxford Technology Park, London Oxford Airport and Begbroke Science Park as provided for in the Local Plan.

To integrate the employment areas with the rest of the village, to maximise benefits to employers and employees, the village as a whole and the wider district.

8.3   Relevant policies

Proposals will be required to have particular regard to the following policies:

Policy SLE 1: Employment Development

Policy SLE 3: Supporting Tourism Growth

Policy ESD 15: The Character of the Built and Historic Environment

Policy ESD 14: Oxford Green Belt

Policy Kidlington 1: Accommodating High Value Employment Needs

There is the opportunity for Kidlington to play a significant role in diversification of Cherwell's economic base. Kidlington plays an important role in the District's wider employment context and along with Begbroke Science Park has the potential to develop further to support the provision of land for hi-tech university spin-outs and help pave the way for a wider high value, economic base.

The District can take advantage of its location on the hi-tech corridor between London and Cambridge, and the proximity to Oxford University and Silverstone which is actively investing in the High Performance Engineering sector.

Policy Kidlington 1 seeks to enhance Kidlington's economic role and economic development will be supported in order to:

- Exploit its position in the Oxford/Cambridge corridor.

- Allow for appropriate growth plans at Begbroke Science Park and in the vicinity of Langford Lane Industrial Estate.

- Take advantage of the opportunities for connection with the Oxford economy.

- Create new opportunities for additional retail, leisure and cultural activities, and environmental improvements, in an extended Village Centre.

- Secure the growth potential of London-Oxford Airport.

Local Plan seeks to improve the quality of the employment offer at Langford Lane and, in doing so, establish a new gateway at this northern entrance to Kidlington. Employment growth cannot, however, be accommodated within the existing urban area and a small scale local review of the Green Belt will be undertaken as part of Local Plan Part 2 to accommodate identified high value employment needs at Langford Lane /Oxford Technology Park/ London –Oxford Airport and Begbroke Science Park.

8.4   Opportunities

8.4.1   A joined up approach to employment growth

Whilst the Begbroke Science Park and London Oxford Airport/Langford Lane and proposed Oxford Technology Park areas to the west of Kidlington provide significant opportunities for employment growth, these employment areas have developed in an ad hoc way. A joined up approach to future development will be beneficial to ensure proposals are complementary to each other and support the economic success of the wider village. This should take place while maintaining the two areas as distinct and separate in line with the Local Plan.

Alongside the small scale Green Belt review informing the Local Plan Part 2, the following should be considered in an overarching economic strategy for Kidlington's employment growth areas:

- The quantum of development and size/type of premises that are required and where these are best located.

- Potential ways to create a more cohesive employment area with a joined up identity and marketing strategy.

- The potential for a business centre with shared support services, meeting and conference space.

- The potential for supporting uses such as small scale convenience/ food & drink, hotels and other related infrastructure which can offer a better place for employees to work and serve the wider community in north Kidlington (however these should not be to

Figure 8.1 Need for a joined-up approach between economic hubs

the detriment of the Village Centre). Locations towards Oxford Road should be explored where they would form part of the 'gateway' to Kidlington from the north.

- Improvements to the public realm which could improve the attractiveness of the area and 'gateway' to Kidlington.

- And importantly, improved connectivity between the sites and with the Village Centre.

The Council can benefit from attracting new businesses to the area through the latest business rates retention scheme, which allows local authorities to retain these rates where there is a net additional increase in firms locally.

8.4.2 Support employment growth in key sectors

Begbroke Science Park is important to the economic fortunes of the area, benefitting not only Kidlington but the wider district, and the Council should ensure that it is supportive of its future. Similarly, London-Oxford Airport is a key draw for the area, supporting the employment needs of the area and those of the local community. In principle, the growth of the airport within its present boundaries should be supported.

Our economic analysis suggests that there are two key sectors which are important to the Kidlington area, and the growth of these sectors should be supported:

- Advanced Manufacturing, particularly relating to London-Oxford Airport.

- Scientific Research & Development, particularly relating to activities around Begbroke Science Park.

- Other important sectors for the area includes: automotives particularly with the motor park and links to Silverstone, and digital, publishing and media.

There are significant opportunities to grow these sectors with Kidlington's proximity to Oxford providing the possibility to benefit from spin-outs from the city and surrounding areas.

Future growth of employment areas including the Airport will be managed through the Local Plan and Development Management process which will assess the potential for impacts on local amenity e.g. pollution and noise.

8.4.3 Provide business support to the employment cluster

The potential for a business centre at Langford Lane providing shared support services and business networking should be tested. This could provide benefits in terms of supporting the Local Plan ambitions for growth of specific businesses and sectors. If a centre is delivered through the private sector a clear remit should be developed to avoid a generic and non-sector focused development. Alternatively it could be delivered by the Council.

Any business centre which is delivered, particularly a the Council supported facility should be based on a feasibility study to ensure there is sufficient demand/ need and that it fits with existing supply. It is important the existing supply is sufficiently assessed by looking at the wider Oxfordshire area to ensure how it would link with the existing innovation centres.

8.4.4 Improve physical and social links between key employment areas and the centre of Kidlington

In order to support a more prosperous centre, a number of improvements are proposed to connect the employment growth areas, existing businesses and the Village Centre which go beyond the land use policies in the Local Plan. This includes measures to:

- Improve opportunities to travel between Langford Lane and Begbroke Science Park and the Village Centre by means other than by car. This should include new walking and cycling links to the centre from both Begbroke and Langford Lane and connections to the Canal towpath (see Chapter 9.0).

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- Ensure good public transport links between the new rail station, the Village Centre and to all employment areas (including London Oxford Airport). This is critical to the future of both of these areas. This is in line with the long term proposals for bus based Rapid Transit routes set out in the County Council's Oxford Transport Strategy (see Chapter 9.0).

Opportunities for enhanced social integration include:

- Establishing a business-led partnership. Kidlington Voice is an extremely active partnership; however representation from the private sector is currently poor. There is potential to establish a (potentially separate) business-led partnership with stronger representation from the local employers and businesses. This could include representatives from the Village Centre together with the employment areas or focus mainly upon the employment areas alone. The latter could result from any economic strategy or masterplan for the employment growth areas.

- Establishing a working hub in the Village Centre with business support facilities and a cafe, where individuals or small groups can work or hold meetings on an ad hoc basis. Underused office space within the library could be a potential location for this.

- Business sponsorship of Village Centre, community or sports events.

- Businesses working in partnership with schools or through youth initiatives such as Young Enterprise.

- Skills training and local job fairs.

8.4.5 Develop synergies with surrounding areas

Kidlington does not operate in isolation and it is important that economic synergies with the surrounding area are maximised as follows:

- Rest of Cherwell: Kidlington is an important part of the district and a key focal point for employment, particularly higher value uses. There is potential for locations such as Bicester to benefit from improved linkages (e.g. with Begbroke) but it is important that this does not negatively impact on the success and growth of Kidlington itself.

- Oxford: partnership working between CDC and Oxford City Council will ensure that development is co-ordinated and that opportunities to benefit from the Oxford to Cambridge high-tech corridor are maximised. There are a number of science parks around Oxford (including the proposed Oxford Northern Gateway development) and it is important that these are complementary and not competing.

8.4.6 Create quality places

A high quality of design, layout and landscape design will be required in accordance with Policies ESD13 and ESD15 of the Local Plan. Development proposals will be required to build on the design and place shaping principles set out in Policy Kidlington 1. Particular importance will be placed on the following:

- Creation of a gateway with a strong sense of arrival including when arriving from the airport.

- Improvements to public transport links to the area.

- A well designed approach to the urban edge, which achieves a successful transition between town and country environments.

- Development that respects the landscape setting of the site.

- A comprehensive landscaping scheme to enhance the setting of buildings onsite and to limit visual intrusion into the wider landscape.

- Preservation and enhancement of biodiversity, with the restoration or creation of wildlife corridors.

- A high quality design and finish, with careful consideration given to layout, architecture, materials and colourings to create a Technology Park for high value employment uses.

- The height of buildings to reflect the scale of existing employment development in the vicinity.

- Provision for sustainable drainage, including SuDS.

- Demonstration of climate change mitigation and adaptation measures.

- An assessment of whether the site contains best and most versatile agricultural land, including a detailed survey where necessary.

8.5 Longer term opportunities

The locational advantages presented by proximity to Oxford Parkway station and Oxford's Northern Gateway development area together with improved east-west rail links and connections to Oxford could give rise to longer term opportunities for employment development. These opportunities would be strategic issues for consideration through the partial review of the Local Plan or a wider Local Plan review.

Consideration could be given to mixed use development such as offices, conference centre and a larger hotel to reinforce the high value employment areas.

Alan Baxter

Legend:

- - - - Green Belt

●◀▶● Joined up approach to employment growth

★ Economic assets

/////// Proposed Oxford Technology Park

●━━● Proposed reverse Park and Ride and longer term Bus Rapid Transit route connecting economic hubs and Village Centre
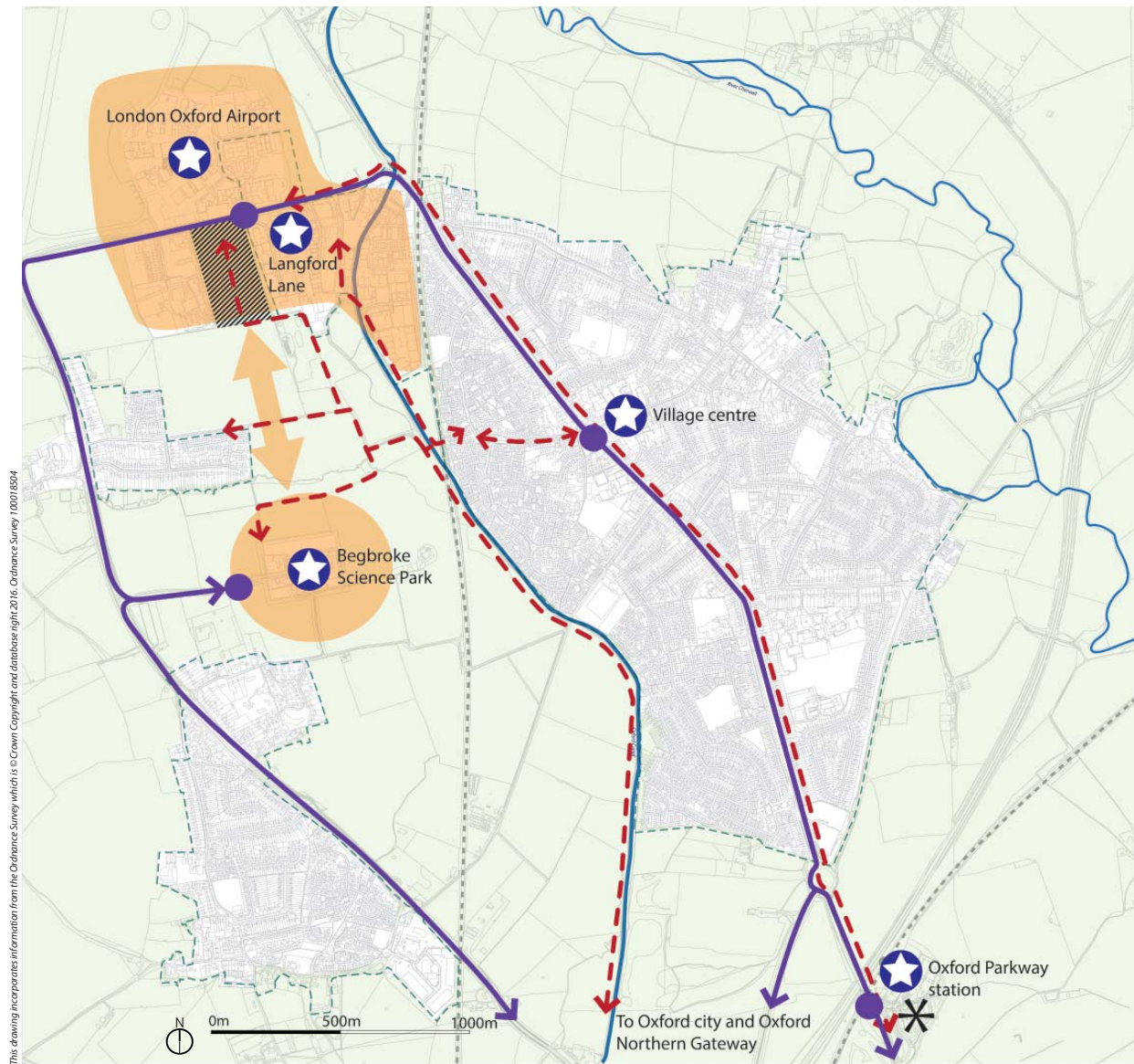
▪▪▶ New improved pedestrian and cycle routes

London Oxford Airport

Langford Lane

Village centre

Begbroke Science Park

Oxford Parkway station

To Oxford city and Oxford Northern Gateway

0m   500m   1000m

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Figure 8.2 Supporting future economic success

8.0 Theme 5: Supporting future economic success

9.0
Theme 6: Integration and connectivity

9.1   Summary of key issues

Kidlington has extremely good connections by public transport and road to external destinations, but internal connectivity within the village is poor and is dominated by car movements. In particular, the A4260 Oxford to Banbury Road forms a strong north-south movement spine through the village, but creates a barrier to east-west pedestrian movement, as do the rail and Canal corridors. The lack of physical connectivity creates a sense of separation between different neighbourhoods, the Village Centre and employment areas. Proposals for a new bus-based Rapid Transit system connecting the airport to Oxford could dramatically improve journey times to the city centre and to the important employment areas in Oxford's 'Eastern Arc'. Opportunities should also be explored for improvements to Oxford Road to increase pedestrian and cycling priority whilst recognising the strategic highways functions of this important route.

Key issues are summarised as follows:

- Frequent buses to Oxford and Bicester and park and ride services at Water Eaton, although connections to smaller local settlements are infrequent.

- Direct trains to Bicester and London Marylebone from Oxford Parkway with services to Milton Keynes in the next few years.

- Good access to the strategic highway network including the A34, A44 and M40.

- The possibility of short-haul commercial flights from London Oxford Airport in the future.

- Internal connectivity within the village is poor and is dominated by car movements:

- The A4260 Oxford to Banbury Road forms a strong north-south movement spine to the village, but is dominated by traffic and creates a barrier to east-west pedestrian movement. Its character is strongly driven by its strategic movement function, rather than the residential and Village Centre neighbourhoods through which it travels.

- The impact on Kidlington of Oxfordshire County Council's proposed changes to the A40 to the north of Oxford need careful consideration. Increased capacity can reduce congestion, potentially making it quicker to travel across the county for residents. However, such an increase will also attract additional traffic with the potential to increase the number of vehicles passing through the village unless suitable traffic management measures are put in place. Should the County's proposals go ahead the traffic impacts would need to be the subject of detailed modelling to ensure they do not hamper the delivery of the objectives.

- The numerous dead-ends in the residential estates create an impermeable, car based layout.

- Rat-running occurs on the small number of through routes to the east and west of Oxford Road.

- The rail and Canal corridors have few crossings and are a physical barrier to movement between the employment areas /Begbroke and Yarnton and Kidlington village.

- Surface level parking dominates parts of the Village Centre, creating a poor quality environment. Anecdotal evidence suggests that the long stay parking is used by commuters, which provides little benefit to the village economy.

- Bus services to the London Oxford Airport are limited to the peak hours only.

- Cycle routes and footpaths are fragmented and of poor quality in places, with limited connections to nearby villages.

- A lack of physical connectivity creates a sense of social separation between different neighbourhoods, the Village Centre and the employment area.

9.2   Objectives

To physically integrate Kidlington's neighbourhoods, Village Centre and employment areas; to encourage movement by sustainable modes of transport; and to make the most of the village's excellent strategic connectivity.

To reduce the highways dominance of Oxford Road (A4260) while integrating planned improvements to public transport in line with Oxfordshire County Council's Oxford Transport Strategy.

9.3   Relevant policies

Proposals will be required to have regard to the following Local Plan policies:

Policy SLE 4: Improved Transport and Connections

Policy Kidlington 2: Strengthening Kidlington Village Centre.

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Legend

- - - - Green Belt
▶ New & improved pedestrian and cycle routes
═══ Cycle premium routes
- - - Improved circular walking routes
●━━ Reverse Park and Ride
━━━ Bus based rapid transit routes
◀▶ New pedestrian crossings (indicative locations)
▬ Oxford Road public realm improvements
▌▌▌▌ Priority public realm improvements
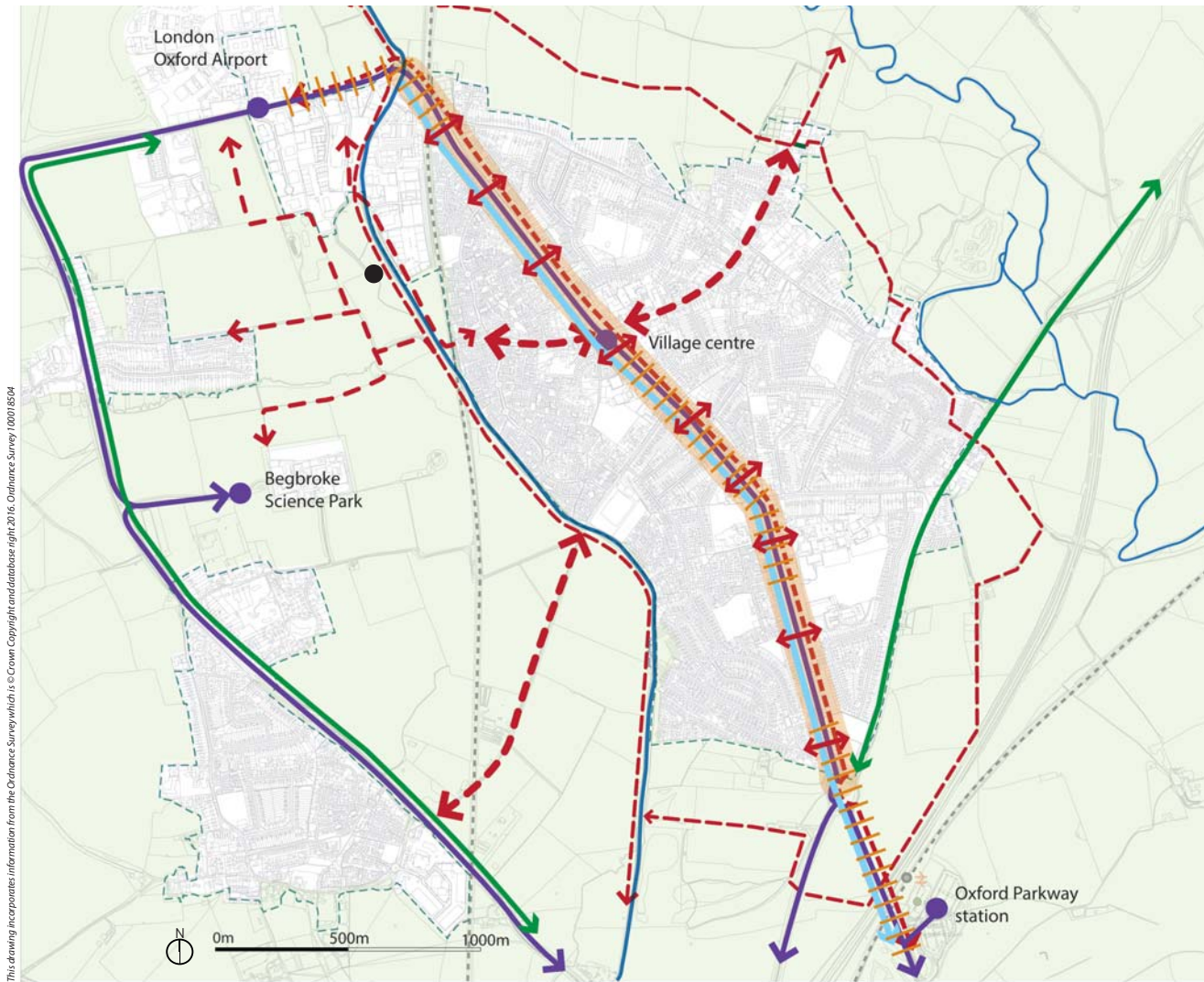● Explore need to safeguard land for longer term rail station

Figure 9.1 Integration and connectivity

9.0 Theme 6: Integration and connectivity

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9.4   Opportunities

9.4.1   Balance movement in favour of pedestrians and cyclists

The needs of pedestrians and cyclists should be prioritised first, before public transport and lastly the private car. This shift in mind-set is necessary if the barriers created by car-based estate layouts, and traffic dominated highways (such as Oxford Road) are to be designed out of future developments, in favour of walkable neighbourhoods and active streets.

9.4.2   Oxford Road – changing the character from 'highway' to 'street'

The A4260 Oxford Banbury Road is proposed as a focus for public realm improvements and carriageway reconfiguration which increase the priority given to pedestrians and cyclists in line with the objectives of Local Plan Policy ESD 15: The Character of the Built and Historic Environment.

This is particularly necessary:

- At the gateways to the village which are important in connecting the village to Langford Lane and Oxford Parkway rail station

- In the central section between Benmead Road and Bicester Road where the highway currently discourages walking to the Village Centre.

- The design of improvements to Oxford Road should be integrated with longer term proposals identified in the Oxford Transport Strategy, July 2016 namely:

  – A new bus-based Rapid Transit route on Oxford Road connecting the airport to Oxford city centre.

  – A new Cycle Premium Route on Oxford Road running from Langford Lane to the city centre.

The proposals in the Framework should be tested in detail and fully integrated with the proposals set out in the Oxford Transport Strategy to provide a strategy detailing the opportunities against which investment can be secured from future development along the route.

The impact of improvements to Oxford Road on residential streets which currently act as 'rat-runs' should be carefully considered and mitigated against where necessary. The potential impacts of such a scheme would need to be fully tested before implementation and should not significantly increase traffic congestion or delay public transport services.

The potential to re-route HGVs to avoid Oxford Road should also be tested.

Figure 9.2 Cycle way

Figure 9.3 Nantes guided busway

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9.4.3 Connecting economic hubs by bus

There is a need to increase bus connections between London Oxford Airport/Langford Lane and Kidlington which currently only operate during peak hours. The proposals for Rapid Transit (including an A44 Park & Ride near Bladon Roundabout with principal bus lines running along Oxford Road) set out in the Oxford Transport Strategy would achieve this however this is unlikely to be delivered within the next ten years.

Earlier interventions could take the form of a circular 'reverse park and ride' connecting all the significant employment assets in the local area – Kidlington Village Centre, London Oxford Airport, Langford Lane, Begbroke Science Park and Oxford's Northern Gateway with the new station and transport interchange. This should be explored with bus operators, and delivered alongside the growth of the employment areas.

It is important that improved bus connections between the rail station/Oxford city and Kidlington's employment sites are routed via Oxford Road and do not bypass the Village Centre.

An important element of the Oxford Transport Strategy and one that should also be pursued with bus operators in advance of the Rapid Transit routes is the provision of orbital bus routes to Oxford's 'Eastern Arc'. This area provides more employment than Oxford city centre but is currently difficult to reach from Kidlington other than by car.

9.4.4 Connected cycle routes

The proposed Cycle Premium Route will, if properly designed with adequate allocation of space, provide a safe and attractive route running from Langford Lane to the Village Centre and Oxford city centre along Banbury Road and Oxford Road. It will encourage a shift towards cycling for local journeys and commuting into Oxford, as well as towards the Oxford Parkway station. The existing National Cycle Network route 51 which runs through the village must be integrated into the route. The connections from NCN 51 to villages to the east and to National Cycle Network route 5 to the west help improve east-west connections through the village and have the potential to encourage more people to take up cycling.

The Premium Cycle Route described above would establish a safer route along the main road, which avoids the circuitous detour to the NCN51 route. The proposals would be extended northwards along Banbury Road and Langford Lane to connect with the employment

areas. The timetable for delivery of the Cycle Premium Route is unclear but many of the measures set out above can be delivered in the short term.

Langford Lane, with its strategic employment locations, is an important movement corridor which currently has no formal cycle provision between the A44 and A4260. Improved cycle links should be addressed by future development proposals, possibly including a formalised cycle crossing of the A44 on the south side of the junction with Langford Lane.

A connecting cycle link should be created from the Village Centre, heading west along Lyne Road, over Roundham Bridge and on to Begbroke Science Park.

Opportunities for a new connection on the eastern side of the Canal from Roundham Bridge, to Station Fields Business Park should be explored. This would provide an alternative route towards Langford Lane.

Yarnton Lane, which connects from the Canal at Sandy Lane / Yarnton Road via another level crossing to the A44 on the south side of Yarnton, should be improved as a walking and cycling corridor.

Opportunities to enhance the Canal towpath for use by commuting and leisure cyclists as an alternative to Oxford Road should be explored.

There is an opportunity to reintroduce cycling to the pedestrianised section of the High Street. The evidence regarding cycling in pedestrianised areas is that they pose few safety concerns and that cyclists tend to moderate their behaviour depending on the volume of pedestrians. The Department for Transport (Traffic Advisory Leaflet 9/93) has produced guidance on the subject following analysis of video observation from many sites in the UK and abroad. The guidance advises that no factors were found to justify excluding cyclists from pedestrianised areas. It noted that accidents between cyclists and pedestrians were very rare with only one recorded in 15 site years of analysis.

Any public realm improvement scheme or development should incorporate appropriate levels of convenient and secure cycle parking to encourage a shift towards cycling for local journeys.

Provision for cyclists (showers, secure storage) should be provided at all employment sites.

9.4.5 Improved leisure and walking routes

As described in Chapter 4.0, walking routes for leisure should be enhanced through improved signage and where necessary improved surfacing to create short and longer distance routes and circular routes. The Canal plays an important part in this network and opportunities to create new sections of towpath on its eastern side and new bridges and access points should be explored.

9.4.6 Securing maximum benefit for Kidlington from Oxfordshire County Council's Local Transport Plan

The Oxford Transport Strategy, forming part of the County's Local Transport Plan, will have a significant impact on the village if implemented and the development of these proposals should be informed by the wider objectives for Kidlington set out in the Framework and in the future Local Plan Part2.

The Cycle Premium Route and bus-based Rapid Transit Route proposed for Oxford Road have the potential to transform sustainable travel to Oxford from Kidlington, creating safe and attractive new cycle routes and quicker more modern bus services with enhanced connections to the airport. However, the careful design of these schemes along Oxford Road will be crucial if the character of Oxford Road is to be changed from a 'highway' to a 'street'.

9.5 Longer-term opportunities

Prior to any further development to the south of Station Fields, the proposal for a new station serving the Banbury to Oxford Road Line should be re-examined and the land safeguarded if appropriate.

9.4.7 Longer term proposals identified with the Oxford Transport Strategy

The Oxford Transport Strategy proposes new outer Park and Ride sites rather than expansion of the current city-edge sites. These include a new site to the north west of Kidlington on the A44 corridor near London Oxford Airport (at Bladon Roundabout), which would be served by new rapid transit lines along the A4260 Oxford Road through the heart of the village. With 1,100 spaces proposed, the introduction of this site would present the opportunity for parking within the Village Centre to be better managed to discourage commuter use. It would also potentially release land at existing park and ride locations for development.

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10.0
Action plan and next steps

10.1 The need for a pro-active approach

This Framework provides a coordinated consideration of the planning issues facing Kidlington and identifies key principles and objectives to support the implementation of adopted Local Plan policies. In doing so it identifies, longer term opportunities for consideration in other Local Plan documents. It also identifies a number of supporting actions which will assist in meeting the policy objectives set out in the LDP and further developed in this Framework Masterplan.

A key issue in delivering these objectives relates to funding availability for the provision of affordable housing, social infrastructure, open spaces and leisure facilities which will be dependent to a significant extent on developer contributions through s106 obligations and in the future Community Infrastructure (CIL) payments . This will be challenging given limited development opportunities within the village and, given the resources available, it will be necessary to prioritise infrastructure items.

It will be necessary to adopt an approach which makes best use of assets, land and resources to maximise development potential and secure funding for necessary infrastructure provision. The focus must be on a comprehensive approach which avoids piecemeal development. Briefs could also be prepared for key development sites which identify infrastructure requirements and funding.

In accordance with Local Plan Policy INF 1, infrastructure must be provided as an integral part of any development in order to achieve the vision and objectives of the Framework and the involvement of landowners and developers will be essential. Infrastructure requirements are set out in the Council's Infrastructure Development Plan. Employment development to the west of Kidlington and development to strengthen Kidlington Village Centre (as permitted by Policies Kidlington 1 and Kidlington 2) will provide particular opportunities to attract investment in new infrastructure.

Implementation of the proposals in the Local Plan and Framework Masterplan will be dependent on key public bodies such as the District Council, Parish Council and Oxfordshire County Council working together with the private sector and other stakeholders over the long term. The Council, particularly, its Planning and Economic Development Teams are available to help facilitate and bring partners together to achieve implementation and delivery.

The Priority Projects and Action Plan for implementation are set out below.

10.2 Priority projects

The following 6 project areas have been identified as priorities. It is recommended that a number of working groups are established to promote partnership working in taking these forward.

1. **Village Centre:** implementation of the Framework's principles for the Village Centre to manage the growth of the Village Centre, manage car parking and improve the public realm; to support economic activity and raise the quality of the built environment.

   • Possible further studies: car parking need and usage assessment; land ownership and site availability assessment.

   • Possible joint working arrangements: Village Centre management board / establish working group to include CDC, KPC, landowners, Market Traders Co-operative, local businesses.

2. **Exeter Close:** implementation of the Framework's principles in considering the opportunities for the comprehensive redevelopment of Exeter Close.

   • Possible further studies: definition of service provider requirements including car parking.

   • Possible joint working arrangements: working group comprising Oxfordshire County Council, CDC, KPC, sports clubs, schools, existing occupiers.

3. **Sports and recreation improvements:** to assess opportunities for improvements to village recreation areas and sports facilities.

   • Possible further studies: playing pitch strategy (forthcoming from the Council).

   • Possible joint working arrangements: working group comprising Oxfordshire County Council, CDC, KPC, sports clubs. This could potentially be combined with the Exeter Close Working Group.

4. **Canal improvement strategy:** to co-ordinate improvements to the Canal corridor.

   • Possible further studies: review of biodiversity and leisure/recreation opportunities and funding streams.

   • Possible joint working arrangements: working group comprising CDC, KPC, The Canal and River Trust, Sustrans, residents groups.

5. **Employment cluster strategy:** to develop a joined-up approach to employment growth in accordance with Local Plan Policy Kidlington 1.

   • Possible further studies: consideration of the synergies and working practices between existing and new employers; combined Travel Plan.

   • Possible joint working arrangements: working group: CDC, Oxfordshire County Council, KPC, developers, London Oxford Airport, existing occupiers, bus companies.

6. **Oxford Road corridor transformation:** improvements to transform Oxford Road from a highway to a street.

   • Possible further studies: co-ordination of proposals with the County Council's Local Transport Plan (LTP4); preparation of a funding strategy.

   • Possible joint working arrangements: working group: CDC, KPC, Oxfordshire County Council, Sustrans, bus operators, local transport stakeholders.

10.3 A co-ordinated Action Plan

Ultimately a flexible approach to delivery will be required which reflects funding availability and market conditions, but there are a number of key catalytic projects which will act as drivers for further investment and wider economic benefits. The focus will be on working with existing businesses and landowners and the local community to make best use of existing assets and to maximise development opportunities and available funding. This will demonstrate the intent of the Council and its partners to work together in taking forward the objectives for Kidlington.

The process of change can start immediately through the use of available funding (such as S106/New Homes Bonus), community/business led initiatives and the co-ordination of actions through the working groups.

10.4 Kidlington Framework Masterplan: Action Plan

Opportunity	Short-medium term	Longer term	Delivery body/Partners	Potential funding sources
Theme 1: Revealing Kidlington's distinctive identity				
Put Kidlington on the map				
Develop branding strategy based on key assets and arrival points	X		**Kidlington Parish Council** Cherwell District Council Oxfordshire County Council Tourist Board Local businesses	Capital and revenue budget Local businesses/ sponsorship
Strong first impressions				
Public Realm improvements / public art / welcome signage at village gateways	X		**Cherwell District Council** Kidlington Parish Council Local businesses	Section 106 Capital and revenue budget Local businesses/ sponsorship Arts Council grants Lottery funding
Possible longer term opportunity: mixed use development at village gateways		X	**Cherwell District Council** Kidlington Parish Council Gosford and Water Eaton Parish Council Local businesses	
Positive additions to Kidlington's townscape character (see Themes 2 & 3)				
Enhance biodiversity across the village				
Establish green corridor to the west of the Canal		X	**Cherwell District Council** Kidlington Parish Council Canal and River Trust Landowners Local groups and organisations	Capital and revenue budget Section 106/CIL Lottery funding
Improved habitat management and creation including volunteer/group conservation tasks	X	X	**Cherwell District Council** Kidlington Parish Council Canal and River Trust Berks, Bucks and Oxon Wildlife Trust Residents Landowners Local groups and organisations	Capital and revenue budget Section 106/CIL Lottery funding

10.0 Action plan and next steps

Opportunity	Short-medium term	Longer term	Delivery body/Partners	Potential funding sources
Increase accessibility and awareness of the landscape and heritage assets				
Signage strategy and implementation	X		Cherwell District Council **Kidlington Parish Council** Oxfordshire County Council Local businesses	Section 106 Capital and revenue budget Local businesses/ sponsorship
Establish circular walks linking village, Canal and River and develop interpretation material	X		**Cherwell District Council** Kidlington Parish Council Oxfordshire County Council Landowners Local groups and organisations	Section 106 Lottery funding Local businesses/ sponsorship Fund raising

Theme 2: Creating a Sustainable Community				
Understanding local housing needs				
Provision of affordable and specialist housing	X	X	**Cherwell District Council** Kidlington Parish Council Gosford & Water Eaton Parish Council Landowners	Landowners / developers CIL Section 106
Approach to housing development / Make best use of land within the village boundaries				
Review development opportunities within village	X		**Cherwell District Council** Kidlington Parish Council Landowners and developers/ occupiers/residents	
Rural exception sites				
Identify appropriate rural exception sites	X	X	**Cherwell District Council** Kidlington Parish Council Gosford & Water Eaton Parish Council Landowners Registered Providers	
Securing high design standards/ improve quality of existing homes and neighbourhoods				
Deliver high standards of housing design	X	X	Cherwell District Council Kidlington Parish Council Gosford & Water Eaton Parish Council **Landowners / developers**	Landowners / developers
Improve quality of existing homes and neighbourhoods	X	X	Cherwell District Council **Kidlington Parish Council** **Gosford & Water Eaton Parish** Council Residents Groups Developers	Community Land Trusts CIL Section 106

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Opportunity	Short-medium term	Longer term	Delivery body/Partners	Potential funding sources
Theme 3: Strengthening the Village Centre				
Redefine the character of Kidlington Village Centre / Village Centre design principles/ Expand the Village Centre through new mixed use development				
Village Centre Working Group to develop and take forward Framework design principles for Village Centre	X		**Cherwell District Council** Kidlington Parish Council Landowners Businesses	Capital and revenue budget Landowners/ businesses
Car parking survey, management / raconfiguration strategy	X	X	**Cherwell District Council** Kidlington Parish Council Local businesses	Capital and revenue funding
Public square improvements (Watts Way, Oxford Road / HIgh Street junction / entrance to Exeter Close)	X		Cherwell District Council **Kidlington Parish Council** Local businesses	Section 106 Capital and revenue funding Local businesses/ developers
Transform Oxford Road from highway to street				
Public realm improvements on Oxford Road	X	X	**Cherwell District Council** Kidlington Parish Council Oxfordshire County Council Local businesses	Section 106 Capital and revenue funding
Early project opportunities				
Shop front improvements	X		**Cherwell District Council** Local business organsiation Businesses/ property owners	Portas or other subsequent funding Capital and revenue budget Local businesses Potential BID
Expanded market and events programme	X		Cherwell District Council **Kidlington Parish Council** Stall holders/ local businesses Farmers/ Craft Market Organisers Local Economic Partnership	S106 Contributions Capital and Revenue Budget Local businesses/ sponsorship Local Economic Partnership (LEP)
Development of niche food offer	X		Cherwell District Council **Kidlington Parish Council** Stall holders/ local businesses Farmers/ Craft Market Organisers Local Economic Partnership	Local businesses
Projects to incentivise local spending	X		Cherwell District Council **Kidlington Parish Council** Stall holders/ local businesses Farmers/ Craft Market Organisers Local Economic Partnership	Local businesses/ sponsorship Local Economic Partnership (LEP)
Establish Local Business Organisation / Management Board or BID	X		**Cherwell District Coucil** Kidlington Parish Council Oxfordshire County Council Local businesses	Capital and Revenue Budget Local businesses/ sponsorship Local Economic Partnership (LEP)

Opportunity	Short-medium term	Longer term	Delivery body/Partners	Potential funding sources
Introduce retail kiosks to Watts Way piazza	X		Cherwell District Council **Kidlington Parish Council** Stall holders/ local businesses Farmers/ Craft Market Organisers	Capital and Revenue Budget Local businesses
Working group to establish opportunities to the rear of the High Street (north west)	X	X	**Cherwell District Council** Kidlington Parish Council Landowners / occupiers	Capital and revenue funding
Theme 4: Supporting Community Needs				
Exeter Close community hub				
Establish working group of Exeter Close operators and prepare masterplan / development brief and funding strategy for redevelopment of multi-functional community hub.	X	X	Cherwell District Council **Kidlington Parish Council** Existing occupiers Clinical Commissioning Group (CCG) Community	Capital and revenue funding Section 106 Development value
Local community hubs				
Improved community facilities in wider village	X	X	**Cherwell District Council** Kidlington Parish Council Service providers Gosford Hill School Local groups and organisations	Capital and revenue funding Development value Section 106 Lottery funding
Improve access and quality of sports pitches, parks and amenity spaces				
Review and enhance recreational provision	X	X	Cherwell District Council **Kidlington Parish Council** Sports clubs Local groups and organisation Community	Development value Section 106 Lottery funding Community Trusts
Theme 5: Supporting future economic success				
A joined up approach to employment growth / Support employment growth in key sectors				
Develop and implement strategy for employment growth around Begbroke Science Park, Langford Lane and London Oxford Airport	X	X	**Cherwell District Council** Kidlington Parish Council Oxford City Council Oxfordshire County Council Local Economic Partnership Landowners/ developers Airport Occupiers	Development value Section 106 Business rates retention scheme
Provide business support to the employment cluster				
Business centre at Langford Lane	X		**Cherwell District Council** Local Economic Partnership Landowners / developers Airport Occupiers	Development value Section 106

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Opportunity	Short-medium term	Longer term	Delivery body/Partners	Potential funding sources
Improve physical and social links between key employment areas and the centre of Kidlington				
Establish Business-led Partnership to lead partnership working with schools, business sponsorship of community events, skills training and local job fairs.	X		**Cherwell District Council** Kidlington Parish Council Businesses Community	Section 106 Business contributions
Establish working hub in Village Centre	X		**Cherwell District Council** Kidlington Parish Council Businesses Community Local Economic Partnership	Capital and revenue budget Local businesses / sponsorship
Improve linkages with station and Village Centre (see also Theme 6)	X		**Cherwell District Council** Kidlington Parish Council Oxfordshire County Council Transport operators	Section 106 Capital and revenue budget Local businesses/ sponsorship
Develop synergies with surrounding areas				
Establish partnership working with wider District and Oxford.	X		Cherwell District Council Kidlington Parish Council Oxford City Council Local Economic Partnership Businesses	Capital and revenue budget Business contributions
Create quality places				
High quality design, layout and landscaping	X	X	**Cherwell District Council** Landowners / developers Businesses	Development value
Theme 6: Integration and Connectivity				
Balance movement in favour of pedestrians and cyclists				
Sustainable movement approach for cycling, walking and bus improvements	X	X	**Cherwell District Council** Kidlington Parish Council Gosford & Water Eaton Parish Council Oxfordshire County Council Bus/ train operators Sustrans Businesses	Capital and revenue budget Section 106 CIL Operators Business contributions
Oxford Road - changing the character from highway to street				
Oxford Road transformation including integration of planned Oxford Transport Strategy proposals	X	X	**Cherwell District Council** Kidlington Parish Council Gosford & Water Eaton Parish Council Public transport operators Oxfordshire County Council	Capital and revenue budget Section 106 CIL Operators

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Opportunity	Short-medium term	Longer term	Delivery body/Partners	Potential funding sources
Connecting economic hubs by bus				
Increased bus connections and reverse park and ride	X	X	Cherwell District Council **Oxfordshire County Council** Kidlington Parish Council Gosford and Water Eaton Parish Council Public transport operators	Capital and revenue budget Section 106 CIL Operators
Connected cycle routes				
Cycle Premium Routes on Oxford Road		X	Cherwell District Council **Oxfordshire County Council** Kidlington Parish Council Gosford and Water Eaton Parish Council SUSTRANS Public transport operators	Capital and revenue budget Section 106 CIL
Improved routes to Langford Lane, Begbroke Science Park and Yarnton and along Canal	X		**Cherwell District Council** Oxfordshire County Council Kidlington Parish Council Landowners Canal and River Trust SUSTRANS	Capital and revenue budget Section 106 CIL
Reintroduction of cycling to High Street	X		Cherwell District Council **Kidlington Parish Council** SUSTRANS Oxfordshire County Council	Capital and revenue budget Section 106
Improved leisure and walking routes (see Theme 1)				
Securing maximum benefit for Kidlington from Oxfordshire County Council's Local Transport Plan (see above)				
Longer term opportunities				
Additional park and ride sites (Oxford Transport Strategy)		X	Cherwell District Council **Oxfordshire County Council** Public transport operators	
Establish feasibility / deliver potential new station at Station Fields	X	X	Cherwell District Council Kidlington Parish Council **Oxfordshire County Council** Train operator/ Network Rail	

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Appendix
Illustrative Oxford Road improvements

Illustrative Oxford Road improvements

The plans below show how the character of Oxford Road varies in different sections. They show illustrative ideas for how road space might be reapportioned in the different sections of Oxford Road.

The proposals are illustrative only. Final proposals should be worked up in collaboration with Oxfordshire County Council.

Southern Oxford Road between Kidlington roundabout and Bicester Road

Existing:

- Congested two way service roads used for on-street parking, property access and cycling.
- Constrained space for cycling on main route to station/ Oxford.
- Narrow pavements.
- Highway lighting only, on main roadway.

Opportunities for Southern Oxford Road:

- Reconfigure verges and service roads to allow for wider footways.
- New segregated cycleways as part of the 'Cycle Premium Routes' (possibly on-carriageway routes where service roads are present).
- Provide more appropriately designed street lighting with human scale lighting of foot and cycleways.
- Use build-outs into the service roadway to define passing places and parking areas and accommodate additional tree planting.

Despite the exceptional width of the highway at this point there are limited opportunities to provide fully segregated bus routes as part of the Rapid Transit proposals without the loss of mature trees. The minimum width required for both general traffic and segregated bus routes would be around 14m. Alternative bus priority measures could include:

- Prioritisation at junctions including bus detection at signals and early release gates for buses.
- Bus lanes in one direction where there are areas of congestion that could be bypassed.
- Improved bus stop arrangements to include removal of laybys to allow easier re-entry to the main carriageway for buses and longer stops to accommodate multiple services.
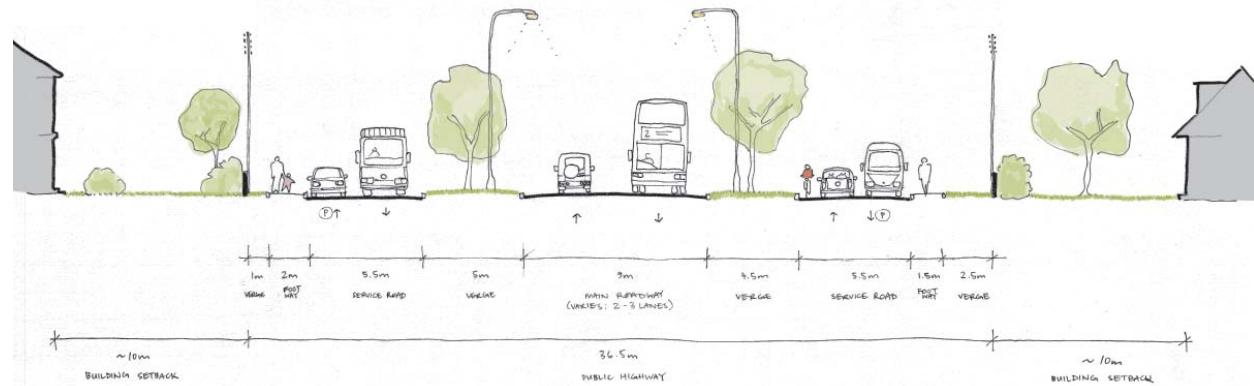
Existing – Southern Oxford Road – view north
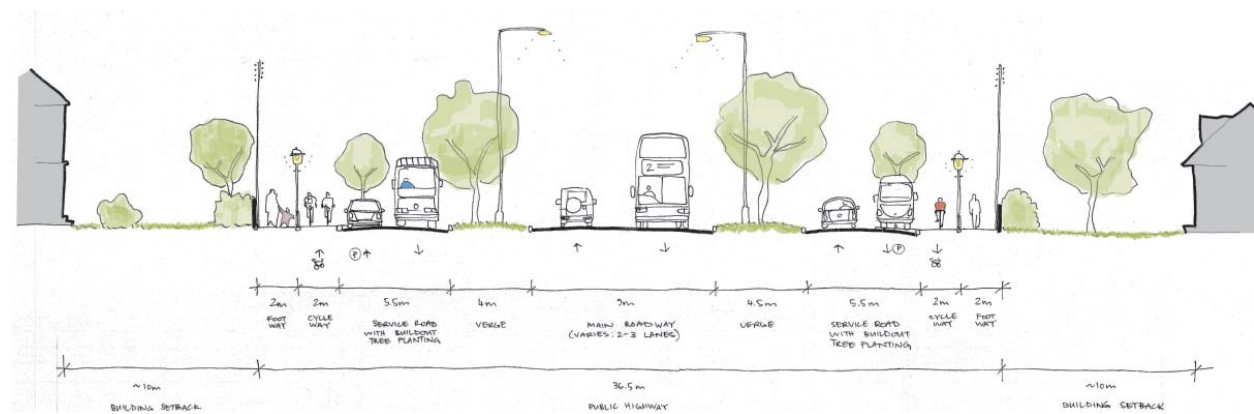
Illustrative potential improvements – Southern Oxford Road – view north

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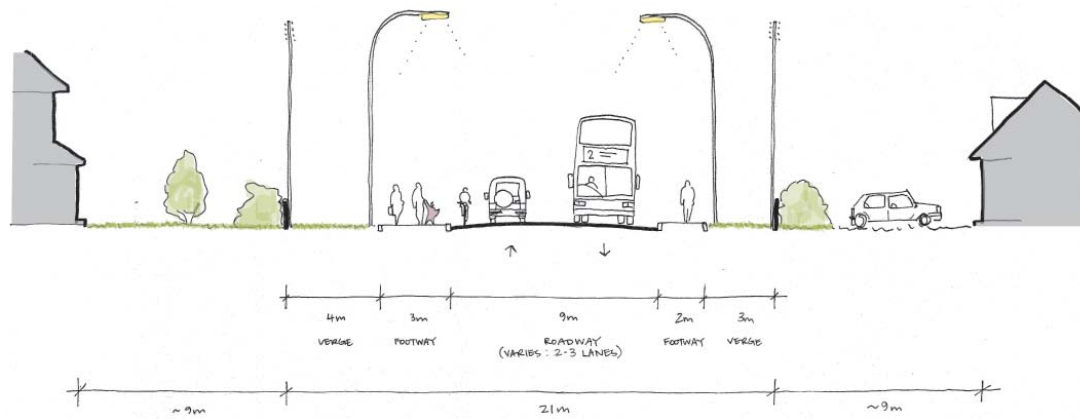
Existing - Central Oxford Road - view north
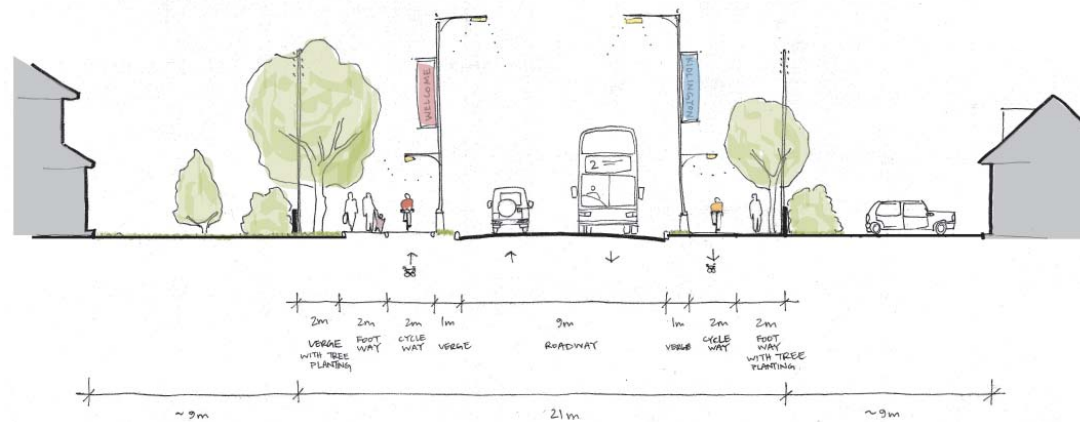
Illustrative potential improvements - Central Oxford Road - view north

Existing:

- Lack of enclosure due to wide setbacks and low-rise built frontage.
- Cycling route to Oxford on busy traffic route with no formal provision.
- Utilitarian highway lighting and signage does not add to sense of place.
- Wide verges add little to streetscape.
- No street trees.

Opportunities for Central Oxford Road:

- Reconfigure the existing wide pavements and verges to include new segregated cycleways as part of the Cycle Premium Routes identified in the Oxford Transport Strategy, July 2016.

- Provide more appropriately designed street lighting with human scale lighting of foot and cycleways.

- There is sufficient space along central Oxford Road to provide dedicated bus lanes to help deliver the Super Premium bus route running along Oxford Road, as identified in the Oxford Transport Strategy. This would require further narrowing of the verges to achieve a 14m carriageway carrying two bus lanes and two general running lanes. The benefits of this would need to be assessed on a corridor-wide basis and in relation to the level of congestion experienced along the route either now or in the future as demand grows. Alternative bus priority measures could include:

  - Prioritisation at junctions including bus detection at signals and early release gates for buses.

  - Bus lanes in one direction where there are areas of congestion that could be bypassed.

  - Improved bus stop arrangements to include removal of laybys to allow easier re-entry to the main carriageway for buses and longer stops to accommodate multiple services.

  - Where space allows depending on the options pursued above tree planting could be introduced to soften and enclose the street, creating an attractive boulevard character.

A combination of these approaches could be used on Banbury Road north of the Village Centre.

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Part 2: Kidlington Today – Baseline Information
Cherwell District Council
December 2016

FOR ADOPTION

Kidlington Framework Masterplan Supplementary Planning Document Part 2: Kidlington Today – Baseline Information
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Aerial photo of Kidlington

Preface

This Appendix sets out the evidence base and background information which has informed preparation of the Kidlington Framework Masterplan under the following topic headings:

- Location and Context
- Village Character
- Green Infrastructure
- Community Facilities and Village Centre
- Movement and Connectivity
- Socio-economic Context
- Economy and Employment
- Housing
- Planning Context

Acronyms

The following acronyms and abbreviations are used throughout this document:

KPC :   Kidlington Parish Council

CDC: Cherwell District Council

1.0
Location and context

1.1   Location

Kidlington is located on the A4260 between the A44 and A34 around 5 miles north of Oxford, 4 miles south east of Woodstock and Blenheim Palace and 8 miles west of Bicester. It falls within Cherwell District close to its administrative boundaries with Oxford City Council and the three other Oxfordshire Districts. The proximity to the boundary with Oxford is of particular importance, given that Oxford's Green Belt encircles the village.

With a population of around 15,000 within the built-up area, Kidlington is the smallest of the three urban areas within Cherwell behind the towns of Bicester and Banbury. Most of the village falls within the Parish of Kidlington, with the exception of the south eastern neighbourhoods which fall within Gosford and Water Eaton Parish.

Figure 1.1 District Councils within Oxfordshire (www.oxfordshire.gov.uk

Figure 1.2 Cherwell District map (www.cherwell.gov.uk)
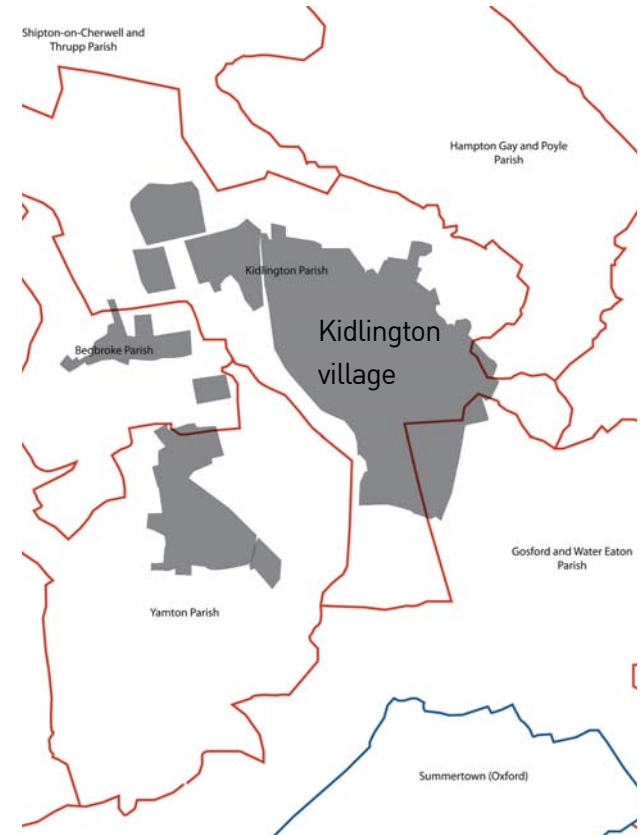
Figure 1.3 Parish Council and District ward boundaries

1.2   Context

1.2.1   Global relationships

- International tourism: Kidlington is located close to the international tourism destinations of Blenheim Palace, Oxford and Bicester Shopping Village which has an increasing number of international visitors.

- Airport: Kidlington is the location of London Oxford Airport which sits at the heart of the UK's motorsport industry and is used by F1 teams due to its close proximity to Silverstone. The airport provides business aviation with training facilities, private hire to global locations and has in the past offered commercial flights to Edinburgh, Belfast, Dublin, Jersey and Guernsey.

- Oxford University and Science Park: Kidlington is the location of Oxford University's Begbroke Science Park, an internationally important centre for education, research and innovation.
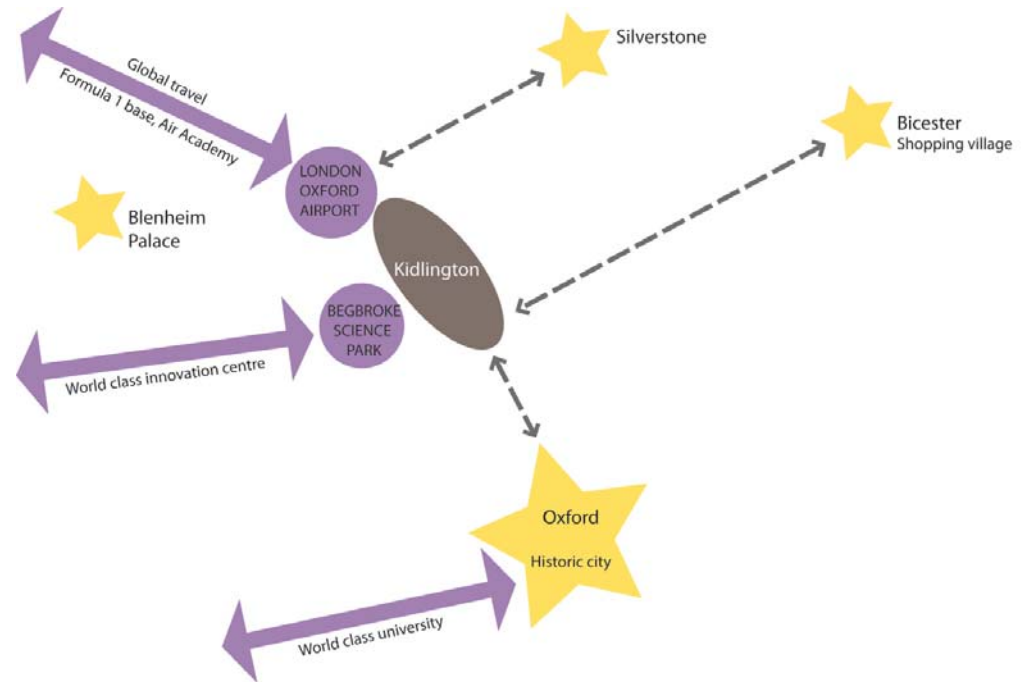
Figure 1.4 Global links and attractions in the Kidlington area

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1.2.2 Regional relationships

- Kidlington sits within an arc of thriving settlements from Cambridge to Reading which have generally witnessed continued economic growth and investment. The arc ranks high for income levels, employment opportunities and close links to Oxford and Cambridge Universities.

- Kidlington is situated within two LEPs (Local Enterprise Partnerships), the Southeast Midlands LEP and Oxfordshire LEP which both play a key role in determining local economic priorities to provide a catalyst for economic growth and the creation of local jobs.

- Kidlington has good strategic road connections - links into the motorway network connect the village into the wider city network of Birmingham, Reading and London.

- Oxford Parkway station, part of the proposed east-west rail link, provides direct rail connections from Kidlington to Bicester, Oxford (from December 2016) and London Marylebone.
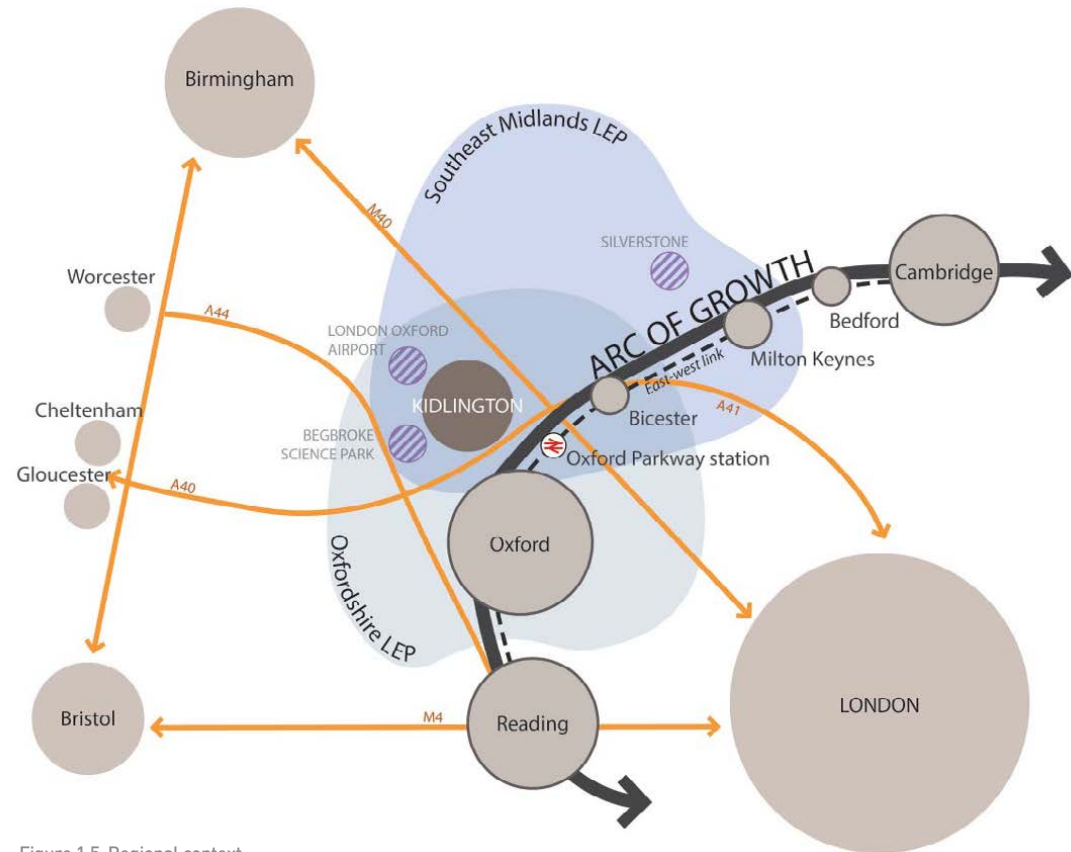
Figure 1.5 Regional context

1.0 Location and content

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1.2.3 Local relationships

- Kidlington is closely linked with the city of Oxford and its wider network of surrounding settlements including Woodstock, Abingdon, Witney and Didcot, in terms of business, education, transport and retail, with high levels of in and out commuting.

- The village is well connected by road and bus routes with the A4260 running through the centre of the village, creating a direct connection to Oxford city centre and Banbury, and the A34 linking to Bicester. However, bus services to smaller settlements including Woodstock and Yarnton are infrequent.

- The Oxford Canal and River Cherwell running along the east and west boundary edges of the village link Kidlington to Oxford whilst providing an attractive leisure corridor, in particular for canal boat hire, walking and cycling.

- Facilities associated with the University of Oxford form an educational corridor which stretches from North Oxford to Kidlington and the Begbroke Science Park site. In addition, Oxford Brookes University further extends the educational quarter with three campuses situated across Oxford.

- To the south west, Oxford's Northern Gateway is a major employment led growth area set to deliver up to 90,000 sqm of employment space and 500 homes by 2026. An Area Action Plan has been adopted by Oxford City Council. The development has yet to be implemented.

Figure 1.6 Local context

Legend:

- Green Belt
- Settlement
- University education
- Major employment area
- Retail area
- Waterway
- Railway line
- Train station
- Primary road
- Secondary road

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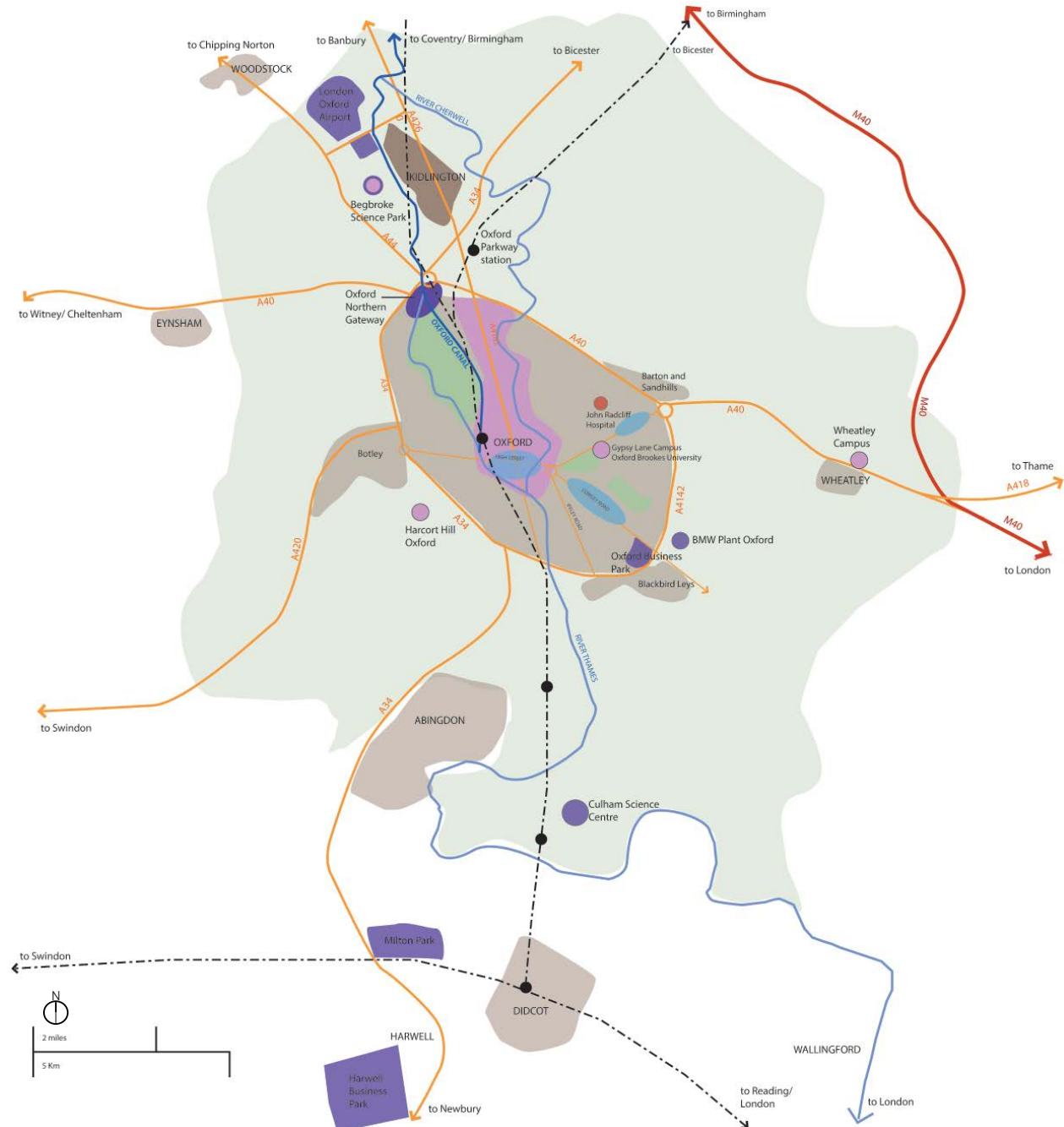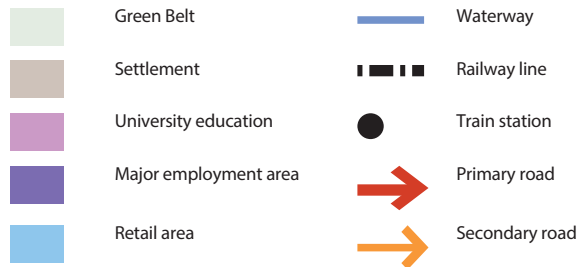
2.0
Village character

2.1 Evolution of the Village

Kidlington has a long history of habitation dating back to the Anglo Saxons and beyond. It is recorded in the 1086 Domesday Book as 'Chedelintone'. From its origins as a small rural settlement close to the River Cherwell it grew gradually over many centuries, its shape and form changing in response to new roads, canals and the availability of land. It was not until the mid 20th century that Kidlington began to grow at a much greater pace due to rapid housing development.

2.1.1 Kidlington-on-the-Green

The medieval settlement of Kidlington was a series of dispersed hamlets, the largest of which grew around the Church of St Mary the Virgin (built 1220), the Mill and Manor House, located immediately to the west of the River Cherwell on today's Church Street. At the junction of today's High Street and Mill Street was the Town Green and during the 17th and 18th centuries, substantial properties were built around it on today's School Road, Mill Street and The Moors. The Town Green was built on during the 19th and 20th centuries but its original extent is marked by the remaining historic properties which now front onto later residential development.

The village was bounded to the south-west by a second green known as 'Kidlington Green' – a large area of unenclosed common land, which appeared in an early-modern suffix to the village's name ('Kidlington on the Green') and was celebrated in a minor English folk song.

Kidlington Green. JW6.101

England;London

♩ = 110
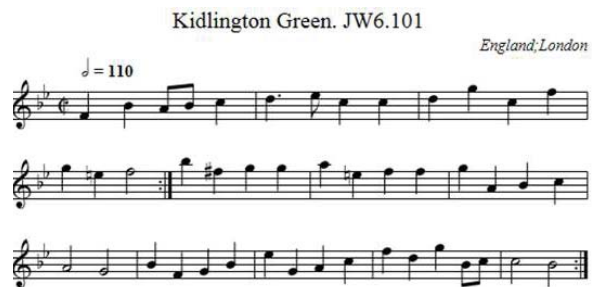
2.1.2 Growth to the west

The Enclosure Act of 1818 privatised the common land south of the High Street and led to the expansion of residential dwellings along the High Street. Passing trade generated by the Oxford to Banbury Road encouraged growth of commercial premises including a number of public houses at the junction with the High Street.

The Oxford Canal running to the west of Kidlington opened in the 1790s followed in the 1850s by the railway and its station located at Station Approach (closed in 1964) which linked Kidlington to Oxford, Banbury and the Midlands. These new connections brought employment and growth of residential properties northwards along Oxford Road. The railway and canal continue to form two linear barriers which have come to define the western edge of the village. By 1901 the village had a population of around 1,000.

2.1.3 Early 20th century ribbon development

During the first half of the 20th century the village began to spread out with 1930s ribbon development of semi-detached properties along Oxford Road and Bicester Road. To the south a 'Garden City' development commenced, which initially formed an isolated residential area separated from the rest of the village by an enclosed area of the old Green which remained as farmland.

To the north of the High Street, The Moors was developed, characterised by detached properties and bungalows on large plots set back from the road.

In 1931 Kidlington became the location of the Oxford Zoological Garden (in the area now occupied by Gosford Hill School) which hosted animals including an elephant, lions and flamingos. The attraction was short-lived and closed in 1937 when it was relocated to Dudley Castle. Other attractions included the Sterling Cinema on the High Street (now Tesco superstore).

In 1932 Kidlington Church of England Central School opened (later to become Gosford Hill School) to provide schooling for secondary age pupils. In 1935 Oxford City Council bought land at Campsfield to the north-west of Kidlington for the Oxford Municipal Aerodrome, becoming RAF Kidlington during the second world war.

2.1.4 20th century rapid growth

Following the war, Kidlington experienced rapid expansion, increasingly functioning as a dormitory village to Oxford. The large residential estates which were created are typical of their time, consisting predominantly of inward facing, cul-de-sac based layouts, with little reference to village character, vernacular detailing or materials.

Despite the closure of the railway station in 1964, employment growth continued with the development of business parks and a motor park to the north of Kidlington adjacent to London Oxford Airport. The airport itself was privatised in the 1980s and became a centre for aviation training, business aviation and subsequently, charter flights. Population growth was matched by the expansion of Village Centre retail and services to the west of Oxford Road including construction of The Kidlington Centre shopping mall, and new primary schools (bringing the total to four) and community facilities at Exeter Close.

2.1.5 Late 20th and early 21st Century

In recent years housing development has been of a small scale (restricted by the Green Belt which surrounds the village), for example, the estate expansion adjacent to the canal at Croxford Gardens and a 36 home rural exception site for affordable housing at Bramley Close, off Bicester Road. Employment uses have grown to the south of the airport and at Begbroke, where Oxford University purchased the site to establish a research facility in 1998.

The High Street has been partially pedestrianised and new retail and office development has taken place at the High Street / Oxford Road junction and on the High Street's southern side. To the south of the village, Stratfield Brake opened in 1999 providing 20 acres of sports facilities for a range of local clubs.

The Green for which Kidlington was once famous has been lost, but the majority of historic properties remain in pockets, protected by Listed Building designation and conservation area status. In 2011, the built up area of Kidlington (including Gosford) had a population of 15,046. It lays claim to being the second largest village in England, governed by a Parish rather than Town Council and retains a physical separation from the adjacent communities of Begbroke, Yarnton and Oxford to the South.
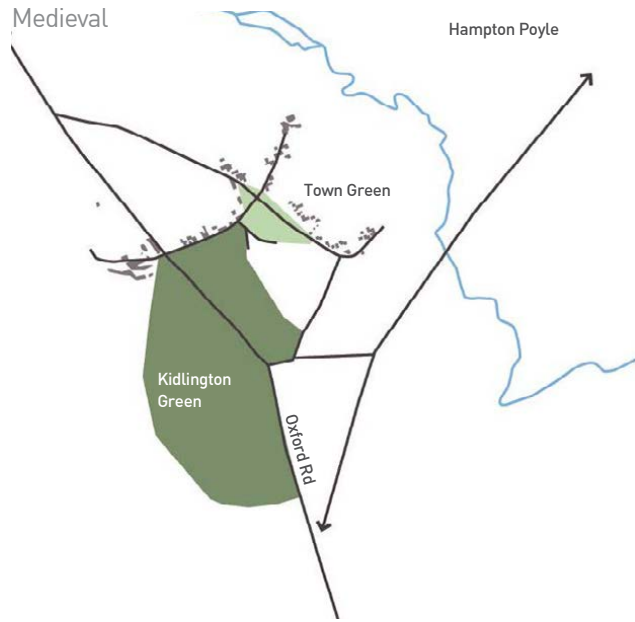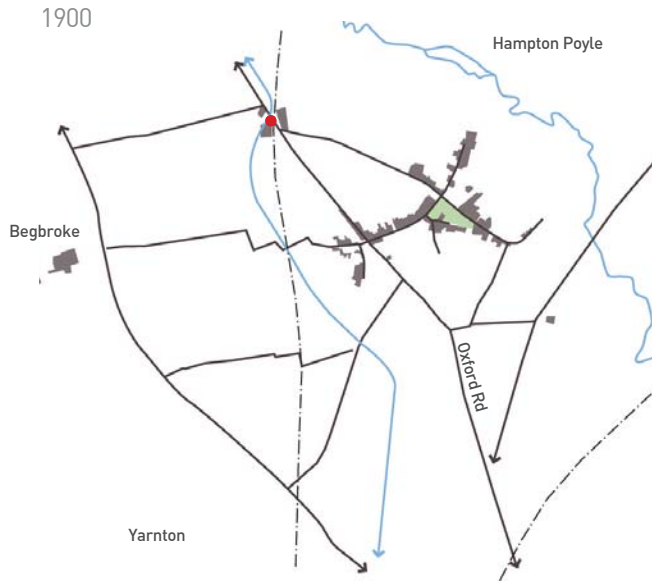
Medieval

Hampton Poyle

Town Green

Kidlington
Green

Oxford Rd

Figure 2.2 Medieval

1900

Hampton Poyle

Begbroke

Oxford Rd

Yarnton

Figure 2.3 1900

1955

Hampton Poyle

Begbroke

Oxford Rd

Yarnton

Figure 2.4 1955
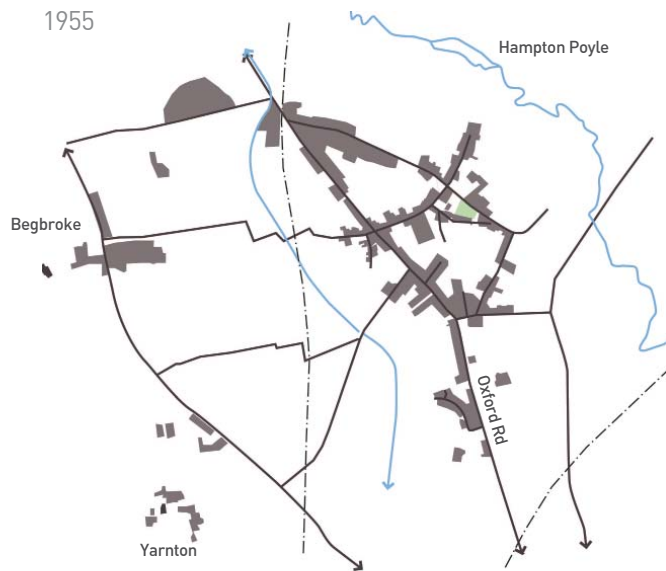
Present day– 2016

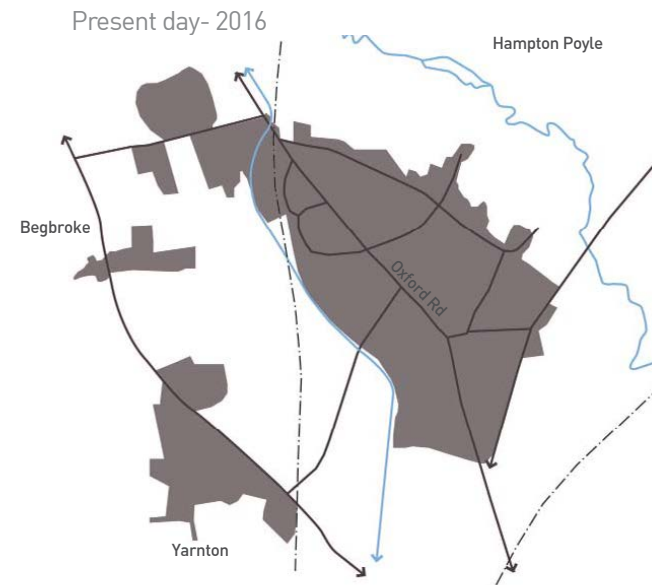Hampton Poyle
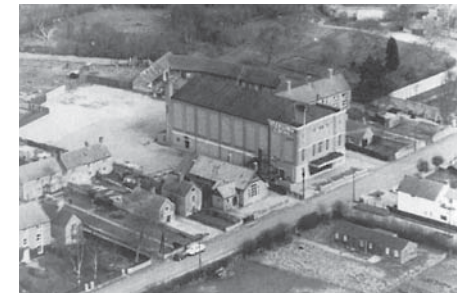
Begbroke

Oxford Rd

Yarnton

Figure 2.5 2016

Figure 2.6 From top: Church Street, 1904; Banbury Road outside the Black Bull pub, early C20th; High Street before 1980s redevelopment; Orchard Tea Gardens (now site of the Audi Garage) on Oxford Road. Source: All images taken from John A. Amor (2003). Kidlington Past and Present. Oxfordshire Books

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2.2 Historic assets

A conservation area is defined as 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance' (Listed Buildings and Conservation Areas Act, 1990).

Kidlington contains six conservation areas; Church Street (the historic core), High Street, Crown Road, The Rookery, Langford Lane Wharf and the length of Oxford Canal.

The majority of statutorily listed buildings are situated within the Church Street and High Street conservation areas to the north-east of the Village Centre and include St Mary's church (the village's only Grade I listed structure), The Old Priests House, Manor Farmhouse, Dovecote, The Old Vicarage and Mill House. Kidlington's Historic Village Trail described in leaflet form, takes in fifteen of the areas important buildings in the Church Street and Mill Street area. Buildings materials reflect local geology with limestone walls giving a distinctive character and roofs of clay tile, slate and thatch.

The listed buildings have been identified and protected by the Secretary of State with the guidance of English Heritage, for their special historic or architectural interest.

In addition, there are a number of locally listed structures which are recognised by the Council as historically important and worthy of retention. These buildings of local interest are not graded or protected by law unless they are situated within a conservation area. Conservation area appraisals for all areas have been produced by the Council.

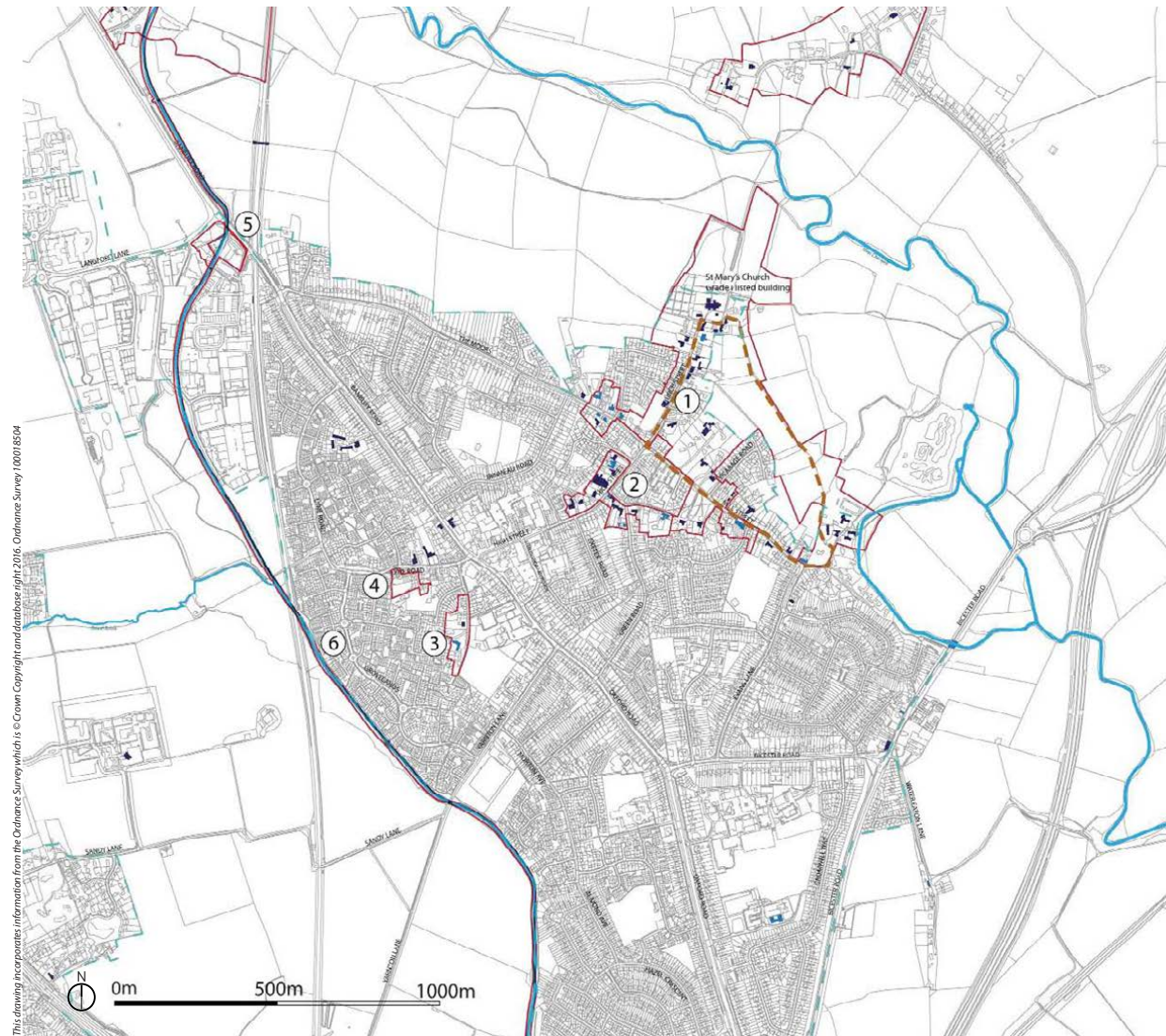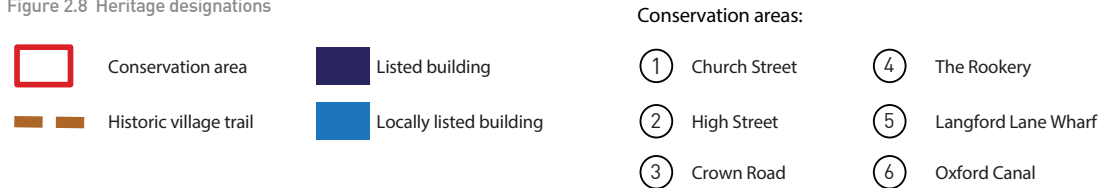Figure 2.7 Historic assets within conservation areas

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Figure 2.8 Heritage designations

Legend

- Conservation area
- Historic village trail
- Listed building
- Locally listed building

Conservation areas:

1. Church Street
2. High Street
3. Crown Road
4. The Rookery
5. Langford Lane Wharf
6. Oxford Canal

2.3 Topography and geology

The majority of Kidlington is underlain by Oxford Clays of the Kellaways Formation, which to the east and west of the village is overlain by Alluvium. To the north (including London Oxford Airport) the bedrock is the Great Oolite group of limestones, with superficial river terrace deposits of sand and gravel.

Much of the village is relatively flat and low lying (around 60–65m AOD) except for a central ridge of higher land running north-south to the east of the Banbury to Oxford Road. The land gently falls to the floodplain of the River Cherwell to the east and towards the Rowel and Kingsbridge Brooks (now the route of the canal) to the south west.

Higher land to the north-east forms rolling farmland with a ridge linking Thrupp to St Mary's Church across Kidlington Fields which provides views of St Mary's Church spire and the surrounding countryside. To the west and north-west the land rises more steeply towards Begbroke, the airport and the hills beyond.
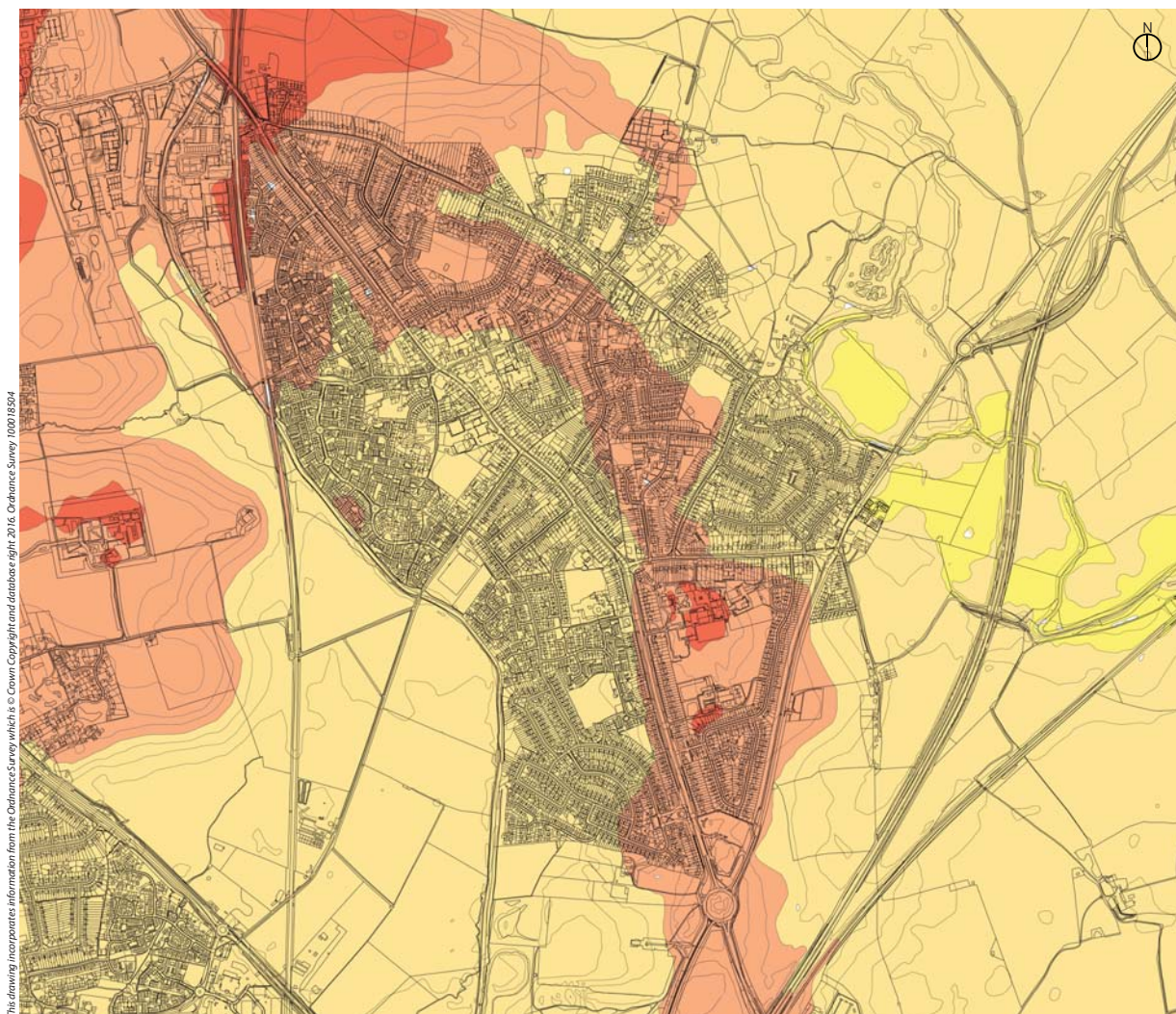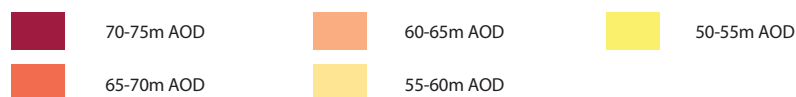

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Figure 2.9 Topography

70-75m AOD	60-65m AOD
65-70m AOD	55-60m AOD
	50-55m AOD

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2.4 Character and setting

2.4.1 First impressions and hidden gems

Today, to a driver passing through the village on the Oxford Road, the first impression of Kidlington is of a primarily suburban linear settlement of 1930s semi-detached dwellings, leading into large modern housing estates. The character of the village is affected by it being a main route for travelling between Oxford and Banbury. Kidlington's distinctive and historic townscapes and landscapes including the remnants of the historic village around St Mary's Church, the canal and wetlands are located at the edges of the village and unfortunately not apparent to many visitors.

The Pevsner architectural guide emphasises the poor first impression created by 2-3 mile stretch of ribbon development along Oxford Road and Banbury Road. One of the purposes of the Framework is to identify ways of revealing Kidlington's identity and improving the quality of the built environment.

2.4.2 Townscape and landscape character areas

The physical character of Kidlington and its landscape setting has been classified into thirteen distinctive character areas (Figure 2.10).

Townscape

1	Village centre
2	Historic village
3	Ribbon development

Residential estates

4a	Late 20th century cul-de-sac estates
4b	Garden City and mid 20th century housing
4c	Gosford
4d	The Moors
5	Business Park
6	London Oxford Airport

Landscape

7	Oxford Canal
8	Kidlington fields and River Cherwell
9	Stratfield Brake and surrounds
10	Western Gap

Figure 2.10 Character areas

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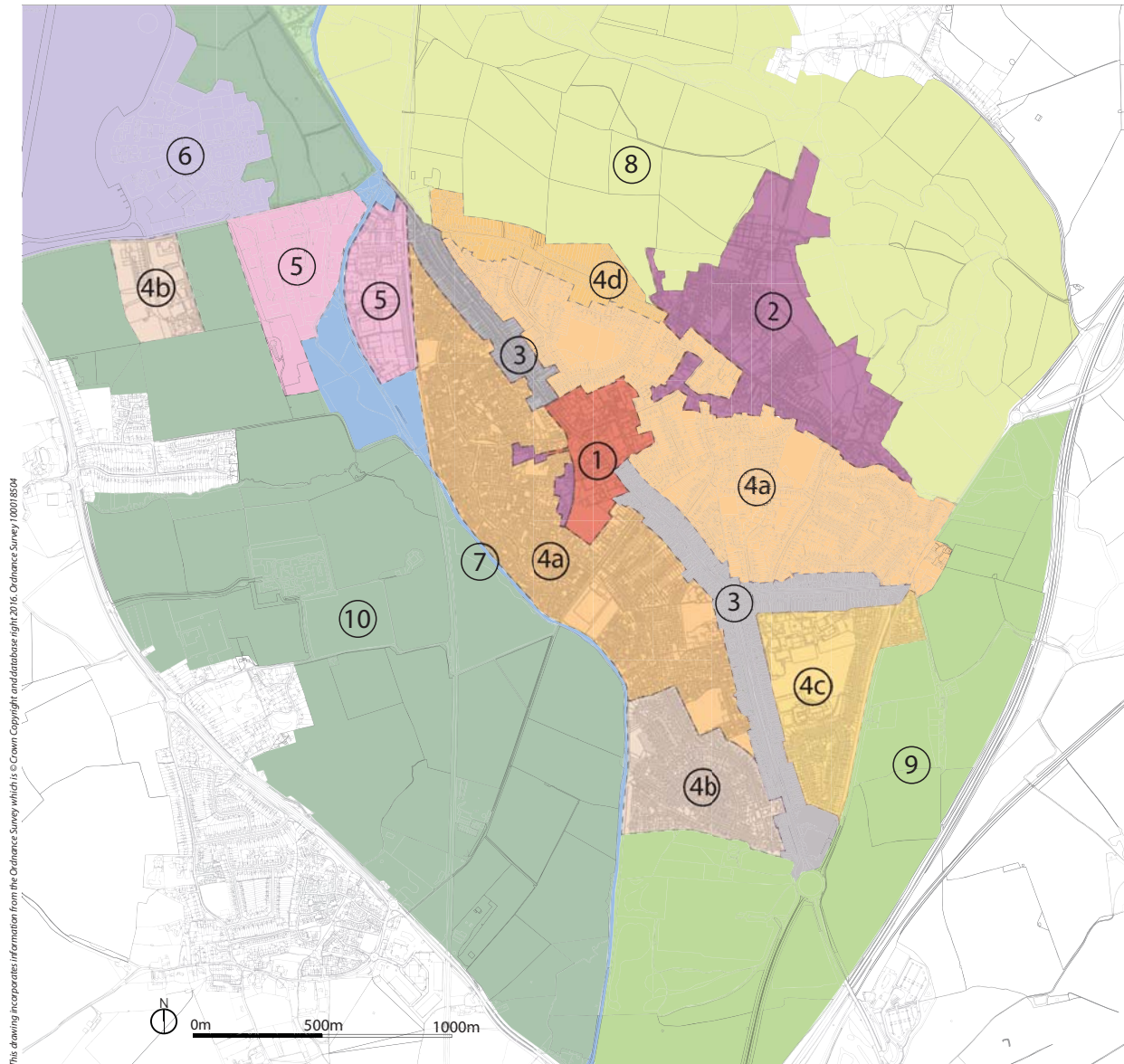**1 Village centre**

Located at the geographic centre of the village, the partially pedestrianised High Street to the east of Oxford Road is the focus for retail and services, while nearby Exeter Close provides a cluster of community facilities.   Much of the architecture of the centre is recent and ranges considerably in character, height, scale, materials and quality. The result is a fragmented townscape which relates poorly to the remaining historic properties fronting Oxford Road to the north of the junction with the High Street. A detailed analysis of the Village Centre is provided in chapter 4.

2 Historic village

This area contains the historic core of the village, which grew around St Mary's Church, the Town Green and the Mill. It is designated the Church Street conservation area and retains the character of a quintessential Oxfordshire Village with fluctuating street widths, winding lanes, limestone houses and cottages (many of which are listed) and stone walls. Non-residential uses include the historic Six Bells public house and a small row of shops.

The church spire is a landmark particularly from views across the Cherwell Valley, and marks the eastern edge of the village and start of the footpaths along the River Cherwell.

A nature reserve known as St Mary's Fields sits within the Conservation Area boundary. This wild area contains a rich variety of indigenous shrub and tree species providing ideal habitats for bird species such as warblers, tits and thrushes. Wet meadow plants are typical for this area including bee orchid, meadowsweet and angelica. Wildlife includes roe deer, muntjacs, grass snakes and foxes. A full description of the conservation area is available in the Kidlington Conservation Area Appraisal, Cherwell District Council, 2009.

The character area also contains two discrete pockets of similar character: Crown Road and The Rookery conservation areas.

3 Ribbon development

The main through roads, Oxford to Banbury Road and Bicester Road, are characterised by the ribbon development of predominantly semi-detached dwellings dating from the 1930s with large front gardens and service roads to accommodate the car. The short cottage terraces, on the northern section of Banbury Road (opposite Lyne Road) have a modest, arts and crafts architectural style with front hedges to the street. The residential frontage is interrupted by small local retail centres at the Broadway and at the Bicester / Oxford Road junction and occasional public houses and community facilities. There are wide green verges and street trees on the southern section of the Oxford Road which gives a boulevard character but overall the corridor feels dominated by traffic.

Figure 2.11 Village centre- High Street

Figure 2.12 Village centre- Exeter Close

Figure 2.13 Historic Core- St Mary's church

Figure 2.14 Historic core- limestone houses with views of the church spire

Figure 2.15 Ribbon development- Oxford Road

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4. Residential estates

Kidlington's residential neighbourhoods consist predominantly of estates built in the 20th century.

4a Late 20th century cul-de-sac estates

The large areas of inward facing housing estates built from the 1960s onwards have poor connectivity due to their cul-de-sac, or curving street layouts which prioritise movement by car. The car is often dominant within the streetscape and estate loop roads are fronted by back fences. Homes are generally 2 storey and range from small detached, semi-detached and short runs of terrace, of brick construction with pitched roofs. The layouts result in small 'leftover' green spaces which have limited function and narrow rear footpaths. Several of the estates have larger recreation areas located behind the houses which are bounded by the rear fences of properties and lack surveillance.

4b Garden City and mid 20th century housing

Homes towards the south of the village in the area known as the 'Garden City' are laid out in the curved street pattern typical of 1950s Garden Suburb developments. They consist of plain red-brick semi-detached properties of two storeys. There are intermittent street trees and boundary treatments vary. Some properties have attractive front gardens and hedges, but most have been paved over for parking. The estate is accessed from Oxford Road at The Broadway which is the location of local shops and St John the Baptist Hall Church which also dates from the 1950s.

4c Gosford

Residential streets surround a cluster of community facilities including Edward Feild Primary and Nursery Schools, Gosford Hill Secondary School, a medical centre, Kidlington and Gosford Leisure Centre, and Thames Valley Police Headquarters. A large enclosed recreation field is used by the schools and leisure centre.

Homes date from the 1950s to 1980s and include detached and semi-detached properties in a range of styles, with a high proportion of bungalows on streets to the south of the Thames Valley Police Headquarters (e.g. Hampden Drive).

Figure 2.16 Late 20th century housing

Figure 2.17 Late 20th century estates with cul-de-sac layouts

Figure 2.18 Garden city tree lined streets and green public spaces

Figure 2.19 Garden city semi-detached housing

Figure 2.20 Gosford - leisure centre

Figure 2.21 The Moors- detached homes

2.0 Village character

4d The Moors

The Moors is an attractive leafy street with grass verges and large, hedged front gardens to properties. Detached, semi-detached homes and bungalows in a range of architectural styles occupy large plots with long back gardens. These back onto Kidlington Fields to the north, creating a soft edge to the village. As one of only a handful of through roads in the village, The Moors experiences rat-running and speed humps have been added to provide traffic calming. A number of small cul-de-sac estates have been built off The Moors in the late 20th century.

5 Business Park

Office and light industrial uses are concentrated to the north-west of Kidlington, south of Langford Lane. There are eight separate business clusters, operating independently of one another and with limited connectivity.

The employment clusters are generally in good condition (building, condition, environment and access) with the exception of Cherwell Business Park which is identified as being in poor or very poor condition in the Employment Land Study 2012. Langford Locks industrial development to the west of Oxford Canal is a mix of industrial 1-3 storey buildings situated within large areas of surface car parking. A number of these business sites, particularly along the canal edge, have informal boundary treatments of wire fences and vegetation. Oxford Motor Park incorporates showrooms including brands of Honda, Nissan and Toyota. The Cherwell Employment Land Study (2012) identifies London Oxford Airport and Field of Langford Lane as employment clusters containing undeveloped sites.
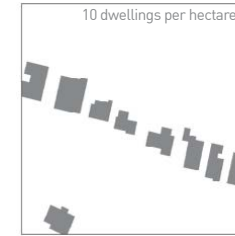
6 London Oxford Airport

To the north of Langford Lane is the airfield and buildings of London Oxford Airport, and the adjacent office park which is the home to Elsevier publishing and Thames Valley Police offices. The airport focuses on private and charter flights, maintenance support and professional pilot training.
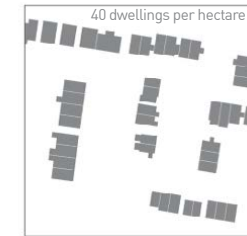

Figure 2.22 Figure ground comparison between The Moors and Grovelands Estate

The Moors (4d)

10 dwellings per hectare

Grovelands Estate (4a)

40 dwellings per hectare

Figure 2.23 Business Park situated off Langford Lane

Figure 2.24 London Oxford Airport

Figure 2.25 Oxford Canal- Views along Oxford canal

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7 **Oxford Canal**

The Oxford Canal forms a green western boundary to Kidlington that can be explored along the formal towpath on its western side. The waterway provides habitat for an abundance of wildlife such as swans, mallards and water voles. Situated north of Roundham Lock is a Site of Special Scientific Interest known as Rushy Meadows, a wet meadow which is very rich botanically with a wide variety of rare plant species.

The canal has greater activity in the north with Roundham Lock and bridge, canal boat moorings and pretty towpath gardens, cottages and a pub garden overlooking the canal. Further south there is poor connectivity between the canal and the residential streets to the east. Properties back onto the canal edge with high garden fences and dense vegetation limiting access and views.

8 **Kidlington Fields**

The River Cherwell meanders south from Thrupp and to the east of Kidlington, surrounded by a water meadow landscape with overhanging willows along the bank edge attracting herons and kingfishers. Within these meadows is an overgrown reed area attracting a wide range of bird species including warblers, bitterns and woodcocks. Between the River Cherwell and the north edge of the village are broad rolling fields which rise in height to the north west, these are known as Kidlington Fields. Footpaths across the fields provide links to Thrupp and Hampton Poyle. Views towards St Marys Church are particularly distinctive.

9 **Stratfield Brake and surrounds**

The focus of this area is the sports facilities at Stratfield Brake consisting of large playing fields and supporting facilities. To the north, Stratfield Farm has finely divided fields, bordered by thick hawthorn hedges. South of the sports ground is an area of public oak and ash woodland also known as Stratfield Brake, managed by The Woodland Trust. It provides a habitat for a variety of wildlife species including rooks, titmice and buzzards. The land between the woodland and the canal is a wetland area with lakes, shallows and islands creating an ideal habitat for dragonflies, little egrets and sandpipers. Access to the canal is via a new footbridge.

10 **Western Gap**

The landscape to the west of the canal is divided into large open fields surrounding Begbroke Science Park which is screened by mature vegetation. These fields have substantial hedges with mature trees and provide a green gap between Kidlington, Yarnton and Begbroke.

Figure 2.26 Oxford Canal-canal boat moorings near Roundham Lock

Figure 2.27 Kidlington Fields- Footpaths through Kidlington fields

Figure 2.28 Kidlington Fields- Distinctive views towards St Marys church

Figure 2.29 Stratfield Brake sports facilities

Figure 2.30 Western Gap- large open fields surrounding Begbroke

Science Park
Figure 2.31 Long views to St Mary's Church

2.0 Village character

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2.5   Views and setting

2.5.1   Village edges

Kidlington is an 'inset' village within Oxford's Green Belt which tightly encircles the built up area. The protection of the Green Belt has prevented coalescence of settlements and preserved the integrity of the village and ensured the retention of Kidlington's landscape setting.

The western edge of the village is strongly defined by the canal. Development has not extended beyond the canal and the area is liable to flooding. To the west, the railway forms a further barrier, separating Kidlington from Yarnton. Yarnton Road / Sandy Lane is the only vehicle route crossing the canal and railway, the latter by an at grade level crossing.

In contrast, the village's eastern edge is softer, with back gardens abutting fields which lead down towards the River Cherwell. St Mary's Church at the eastern end of Church Street marks the eastern end of the village and the start of the footpath network across Kidlington Fields towards the River Cherwell. Views towards the distinctive church spire from the surrounding valley landscape and from Hampton Poyle are particularly characteristic of this area.

To the south east, the boundary of the village is defined by Bicester Road. This long, straight, road has no development frontage and is characterised by a wooded hedge to the south and an avenue of mature poplar trees to the north, hiding the back fences of adjacent homes. There are no streets or footpath connections for around 1km, making this an impenetrable edge.

2.5.2   Approaches

Kidlington roundabout forms the 'gateway' to the village from the south and provides access to Oxford Road which is fronted by homes and a large Sainsbury's. Stratfield Brake sports grounds (hidden from views by vegetation) and Oxford Parkway station / Water Eaton park & ride are located within the otherwise open landscape to the south.

The approach to the village from the north on the A4260 is more gradual, starting with glimpses of the canal, the Langford Lane turn-off and Highwayman Hotel before the road travels over the rail bridge and enters the main settlement.

From the A44 to the north-west the approach is via Langford Lane past the London Oxford Airport, Campsfield House and business estates.

Approaching Bicester Road from the east, the gateway to the village is marked by the Harvester pub, which fronts the junction with Water Eaton Lane.

Figure 2.32 High Street clock tower

Figure 2.33 Aircraft on view from Langford Lane

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2.5.3 Key views and landmarks

The village has few notable landmarks which have an impact beyond their immediate setting:

- The spire of St Mary's is visible from all directions across St Marys and Kidlington fields and from Hampton Poyle. It is the village's most distinctive and identifiable landmark.

- Within the Village Centre, the most prominent building is the square clock tower which sits at the Oxford Road / High Street and is a visible landmark from Oxford Road to the south.

- The aircraft are visible at London Oxford Airport from Langford Lane.

- Long distance views within much of the village are restricted as a result of the cul-de-sac / curving layouts of many of the residential estates, which make orientation and legibility difficult. Where estates back onto the canal's eastern edge the overgrown vegetation and buildings prevent clear views of the water. There are small pockets of green space where the canal can be viewed.

Longer distance views are available in the following locations:

- At the northern gateway to the village, the canal towpath widens and the vegetation is less dense allowing longer views down the canal and across the countryside, and to the canal from Banbury Road.

- The footpath running across the ridge of higher land at Kidlington Fields offers wide ranging views across open countryside and a direct view of the church spire.

- From the western towpath of the canal there are curving, enclosed views along the canal itself and filtered short distance views into adjacent fields to the west. Begbroke Science Park is visible from footpaths heading west due to its elevated position, but is partially screened by field boundary planting.

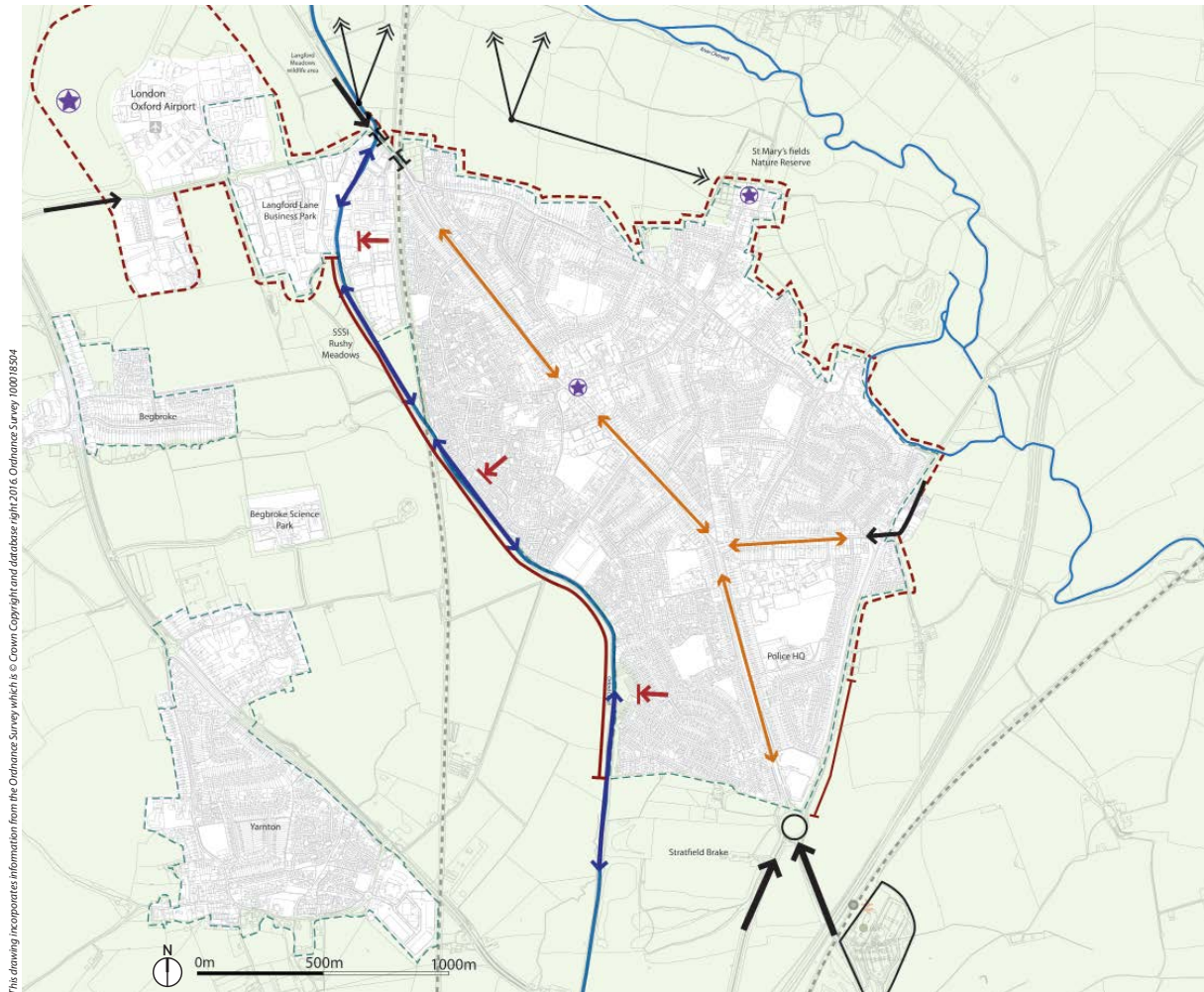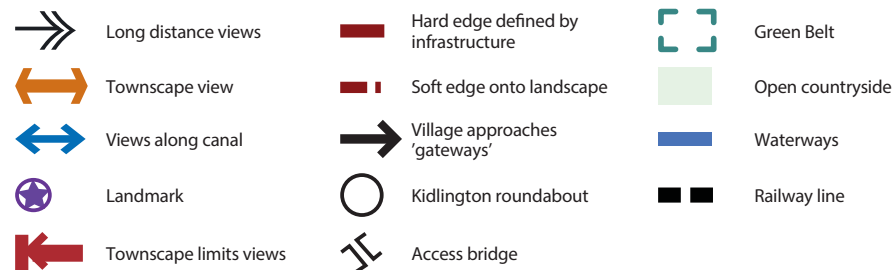- Along the straight sections of Oxford Road, Bicester Road and Yarnton Lane.

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Figure 2.34 Views and approaches

⇒ Long distance views	▬ Hard edge defined by infrastructure	⌐¬ Green Belt
⬌ Townscape view	▬ ▬ Soft edge onto landscape	Open countryside
⬌ Views along canal	→ Village approaches 'gateways'	▬ Waterways
★ Landmark	○ Kidlington roundabout	▬ ▬ Railway line
⬅ Townscape limits views	✕ Access bridge	

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3.0
Green infrastructure

3.1 Introduction

Green Infrastructure is a term used to describe networks of green spaces, habitats and waterways that support biodiversity and provide recreation and amenity. Kidlington is relatively well served by green infrastructure particularly sports and recreation grounds, wetlands and other natural green spaces along the canal and river corridors. However deficiencies in some types of public open space provision have been identified.

The River Cherwell and Oxford Canal are important green infrastructure corridors for biodiversity and human movement connecting Kidlington towards Oxford and giving access to the wider countryside beyond. Within the settlement, planted gardens, public spaces, rights of way and trees create localised networks of green infrastructure.

3.2 Planning Policy Context

A number of existing deficiencies and future shortfalls in green space provision have been identified in Kidlington. **Local Plan Policy Villages 4:** Meeting the Need for Open Space, Sport and Recreation states:

> *'In terms of addressing existing deficiencies in Kidlington, based on the findings of the Playing Pitch Strategy and Green Space Strategy (as updated by the 2011 Open space Update) land would need to be allocated for the following if possible:*

> - *1 new junior football pitch*
> - *A park ideally on the northern outskirts of Kidlington*
> - *11.29 ha of amenity open space with priority provision in South ward*
> - *1.51ha of allotments.*

> *The Playing Pitch and Green Space Strategy estimated that the following additional provision was required to meet needs to 2026:*

- *1 adult football pitch*
- *4 junior football pitches*
- *5 mini-soccer pitches*
- *0.4ha park ideally on the northern outskirts of Kidlington*
- *0.1ha natural/semi-natural green space*
- *0.4ha amenity open space*
- *0.2ha allotments.*

These strategies were formulated before the amount and preferred distribution of development in the District for an extended plan period had been established, and as a result future needs will need to be updated to cover the period through to 2031'.

The Oxford Canal is an iconic historic structure running the length of the District and is of historic, ecological and recreational significance.

Policy ESD16 states:

> *'We will protect and enhance the Oxford Canal corridor which passes south to north through the District as a green transport route, significant industrial heritage, tourism attraction and major leisure facility through the control of development. The length of the Oxford Canal through Cherwell District is a designated Conservation Area and proposals which would be detrimental to its character or appearance will not be permitted. The biodiversity value of the canal corridor will be protected.*

> *We will support proposals to promote transport, recreation, leisure and tourism related uses of the Canal where appropriate, as well as supporting enhancement of the canal's active role in mixed used development in urban settings. We will ensure that the towpath alongside the canal becomes an accessible long distance trail for all users, particularly for walkers, cyclists and horse riders where appropriate. Other than appropriately located small scale car parks and picnic facilities, new facilities for canal users should be located within or immediately adjacent to settlements'.*

Legend:

- Green Belt
- National Cycle Network
- Public Rights of Way
- Site of Special Scientific Interest (SSSI)
- District Wildlife Sites
- Local Wildlife Sites
- Woodland Trust Sites
- Species of Principal Importance (NERC S41 Act)
- Conservation Target Areas
- Allotments
- Amenity Green Space
- Cemeteries and Churchyards
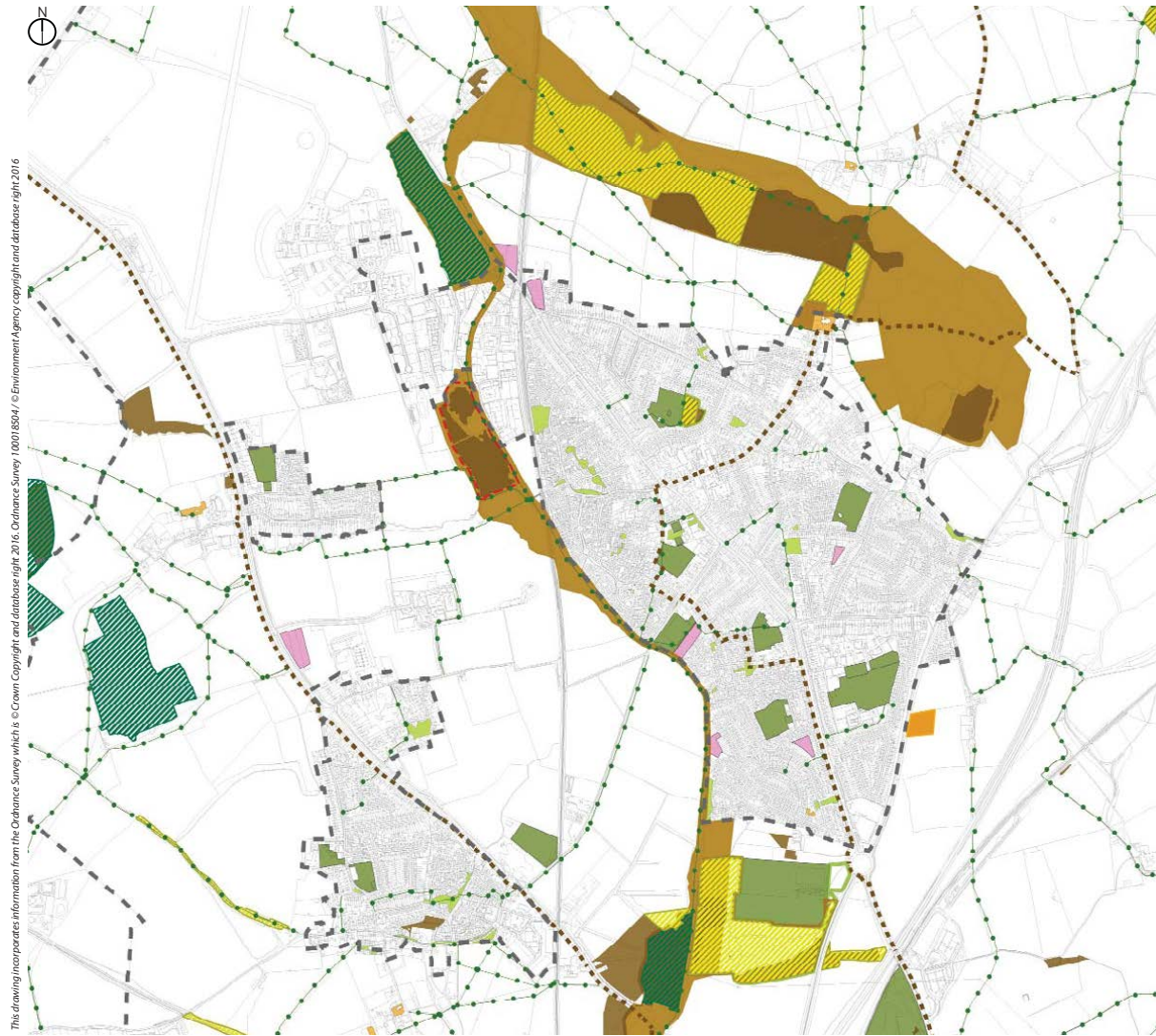- Natural and Semi Natural Greenspace
- Outdoor Sports Facilities

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Figure 3.1 Green infrastructure

3.3 Waterways

Kidlington is situated between the River Cherwell and Oxford Canal (which follows the route of Kingsbridge Brook) and Rowel Brook. The waterways support an abundance of wildlife including a variety of bird species and the endangered water vole.

3.3.1 Oxford Canal

Oxford Canal has a total length of 77 miles with 43 locks and 1 tunnel providing a historic link between Birmingham and London which can be covered in approximately a one week cruise. On route it meanders through picturesque Oxfordshire countryside from its source at Hawesbury Village Junction near Coventry through a number of settlements; Rugby, Brauston, Napton, Cropredy, Banbury, Heyford, Kidlington and Oxford. It was opened in sections between 1774 and 1790 to transport coal from Coventry to Oxford and London. Today the waterway is a popular leisure route for boaters including private leisure boats, holiday and day hire of narrow boats whilst the canal towpath provides walkers and cyclists scenic routes through the countryside

Following an appraisal, the length of the canal through Cherwell District was designated as a Conservation Area in October 2012. The conservation area boundary has been drawn to include the towpath and towpath hedge, canal related earthworks and features including historic locks, and woodland. In terms of recreation, the canal is popular for boaters and anglers. A public footpath runs the length of the canal and a section of the route is a public bridleway. The canal and towpath is owned and maintained by the Canal and River Trust, but the responsibility for planning matters lies with the District Council. This policy for the Oxford Canal draws on the recent Design and Conservation Strategy (2012) and reflects its status as a conservation area.

The majority of the settlements it passes through provide popular mooring spots for narrow boats. Kidlington provides permanent residential moorings but there is a lack of temporary moorings for visitors, although these are provided to the north at Thrupp alongside The Jolly Boatman canal side pub. Other facilities at Thrupp include boat servicing, boat hire and Annie's tearooms.

3.3.2 River Cherwell

The River Cherwell is a major tributary of the River Thames, flowing from the source at Hellidon near Daventry meandering through Banbury, Upper Heyford and Kidlington and through unspoilt natural landscapes and often meeting the Oxford Canal. In Oxford, the river is popular for leisure activities including punting, rowing and canoeing.
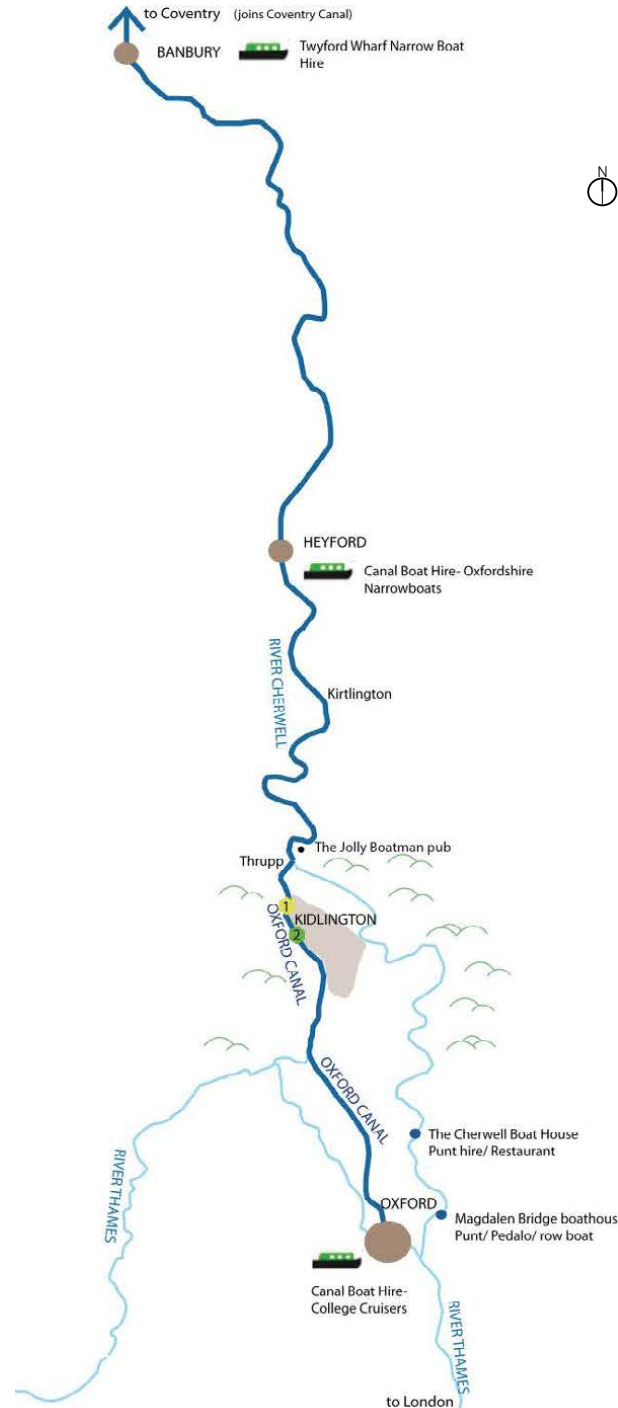
Figure 3.6 Waterway network

Figure 3.2 Canal boat on Oxford canal.
Source: http://www.twyfordwharfnarrowboats.co.uk

Figure 3.3 Oxford punting. Source: www.oxfordpunting.co.uk

Figure 3.4 Canal boat mooring

Figure 3.5 Roundham Lock

3.4   Flood Risk

The land surrounding the River Cherwell and Oxford Canal is at high risk of flooding, situated within the Environment Agency Flood Zone 3 (1:100 year or greater probability of flooding).

There are a number of properties at risk of fluvial flooding to the east of Kidlington, although Mill Street, parts of Mill End, Watermead, Cherwell Avenue, Queens Avenue, Edinburgh Drive, Springfield Road, Waverley Avenue, Lovelace Drive and Kings Way Drive are protected by Environmental Agency (EA) flood defences.

Surface flooding is a risk particularly on the western side along the canal edge where large areas of residential dwellings fall within the surface flood risk zone.

3.5   Biodiversity

3.5.1 Lower Cherwell Valley Conservation Target Area

Conservation Target Areas (CTAs) in Oxfordshire have been mapped by the Thames Valley Environmental Records Centre (TVERC) in consultation with local authorities and nature conservation organisations in Oxfordshire. The Target Areas have been identified to focus work to restore biodiversity at a landscape scale through the maintenance, restoration and creation of UK BAP priority habitats, and this is their principle aim. Conservation Target Areas represent the areas of greatest opportunity for strategic biodiversity improvement in the District and as such development will be expected to contribute to the achievement of the aims of the target areas through avoiding habitat fragmentation and enhancing biodiversity.

Part of the Lower Cherwell Valley Conservation Target Area (CTA) lies within the area covered by Kidlington Framework Masterplan. The CTA is characterised by River Meadowlands with small areas of Clay Vale. Along the canal at Kidlington there are small areas of Lowland Village Farmlands and Alluvial Lowland. (Please refer to figure 3.1).
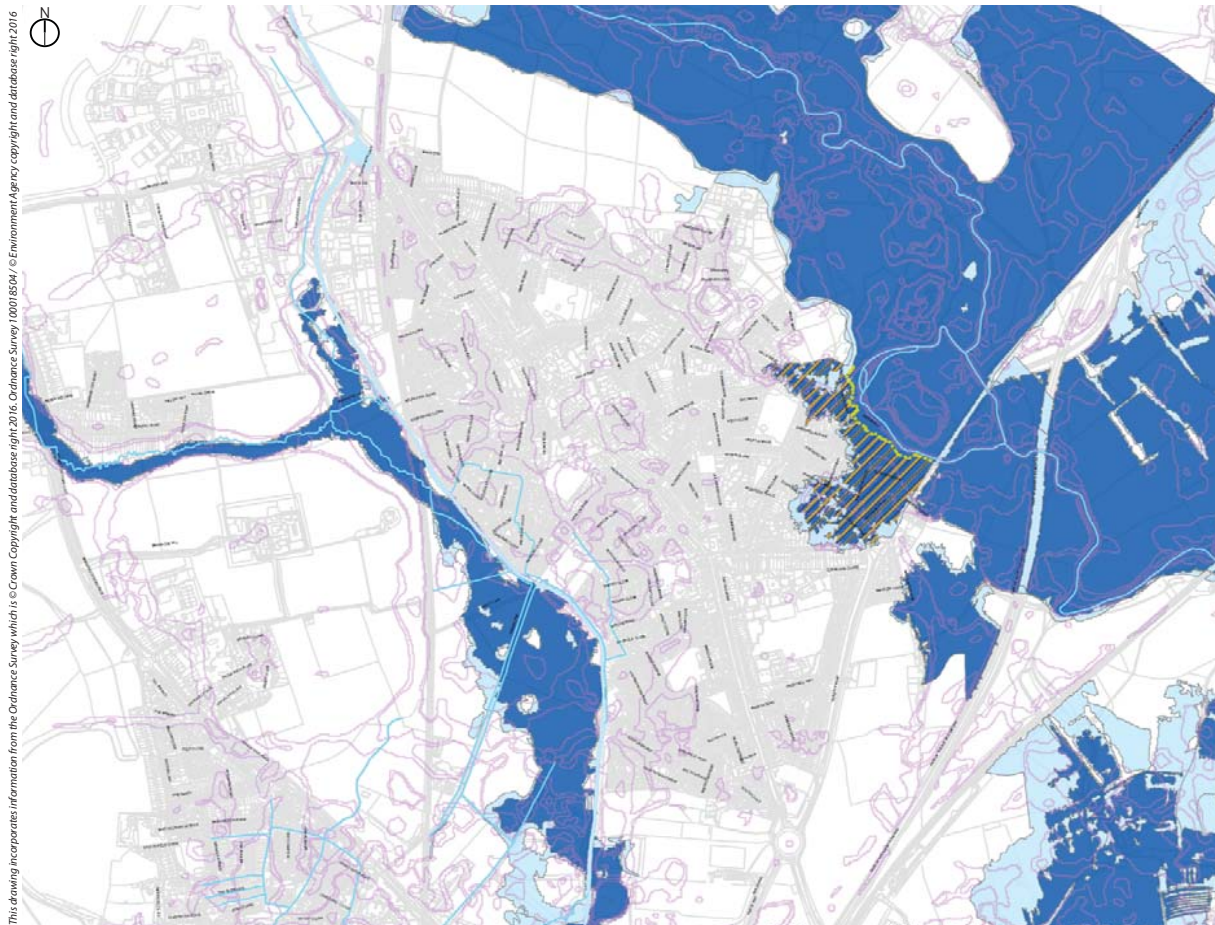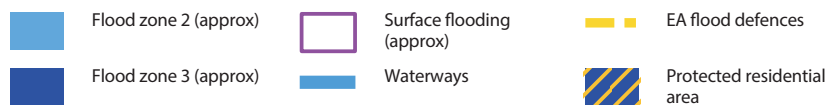

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Figure 3.7 Flood risk. Based on Environment Agency EA Flood Zones, 2016

- Flood zone 2 (approx)
- Flood zone 3 (approx)
- Surface flooding (approx)
- Waterways
- EA flood defences
- Protected residential area

3.0 Green infrastructure

Principal features of biodiversity interest within the CTA comprise:

- Reedbed: there are areas in the area east of Kidlington and an area has been created next to the canal south of Kidlington.

- The canal south: the main site is Rushy Meads SSSI at Kidlington. There are remnant areas in the meadows east of Kidlington, in a meadow near Pigeon Lock and canal side fields at Yarnton.

- Some parts of the area are floodplain grazing marsh, such as Langford Meadows, which is wet grassland and some meadows near Yarnton.

- Scrub: a Cherwell Biodiversity Action Plan (BAP) priority habitat. The main site is St. Mary's Field Parish Nature Reserve at Kidlington.

- Species: the Oxford Canal is a key site for water vole. The area holds populations of BAP bird species including reed bunting, skylark yellowhammer and grey partridge. Lapwing and curlew have declined.

General targets for maintenance, restoration and creation of habitats have been set for each area, to be achieved through a combination of biodiversity project work undertaken by a range of organisations, agri-environment schemes and biodiversity enhancements secured in association with development.

The targets associated with this CTA may be summarised as follows:

- Lowland meadow: management, restoration and creation.

- Floodplain grazing marsh: management, restoration and creation (for breeding waders in particular).

- Lowland Fen (including swamp): management and restoration.

- Reedbed: management and creation.

- Rivers: management and restoration (including management for water vole).

These targets are in the process of being made more specific in terms of the amount of each habitat type to be secured within each CTA.

Biodiversity enhancements to be sought in association with development could include the restoration or maintenance of habitats through appropriate management, new habitat creation to link fragmented habitats, or a financial contribution towards biodiversity initiatives in the CTA.

3.5.2 Important Habitats

Priority habitats are recognised as being of principal importance for the conservation of biodiversity (see figure 3.1). Within Kidlington the following areas include priority habitat and support priority species including water vole, reed bunting, skylark and grey partridge:

- Rushy Meadows: generally lowland meadow with an area of fen and swamp. The importance of this area is recognised through its designation as a Site of Special Scientific Interest which are protected by legislation

- Langford Meadows Local Wildlife Site

- Meadows west of the Oxford Canal Local Wildlife Site

- The River Cherwell and Oxford Canal

- St Mary's Fields Nature Reserve (proposed Local Wildlife Site with two adjacent meadows)

- Branson's Lake and Scrub (proposed Local Wildlife Site)

- Parkhill Copse District Wildlife Site

- In addition, areas of woodland located north of the Moors, Kidlington and west of Hampton Poyle are identified as Thrupp Community Woodland District Wildlife Site

- Woodland to the south of Stratfield Brake playing fields is managed by the Woodland Trust and so is a protected habitat area for a variety of wildlife species as well as being identified as a District Wildlife Site.

3.6 Natural and semi-natural green spaces

The attractive natural landscape which surrounds Kidlington is a significant asset to the village and is accessible via footpaths and cycleways. Further details of these routes are provided in section 5.0.

Four publicly accessible sites of natural and semi natural green spaces are defined in the Cherwell District Open Space Update 2011 for protection: Park Hill Corpse, St Mary's Fields, Thrupp Woods and Stratfield Brake. The review notes that there is no quantitative shortfall in provision, however the quality and access to sites could be improved to enhance their value to the local community.

3.7 Sports and recreation

Kidlington has a range of amenity and recreation facilities with a variety of different typologies ranging from small pocket parks to formal recreation grounds. Consultation undertaken in preparing the Framework Masterplan highlighted the importance to Kidlington residents of access to localised recreation spaces and how well-used and highly valued the existing spaces are for various types of formal and informal recreation. There are clear aspirations for further improvements to the quality of the open space, sport and recreation provision at Kidlington.

The majority of these spaces are used primarily for outdoor sports including football pitches, rugby pitches and running tracks, with many containing children's playgrounds which are inspected on a regular basis by Cherwell rangers to ensure they are high quality and safe. There are six allotment sites across the village.

Larger sports and recreational open spaces within Kidlington are owned by Kidlington Parish Council. These include:

- Exeter Close: contains a small civic garden adjacent to Exeter Hall, with a large open area for informal play to the rear, together with a football pitch, Football Foundation funded sports pavilion, multi-use court and children's play area.

- Ron Groves Park, Maple Avenue, leased and managed by Kidlington Recreational Trust. The park contains two football pitches, a pavilion and children's play area. It is the home ground of the Garden City Football Club.

- Parkhill Recreation Ground, Benmead Road, leased and managed by Kidlington Recreational Trust. A small area of woodland, two small pitches, plus children's play area and multi-use court. The site has no toilet or shop facilities for the football pitch users but does contain a small hall used by a children's nursery.

- Orchard Park Recreation Ground, Evans Lane, leased and managed by Kidlington Recreational Trust. The ground has a children's play area, youth shelters and 3-4 football pitches. It is the home grown of Kidlington Youth Football Club who manages the pavilion.

- Yarnton Road, an NLS Step 4 Stadium leased to Kidlington Recreation Trust and sub-leased to Kidlington Football Club who play here. The adjacent social club is leased by Kidlington Football Club.

- Stratfield Brake, this purpose built sports facility includes a pavilion, two cricket grounds, three rugby pitches, a football pitch. It is managed by a joint committee of Kidlington Parish Council and Gosford and Water Eaton Parish Council. It is the home of Kidlington Cricket Club, Gosford All Blacks Rugby Club and Kidlington Running and Athletics Club . Existing users include Garden City FC (10 teams), Kidlington Youth FC (23 teams).

Local Plan Policy Villages 4: Meeting the Need for Open Space, Sport and Recreation identifies the current shortfall in provision and likely future requirements for open space and sports facilities based on the findings of Cherwell's Playing Pitch Strategy and Green Space Strategy (as updated by the 2011 Open space Update). Full details of this policy are provided in section 3.2.

Further pitches, parks, natural space, amenity space and allotments will be required to meet future needs (see table 3.1).

3.7.1 Football Clubs

Kidlington has around 8 adult and youth grassroots football clubs which play at the green spaces listed above.

The following sites have received Football Foundation investment in the past 14 years for a variety of projects and are subject to a 21 year funding agreement for the continued provision of football:

- Evans Lane
- Exeter Close
- Kidlington FC
- Orchard Recreation Ground
- Park Hill Recreation Ground
- Ron Groves Park
- Stratfield Brake

In line with the FA National Games Strategy (2015-19) participation objective of more people playing football more often, Oxfordshire FA have published the following growth and retention targets for Cherwell District:

- 10% increase in Mini Soccer Teams
- 5% increase in Youth Male Teams
- Retain (and increase) Youth Female Teams
- Retain Adult Male Teams
- Retain (and increase) Adult Female Teams
- 15% increase in Male Disability Teams
- Retain Female Disability Teams

A new Playing Pitch Strategy is being prepared by the Council in line with updated 2013 Sport England methodology. Any loss of facilities would need to be reprovided on an equivalent or enhanced basis.

Consultation with football club representatives and the Football Association has revealed the following issues:

- Existing pitch provision is dispersed, lacking facilities (particularly at Parkhill, Benmead Road) and at capacity.

- Pitch size requirements range from 5 a-side for younger children to full size adult pitches and a range of sizes in between. Pitches can be designed to be multi-functional.

- There is a lack of available playing and training facilities in highly populated football areas such as Banbury, Bicester and Kidlington and team growth is now under threat due to shortage of space. There are no dedicated cold weather training facilities. Clubs currently hire the astro turf pitch at Gosford Hill but this is not an ideal surface for football and costly to the clubs.

- The heavy use of larger parks by football clubs at the weekends limits their use for general amenity.

- Clubs are managed and (some) run independently and there may be potential for some consolidation or centralisation to assist with revenue, co-location and player progression.

- Kidlington Football Club is currently investing in improvements to their facilities at Yarnton Road to support the club's growing status. The social club is well used by the wider community and benefits from being located relatively close to the centre of the village.

- Stratford Brake is oversubscribed and offers limited additional potential in terms of capacity and access for players.

Category of Open Space	Current Shortfall of provision in Kidlington (2011 Update)	Green Spaces Strategy Action Plan
Parks & Gardens	6.44 ha	Development park in vicinity of Exeter Hall with additional provision on northern outskirts of village
Amenity Green Space	11.29 ha	Seek to ensure additional amenity green space provision and improve quality of existing spaces especially access
Allotments	1.51 ha	Provide 1.51 ha of space subject to demand
Children & Young Persons	7.5 ha younger children and 2.41 ha older children	Address shortfalls through new equipped play areas and additional play opportunities using other forms of green space. Improve quality of existing play areas

Table 3.1 Sports and recreation shortfall. Source: Cherwell Open Space Update 2011

4.0
Community facilities and Village Centre

4.1   Planning Policy Context

The Local Plan recognises that it is important that the Village Centre is supported and strengthened to help meet the aspirations of Kidlington and to ensure that the everyday shopping needs of residents are met, avoiding the need for unnecessary journeys to Oxford, Bicester and other destinations. **Policy Kidlington 2: Strengthening Kidlington Village Centre** states:

'Shopping, leisure and other 'Main Town Centre Uses' will be supported within the boundary of Kidlington Village Centre. Residential development will be supported in appropriate locations in the Village Centre except where it will lead to a loss of retail or other main town centre uses.

The change of use of sites used for main town centre uses in the Village Centre for residential development will normally be permitted if proposals contribute significantly to the regeneration of the Village Centre. Mixed use schemes will be encouraged'.

The 2012 Retail Study showed that significant new development should not be directed to Kidlington but that the centre is in need of some further environmental improvements and the evening economy should be encouraged. It is proposed to expand the geographical area defined as Kidlington Village Centre to include land on the western side of the Oxford Road and other small areas of commercial uses. The exact boundary will be determined in Part 2 of the Local Plan. The aim of the extension is to:

- support the viability and vitality of the existing Village Centre
- encourage economic activity
- assist with the connectivity between the existing Village Centre and the civic, community and green open space at the Exeter Hall area
- contribute to and maximise the benefits of improvements to the character and appearance of the Village Centre and the public realm.

The Council is preparing a new retail study which will inform Local Plan Part 2.

Figure 4.1 Watts Way Piazza and toilets

Figure 4.2 Kidlington Centre shopping mall

Figure 4.3 High Street public realm

Figure 4.4 Surface car parking

Figure 4.6 Exeter Close

Figure 4.5 View north along Oxford Road towards High Street junction

Figure 4.7 Health centre, Exeter Close

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Alan Baxter

4.1 Location of facilities

Kidlington has two large clusters of community and retail facilities, both of which are located on Oxford Road. The first comprises Kidlington Village Centre, including the High Street, Tesco and Kidlington Centre shopping mall, North Kidlington Primary School and the nearby community facilities of Exeter Close. This is located at the geographic centre of the village.

The second cluster is a corridor of facilities, in the southern part of the village, comprising the education and sports facilities around Gosford Hill School, the smaller shopping parades fronting Oxford Road and the Sainsbury's supermarket.

Other facilities are scattered across the village and include:

- Individual convenience shops, pubs and garages
- Day centres associated with sheltered housing
- Churches
- Smaller sports and community club venues e.g. Yarnton Road football club and Kidlington Scouts Centre (Blenheim Road)
- Stratfield Brake which includes club house facilities and sports pitches to the south of the village.

Walking distance isochrones (800m or 10 minute walk) from the larger clusters reveal that central and southern Kidlington and Gosford are well served by community facilities and retail within easy walking distance. In contrast, the north-western and eastern parts of Kidlington are distant from the majority of facilities and schools.

Details of recreation and amenity space provision are provided in section 3.7.

4.0 Community facilities and Village Centre

Alan Baxter

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Community facilities:

1 Kidlington Library

2 Kidlington Brass Band hall

3 St John's Ambulance HQ

4 Kidlington Baptist Church

5 Kidlington Methodist Church

6 Kidlington Green Social Club

7 Gosford Hill Medical Practice

8 Thames Valley Police HQ

9 Kidlington and Gosford Leisure Centre

10 Kidlington Cemetery

11 Kidlington St John the Baptist Hall Church
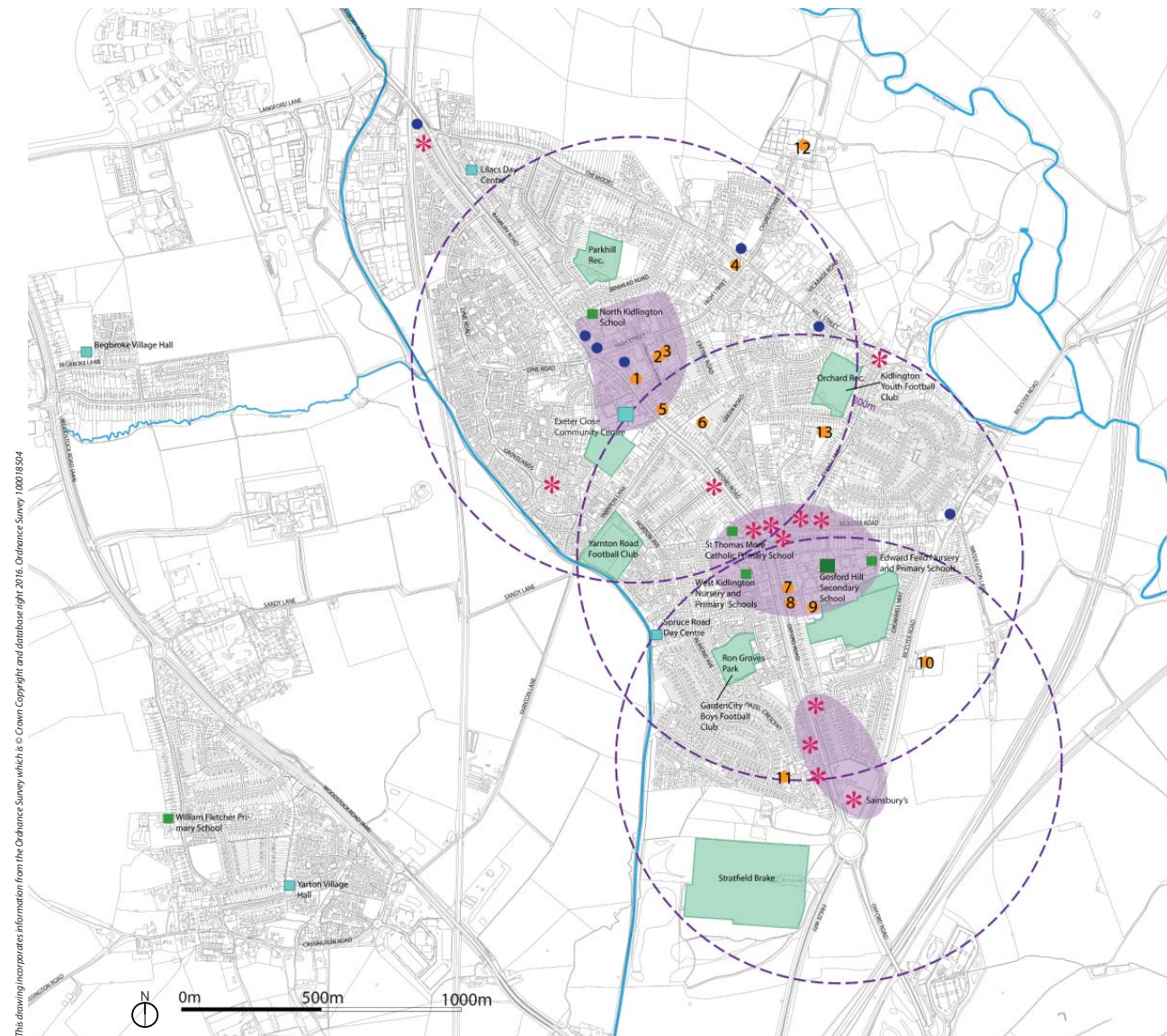
12 St Mary's Church

13 Kidlington Scout Centre

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Figure 4.8 Distribution of community facilities and local centres

Local shops

Pub

Sports facilities

School

Community centre

Community cluster

Approximate 10 minute walk to community clusters

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4.2   Village Centre

4.2.1   Distribution of land uses

The Village Centre has a mix of retail, office, residential and community uses with large areas of surface car parking to the north and south of High Street.

Primary retail frontage including a high proportion of services is concentrated on the 240m long stretch of High Street, to the west of Oxford Road with secondary retail and pubs on Oxford Road (predominantly on its eastern side). The anchor stores are the Cooperative and Tesco supermarkets located at the middle and eastern ends of the High Street respectively (Tesco makes use of the former Sterling Cinema building). The Village Centre has a small covered mall 'The Kidlington Centre' located opposite the Coop which has a rear entrance from the car park and piazza.

- There is a sudden change of land use from retail to residential to the east of Tesco, with a dramatic drop-off in footfall and activity. At this point the historic village core to the east is not evident.

- The junction of Oxford Road and High Street is dominated by a large Skoda car showroom. This is a prime site with excellent visibility from the main road.

- The pubs and food and drink outlets on Oxford Road offer a small scale 'evening economy'. However there is a lack of arts / cultural venues into the centre to attract evening visitors.

- The majority of retail units have either residential, retail storage or office accommodation above. To the north of High Street a block of apartments has recently been built overlooking the car parks and adjacent to a historic terrace of cottages.

- An important asset is the twice weekly market along High Street and the piazza, and occasional producer and specialist markets which bring vitality, colour and activity to the streetscape. The weekly market is managed by the Kidlington Market Traders Co-operative.

- Community facilities and edge of centre uses such as the Library, Fire Station, Postal Sorting Office and St John's Ambulance HQ are located to the south of the High Street and at Exeter Close. Kidlington North Primary School is located to the north of the High Street with access from Benmead Road.

- Although located outside the Village Centre, the large Sainsbury's supermarket provides a significant amount of convenience and comparison goods floorspace and forms an important part of the retail offer of the village. It serves as a gateway at the south of Kidlington and provides a large number of jobs.

Figure 4.9 Eastern end of High Street

Figure 4.10 Library and 1960s retail parade on the eastern side of Oxford Road
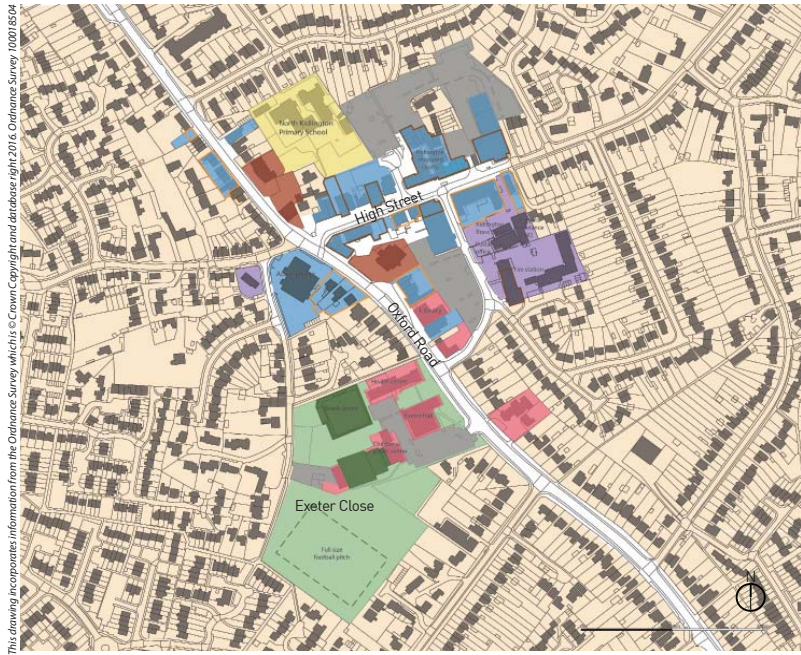
Figure 4.11 Village Centre landuses

Figure 4.12 Village Centre building heights

Retail/ services/ food & drink (black line denotes primary frontage)

Retail ground residential above

Retail ground offices above

Residential

Education

Pubs

Green space

Outdoor sports facilities

Community facilities

Surface car parking

Other

4 storey

3 storey

2 1/2 storey

2 storey

1 storey

Views to landmark

Landmark

Figure 4.13 Entrance to the Kidlington Centre

Figure 4.14 Three storey buildings on the southern side of High Street

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4.2.2 Townscape character

In contrast to other villages and towns with a long history, the townscape of Kidlington's High Street is not based on a fine grained historic Village Centre or Victorian retail parades, neither of which occurred in this location. Instead its townscape is a mixture of 1960s mall development, remnant historic pubs and houses, and modern retail schemes. The result is a rather incoherent arrangement of different styles, building heights (from 2 to 4 storeys), materials and roofscapes reflecting the piecemeal manner in which the High Street has been developed.

The quality of buildings on High Street varies considerably. There are a number of poor quality older properties on the northern side of the High Street which offer potential for redevelopment fronting the square onto Oxford Road.

Unfortunately several recent developments are of poor design quality, lacking attention to details, materials, roofscape and scale. In contrast the clock tower development at the junction with Oxford Road has created a distinctive landmark in local stone which now defines the entrance to the High Street.

On Oxford Road, to the north of the junction with High Street, a cluster of historic properties and public houses front the street. This area is let down by poor quality public realm, narrow pavements and highways clutter but has the potential to become an area of high townscape value.

To the south of the junction, there is a contrast between the 1960s three storey retail parade to the east and the businesses and remaining detached residential bungalows to the west which sit on large plots, set back from the road.

4.2.3 Public realm

4.2.3.1 High Street

Lack of control over vehicle movements and parking in High Street has long been a contentious issue for many residents and shoppers. In the mid 1990s the section of High Street to the east of Sterling Approach Road was partially pedestrianised creating a widened footway on the northern side of the street and a shared surface carriageway. Traffic on this stretch proved difficult to manage and

dissatisfaction with the situation was highlighted in the Village Health Check Survey of local people in 2007. In April 2012 a Traffic Regulation Order (TRO) was implemented to fully pedestrianise this stretch of High Street between the hours of 10am and 4:30pm.

Today, Sterling Approach Road provides the only access from Oxford Road into the Village Centre. To the east of Sterling Approach Road, High Street remains open to traffic in both directions, providing access to car parking to the north of the High Street and bus stops.

The public realm is characterised by block paving and setts with mosaic insets, raised stone planters, and heavy wooden bollards and hanging basket columns. A small structure / folly with a tiled roof marks the eastern end of High Street – this is an interesting structure but not large enough to comfortably accommodate seats or activities, and clutters the view along the High Street from Oxford Road. To the north of the High Street a small public piazza has been created which leads to the car park and houses the (visually dominant) toilets and recycling bins.

Despite the recent pedestrianisation the carriageway is still demarcated by double yellow lines which detract from the overall character of the public realm and give the impression that traffic is permitted. Whilst the TRO has helped to create a more comfortable shopping environment there is concern that it is being abused by some motorists. A rising bollard has recently been installed which has helped to alleviate this problem.

Improvements have recently taken place to the Watts Way Piazza funded by the Government's 'Portas Pilot' money. This has included a screen around the public toilets, new planting and basket columns. Further improvements funded by the New Homes Bonus are planned including installing electricity for use by the market and to enable live entertainments.

4.2.3.2 Oxford Road

The materials and character of the High Street public realm have not been extended onto Oxford Road. Here the public realm is dominated by the highways function of the A4260 and pedestrian crossings are limited. The key view along the High Street from Oxford Road is dominated by the garish road markings of the yellow box junction. A service road provides parking in front of the retail parade.

4.2.4 Parking

Kidlington Village Centre has large areas of surface car parking to the north and south of the High Street. This has a detrimental effect on the image of the Village Centre when approached from Sterling Road Approach and Forester's Way.

The Council manages 145 car parking spaces in the Village Centre at Watts Way to the north of High Street. These comprise 85 short stay (max. 2 hours, no return) and 60 long stay (unlimited stay) which are all free of charge.

Tesco provides a further 140+ spaces on adjacent land and the Co-op superstore around 100+ spaces to the south of the High Street, also free of charge. The three Oxford Road pubs each have car parks and there is additional public parking on the service road on the eastern side of Oxford Road.

There are areas of permit holder only car parking, rear servicing and private car parks to the north and south of the High Street serving offices, retail and other uses.

Around a further 90 spaces are provided nearby at Exeter Close associated with community facilities.

The Council has not undertaken formal car park surveys but approximate occupancy for their managed car parks is reported to be:

• Long stay – usually 100% occupancy

• Short stay – usually 50% occupancy, except Friday (market day) when it increases to around 80%.

Current occupancy levels for other Village Centre car parks are not known.

Anecdotal evidence suggests that the long stay car parks are used by commuters as an informal 'park and ride' service for onward travel by bus into Oxford and as a result occupancy levels do not reflect the car parking need generated by Village Centre uses.

A review of Council owned main car parks is currently in preparation by the Council. Subject to the findings of this study, further surveys of Village Centre car parks may be required to understand in detail the potential to reduce car parking or introduce measures to prevent use by commuters. This could potentially result in the release of land for development and improvements to the setting of the centre.

Alan Baxter

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Figure 4.15 Village Centre townscape quality

Figure 4.16 Village Centre movement and access

Legend (Figure 4.15):
- Listed Buildings
- High townscape value
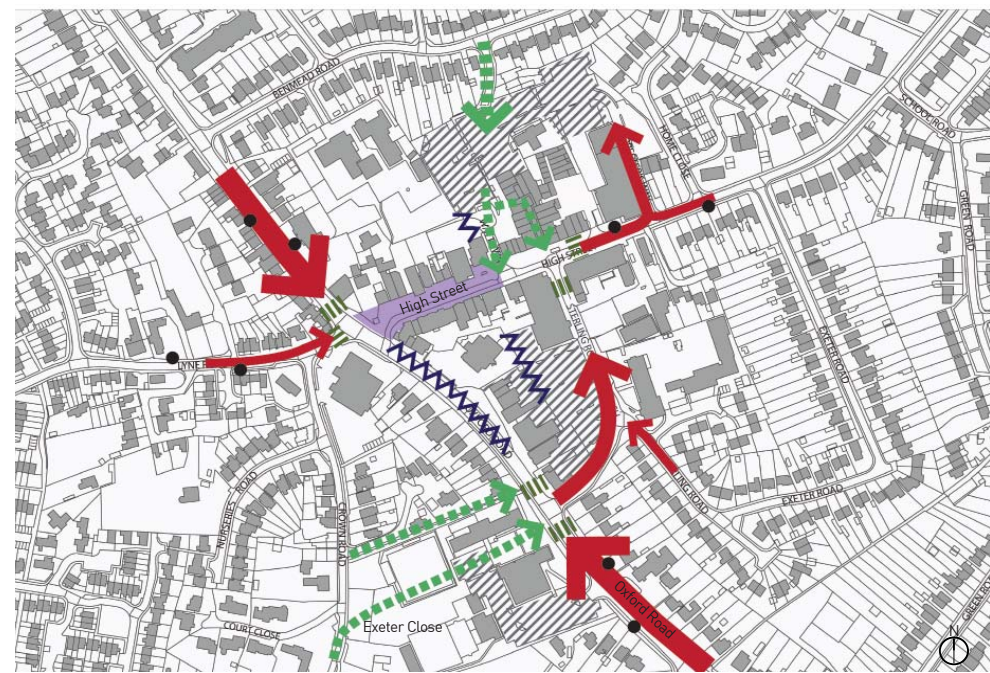- Detractors
- Extensive surface car parking/ service areas
- Conservation area

Legend (Figure 4.16):
- Vehicle / pedestrian access
- Pedestrian only
- Car parks
- Barrier to movement
- Pedestrianised core area
- Bus stops
- Pedestrian crossings

Figure 4.17 Poor quality design of prominent recent schemes

Figure 4.18 Parade of shops to the east of Oxford Road

Figure 4.19 Box junction markings dominate the Oxford Road junction

Figure 4.20 Double yellow lines remain despite High Street pedestrianisation

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4.2.5 Village Centre retail provision

The Cherwell Retail Study (CBRE 2012) provides an assessment of current retail provision in the District and the performance of existing centres. The study refers to the Health Check undertaken in 2006 which found that Kidlington operates as a local shopping centre which primarily serves customers from the local vicinity and fulfils the role of 'top-up' or convenience shopping. The Village Centre has a total of 11,446 sqm of gross retail floorspace over 61 units (Goad Centre Report, 2011). The retail composition and comparison with the national average is summarised in the tables right (top).

Kidlington is dominated by independent retailers and lacks key multiple occupiers, particularly fashion operators. Kidlington falls just below the national average in the proportion of comparison units and 9.42% below the national average in terms of comparison floorspace. The majority of comparison retailers are independent and concentrated on the High Street and in the Kidlington Centre.

Service units account for approximately half of all the retail units and represent the largest retail category in Kidlington centre. Current provision remains above the national average by approximately 10%. These uses dominate the High Street and Oxford Road and comprise a number of offices, banks, a dental surgery and betting office – many of which do not have an active shop frontage. This has a negative impact on the vitality of the High Street and particularly on the night time economy.

The convenience offer comprises the Co-op, Tesco and Iceland stores. Representation remains above the national average.

See section 9.6 for details of current development proposals relating to the Co-op, a decision on which has not been issued.

From a total of 31 key retailers identified by Goad for enhancing the appeal of a centre, Kidlington Village Centre is currently occupied by only two: Superdrug and Tesco. Costa Coffee has recently opened and appears to be a popular venue. Footfall is highest around the Co-op and Tesco and between these stores and the adjacent car parks and declines significantly in the evenings due to a limited food and drink offer. A market operated by Kidlington Market Association is held on Fridays and Saturdays on the High Street and comprises an average of 12 stalls offering a range of produce.

The 2010 Retail Study Update (CBRE) indicates there is capacity to support additional convenience and comparison retail floorspace in Kidlington in the period up to 2026 (the figures in the 2010 study are dated but provide a guide). This is summarised in the table 4.2. The study estimates there is capacity for 3,211 m² net additional convenience floorspace by 2026 if the overtrading of existing convenience stores is addressed or 1,092 m² if no allowance is made. In terms of comparison floorspace, the study concludes there is capacity to support up to 7,941 m² net additional floorspace by 2026 if allowance was made for overtrading of existing comparison floorspace or 2,557 m² net if overtrading is not addressed.

The 2012 Retail Study showed that significant new development should not be directed to Kidlington as this could change its role and the market it serves but that the centre is in need of some further environmental improvements and the evening economy should be encouraged. In qualitative terms, the study concluded that the centre would benefit from some improvements to the environment (such as new street furniture) and the Council may wish to consider encouraging food and drink uses to improve the vitality of the centre in the evening.

The Local Plan identifies the western side of Oxford Road between Exeter Close and Lyne Road as the location for expansion of town centre uses.

Retail Category	No Units	% Total	National Average (%)	Variance (%)
Convenience	7	11.48	8.57	+2.91
Comparison	24	39.34	41.43	-2.09
Service/Food/Drink	28	45.9	35.21	+10.69
Vacant	2	3.28	13.64	-10.36
Total	61			

Retail Category	Floorspace	% Total	National Average (%)	Variance (%)
Convenience	3,493	30.52	17.11	+13.41
Comparison	4,255	37.18	46.60	-9.42
Service/Food/Drink	3,521	30.76	23.28	+7.48
Vacant	177	1.54	11.98	-10.44
Total	11,446			

Table 4.1 Uses in Kidlington village centre by floorspace. Source: Experian Goad Centre Study, March 2011

Net capacity for new shop floorspace	2016	2021	2026
Convenience	2,414	2,745	3,211
Comparison	4,349	5,660	7,941

Table 4.2 Future Retail floorspace capacity 2010 assessment. Source: 2010 Retail Update (CBRE)

Figure 4.21 Kidlington Centre

4.3 Exeter Close

Exeter Close, just to the south west of the Village Centre, accommodates a number of community and health facilities in a range of standalone buildings. Recent landscape improvements have created a much stronger entrance to the site from Oxford Road; however the area still feels relatively disconnected from the High Street. Facilities comprise:

- Exeter Hall: hall and meeting rooms, Kidlington and District information centre, CAB, Cherwell District Council and Kidlington Parish Council offices

- Exeter Close Health Centre: Key Medical Practice, Pharmacy, Family Planning Clinic, NHS Dentist surgery

- Forum Youth Centre – used by Meadowcroft Academy (with multi-use outdoor games area)

- Kaleidoscope Children's Centre: provision for a variety of activities, adult learning, parenting courses and drop-ins for families with children under 5. (This service is to be withdrawn in January 2017)

- Exeter Close Pavilion (Kidlington Forum Table Tennis Club), plus football changing and various sports and leisure classes and activities

- Bowls Club

- Tennis Courts

- Exeter Close has a large area of surface car parking, recycling facilities and landscaped garden area. It adjoins a football pitch/recreation field and a children's play area.

The buildings are of varied quality and include temporary buildings and are mostly single storey. There is considerable opportunity to develop a more integrated and efficient layout, increasing the available floorspace and releasing land for new uses.

1	Exeter Hall: Parish Council offices and information centre		7	Bowling green
2	Health centre and dental clinic		8	Children's playground and recreation field
3	Youth centre		9	Full size football pitch
4	Kaleidoscope children's centre with outdoor space		10	Landscaped amenity space
5	Exeter Close Pavilion			Surface car park
6	Tennis court and basketball court		→	Vehicle access
			→	Pedestrian access
			•••	Line of trees

Figure 4.22 Distribution of facilities at Exeter Close

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Figure 4.23 Exeter Hall

Figure 4.24 Bowling Green

Figure 4.25 Landscape setting

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4.4 Education

There are four primary schools and a secondary school in Kidlington and a further primary school in nearby Islip. Based on the analysis contained in the Pupil Place Plan 2015-2019 (Oxfordshire County Council 2015), there are pressures on primary school places. There was exceptionally high demand for Reception Places in 2014-2015 and whilst forecasts indicate demand will subside slightly, Kidlington is expected to have well below the level of spare spaces required to respond to fluctuations in demand. Action is being taken at Edward Feild Primary School to accommodate higher pupil numbers and permanent expansion will follow if pupil numbers are sustained. Forecasts indicate Gosford Hill School may need to increase admission numbers over the next few years but the total accommodation capacity should support the expected level of demand. Details of existing capacity are summarised in the Table 4.3.

Forecast demand is summarised in Table 4.4. The plan takes into account housing sites identified by Cherwell District Council as developable and deliverable and forecast demand is based on development of 290 new homes in the period 2011-2020 in Kidlington, Yarnton, Gosford and Water Eaton (Pupil Place Plan, 2015). However, changes in the local demographic profile may result in pupil numbers growing faster than forecast and the requirement for school expansion will be dependent on distribution of housing growth in Kidlington and the Rural Villages.

The Local Plan has identified that due to a lack of spare education capacity in the town, expansion of one of the existing primary schools will be required over the plan period and developer contributions will be sought.

There is one Children's Centre in the Kidlington area, the Kaleidoscope Children's Centre in Exeter Close which offers a crèche, drop in sessions and support plus other sessions with midwives etc. However, this facility is to close in January 2017 as a result of Oxfordshire County Council funding cuts.

Edward Feild Nursery School offers 26 full time equivalent places for pupils aged 3 to 5 and is federated with Edward Feild Primary School. West Kidlington Nursery School offers 26 full time equivalent places for pupils aged 3 to 5 and merged with West Kidlington Primary School following consultation in 2013. There are not enough places for all eligible 2 year old children in the partnership are to access early years entitlement locally. Otherwise, early years sufficiency across the area currently meets needs of the population but additional capacity may be required in response to further population growth.

Through the District Counciil, Oxfordshire County Council will seek developer contributions to improve or extend existing schools. North Kidlington and West Kidlington Primary Schools and Gosford Hill School are currently dependent on the use of temporary classrooms to accommodate pupils on site.

4.5 Health

There have been significant changes in the provision of healthcare services with the introduction of Clinical Commissioning Groups (CCGs) in April 2013. The Oxfordshire CCG is responsible for commissioning, planning, designing and paying for health services. The Oxfordshire CCG has a budget of £612 million to commission healthcare services. The key priorities are:

- A shift to commissioning for outcomes
- Promoting integrated care through joint working
- Moving care closer to home
- Commissioning patient centred services.

There are two GP Practices in Kidlington: The Key Medical Practice, is located at Exeter Close and the Gosford Hill Medical Centre is located on Oxford Road.

Proposals were drawn up in 2011 for a new medical centre in Exeter Close for the co-location of the existing GP practices and extended clinical provision. These proposals were not progressed and it is understood that further work by health providers is now underway to develop a scheme for the reconfiguration of services at Exeter Close.

	Pupil Numbers October 2012	Pupil Numbers October 2015	Capacity May 2015	Comments
Dr South's Primary School	86	95	105	
Edward Feild Primary School	299	315	296	Agreed to take over admission numbers in 2014 and 2015 to meet local population pressures. Permanent expansion expected if pressure continues
North Kidlington PS	251	278	315	Capacity significantly dependent on temporary classrooms (90). Admission numbers increased to 45 from 40 in September 2013. Shares site with Magpies Pre-School
St Thomas More PS	199	197	210	
West Kidlington Primary School	385	394	420	Capacity significantly depends on temporary classrooms (120)
Gosford Hill Secondary School	865	861	1221	The 2014 primary to secondary transfer cohort was atypically small
Total	**2085**	**2140**	**2567**	

Table 4.3 Existing School Capacity (Pupil Place Plan (Oxfordshire County Council, 2015)

	PAN 2015	Pupil numbers Oct 2014	Forecast pupil numbers 2016/2017	Forecast pupil numbers 2019/2020	Total capacity May 2015 (including temporary accommodation)
Reception	210		191	190	
Primary		1279	1349	1342	1346
Year 7	180		185	194	
Secondary		861	924	1034	1221

Table 4.4 Forecast demand for school places (Pupil Place Plan, Oxfordshire County Council, 2015)

5.0
Movement and connectivity

5.1 Road network

Kidlington is well connected to the strategic road network. It is located between the A44, to the west, which heads north-west towards Chipping Norton, the A34 to the east which leads to Junction 9 of the M40 and Bicester and the A40 to the south that carries traffic to the West Country and south Wales and the M40 at junction 8 to the east. The roads converge at the Pear Tree and Wolvercote roundabouts at the northern edge of Oxford with significant congestion experienced during peak times. To relieve this congestion Oxfordshire County Council is proposing a series of improvements in the area. Of particular relevance to Kidlington is a new link road between the A40 and A44, bypassing the Peartree roundabout, and a North Oxford bypass between the A4260, A34 and A40.

The village is located on the Oxford to Banbury Road (A4260) which runs broadly north-south and forms the movement spine through the centre of the village. Banbury lies 17 miles to the north, and Oxford 5 miles to the south.

The A4260 is used by through traffic and local traffic with annual average daily motor vehicle flows of 13,400 vehicles in 2014 down from a peak of 16,000 in 2002. Cars and taxis make up the greatest proportion of traffic (81%) and there is a noticeably higher proportion of light goods vehicles (15%) than the A44 and A34. HGVs account for 3% of flows in comparison to 11% on the A34 and 4% on the A44. (Source: DfT traffic count data www.dft.gov.uk/traffic-counts).

The character of the A4260 reflects its strategic highways function:

- The road speed is generally 30mph through the village (from Langford Lane to near Gosford Hill School), increasing to 40mph on the outskirts Village Centre. The road generally has a single carriageway in either direction, with slip lanes on the approach to junctions and central reservations. South of the junction with Bicester Road, and to the north of Benmead Road the road corridor widens to accommodate verges, service roads and a bus lane.

- Properties front onto the road, but are set back behind gardens or parking areas with access either directly off the A4260 or via a
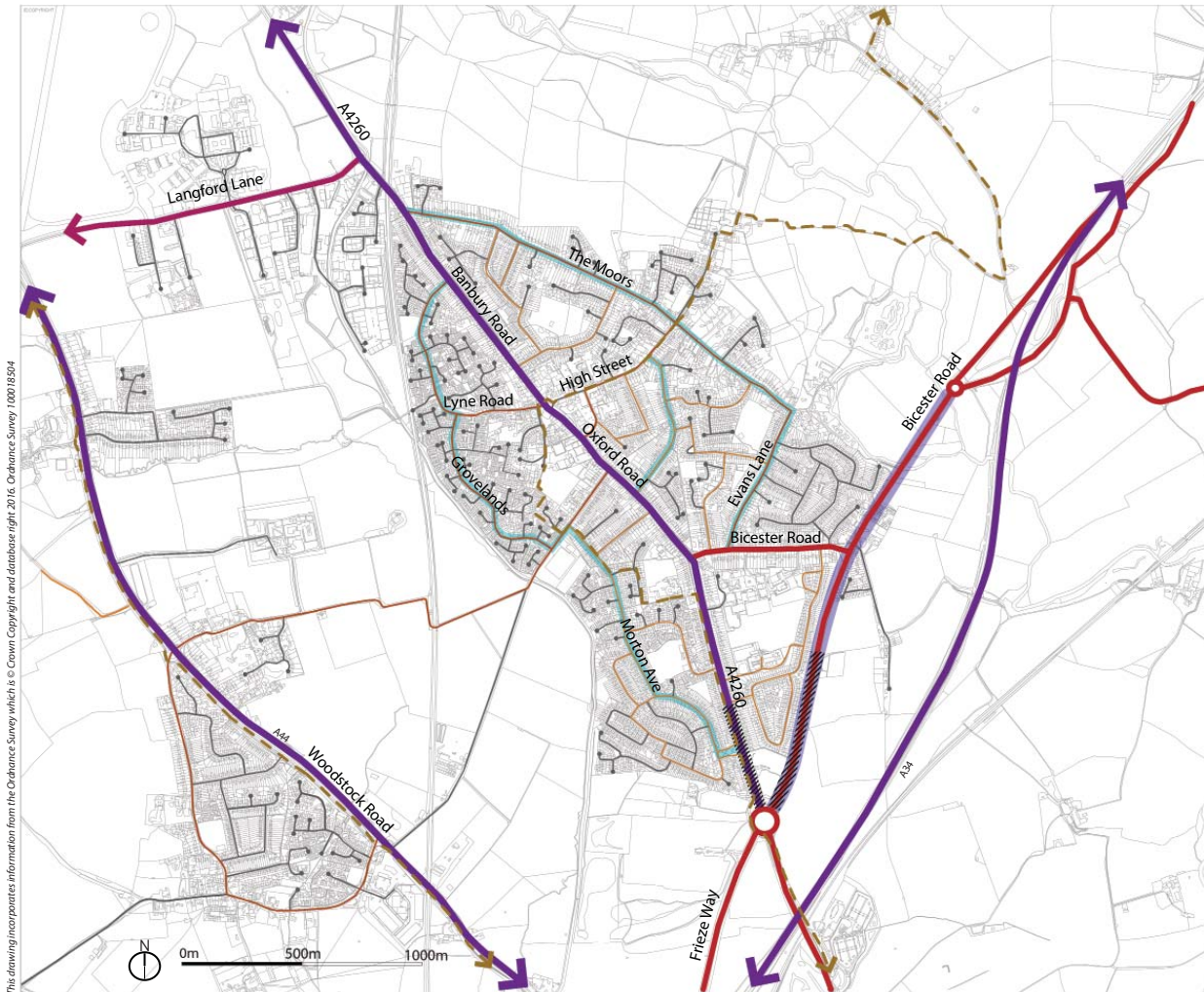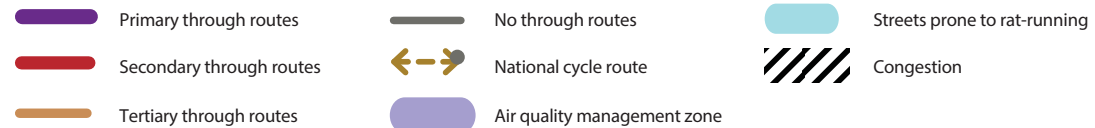

Figure 5.1 Existing street network

▬ Primary through routes	▬ No through routes	▬ Streets prone to rat-running
▬ Secondary through routes	←-→ National cycle route	/// Congestion
▬ Tertiary through routes	▬ Air quality management zone	

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service road, resulting in a lack of street enclosure.

• Pedestrian crossing points are limited.

• Congestion is reported at peak hours around the major junctions, with particular problems in the southern part of the village on the approach to Kidlington roundabout and Oxford Parkway station / Water Eaton Park and Ride.

The residential estates to the east and west of Oxford Road are accessed via a small number of through-roads, which lead onto cul-de-sac and smaller loop roads. The lack of permeable connections through the neighbourhoods results in rat-running and traffic dominance on streets which do allow through movement, for example The Moors and Lyne Road.

The High Street is pedestrianised between Watts Way and Oxford Road. Cycles and delivery vehicles are permitted to enter the area before 10 am and after 4:30pm.

5.1.1 Car Parking

See section 4.2.4 for details of Village Centre car parking. Other concentrations of car parking relate to Sainsbury's at Gosford (450+ space), parking in front of shops at The Broadway, Oxford Road and the station and park and ride car park at Oxford Parkway.

Parking regulations have recently been introduced on slip roads close to Kidlington roundabout to prevent the high volumes of high volumes of commuter car parking which were creating congestion and blocking cycle routes. Unfortunately a consequence of this has been increased parking on the unregulated residential roads nearby. The assumption is that this free parking is being used by commuters accessing buses into Oxford, as an alternative to the paid for parking at Water Eaton park & ride.

Parking controls have also been introduced at Exeter Close to prevent commuter use.
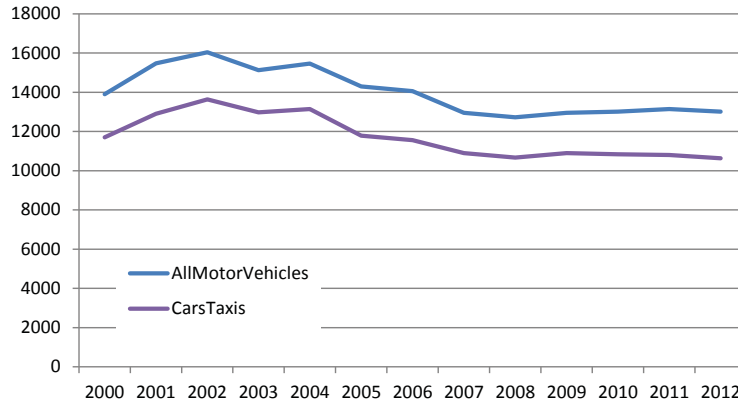
Figure 5.2 DfT daily average traffic counts for A4260
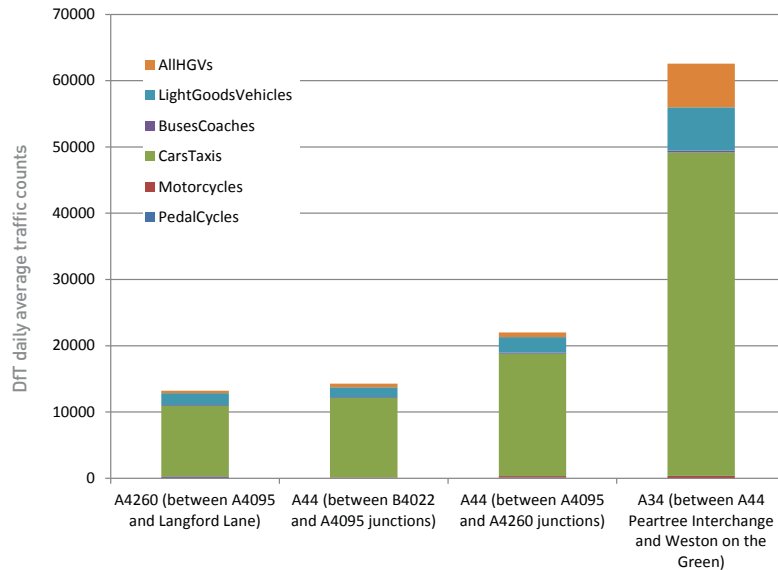
Figure 5.3 Comparison of traffic counts and modal split
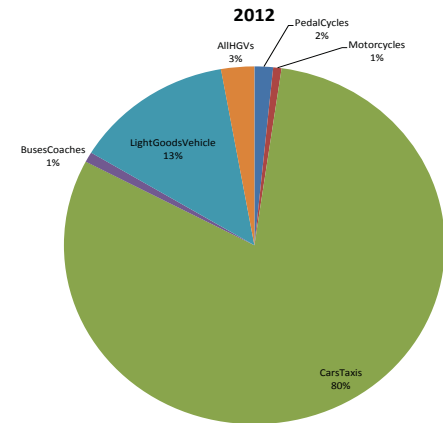
Figure 5.4 Modal split on the A4260

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5.2 Public transport

5.2.1 Buses

Kidlington is well served by bus, with high frequency services operated by the Oxford Bus Company and Stagecoach. A bus lane is located on the southern section of Oxford Road.

There is a frequent service (up to 24 buses per hour) between central Kidlington and Oxford city centre (2, 2A, 2B, 2C, 2D and 700 services). The buses take different routes into the city and through Kidlington but generally have a journey time of around 30 minutes into the city centre, making this an attractive alternative to the car. Several of these services extend to London Oxford Airport, but this service is only available during peak hours.

The S4 connects Banbury to Oxford and Bicester hourly, and the S5 Gosford to Bicester four times an hour. Both are part of Stagecoach's high-spec Gold service buses. The journey time to Bicester is around 20 minutes.

Smaller neighbouring settlements are connected by infrequent services for example Go Ride's serve circular routes around Kidlington and connecting to Woodstock, Begbroke and Yarnton.

Routes are generally well served by bus stops which are located at approximately 200-300m intervals. Bus stops within the Village Centre are located outside Tesco on High Street which can cause localised congestion, but the majority of services use stops a short walk away from the centre to the north and south on Oxford Road.

The County Council operates a park and ride service into Oxford from Water Eaton adjacent to Oxford Parkway station on the A4165.

Figure 5.6 Frequent bus services in Kidlington

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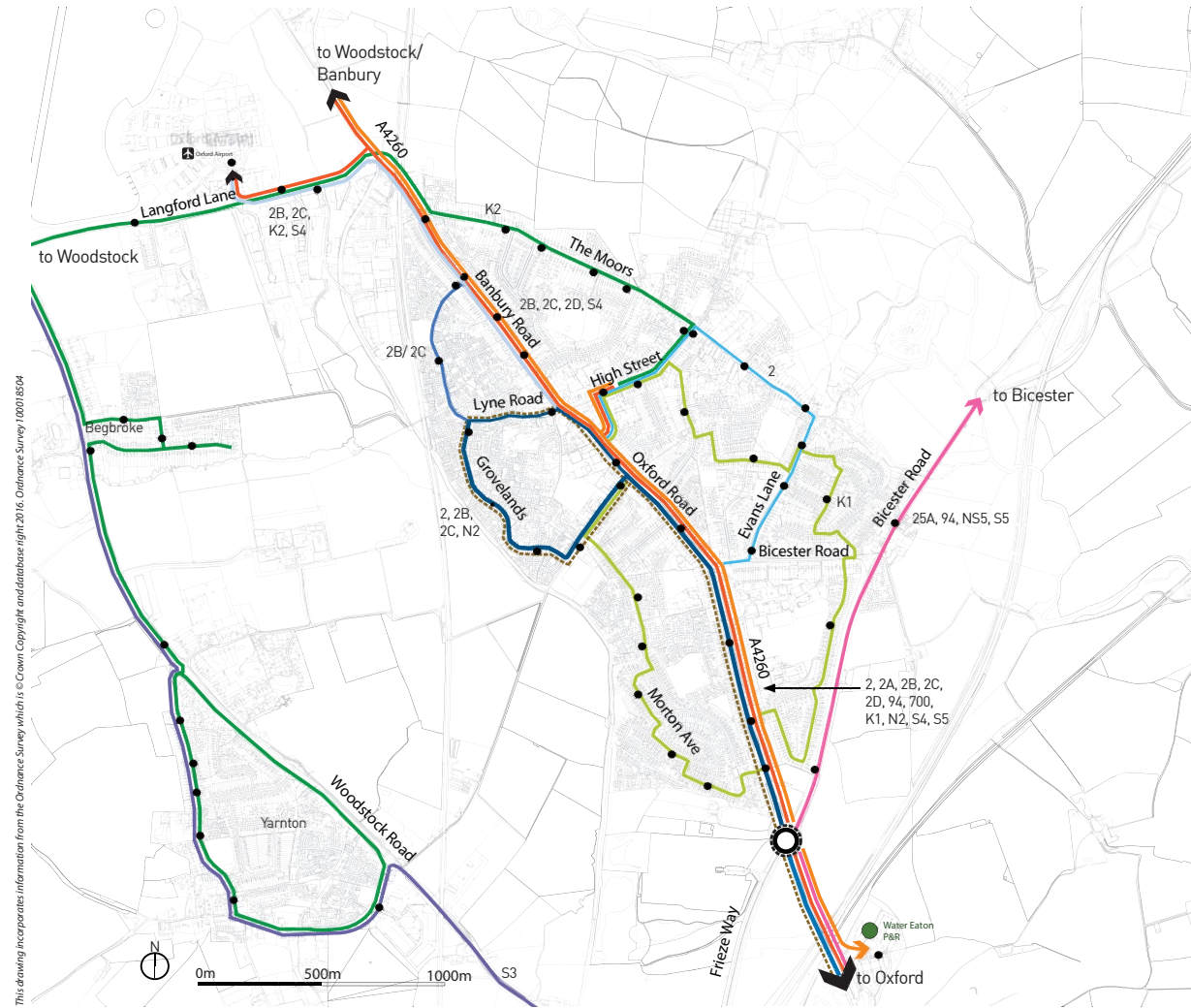
Figure 5.5 Bus network (correct at November 2016)

To Oxford

| | 2, 2A, 2B, 2C, 2D | each service provides buses M-F: every 15 mins. Sun: every 30 mins |

| | 700 | to JR Hospital, Oxford. M-F: every 20 minutes |

Banbury to Oxford

| | S4 | M- F: every hour/ Sun: 4 buses daily. Oxford Airport to Oxford M-F: 4/5 buses |

To Bicester

| | 25 94 S5 | M-Sat: every hour M-F: every 5–15 mins M-F: every 10–20 mins Sat: every 20 mins, Sun: every half hour |

| | | Oxford to Chipping Norton |

To Woodstock

| | W10 | M-F: 4 buses, Sat: 1 bus |

Local buses- Go Ride CIC

| | K1 | Garden City M-Sat: 5 buses |

| | K2/ K3 | Kidlington/ Begbroke/ Yarnton. M-F: 8 buses, Sun: 5 buses |

| ● | | Bus stop |

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5.2.2 Rail

The nearest railway station is Oxford Parkway, around half a mile south of Kidlington. The station opened in 2015 and currently provides connections to London Marylebone via Bicester. Two trains an hour serve the station reaching Bicester in around 10 minutes and London in just over an hour. Services to Oxford station are expected to begin running in December 2016. The line serving the station forms part of the East West Rail Link project, which will provide services to Milton Keynes from 2019 and eventually on to Cambridge. The station provides 1,036 car, 100 bicycle and 75 motorcycle parking spaces.

A range of cross-country services to destinations including Manchester and Bournemouth are available from Oxford.

5.2.2.1 London to Banbury line

The London to Banbury rail line runs immediately to the west of the village. Until its closure in 1964 Kidlington had a station on this line located at Station Approach, south of Langford Lane. The rail line creates a barrier to east-west movement and is crossed in three places - by road bridge on Banbury Road at the northern end of the village, by level crossing (pedestrian and cyclist only) at Roundham off Partridge Place, by canal underpass, and by vehicle level crossings on Yarnton Lane and Sandy Lane. The latter is a noted as a dangerous junction.

Outline consent was granted in 2004 for a new rail stop on the Oxford to Banbury line, on land safeguarded for a station at Lyne Road, Kidlington. This scheme was not progressed and is not included in the Local Transport Plan. The site remains vacant and KPC are keen for the viability of this opportunity to be reviewed once the impact of Oxford Parkway Station has been assessed and in the light of employment growth at Langford Lane.

5.2.2.2 Cowley Branch Line

The Oxford Transport Strategy proposes opening the Cowley branch line to the south of Oxford city to passenger services. The should be supported and connections to Oxford Parkway provided in order to allow direct rail services to the employment areas around Cowley and the Oxford's 'Eastern Arc'.

5.2.3 Air

London-Oxford Airport has historically been the UK's most active general aviation (GA) airport. It specialises in general and business aviation and is home to Oxford Aviation Academy, formerly Oxford Aviation Training, the largest air training school in Europe. The airport has been the fastest growing for private and business aviation in the UK since 2007. It is the only ICAO-listed civilian airport in Oxfordshire.

The airport does not currently operate scheduled air services although, it has operated regular passenger services in the past to destinations including Dublin, Edinburgh and Jersey. From March-August 2013 these were operated by Minoan Air. In December 2015, the UK government confirmed funding support for a proposed reinstatement of the Oxford - Edinburgh route.

Airport data published by the Civil Aviation Authority indicates that there were 44,020 aircraft movements (take-off and landings) in 2015 of which 5,882 (13%) were commercial and 28,359 (64%) related to test and training. London Oxford Airport is open from 06:00 to 22:30, seven days a week.

Figure 5.7 Proposed east west rail line

5.3   Cycling

Kidlington's flat terrain and proximity to the cycling city of Oxford suggests that cycling has considerable potential to replace local journeys currently made by car. However, existing cycling infrastructure is piecemeal and the dominance of major roads is off-putting.

National Cycle Network Route 51 runs through Kidlington between Oxford and Bicester. The route utilises the service roads on the southern section of Oxford Road before travelling through residential estates, and then heading east along the High Street. Sustrans, who coordinate the National Cycle Network note that junctions onto the A4260 create a hazard for cyclists and the route around Kidlington roundabout is dangerous. The majority of traffic light controlled junctions do not have an advanced stop line for cyclists. Parking in the southern service roads restricts the available road width making it difficult for car and bicycle to pass safely.

A Traffic Regulation Order implemented in April 2012 prevents cycles being ridden through the pedestrianised section of the High Street between 10am and 4:30pm. Sustrans suggest that there is a good case for having a 20 mph speed limit through Kidlington apart from the A4260 to increase safety and encourage cycling

The A44 (Woodstock Road) is also a designated cycle route but its appeal to cyclists is limited due to the large volume of traffic specifically at junctions such as the Wolvercote and Pear Tree roundabouts. Sustrans advise that the Woodstock Road could potentially form part of a link between Kidlington and Oxford if cycle routes were to be developed between Kidlington and the A44 via Sandy Lane (including the Begbroke Science Park) and/or Green Lane and/or the Oxford Canal and/or Frieze Way .

Sustrans advise that the pedestrian/ cycle route to Oxford Parkway and from Oxford is in need of upgrading to make it attractive to users. In particular cycle improvements between Oxford Parkway and

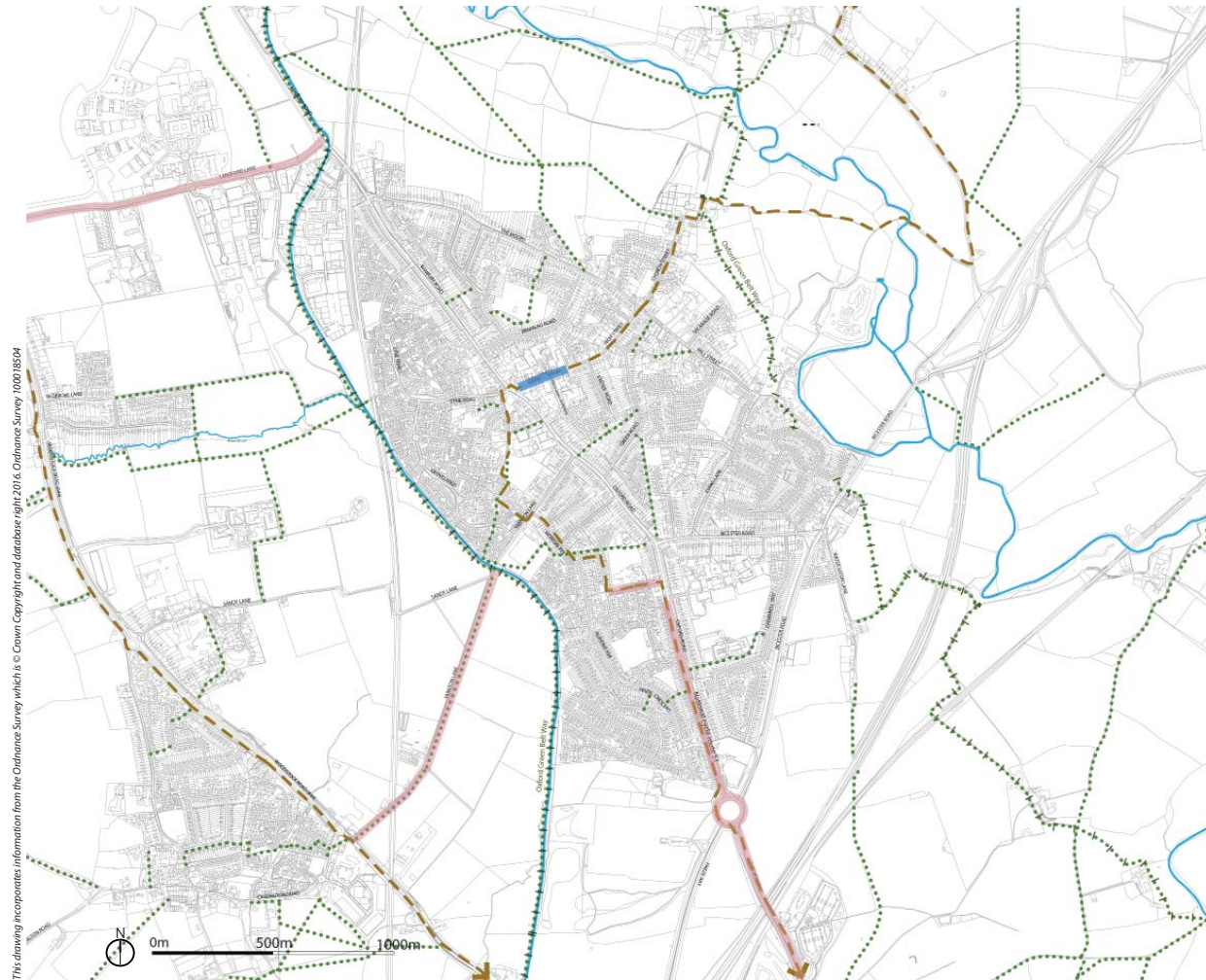*This drawing incorporates information from the Ordnance Survey which is © Crown Copyright and database right 2016. Ordnance Survey 100018504*

Figure 5.8 Cycling and walking network

National cycle network route

Potential for improvement to cycle route

No cycling between 10am and 4:30pm

Rights of way

Green Belt way

St Mary's walk

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Figure 5.9 The Oxford Green Belt Way walking route map

Figure 5.10 Roundham Locks, Oxford Canal

Cutteslowe Roundabout could help to complete an improved route between Kidlington and Oxford.

Langford Lane, with its strategic employment locations, is an important movement corridor which currently has no formal cycle provision between the A44 and A4260. This should be addressed by future improvement schemes, possibly including a formalised crossing of the A44 on the south side of the junction with Langford Lane.

An east-west cycle path from Lyne Road / Roundham Bridge provides a connection to Begbroke village. This, together with NCN 51 forms part of the 'Cherwell Valley Route', an 18 mile circular cycle route on quiet roads, cycleways and bridleways, passing through: Kidlington, Begbroke, Woodstock, Tackley, Kirtlington, Bletchingdon and Hampton Poyle.

The canal operates as an informal north-south cycle route into the heart of Oxford. Anecdotal evidence suggests that there is a real risk of accidentally falling into the canal due to the narrow and uneven towpath surface. Sustrans advise that the canal towpath needs upgrading in particular between Langford Lane and the A44. There is potential to improve this route and increase connections onto it from the Langford Lane employment areas. However any feasibility studies would need to take into account safety and legislative issues and consider likely ecological impacts.

The Moors, Mill Street, Cherwell Estate and Bicester Road (shared cycle / pedestrian pavement) provide an alternative north-south connection on the eastern side of the village.

Yarnton Lane, which connects from the canal at Sandy Lane / Yarnton Road via a level crossing to the A44 on the south side of Yarnton, offers the opportunity for an improved walking and cycling corridor between the Village Centre and Yarnton.

The move towards an ageing population strengthens the case for improved pedestrian/cycle facilities which will allow users of eBikes and mobility scooters to get around.

There is currently limited provision of cycle parking in Kidlington. It is important that any public realm improvement scheme or development incorporate appropriate levels of convenient and secure cycle parking to encourage a shift towards cycling for local journeys.

5.4 Walking

Measuring roughly 1.5 km wide by 3 km long, the majority of Kidlington should be within easy walking distance of the Village Centre. However the lack of a permeable street network limits direct pedestrian connections and as a result encourages car use. A disjointed network of footpaths connects cul-de-sacs and assists in making the estates more permeable, however these routes are generally at the back of properties and are at risk of anti-social behaviour. The narrow pavements, lack of crossing points and speed of traffic along the Oxford to Banbury Road is problematic for pedestrians who are moving east to west in the village.

The canal towpath is an important north-south route leading into Oxford in the south and Thrupp in the north. A towpath exists on the western side of the canal but there are limited access points from the village which sits to the east. Sections of informal path run on the eastern side of the canal but these are intermittent.

The surrounding countryside, particularly to the east of the village, is accessible via rights of way including the long distance Oxford Green Belt Way. This route established by CPRE Oxfordshire is a 50 mile circular walk, following the course of Oxford Canal along the towpath west of Kidlington towards Kidlington Fields and Thrupp before returning down towards Oxford through the River Cherwell floodplain and surrounding fields. Green Lock at Kidlington is noted as a point of interest along the route.

5.5   Horse Riding

There is a riding school and several liveries in Kidlington. However, there is limited bridleway access from Kidlington to the wider area and riders are required to use roadways. Concerns have been raised by local residents about access to safe riding and the safety of riders due to road traffic. The Cherwell Valley route is primarily geared to cycling but does also include bridleways.

5.5   Oxfordshire Local Transport Plan, 2016

Oxfordshire County Council has updated its Local Transport Plan (LTP4) in July 2016. This document has three overarching goals:

Goal 1 - Supporting growth and economic vitality

Goal 2 - To reduce emissions, enhance air quality and support the transition to a low carbon economy

Goal 3 - Improving quality of life

Key objectives of the plan include improving connections, making more efficient use of the existing transport network and encouraging travel by sustainable modes. To this end, LTP4 includes specific strategies for Science Transit, Rail, Bus and Active & Healthy Travel that are relevant to Kidlington.

In relation to new development, LTP4 states that the County will ensure this adheres to the principles and philosophy set out in DfT's Manual for Streets and supplementary Manual for Streets 2 as well as to local advice such as Oxfordshire's Residential Roads Design Guide.

LTP4 no longer includes a specific area strategy for Kidlington. However, the strategy set out in the County's Transport Plan for Oxford (part of LTP4) will have significant impacts on the village if implemented.

The proposals include:

• New outer park and ride sites, rather than expansion of the current city-edge sites. These include a new site to the north west of Kidlington on the A44 corridor near London Oxford Airport with 1,100 car parking spaces. These could replace existing edge of city, park and ride locations such as Water Eaton with the aim of reducing associated traffic congestion on routes into the city. The A44 site would be connected to Oxford by a Super Premium bus route running along Oxford Road.

• The new P&R locations are indicative but would require release of Green Belt land.

• A new bus-based Rapid Transit route with modern articulated buses running on two routes from the airport (via Oxford Road, the other via the A44) that then split to serve either Oxford city centre or an orbital route serving Oxford's 'Eastern Arc' employment area.

• A new Cycle Premium Route running from Langford Lane to the Oxford city centre via Oxford Road.

The proposals are a long term, with the indicative programme suggesting delivery by 2025–2030.

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6.0
Socio-economic context

6.1 Socio-economic data sources

There are a number of data sources, which are drawn upon in the following socio-economic analysis. The Census 2011 is a key source of data at local ward level data and allows for comparisons between Census 2001 and Census 2011. More recent Census data is not available, but where possible we have used the 2014 ONS Mid-Year Estimates which contain updated population and demographic data available at a local ward level, and 2015 ONS Annual Population Survey which is available at a district level.

A context map illustrating the geographies covered is provided in Appendix A.

Please note that unless indicated, statistics for "Kidlington" in this section are based on the three local level wards of Kidlington North, Kidlington South and Yarnton, Gosford and Water Eaton. It therefore includes both Kidlington Village and the nearby villages of Yarnton, Begbroke and Water Eaton. Ward statistics are based on the pre-2016 ward boundaries.

6.2 Demographics

6.2.1 Population

Kidlington had a population of 18,370 people in the Census 2011, The population growth between Census 2001 and 2011 was just over 100 people. But the 2014 ONS Mid-Year Estimates of population suggest that the Kidlington population increased by over 700 between 2011 – 2014. This equates to a 4% increase which is faster growth than that for the overall district of Cherwell with population growth of 1% over 2011 to 2014.

Census 2011 figures showed that the Kidlington area working age population (WAP) was 11,800 people and represented 64% of the total population; and that the age of the overall population of Kidlington had increased . The ONS Mid-Year Population Estimates in 2014 suggest the proportion of the population who are of working age was 63%. This proportion is in line with the regional (62%) and national average (63%), but Bicester (66%) and Oxford (72%) have a larger proportion of working age residents. Kidlington has a a much higher share of its population aged over 65 years (20%) compared to Cherwell (17%) and neighbouring Oxford (11%); and conversely it's share of young people under the age of 16 years (17%) is lower than surrounding areas. The overall age structure of the Kidlington area is presented in the figure 6.1.

The implications of this demographic pattern over time is likely to be seen in terms of increased pressure on resources and likely increased demand for specialist housing and healthcare, alongside a reduction in the economically active population.

		Total Population			Change 2011 - 2014	
		2001	2011	2014	Absolute Change	% Change
Local Areas	Kidlington	18,260	18,370	19,103	733	4%
	Bicester	28,670	30,850	31,108	258	1%
	Banbury	41,820	46,850	41,905	-4,945	-11%
Wider Area	Cherwell	131,790	141,870	143,771	1,901	1%
	Oxford CC	134,250	151,910	157,997	6,087	4%
	South East	8,000,650	8,634,750	8,792,766	158,016	2%
	England	49,138,830	53,012,460	54,316,618	1,304,158	2%

Table 6.1 Total Population, 2001-11. Source: Census 2001, 2011 and ONS Mid-Year Population Estimates 2014

		2001		2011		2014		Change 2011 - 2014	
		Number	% of total	Number	% of total	Number	% of total	Number	% Change
Local Areas	Kidlington	11,750	64%	11,800	64%	11,992	63%	192	2%
	Bicester	19,440	68%	20,670	67%	20,574	66%	-96	0%
	Banbury	27,160	65%	30,470	65%	26,312	63%	-4,158	-16%
Wider Area	Cherwell	86,340	66%	91,720	65%	91,248	62%	-472	-1%
	Oxford CC	95,320	71%	110,090	72%	113,226	72%	3,136	3%
	South East	5,097,800	64%	5,510,650	64%	5,535,330	62%	24,680	0%
	England	31,429,250	64%	34,329,090	65%	34,475,354	63%	146,264	0%

Table 6.2 Working Age Population (WAP), 2001-11. Source: Census 2001, 2011 and ONS Mid-Year Population Estimates 2014
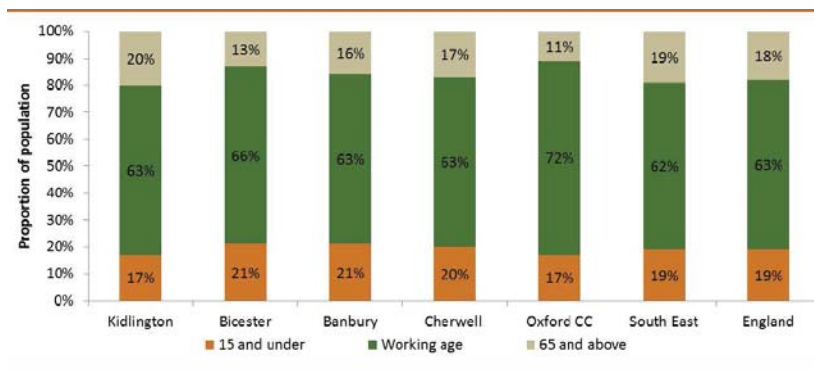

Figure 6.1 Age Structure, 2011. Source: ONS Mid-Year Population Estimates 2014

6.3   Economic activity

An analysis of the economically active population in Kidlington is a key component of understanding its economic performance. Census 2011 data showed that 75% of the Kidlington population was classified as economically active, which includes those that are in employment (60%), unemployed but searching for employment (3%), self-employed (9%), or a full-time student (3%). This proportion of economically active residents is above the national and regional levels (70% and 72%), and in line with the Cherwell average (76%) at that time. Between Census 2001 and Census 2011 the proportion of Kidlington residents in employment declined by 170 people (2% decrease).

More current data from the ONS Annual Population Survey (APS) in 2015, suggest higher levels of economic activity at district level, with Cherwell having an economic activity rate of 78% with 77% in employment, and so only 1-2% in unemployment. The economic activity rate is lower than the rest of the South East (80%) and in line with the national level (78%). The employment rate is in line with regional level (77%) and higher than that observed nationally (74%).
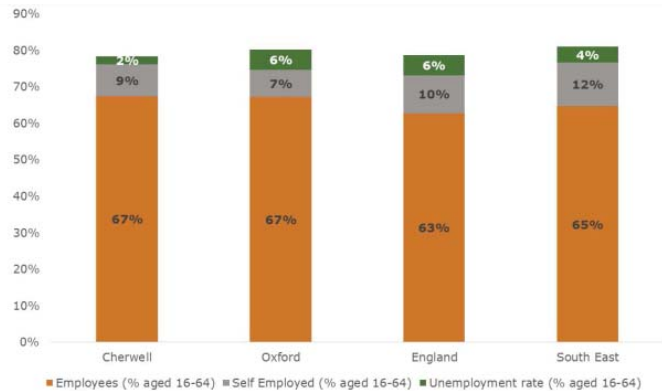
6.4   Qualifications and skills

Census 2011 figures show that 29% of Kidlington's working age population was qualified to level 4 or above (equivalent to at least a university degree). This proportion is similar to Bicester (26%), Cherwell district (28%), and the national level (27%). Nevertheless, Oxford had a notably higher proportion of highly qualified residents, equal to 43% of the local population.

Between Census 2001 and Census 2011 Kidlington experienced an increase in the proportion of highly qualified residents as well as a decrease in the proportion of those with no qualifications. This change in Kidlington was in line with the national, district, and local averages. It has had a slightly higher percentage point increase in the number of those qualified to level 4 or above (9 percentage point increase).

The more recent data from the ONS Annual Population Survey shows the proportion of 16-64 year olds in Cherwell with a qualification equivalent to an NVQ Level 4 or above was equal to 35% which is an increase on the proportion reported by Census 2011. This increase is in line with the regional and national level (+5 points) and slightly lower than Oxford (+7 points) over the same time period.
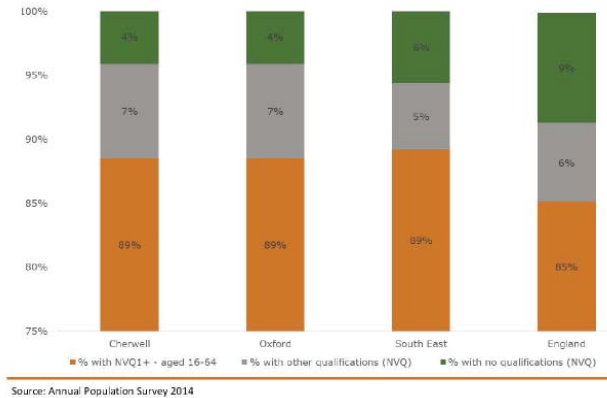

Figure 6.2 Economic Activity, 2011. Source: Annual Population Survey 2015 Note: Survey sizes

Figure 6.3 Resident qualification levels. Source: Annual Population Survey 2014

		2010		2015		Change 2010 - 2015	
		Number	% of total	Number	% of total	Number	% Change
Wider Area	Cherwell	70,300	78.3	67,500	76.6	-2,800	-4%
	Oxford CC	78,500	73.8	83,000	74.7	4,500	6%
	South East	4,048,800	74.4	4,204,900	76.8	156,100	4%
	England	33,979,700	70.0	34,205,900	73.6	226,200	1%

Table 6.3 Population in Employment, 2001 - 2011 Source: Annual Population Survey 2010 - 2015
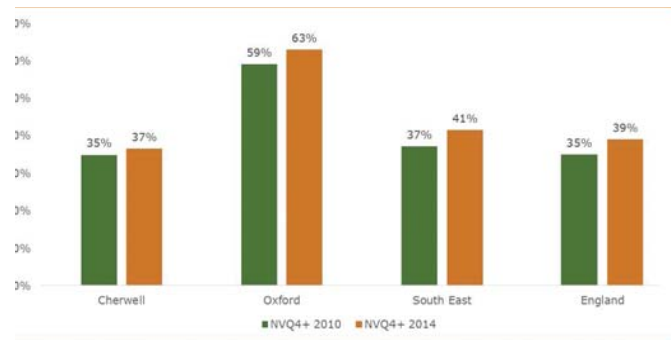Note: calculated on population aged 16 – 74

Figure 6.4 Residents achieving NVQ level 4 or higher (2010-2014). Source: Annual Population Survey 2014

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6.5   Occupations and earnings

The occupational profile of the resident population provides another lens through which the local labour market can be analysed. This indicator has clear links to the analysis of qualification levels presented above, as a highly qualified population is likely to be reflected in the occupational categories of residents.

The Census 2011 data showed that 35% of Kidlington's population was classified as being in managerial or professional occupations. This proportion was above the national average (31%) and in line with Bicester (35%) and the Cherwell and Oxford averages (each 34%). The local comparator area of Banbury had a slightly lower proportion in managerial and professional category (26%), which is likely to be a reflection of the smaller proportion of highly qualified residents.

Between Census 2001 and Census 2011, the proportion of residents in Kidlington in managerial and professional occupations increased across all geographies, while there was a decline in the proportion of intermediate occupations.
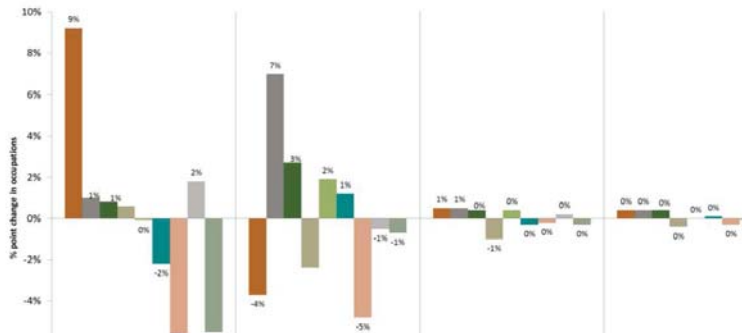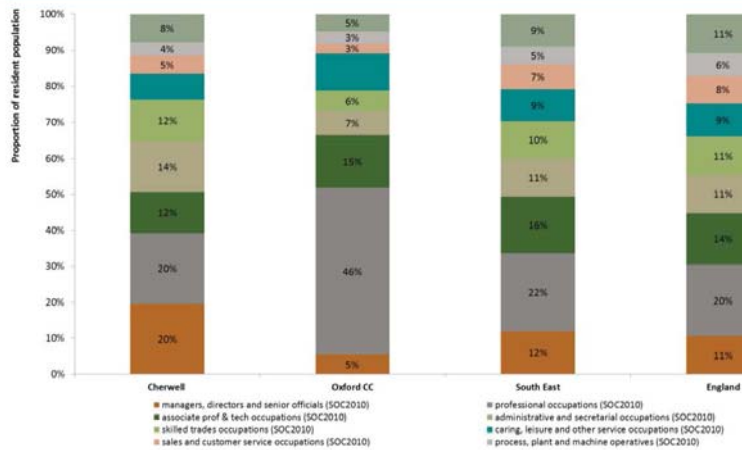
The 2015 data from the ONS Annual Population Survey suggests these trends in the occupational mix of residents has continued. Around 40% of Cherwell's working-age resident population now classify themselves as being in managerial or professional occupations, which is higher than the regional (34%) and national (30%) levels, yet lower than Oxford (52%).

It is also possible to use the ONS Annual Survey of Hours and Earnings to analyse the difference between the median earnings of those who live in Cherwell and those who work in Cherwell.

In the case of Cherwell, median weekly resident earnings of those in full-time employment is £559, which is equal to the figures for Oxford (£559) and higher than England (£533) yet below those of the South East (£575).

Median full-time weekly resident earnings of in Cherwell have increased by 4.3% since 2012 (unadjusted for inflation). This is a higher rate of growth than for South East England (3.4%) and England overall (3.8%) which may reflect the changing mix of residents in higher level occupation in Cherwell and access to jobs within Cherwell and its surrounding areas.

Figure 6.5 Resident occupations 2015. Source: Annual Population Survey 2011 - 2015
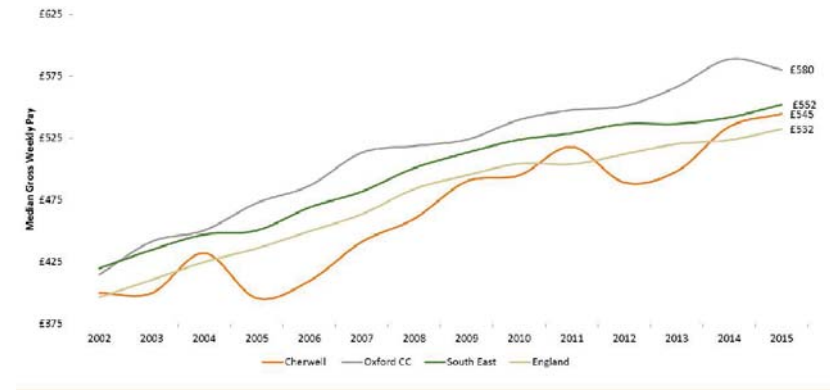

Figure 6.6 Workforce - gross weekly pay 2002-2015. Source: Annual Survey of Hours and Earnings 2015
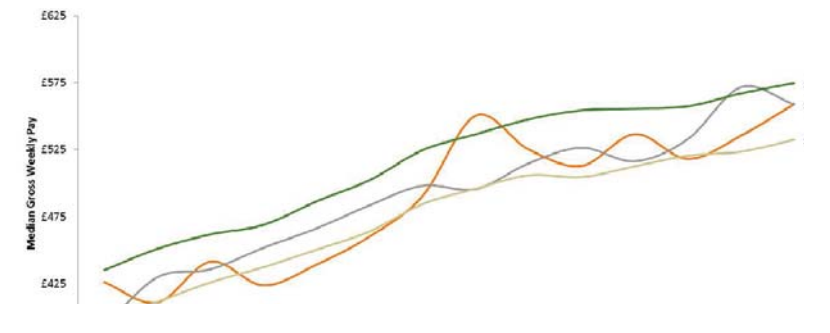

Figure 6.7 Residents- gross weekly pay 2002-2015. Source: Annual Survey of Hours and Earnings 2015

6.6 Deprivation

The Indices of Multiple Deprivation 2015 (IMD) provide a measure of relative deprivation among residents at a small area level of geography across England. Areas are ranked from the least deprived to most deprived on seven different domains of deprivation to produce an overall composite measure of multiple deprivation. The domains used in the indices are: income, employment, health, education, crime, housing and services, and the living environment.

Data is available for the wards of North Kidlington, South Kidlington and Yarnton, and Gosford and Water Eaton. The maps indicate that Kidlington in general performs extremely well in terms of the overall indices and the income domain. But there are localised issues.

North Kidlington ward has an overall ranking that puts in the least 20% of deprived areas in England. This indicates low deprivation, although the ranking is less encourageing for education and for access to housing and services, It implies some issues relating to accessibility to key local services in North Kidlington.

South Kidlington ranked among the least 30% of deprived areas in England. But the results for access to housing and services also imply some barriers in South Kidlington that are similar those for North Kidlington.

Yarnton, Gosford and Water Eaton also has an overall ranking in the lease 20% of deprived areas in England. The area is among the very least deprived in terms of issues crime and health. Once again, access to housing and services appears to be more of an issue with the area ranked in the bottom 50%.

Figure 6.8 Top- IMD map overall. Bottom- IMD Income.   Source: English Indicies of Deprivation 2015

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7.0
Economy and employment

7.1   Planning Policy Context

The Local Plan recognises that there is potential for Kidlington to play a significant role in Cherwell diversifying its economic base. The District can take advantage of its location on the hi-tech corridor between London and Cambridge, and the proximity to Oxford University and Silverstone which is actively investing in the High Performance Engineering sector. Most growth will be directed to Bicester but Kidlington, with a number of unique economic attractors, has the potential to capture some of this investment. The Council's Employment Land Review (2012) and Cherwell Economic Analysis Update (2014) identified a need for additional employment land in the Kidlington area. It is not anticipated that this land can be accommodated on sites within the built-up limits of Kidlington. The adopted Local Plan (Policy Kidlington 1) established that there were exceptional circumstances to justify a small scale local review of the Green Belt to meet high-value employment needs.

The Local Plan seeks to enhance Kidlington's economic role and economic development will be supported to:

- Exploit its position in the Oxford/Cambridge corridor.
- Allow for appropriate growth plans at Begbroke Science Park and in the vicinity of Langford Lane Industrial Estate. This will require a small scale Green Belt review
- Connect with the Oxford economy
- Create new opportunities for additional retail, leisure and cultural activities, and environmental improvements, in an extended Village Centre
- Secure the growth potential from the presence of London Oxford Airport.

The Local Plan recognises that Kidlington plays an important role in the District's wider employment context and along with Begbroke Science Park has the potential to develop further to support the provision of land for hi-tech university spin-outs and help pave the way for a wider high value, economic base. At Kidlington, London-Oxford Airport and Langford Lane industrial estate form an employment cluster. Due to the implementation of strategic development proposals in the Plan including East West Rail, the new Oxford Parkway station at Water Eaton and a growth in employment

opportunities at Kidlington and Bicester the Council would expect demand for an increased role for the airport. The Council will work with London-Oxford Airport operators and the Civil Aviation Authority and other stakeholders to consider any proposals.

The policies in the Local Plan aim to improve the quality of the employment offer at Langford Lane and, in doing so, establish a new gateway at this northern entrance to Kidlington. **Policy Kidlington 1: Accommodating High Value Employment Needs states:**

'We will undertake a small scale local review of the Green Belt to accommodate identified high value employment needs at two distinct and separate locations:

(A) Langford Lane /Oxford Technology Park/ London – Oxford Airport

(B) Begbroke Science Park

Key site specific design and place shaping principles include:

Creation of a gateway with a strong sense of arrival including when arriving from the airport

Improvements to public transport links to the area

A well designed approach to the urban edge, which achieves a successful transition between town and country environments

Development that respects the landscape setting of the site

A comprehensive landscaping scheme to enhance the setting of buildings onsite and to limit visual intrusion into the wider landscape

Preservation and enhancement of biodiversity, with the restoration or creation of wildlife corridors

A high quality design and finish, with careful consideration given to layout, architecture, materials and colourings to create a Technology Park for high value employment uses

The height of buildings to reflect the scale of existing employment development in the vicinity

Provision for sustainable drainage, including SuDS

Demonstration of climate change mitigation and adaptation measures

An assessment of whether the site contains best and most versatile agricultural land, including a detailed survey where necessary

The small-scale local review of the Green Belt boundary in the vicinity of Langford Lane Kidlington and Begbroke Science Park will be undertaken as part of the Local Plan Part 2.

7.1 Jobs

7.1.1 Number of jobs in Kidlington

Kidlington makes a significant contribution to the economy of Cherwell and Oxfordshire. Using the ONS Business Register & Employment Survey, as of 2014 there was a provisional total of 9,900 employee jobs in Kidlington, representing 14% of the total number of employees in Cherwell. This has remained constant since 2011. Overall this is a smaller number than in the nearby areas of Bicester (15,200) and Banbury (29,300).

Over the period 2003 – 2014 the estimated total number of jobs in Kidlington has declined by 600 (a 6% decrease). At the district level, Cherwell experienced a significant increase (6,100 additional employee jobs, equal to a 9% increase), as did Oxford (21,100 additional employee jobs, equal to a 20% increase). Figure 7.1 illustrates the change in jobs over time and how employment in Kidlington has recovered in recent years.

7.1.2 Commuting trends

Figure 7.2 illustrates commuting trends from Kidlington. This data is from the 2011 Census. A positive number means that Kidlington receives more commuters from the respective location, whereas a negative flow means that Kidlington loses more commuters to the respective geography. This demonstrates:

- The important role that Kidlington continues to play as an employment location for other neighbouring local authorities. For example, there is a net inflow of over 1,600 commuters.
- The important role that Kidlington plays as an employment location for other parts of Cherwell. For example, there is a net inflow of over 800 people from the rest of Cherwell.
- Kidlington's relative dependency on Oxford for employment since there is a net outflow of almost 2,600 working residents. The net outflow of commuters to London is modest at fewer than 50 residents.

Cherwell travel to work data shows that around 58% of Cherwell residents live and work in the area. The district has a net outflow of 3,000. In particular this is shaped by residents commuting out to places such as Oxford (a net outflow of 9,500) but people commuting in to Cherwell from homes in other areas such as a net inflow of 4,300 from South Northamptonshire .

		2014	Change 2003 - 2011		Change 2011 - 2014	
		Number	Number	% of total	Number	% of total
Local Areas	Kidlington	9,900	-1,000	-10%	600	6%
	Bicester	15,200	2,400	22%	2,100	15%
	Banbury	29,300	-1,100	-4%	1,400	5%
Wider Area	Cherwell	70,000	1,900	3%	4,200	6%
	Oxford CC	113,900	13,000	14%	8,100	8%
	South East	3,908,000	110,300	3%	156,200	4%
	England	24,299,900			1,241,000	5%

Table 7.1 Number of jobs . Source: ABI and BRES. Note: ABI figures have been adjusted to be compatible with the BRES dataset.

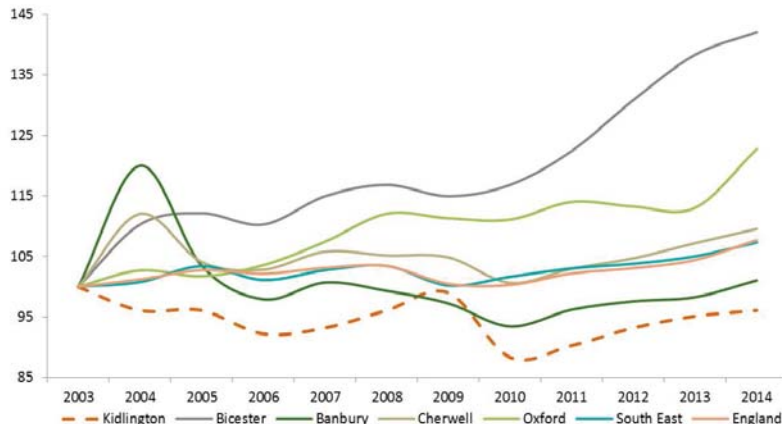
Figure 7.1 Overall Employment, 2003-11. Source: ABI and BRES.
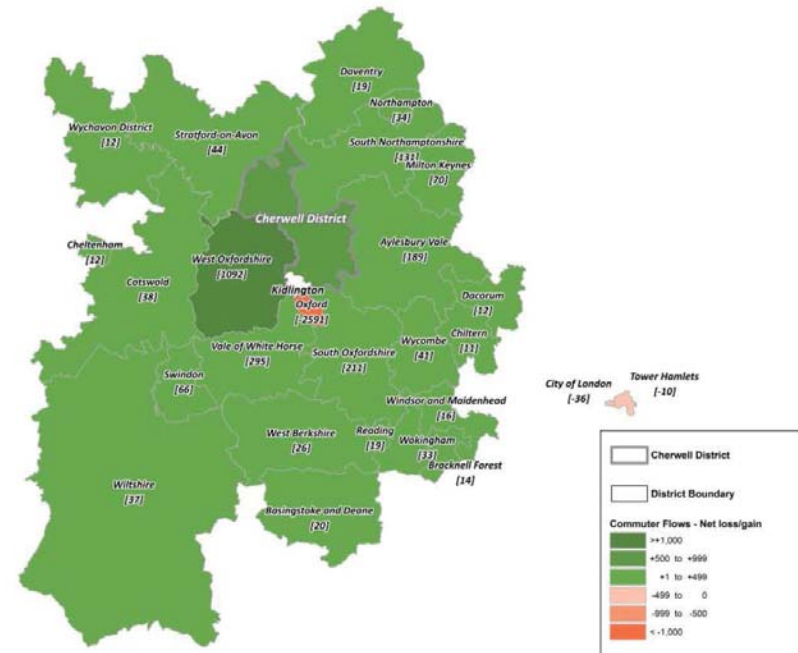

Figure 7.2 Commuting trends for Kidlington (net loss/ net gain). Source: Census 2011

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7.2   Key sectors

The ONS Business Register & Employment Survey for 2014 shows that the largest proportion of employee jobs in Kidlington is in public administration and defence (1,600 jobs). This high share is underpinned by the presence in Kidlington of the headquarters for Oxfordshire Fire and Rescue Service and the Thames Valley Police.

Other, notable high employment sectors include retail (800 jobs) publishing (500 jobs) and manufacture of computer, electronic and optical products (300 jobs).

There are a number of sectors in Kidlington which have relatively high specialisations compared to the national average – this is measured through a location quotient (LQ) in which a sector with a measure greater than 1 indicates that the proportion of employment in that sector is more concentrated at the local level than the national level.

These areas of specialisation are a reflection of the activities concentrated in Kidlington, including those located at key employment sites such Begbroke Science Park, Langford Lane and London Oxford Airport and include:

- Publishing activities in books and periodicals including the local presence of publishing firms such as Elsevier and Medicine Publishing.

- Repair and installation of machinery remains significant in the area. Given the technical nature of activities present at London Oxford Airport, it is possible that the machinery repair activities support maintenance required at the airport, where there are also a small number of jobs in air transport.

- Manufacture of electronics and electrical equipment also has a relative concentration in Kidlington. It is plausible that that this activity is associated with a small number of firms, such as Essentra Components.

- Scientific R&D is primarily concentrated in natural sciences and engineering and likely to be associated with the activities located at Begbroke Science Park. This science park is owned and managed by Oxford University. It has over 30 businesses, mostly operating in R&D in biotechnology, pharmaceuticals, materials, and environmental sciences.

Sector	Employment	% Total Employment
Public administration	1,600	16%
Retail trade, except of motor vehicles	800	8%
Wholesale and retail trade inc. motor vehicles	600	6%
Publishing activities	500	5%
Specialised construction activities	500	5%
Manufacture of rubber and plastic products	500	5%
Construction of buildings	400	4%
Education	400	4%
Human health activities	300	3%
Food and beverage service activities	300	3%
Manufacture of computer and electronics	300	3%

Table 7.2 Top Employment sectors by number of jobs, 2014 Source: BRES data- rounded to the nearest 100 to comply with ONS BRES data suppression

Sector	LQ vs. England	Employment 2014	% Total Employment
Publishing	10.3	530	5%
Manufacture of rubber and plastic products	7.8	470	5%
Sewerage	7.4	60	1%
Manufacture of computer and electronics	7.3	300	3%
Electricity, gas, steam supply	6.2	220	2%
Repair and installation of machinery	6.0	220	2%
Manufacture of electrical equipment	4.9	140	1%
Public administration	3.6	1580	16%
Wholesale and retail trade	3.2	590	6%
Construction of buildings	3.1	420	4%

Table 7.3 Employment location quotients. Source: BRES Top Employment Location Quotient, 2014 (knowledge-based sectors highlighted)

	2011	2014
Publishing		
Publishing of books and periodicals	500	500
Repair and installation of machinery		
Repair of metal products, machinery, & equipment	200	200
Manufacture of computer & electronics		
Manufacture of instruments for measuring, testing and navigation	300	300
Manufacture of electrical equipment		
Manufacture of other electrical equipment	100	100
Manufacture of electric motors, generators, & transformers	<50	<50
Scientific research and development		
R&D on natural sciences and engineering	100	100
R&D on social sciences and humanities	<50	0

Table 7.4 Sub-sector employment in knowledge-based sectors Source: BRES. Note: Sub-sector defined according to 3-digit SIC codes.

7.3 Economic priorities

7.3.1 Economic policy context

The policy context below presents an analysis of the economic priorities outlined in key documents at the national, sub-regional, and local levels. While there are a number of priorities at the local level directly related to Kidlington's development, it is also important to understand how it is positioned within the wider growth plans for Oxfordshire and the South East region.

Key messages

National and sub-regional policy

The Government's current Productivity Plan 'Fixing the Foundation' (July 2015) identifies 'Science' as a key economic infrastructure sector. Kidlington as home to Begbroke Science Park is an important for science and Research & Development.

Kidlington sits within two LEPs. The Oxfordshire LEP (OxLEP) has a Strategic Economic Plan (SEP) which focuses on priority localities at 'Science Vale', a important centre for scientific research in the south of the county; Oxford; and Bicester - investment centres forming a 'Knowledge Spine' along which further economic growth is to be encouraged including at the regional and global scale. This year (2016), OxLEP has consulted on a 'refresh' of the SEP which maintains the principal spatial focus on Oxfordshire's Knowledge Spine as the main location for housing and employment growth but which also encourages and supports projects in market towns and rural areas which support the objectives of the SEP and are well connected to the Knowledge Spine (and elsewhere). In addition to housing affordability, the Plan notes that there is a lack of suitable business premises, particularly for knowledge-based industries, that will allow businesses to 'scale-up' and still remain in the local area.

Cherwell is also in the South East Midlands LEP (SEMLEP). The aim of its Strategic Economic Plan is to deliver the necessary infrastructure to enable new homes to be built; to provide support to new and existing businesses to enable them to grow; to encourage inward investment; and to ensure that young people improve their skill levels to offer what businesses in the area are seeking. The Southeast Midlands LEP (SEMLEP) incorporates Kidlington, Oxford, Bicester, Milton Keynes and Silverstone.

Local policy

The Cherwell Economic Development Strategy (2011-2016) highlights the importance of Oxford to Kidlington's economy; the significance of Begbroke Science Park as a successful centre for scientific research and its increasingly important role in developing the 'knowledge economy'; and, London-Oxford Airport's growing role in supporting local businesses that require efficient global transportation services. Kidlington's active business network 'Kidlington Voice' is also highlighted with a view to ensuring that Kidlington develops a stronger identity and integrates its facilities better. The Strategy emphasises that Kidlington will need to work hard to retain those aspects of village life that it most treasures, providing an attractive centre around which a sustainable community can thrive; and that it will also benefit from developing stronger links between its resident, shopper, and daytime employee populations.

The Strategy states that there will be an emphasis on inward investment to help to diversify the district's economy. It notes that motor-sports will be used as a 'shop front' as well as other high technology specialised engineering sectors. Bio-technology, materials engineering and nanotechnology will become significant wealth generators especially in the south of the district.

The Strategy also addresses Kidlington specifically, stating that its future development is linked to that of Oxford City; Begbroke Science Park and the London Oxford Airport are two key assets that Kidlington must use to leverage growth particular in high-value knowledge based industries.

The Cherwell Economic Analysis Study (2012 & updated 2014) identifies several challenges to the district's future growth, one of which is its below average population growth and ageing population. In addition, Kidlington lacks a strong identity and could benefit from stronger links between its resident, shopper and daytime employee populations.

The Cherwell District Employment Land Review (2012 & addendum 2014) highlights that demand forecasts estimate that an additional 9.3 – 11.3 ha of additional B1 employment land will be demanded in Kidlington through to 2026.

7.4 Relationship to neighbouring areas

7.4.1 Cherwell

Bicester

The Cherwell Local Plan highlights that Bicester's current economy centres around the Ministry of Defence (MoD) activities, storage and distribution, food processing, and engineering. Looking forward, the District hopes to build upon these strengths and focus future growth on low-carbon, green technology, and knowledge-based sectors.

North-West Bicester was named by the Government as an eco-town. It is in the process of delivering 6,000 eco-homes in the area and the Local Plan aims to roll-out the objectives of Eco Bicester One Shared Vision across the entire town, in order to market it as an attractive, modern, and sustainable location for residents and business alike. In terms of housing, the plan commits to building approximately 10,000 new homes at Bicester by 2031. The country's largest self-build development is planned at Bicester at Graven Hill, a Local Plan allocation for some 2,100 homes.

Strategic development sites for employment include Bicester Business Park (B1 office) and Bicester Gateway (knowledge based economy). The aim is for this development to complement the employment development at Silverstone and part of the technology corridor from Oxford to Northamptonshire and Oxford to Cambridge. In 2014, Bicester was announced by the Government as being a Garden Town.

Banbury

Banbury is Cherwell District's principal town centre and a primary regional centre. Its economy is focused on manufacturing, distribution, service industries, and public administration. The Local Plan aims to diversify the economic base, attracting manufacturing and higher value activities and support the District's growth, both in economic and population terms. A total of about 7,000 new homes are planned to be built by 2031. The Local Plan identifies two new strategic employment sites at Banbury for a mix of employment uses.

7.4.2 Relationship with Kidlington

It is recognised that Kidlington could play an important role in the future development of other parts of Cherwell, particularly Bicester. The Council has an aspiration to diversify the economy and grow knowledge based sectors in Bicester. It is recognised that Kidlington already has strengths with Begbroke Science Park and the airport located in the village and its links with Oxford (most notably through Oxford University). For this reason, Kidlington is considered to be an important economic asset for the district and consideration should be given to how linkages with Bicester can be improved.

7.4.3 Oxford

Oxford City's Core Strategy 2026 (March 2011) sets out the most up to date vision and policy for the city's development. The Core Strategy states that Oxford should remain the central location for growth and investment in the central Oxfordshire sub-region. In support of this, it sets a minimum target of 8,000 new homes within the city over the period 2006 – 2026, with growth focussed on the regeneration areas to the south and south-east of the city.

The Northern Gateway located on the northern border with Cherwell, east of the A34 and bisected by the A44 and A40, is identified as a Strategic Area for employment-led development (B1 use), which will build on Oxford's strengths of education, health, research and development, and knowledge-based industries. The subsequent Northern Gateway Area Action Plan (July 2015) allocates land for up to 90,000 m² of employment floorspace for uses directly related to the knowledge economy of Oxford, alongside residential (500 units), small scale retail (up to 2,500 m²), and a hotel with associated leisure facilities.

A key consideration will be ensuring that these schemes are complementary with employment schemes being progressed in Kidlington such as at Langford Lane and Begbroke Science Park.
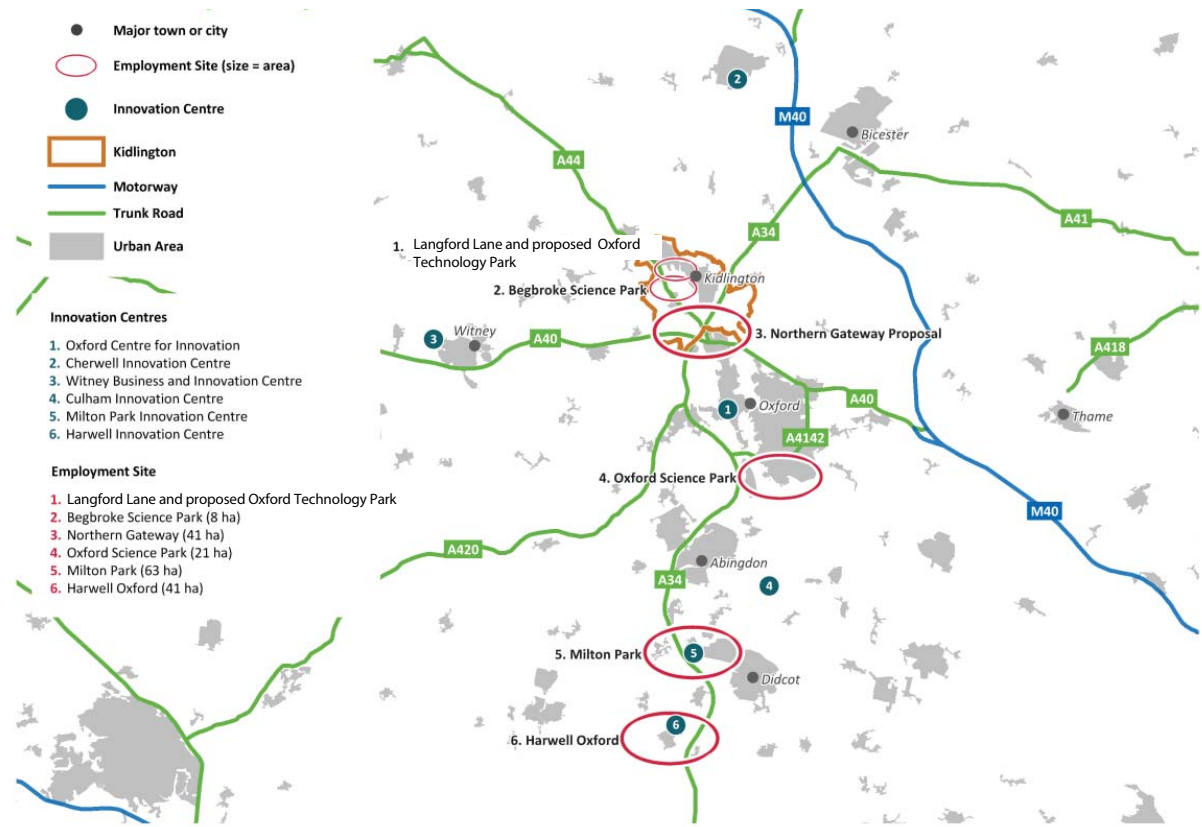

Figure 7.3 Innovation Parks and Innovation Centres in Oxfordshire. Spurce: Source: Digital Mapping Solutions from Dotted Eyes © Crown Copyright. All rights reserved. Licence Number 1000199918.

7.0 Economy and employment

7.5   Innovation parks and innovation centres

The following innovation parks and centres are located within Oxfordshire and have a potentially complementary relationship with employment at Kidlington:

7.5.1 Oxford

Oxford Science Park: approximately 3 miles to the south-east of Oxford. It was established as a joint venture between Magdalen College, Oxford and Prudential and as at January 2016 more than 530,000 sq ft of office and laboratory space had been completed. Significant further space is proposed through the masterplan for the site. The park targets science, technology and business occupiers. There are currently over 60 companies on the site with key business sectors including: computer hardware/software (31%); bio-science (43%); and other (26%).

Harwell Oxford: is a science, innovation, and business campus. It was developed as a public private partnership joint venture between the UK Atomic Energy Authority, the Science and Technology Facilities Council and international property group Goodman. The site is situated 14 miles south of Oxford City and is comprised of an existing campus spanning 104 acres, with an additional 238 acres available for development and 105 acres reserved for large scale science. As at January 2016, there were over 4,500 people employed on the site, working in around 150 organisations, ranging from research institutes to new start-up companies. Given the centre's emphasis on open innovation, it focuses on commercialisation of information, particular in the sectors of healthcare, medical devices, green enterprise, and computing, amongst others.

Milton Park: is located 11 mile south of Oxford City Centre and is run by commercial property company MEPC, which manages a number of businesses estates throughout the UK. As at January 2016, the site was home to over 165 organisations, which employ upwards of 6,500 people and is a partner of the Science Vale UK. Milton Park is a business estate and science centre comprised of more than 3.4 million sq ft of workspace, which ranges from office, laboratories, and industrial uses. Given the variety employment use class available on the site, the organisations it houses vary significantly from logistics oriented firms such as Oxford Logistics, to research and development firms such as Oxford Genome Sciences.

Northern Gateway: the proposed business and retail development zone located in the north of Oxford City, is being progressed by developers Goodman and Kier Property. The plan includes the construction of 98,000 m² of offices, able to accommodate around 8,000 employees. An additional 3,500 m² of retail space are proposed in addition to a hotel and around 200 residential units. This proposal is supported by Oxford City Council, given that it is one of the few remaining site of its size able to provide the employment space required to accommodate expansion within the city.

7.5.2 Cherwell and Wider Oxfordshire

Cherwell Innovation Centre: is located in Upper Heyford, a few miles from Bicester. The Innovation Centre occupies two buildings on site providing around 20,000 sq ft of office and laboratory space ranging from 100 sq ft to 600 sq ft. The centre can support over 40 companies, each with between 1 and 25 employees. The centre attracts a mix of technology and science based companies. In 2003, the DiagnOx Laboratory was launched, a fully equipped managed laboratory and office facility that allows researchers or companies in the Bio Technology Industry to undertake R&D and proof-of-concept work cost-effectively and in a supportive environment.

Culham Innovation Centre: was opened in 2001 as part of a partnership agreement between Oxford Innovation and UK Atomic Energy Authority Fusion and Industry. The site itself is a purpose-built laboratory occupying 180 acre and situated 10 miles south-east of Oxford City centre. The Centre is comprised of over 10,000 sq ft of office space and has capacity for around 30 companies, the majority of which operate in the science and technology-related industries. The Centre also houses the head office of the UK Atomic Energy Authority, the Culham Centre for Fusion Energy, and the world's largest fusion experimental facility (JET).

Harwell Innovation Centre at Harwell Oxford: is located on the Harwell Campus mentioned above, and opened in 2000 with support from the UK Atomic Energy Authority. It is part of a network of innovation centres managed by Oxford Innovation, a major operator of innovation centres throughout the UK. The Centre offers over 25,000 sq ft of office space, allowing it to accommodate around 60 businesses of between 1 and 20 employees at a time.

Milton Park Innovation Centre at Milton Park: is located within the Milton Park mixed-use business and science park. The innovation centre offers small to medium sized office accommodation for start-up and growing companies. As part of its office, the Innovation Centre provides business support and an emphasis on professional collaboration.

Oxford Centre for Innovation in Oxford: is located within Oxford City Centre and is owned by Science Oxford. It was created as part of a £30 million project to build a cultural centre for science and enterprise, and currently is comprised of 25,000 sq ft of office space. As at January 2016, the centre housed 13 companies, predominately in the high-tech sector, which employ over 130 people. Demand for office space at this site is high, with the number of employees expected to double by the end of 2013, and the centre is being expanded to accommodate this growth.

Witney Business and Innovation Centre: is located just outside of Witney, some 15 miles west of Oxford City Centre. This business and innovation centre is located on the Windrush Industrial Park. The Centre provides office space which range between 100 sq ft to 3,000 sq ft, with maximum capacity to house 21 early-stage technology firms. Additionally, the Centre offers virtual accommodation and shared office space. The Witney Business and Innovation Centre is managed by Oxford Innovation, which manages a number of innovation centres across the UK.

Alan Baxter

7.6   The role of key Kidlington employment areas

The Local Plan Part 1 identifies two locations for high value employment development at Kidlington to support its contribution to the important role of Oxford in the county's economy. This will involve a local, small scale, review of the boundaries of the Oxford Green Belt around the existing Begbroke Science Park and in the vicinity of Langford Lane/Oxford Airport (Oxford Technology Park). It is intended to reinforce their roles as part of a high tech "cluster" of existing businesses that includes university "spin off" companies with good short term growth prospects. The specific details of this review are a matter for the Local Plan Part 2, albeit two "areas of search" are identified. This is consistent with the Oxford/Oxfordshire City Deal, the Oxfordshire Strategic Economic Plan (March 2014) and the Oxford Innovation Engine report (October 2013), as well as the Economic Analysis Study for Cherwell (August 2012).

7.6.1   Langford Lane

To the south of Langford Lane is a large industrial estate, which is home to a number of commercial businesses. The area itself is divided by the canal and bordered to the north by London Oxford Airport and the Green Belt to the west and south. There has been a growing number of firms locating at the site in recent years, with commercial activities ranging from manufacturing to publishing and printing.

The Cherwell District Employment Land Review (2006) recognised the importance of this location to provide employment generating development and noted that the recent developments on Langford Business Park (West side of Canal), "have increased the standard of development for the area along Langford Road" (p. 82). As such, the Review suggests that this cluster, in addition to the neighbouring Station Field Industrial Park (East side of Canal), be protected for high quality employment generating development. The 2012 Employment Land Review Update identifies 6.5 ha of undeveloped land in the Langford Lane Business Cluster.

In order to maximise its potential to support the area's wider growth aspirations, the Local Plan notes that, "progressive improvements to the Langford Lane employment area will be encouraged to accommodate higher value employment uses such as high technology industries." It notes that economic analysis has identified the need for employment land in Kidlington to accommodate uses such as high tech industries.

Site Ref	Employment Cluster	Area (Ha)	Undeveloped sites (Ha)	Condition
K1	Cherwell Business Park	5.3		Poor or very poor
K2	Station Field Industrial Park	8.3		Good or very good
K3	West side of Canal	11.8	1.4	Good or very good
K4	Motor Park	4.8		Good or very good
K5	Oxford Spires	6.0	1.3	Good or very good
K6	Begbroke Science Park	4.8		Good or very good
K7	London-Oxford Airport	20.0		
K8	Field of Langford Lane	8.9	6.5	

Source: Cherwell Employment Land Study (URS, 2012)

Figure 7.4 Kidlington employment areas

Future plans

On 10 October 2016, Bloombridge and Hill Street Holdings had planning permission (14/02067/OUT) granted for a 'New build Technology Park comprising 40,362 m² of office, research and development, laboratory, storage and ancillary space' on land to the south of Langford Lane, Kidlington.

The site, comprising 8.2 ha of Green Belt land, is situated to the south of the airport entrance. The approved application emphasises that Kidlington has experienced significant economic growth due to the strong demand for employment land by firms that have increasingly higher-value operations. However, supply of employment land (particularly B1) is insufficient to meet growing demand.

The site will house hybrid buildings to attract occupiers from a range of sectors including life science, high tech, clean tech, possibly aerospace and aeronautical industries. An innovation centre will mark the entrance leading to a series of bespoke hybrid buildings comprising office and lab space as well as storage/warehouse. The target audience for the site would be businesses from Oxfordshire and beyond. It will be aimed at those firms who have struggled to find affordable space around Oxford. They report a steady flow of high tech industries in the area over the years, all of which have had to take either pure office space or plain industrial space and convert for their specialist uses. The space will appeal to occupiers that do not wish to pay higher rents closer to Oxford.

The proposed development will generate significant economic benefits in Kidlington, by supporting a large number of high-value and highly skilled jobs in the area. Attracting highly skilled people to the area increasing the workplace population and potentially increasing the local resident population; generating additional expenditure in the local economy. The increase in workplace and household expenditure will also support further employment through the local supply chain.

However, Kidlington will need to increase the levels of goods and service provision in the area to meet the additional demand the proposed development will generate as a result of the additional workplace and resident population. The development will also support a number of temporary construction jobs during the build phase, which could also benefit the local supply chain and create further employment. In terms of synergy with other nearby facilities, the promoters envisage that Begbroke Science Park would provide phase 1 space and Langford Lane would provide second and third stage space for firms. The growth of Langford Lane is expected to be supported by the growth of London Oxford Airport and other nearby sites such as Silverstone.

7.6.2 London Oxford Airport

The London Oxford Airport is located one mile north of Kidlington Village Centre and is bordered by Langford Lane to the south. The airport is owned by Oxford Aviation Services and occupies a total of 508 acres of land. The airport is used by general aviation and business aviation operators and hosts over 5,500 business aviation flights a years. It also serves commercial passenger aviation, either scheduled airline services of seasonal charter flights, however currently this side of the business is limited. The airport also continues to grow its air cargo activity.

There is capacity for 160,000 movements a year and with currently 40,000 movements a year on average, there is scope for expansion. A key constraint to growth includes the runway length which means that the airport can only be served by planes with up to 100 seats. The airport is also restricted by planning agreements which determine the hours of flying at the airport.

Approximately 1,000-1,200 people are employed on the airfield in all areas of aerospace and engineering support. Key occupiers include the CAE Oxford Aviation Academy, Airbus Helicopters and Gama Aviation.

The airfield site is home to a number of businesses in the technology, aerospace, and related sectors. These include subsidiaries from international firms such as Raytheon and Hunting and the focus of their businesses range from scientific and environmental research to aerospace design and aviation management.

The world-renown CAE Oxford Aviation Training school operate a fleet of 20 aircraft, however recent years have seen a radical change in training techniques with greater use of ground base simulators. Students at the aviation training school are important users of Kidlington town centre. There are generally around 400 students who reside on and off site.

Future plans

The Airport is looking to increase the scope of knowledge-based and high-skilled employment on the site with appropriate amenities for maintenance support providers (hangars, workshops, warehousing etc). They intend to continue their strong tradition of providing training, through enhanced pilot training facilities and student accommodation. Given the constraints on future growth imposed by the restricted runway length and competition from other airports, London Oxford Airport relies heavily on income from their airfield

property portfolio to sustain the operations of the airport. As a result they intend to build upon their established position as a mini-aviation business hub and attract future aviation related support companies.

There have been a number of recent physical improvements to the airport, including widening and strengthening of the runway, establishment of an 8,000 sq.ft. business aviation terminal, 12,500 sq.ft. office building and 48,000 sq.ft. hangar that will support the future growth plans. The London Oxford Airport's catchment mainly covers a one hour drive time.

London Oxford Airport is the 5th biggest in the UK in terms of private aviation. Both businesses and individuals use the airport, including firms such as JCB, Shell and BMW.

The Airport would like to get back into the commercial sector, but not at any cost. The most likely route to be reinstated would be Oxford-Edinburgh twice a day. Longer term any expansion of the commercial airline side would require expanded passenger facilities.

All of the land is in the greenbelt, though the airport has permitted development rights to build in the greenbelt as long as this is airport related (national policy – part 18). The most likely mix of uses would be space for hangers, offices and workshops.

London Oxford Airport is very positive about extensions around Begbroke Science Park and Langford Lane as this will help to support business flights. A key requirement for the airport was the opening of Oxford Parkway station which is seen as being fundamental to the growth of the airport. London Oxford Airport would be keen to ensure that bus services link the airport to the station in around 6-7 minutes potentially stopping at Begbroke and avoiding the town centre (however this route would offer no benefits to Kidlington Village Centre). Key concerns to future growth include congestion through the town and along the A34.

There is a clear alignment between the airport's future growth plans and the overall growth plans outlined in The Cherwell Economic Development Strategy 2011–16. This Strategy acknowledges the airport as key for attracting inward investment and supporting the growth of established, higher-valued business clusters (Themes 12 and 17). More specifically, the efficiencies in transport that the airport provides to nearby firms will help existing businesses expand operations and will also allow Kidlington to be a suitable business location for new firms that require global transportation services.

The growing cluster of high-technology firms located on the airport premise and their relations with surrounding area such as Begbroke

Alan Baxter

Science Park and Langford Lane also presents an opportunity to support the development of the area as a whole by gradually upgrading commercial activities to those of higher-value. This is acknowledged in the Local Plan (2015), which states that employment land should "create a gateway with a strong sense of arrival from the airport and to the [Langford Lane] industrial estate" (Policy Kidlington 1).

7.6.3 Begbroke Science Park

The Begbroke Science Park is owned and operated by Oxford University and offers business incubation space and accommodation for new companies as well as academic research space for departments within the university. The Science Park has outline permission for a total built areas of 21,000 m² within the core science park site.

It is located one mile west of Kidlington Village Centre along Woodstock Road. Firms located on the premises are primarily related to engineering and material science, life sciences, energy, computing, nanotechnology and automotive sectors. University organisations located on site include the University Institute for Advanced Technology and the Centre for Innovation and Enterprise.

Begbroke actively promotes the knowledge and technology transfer between the businesses as well as academic activities it houses through organised events and seminars. Additionally, there is a strong emphasis on the commercialisation of academic research into new business start-ups, as well as the growth of existing businesses. In addition to various forms of business support, Begbroke actively supports firms to connect with early-stage finance sources such as the Isis Angels Network and The Oxford Investment Opportunity Network.

The University operates a minibus Service which serves the science park.

Future plans

The Cherwell Economic Development Strategy 2011–16 highlights the important role that Begbroke will continue to play in developing the knowledge economy within Kidlington and the wider Oxford area. Theme 7 of the Strategy focuses on the expansion of Begbroke, with plans including new road access (now constructed), the opening of an ISIS Innovation Centre to support technology transfer, and increased business accommodation space. The Strategy also addresses the importance of ensuring that new spin-out companies are encouraged and supported to stay within the local area and support the local business cluster growth.

The Cherwell District Employment Land Review (2012) also stresses the important role that Begbroke has in ensuring that the existing cluster of high tech/knowledge economy industries around the Science Park, Langford Lane and London Oxford Airport are able to expand and attract new firms. This most recent Employment Land Review highlighted "the relative lack of available and suitable office premises in Kidlington to match the latent demand" and that supply of office employment land must be expanded in order to accommodate the higher-value companies looking to locate in the district.

This point is supported by the Local Plan which, notes that Kidlington, and Begbroke in particular, have the potential to provide land for high-tech university spin-outs, which are seeking to locate in the area and expand upon the existing cluster in north-west Kidlington.

7.6.4 Relationship to Kidlington village centre

The Village Centre needs to establish a distinct role and improve its offer in order to increase its draw. Future plans could include more food retail, including convenience, more parking and a conscious allocation of office business space and new housing in appropriate locations.

7.7 Tourism

The North Oxfordshire Tourism Study & Tourism Development Action Plan 2015-2020, October 2014 shows potential for significant future growth in tourism in Cherwell in terms of:

- *"The projected growth in population and increasing affluence in the District and surrounding areas - which will fuel growth in demand for day visits, visits to friends and relatives and weddings and family occasions.*

- *The expansion of Bicester Village and new rail link to Bicester Town from London and Oxford - which should deliver an increase in visitors to Bicester Village.*

- *The possible development of a major new visitor attraction on the former RAF Bicester site.*

- *The potential for existing and new visitor accommodation businesses to capitalise on the forecast national growth in domestic and inbound overseas tourism by positioning themselves as a base for visiting the surrounding major attractions and destinations, or as a stop off point on an extended tour of the country.*

- *The projected development of the District's economy - which will drive growth in corporate demand for hotel and serviced accommodation and support hotel and other accommodation development.*

- *The potential for the District to capitalise on current tourist accommodation development trends."*

Kidlington could benefit from these opportunities, in particular:

- Promoting use of the Oxford Canal - The canal has the potential to attract more leisure visitors by boat as well as providing a focus for activities such as walking, cycling, boat trips and fishing and providing general visitor interest. There is a good working partnership and Canal and River Trust committed to promoting the use of the canal for leisure purposes. Priorities include the identification of key sites and opportunities for new canal-side leisure development and boat servicing facilities including marinas, improving physical access to the canal and the creation of hubs of activity.

- The potential for new visitor accommodation - There are no hotels or conference facilities in Kidlington and a limited number of bed & breakfast establishments. The proximity to London Oxford Airport, Begbroke Science Park and the business parks may provide the opportunity for hotel and conference facilities. At present, there are only a small numbers of B&Bs and guest houses in the Kidlington area. The Tourism Study identifies Kidlington as a suitable location for a budget hotel.

- Making Kidlington a more attractive visitor destination - for example through:
    - providing a sense of arrival and welcome
    - creating a 'sense of place'
    - enhancing the quality of the public realm
    - giving the visitor things to do and a reason to visit i.e.: improving the offer and visitor facilities - hotel accommodation, moorings and facilities for canal users, extending the choice and quality of food and drink offer
    - ensuring there is sufficient orientation and information for visitors.

8.0
Housing

8.1   Introduction

Oxfordshire is a relatively high value market and house prices indicate strong house price growth over the pre-recession decade. The strongest demand pressures are in Oxford which has recently been identified in the property market as the "least affordable location in the country" to buy a home; followed by the south of the county (Vale of White Horse and South Oxfordshire). In relative terms, the evidence points to less market pressure in Cherwell District. However, house prices and rents are higher in Kidlington than in other parts of the District and estate agents report a high demand for market housing in the village with demand outstripping supply. This reflects the strategic location of Kidlington in relation to Oxford and historically lower prices for comparative properties than in the city.

Cherwell's Housing Strategy 2012-2017 has six strategic priorities:

• Strategic priority 1: Increase the supply and access to housing

• Strategic priority 2: Develop financially inclusive, sustainable communities

• Strategic priority 3: Support our most vulnerable residents

• Strategic priority 4: Ensure homes are warm, safe and well managed

• Strategic priority 5: Prevent homelessness

• Strategic priority 6: Maximise resources and be an 'investment-ready' district

The County-wide Strategic Housing Market Assessment (SHMA) (2014) confirmed that Kidlington is directly affected by pressures in the Oxford housing market. Evidence points towards significant affordability pressures, both in regard to the (un)affordability of market housing and in terms of an acute shortage of affordable housing. This is borne out in levels of overcrowding in the city, very high land values and the high entry-level house prices which are 10 times the annual earnings of young households. Oxford has some of the highest land values in the region. Lower quartile house prices are 10 times that of annual lower quartile earnings. Tackling affordability has been identified as the primary issue alongside meeting increased demand. The growth of smaller households including single person households and the growth of households headed by people over 65 are the most significant demographic drivers. These factors point

strongly towards a need to delivering more homes in the future in order to ensure that young households can form a home or get a foothold on the housing ladder, particularly in Oxford.

The Oxfordshire Councils 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 could be tested through their respective Local Plans. On 26 September 2016 an apportionment was decided upon by the Oxfordshire Growth Board. Cherwell District has been asked to accommodate an additional 4,400 homes by 2031. The Council is currently (November 2016) considering whether and how Cherwell can sustainably accommodate the additional growth through a Partial Review of Part 1 of the Local Plan.

8.2   Planning Policy Context

No strategic housing growth is proposed at Kidlington in the Local Plan to meet Cherwell's needs but other housing opportunities will be provided. In considering the scope of new residential development within the built-up limits of Kidlington, the Local Plan states that consideration will be given to its role as a larger service centre and its urban character, the functions that existing gaps and spaces perform and the quality of the built environment.

Kidlington is designated as a Category A Service Village suitable for minor development, infilling and conversions (Policy Villages 1). Policy Villages 2 states that a total of 750 homes will be delivered at Category A villages (including Kidlington). This will be in addition to the rural allowance for small site 'windfalls' and planning permissions for 10 or more dwellings as at 31 March 2014. Sites will be identified through the preparation of the Local Plan Part 2, through the preparation of Neighbourhood Plans where applicable, and through the determination of applications for planning permission. Small scale affordable housing schemes to meet specifically identified local housing need may be brought forward through the release of rural exception sites (Policy Villages 3).

Policy BSC2 of the adopted Local Plan states that housing development will be expected to make effective use of land and the Council will encourage the re-use of previously developed land

in sustainable locations. New housing should be provided on net developable areas at a density of at least 30 dwellings per hectare unless there are justifiable planning reasons for lower density development.

Policy BSC3 states that at Kidlington, all proposed developments that include 11 or more dwellings (gross), or which would be provided on sites suitable for 11 or more dwellings (gross), will be expected to provide at least 35% of new housing as affordable homes on site.

The Council will support proposals for community self-build or self-finish affordable housing where they will meet a specific, identified local housing need and particularly where they will result in suitable empty properties being brought into residential use. In identifying suitable sites, it will be necessary to balance the advantages of providing affordable housing with the degree of harm that would be caused, for example to the appearance of the village, the surrounding landscape or to the historic environment. **Policy Villages 3:** Rural Exception Sites states:

'The Council will support the identification of suitable opportunities for small scale affordable housing schemes within or immediately adjacent to villages to meet specific, identified local housing needs that cannot be met through the development of sites allocated for housing development'.

8.3   Housing need

A County-wide Strategic Housing Market Assessment (SHMA) was commissioned jointly by the Oxfordshire local authorities in 2014 to provide a detailed assessment of housing need on a District and County-wide basis. The SHMA identified a need for 1,142 homes per year in Cherwell to support a "Committed Economic Growth" scenario. The adopted Local Plan meets this requirement in full. The Committed Economic Growth Scenario provides for demographic needs but also takes into account the present level of employment commitments in the district and nearby, the very positive prospects for the county's economy, the relevant county and district Strategic Economic Plans, the Oxford/Oxfordshire City Deal (2014) and the objectives of the two Local Economic Partnerships involved.

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The Inspector at the Local Plan Examination concluded that the 2014 SHMA and the modifications to the Local Plan Part 1 arising from it properly address the NPPF's requirements for a "significant boost" to new housing supply and to meet the full Objectively Assessed Needs (OAN) of the District, including for affordable housing, as well as take account of "market signals".

In adopting the Local Plan, the Council 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.   This is being addressed in the Partial Review of the Local Plan currently being undertaken.

8.4   Affordable Housing

The Council has a high level of need for affordable housing which is defined by the Government in the NPPF as comprising social rented, affordable rented and 'intermediate' housing (such as shared ownership) provided to eligible households whose needs are not met by the market. The Oxfordshire Strategic Housing Market Assessment (SHMA) 2014 has identified a net need of 407 affordable homes per year. This is calculated by taking into account the backlog need, need from newly forming households, existing households falling into need and the supply of affordable housing.

No specific housing needs survey has been undertaken in Kidlington. Planning applications are assessed against the District's affordable housing requirements to establish tenure and mix.

The average price of a 3 bedroom semi-detached house in Kidlington is currently in the region of £350,000 (February 2016). Rentals are generally higher in Kidlington than elsewhere in the district. In January 2016, the average rental for a 1 bedroom flat was in the region of £850 a month and £1200 for a 3 bedroom house.

House prices reflect the higher land values in Kidlington compared to other parts of the district.

The Council's Housing Strategy 2012–17 takes into account Government policy on the provision of affordable housing and the Homes and Community Agency's current funding regime. The additional value in the stock of affordable housing can be used by Registered Providers to secure finance for further investment in new housing. The Housing Strategy seeks to increase the supply of, and access to, affordable rented housing. It sets a target of delivering 750 affordable homes in total between 2012 and 2017 which include new homes, the acquisition of market homes by Registered Providers and bringing empty homes back into use. The Housing Strategy highlights the importance of developing sustainable communities. The Housing Strategy recognises the need for affordable homes, and aims to ensure that Cherwell is well-placed to maximise investment by Registered Providers and to respond to opportunities as they arise. Securing new affordable housing on site as part of larger developments is the most significant way in which homes can be provided.

An Affordable Housing Viability Study has been produced to assess the levels of affordable housing that could reasonably be required from new housing developments. In general, the higher land values in rural areas and at Kidlington allow for higher affordable housing requirements per site than at Banbury and Bicester where land values are lower. The Affordable Housing Viability Study demonstrates that in general affordable housing can be delivered in Cherwell without social housing grant or other grants.

The Council will support proposals for community self-build or self-finish affordable housing particularly where it will result in suitable empty properties being brought into residential use. The Council has established a community self-build housing programme known as 'Build!' to promote new build and for the refurbishment of empty homes. It is a member of a Government-Industry Self-Build Working Group and has contributed to a National Action Plan to develop community self-build. The Council is also in the process of establishing a District-wide Community Land Trust which will help create the conditions for, and facilitate, community-led housing more generally.

8.5   Housing mix

Meeting housing needs depends not only on increasing the supply of suitable housing but also on encouraging a mix that can help improve the functioning of the housing market system, make it more fluid, and enable households to more easily find and move to housing which they can afford and which better suits their circumstances.

Policy BSC4 requires the provision of a mix of housing in Cherwell that reflects the needs of an ageing population, a growth in smaller households and which meets the requirements for family housing. The mix of housing needs to enable movement through the market from one house type to another as the needs of households change. Cherwell has substantially more detached and more semi- detached housing and fewer terraced houses and flats than Oxford, reflecting its position as a more rural and suburban area. This means that there will be fewer smaller, more reasonably priced entry level homes affordable to younger, newly formed households.

The Oxfordshire Strategic Housing Market Assessment (SHMA 2014) provides conclusions on a strategic mix of housing for Oxfordshire over the next 20 years. The SHMA analyses the types and sizes of accommodation occupied by different ages of residents, projected changes in the population and estimates of future need and demand for different sizes of homes. The SHMA advises that at an individual local authority level, there is a greater need for 3-bed properties in Cherwell and that the overall mix identified is focused more towards smaller properties than the existing mix of homes in Oxfordshire. The SHMA also advises that in applying policies for housing mix to individual development sites, regard should be had to "…the nature of the development site and character of the area, and to the up-to-date evidence of need as well as the existing mix and turnover of properties at the local level" (paragraph 7.40).

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The need for housing for those with care needs is also significant. 'Extra care' housing in particular will be important in meeting the housing needs of an older population across all tenures. Extra care housing comprises self-contained accommodation for older and disabled people which enables independent living by providing a range of support facilities on the premises and 24-hour care services. Extra care can also contribute in achieving more social cohesion by providing an opportunity for community living and a better mix of housing within residential areas. The NPPF recognises that a key driver of change in the housing market over the next 20 years will be the growth in the population of elderly people. Evidence produced for the Council's former Housing Strategy for Older People (2010-2015) identified a requirement for an additional 788 units from 2010 to 2026 to meet extra care and 'enhanced sheltered' needs. Extra care remains an important housing option in the District Housing Strategy 2012-2017. The 2014 SHMA also highlights that an ageing population and higher levels of disability and health problems amongst older people will mean an increasing demand for specialist housing.

There is increasing demand for housing in Kidlington in particular, smaller home suitable for smaller and newly formed households. The market has responded to this demand through an increasing number of planning applications for the conversion of larger houses into flats and the demolition of larger units and replacement with flats. This has the benefit of increasing housing stock in the village but must be carefully controlled in order to minimise impact on village character and amenity and to ensure that adequate parking provision and infrastructure is provided to meet the needs arising from the development. There is increasing concern about the impact of conversions and redevelopment on the character of the village, design quality and associated problems of parking.

Retained policies in the adopted 1996 Local Plan are currently applied in the determination of planning applications. These will be replaced by The Local Plan Part 2 will contain Development Management policies relating to the conversion of houses to flats and the provision of an appropriate mix of housing types and tenures in the village.

There is a need to create local housing ladders through the provision of more housing suitable for older people; more moderately sized family housing which is affordable to those on average incomes and more downsizing homes. This will enable greater movement in the housing market and address issues relating to under and over-occupation.

8.6   Tenure

Kidlington has just over 600 Registered Provider (typically Housing Associations) rented properties with high concentrations around Grovelands, Croxford Gardens, Marlborough Avenue, Cherwell Avenue and Bramley Close.

The Registered Providers/Local Authorities that have stock in Kidlington are:

- Green Square (Oxfordshire Community Housing Association)
- Sanctuary HA (Banbury Homes/Charter HA)
- Oxford City Council
- Sovereign HA
- Catalyst HA
- Bpha
- Bromford HA

Cherwell are considering new tenure initiatives for future schemes including private rented models and private sector leasing.

Bpha have recently completed a scheme of affordable Extra Care homes in The Moors which has provided 39 rented units.

Cherwell have developed a self-build scheme, based on 'sweat equity' shared ownership. Sweat equity is an interest or increased value in a property earned from labour and is used to describe the value added to property by owners who make improvements by their own work. Families who would otherwise be unable to purchase a home

contribute sweat equity hours to the construction of their own home. If the 'sweat equity' amounts to less than 25% of the total value of a dwelling, the self-builders must purchase additional equity to have the minimum of 25%. Initial schemes are likely to be in Bicester, but Cherwell are actively looking for additional sites to roll out this model including potential rural exception sites, or brownfield sites. Ultimately the land will be transferred to a Community Land Trust.

The Build! Project introduced by Council Build! offers an individual, or group of people, the opportunity to come together to either build a new home, or to renovate and decorate an existing property. In return for the work they put in they can benefit from a reduced purchase price or lower rental rates. Those involved also get a greater opportunity to create a home that is more suited to their individual needs. During 2014 and 2015 in the region of 250 new homes in Banbury and Bicester were created through this project. The properties will be available to buy on a shared ownership or outright sale basis, or to rent at 80% of the open market value.

8.7   Housing land supply

The Council's 2015 Annual Monitoring Report includes a stated position of 5.6 years for the five year period 2016-2021 (and previously 5.3 years for 2015-2020).

On 12 May 2016, an appeal decision relating to a case at Kirtlington (APP/C3105/W/15/3134944 & 14/02139/OUT) was received which confirmed that the Council can demonstrate a five year housing land supply (subject to detailed comments about the district's supply position).

From 2011 to 2016, 226 new homes (net) were completed in Kidlington Parish and at 31 March 2016 a further 37 new homes (net) had planning permission but had not been built. In Gosford and Water Eaton Parish, 13 new homes (net) had permission but had not been built (source: Cherwell District Council).

Alan Baxter

The Council's Strategic Housing Land Availability Assessment (SHLAA) provides an informed estimate of land availability for housing at a given point in time, to inform plan-making and to help maintain a five-year supply of housing land. For sites to be identified in the SHLAA they must be deliverable (available now and with a realistic prospect of development in 5 years) and developable within the plan period. The 2014 SHLAA Update identified only one site within the settlement boundary as having potential for development taking into account issues of deliverability and planning policy:

• Builders Yard, The Moors (Site KI082) - capacity 13 dwellings

The SHLAA identified an expected supply of 86 dwellings on sites with planning permission at 31 March 2014. These were: 54 at Thornbury House (completed 2015/16); 22 dwellings at 1-20 Lakesmere Close (completed 2014/15); and 10 dwellings at 4 The Rookery, which has been superseded by a new permission for 30 dwellings (completed 2015/16).

A small sites windfall allowance of 221 dwellings over the period 2014-2031 is also identified in the SHLAA Update to take account of small sites which may come forward for development within the built-up area.

Taking into account sites with planning permission or potential for development within the settlement boundary and small site windfalls, the SHLAA estimated a potential housing land supply in Kidlington equivalent to 320 homes in the period up to 2031.

The 2014 SHLAA Update also identified three sites (KI095, KI103 and KI104) outside the settlement boundary with a combined capacity of 357 dwellings which could be considered as having housing potential with changes to adopted Green Belt policy. However, it is acknowledged that exceptional circumstances would have to be demonstrated for the release of these sites from the Green Belt.
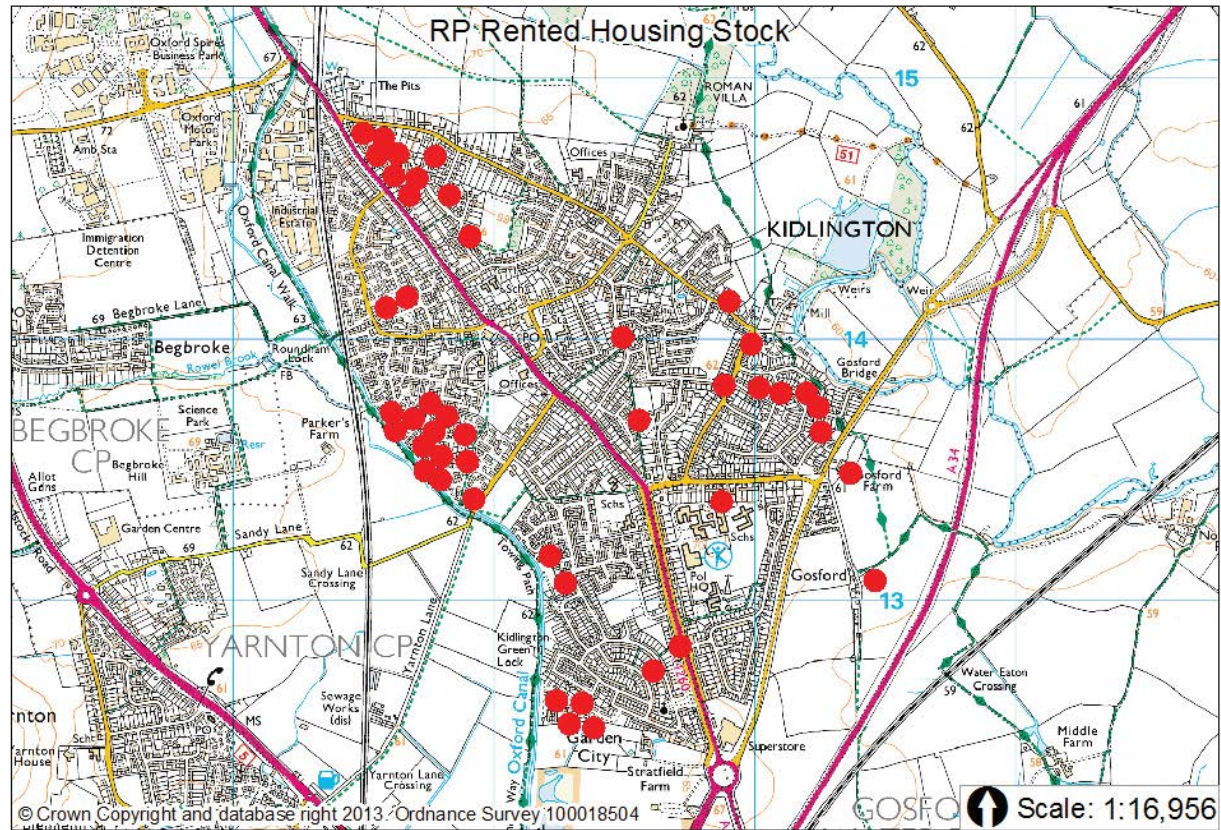

Figure 8.1 Kidlington housing stock. Source: Cherwell District Council, 2013

8.0 Housing

9.0
Planning context

9.1   National policy

9.1.1   National Planning Policy Framework (NPPF)

The NPPF sets out the Government's planning policies and how it expects these to be applied and replaces previous planning policy guidance and statements. At the heart of the NPPF is a presumption in favour of sustainable development in plan-making and decision-taking and it identifies three dimensions to sustainable development: economic, social and environmental. The following key objectives are identified:

- economic – building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

- social – supporting 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; and

- environmental – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The NPPF reiterates that these roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system and the planning system should play an active role in guiding development to sustainable solutions.

Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- making it easier for jobs to be created in cities, towns and villages;

- moving from a net loss of bio-diversity to achieving net gains for nature;

- replacing poor design with better design;

- improving the conditions in which people live, work, travel and take leisure;

- widening the choice of high quality homes;
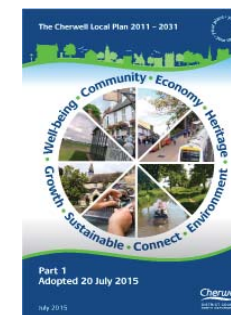
The NPPF requires Local Plan making to:

- contribute to the achievement of sustainable development;

- reflect vision and aspirations of local people;

- achieve economic, social and environmental gains;

- avoid significant adverse impacts and to consider development options;

- involve meaningful engagement;

- as far as possible develop a collective vision and agreed priorities. develop strategic policies to cover the homes and jobs needed; retail, leisure and commercial development; the provision of infrastructure; the provision of community and cultural facilities including health and local facilities; climate change mitigation and adaptation; and the conservation and enhancement of the natural and historic environment including landscape.

National: NPPF

Strategic: Oxfordshire 2030

Local: Cherwell Adopted Local Plan Part 1

Figure 9.1 Planning context documents

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9.2 Strategic policy

9.2.1 Oxfordshire 2030 Sustainable Community Strategy

The Oxfordshire 2030 Sustainable Community Strategy sets out a long-term vision for Oxfordshire's future:

'By 2030 we want Oxfordshire to be recognised for its economic success, outstanding environment and quality of life; to be a place where everyone can realise their potential, contribute to and benefit from economic prosperity and where people are actively involved in their local communities' (source: www.oxfordshire.gov.uk).

The ambition is to:

- Create a world class economy for Oxfordshire building particularly on the high tech sector.

- Have healthy and thriving communities. We want to sustain what is good about our city, towns and villages but also respond to the needs of the 21st century including the impact of demographic and lifestyle changes.

- Look after our environment and respond to the threat of climate change and the potential for more extreme weather conditions. The threat of flooding is a particular concern.

- Break the cycle of deprivation by addressing the regeneration needs of disadvantaged communities; reducing the gap between the best and worst off and supporting people to maximise their talents and raise their aspirations.

The objectives for Cherwell include:

- Develop the unique characters of Banbury, Bicester and Kidlington and engender a sense of pride, belonging to the community and heritage.

- Secure housing growth that meets the Government targets and the needs of the district through an appropriate mix of market and affordable housing.

9.3 Local policy

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.

- 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.

Currently (November 2016), the existing statutory Development Plan includes 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. A Neighbourhood Plan has also been made but does not affect the Kidlington area.

As previously highlighted, the Council is undertaking a Partial Review of its Local Plan to help with Oxford's unmet housing need. This is in order to meet a commitment embedded within the Local Plan.

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 '.

On 26 September 2016, the Oxfordshire Growth Board considered the results of the joint work programme which has been undertaken since November 2014. The Growth Board decided on an apportionment of approximately 15,000 homes to the district and city councils. Cherwell District has been asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments (some 22,840 homes) by 2031.

A consultation paper was published by Cherwell District Council in January 2016 which outlines the key issues that the Partial Review may need to address. In November 2016, the Council published an options consultation paper. It anticipates consulting on a Proposed Submission document in April/May 2017 before submitting the document for examination in July 2017. Work is also on-going on the Cherwell Local Plan Part 2 which will contain more detailed planning policies to help determine planning applications and allocate smaller non-strategic sites for development for a range of uses. A consultation paper was published in January 2016 outlining the key issues that the Local Plan Part 2 may need to address. An options paper is expected to be consulted on early in 2017. Further consultation on a Proposed Submission document is presently expected in June / July 2017 before submission for examination in September.

9.3.1 Cherwell Local Plan Part 1

Cherwell District Council has taken a conscious decision to concentrate growth at Bicester and to a lesser degree at Banbury, to secure economic benefits, especially in their retail, commercial and manufacturing roles. The two towns are the most sustainable locations for growth in the District and are the right places to meet the economic and social needs of the District whilst minimising environmental impacts. The Council is, however, also seeking to enhance Kidlington's economic role to build on the recent development of modern business parks and its proximity to both London-Oxford Airport and Begbroke Science Park.

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The vision underpinning the Local Plan is as follows:

'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.'

The key aims of the Local Plan are to:

• Provide certainty for communities and developers as to what will / can be developed and where.

• Focus development growth at the two towns of Bicester and Banbury.

• Control the level of proposed growth at the villages.

• Create a major platform to help deliver economic development in a recession.

• Strengthen the town centres.

• Avoid coalescence with villages, by introducing new green buffers around the towns.

• Emphasise high environmental standards and design quality.

• Promote area renewal and regeneration.

• Support development innovation such as Community Self Build.

The spatial strategy which underpins the Local Plan may be summarised as follows:

• Focusing the bulk of the proposed growth in and around Bicester and Banbury.

• Limiting growth in rural areas and directing it towards larger and more sustainable villages.

• Aiming to strictly control development in open countryside.

The Local Plan highlights a number of key challenges to building sustainable communities which are of relevance to Kidlington, in particular:

• The need to make market housing more affordable.

• The need to provide more family housing for newly forming households in rural areas.

• Meeting the needs of an ageing population and those with special needs.

• The need to improve educational attainment.

• The need to protect and enhance the identity of Cherwell's towns and villages, to maintain or create a sense of belonging and improve social cohesion.

• The need to consider the implications of low population growth (and potential depopulation) in Kidlington.
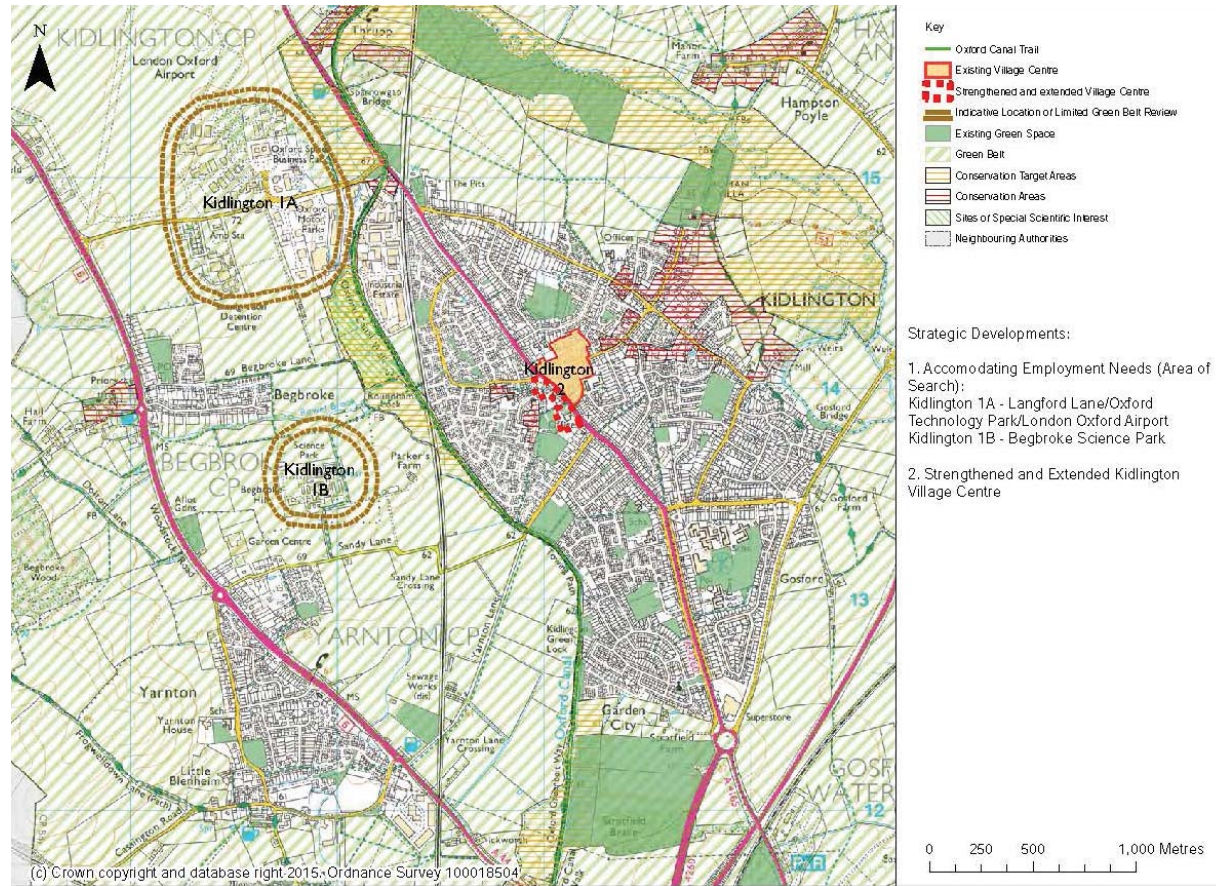

Figure 9.2 Kidlington proposals map, Cherwel; Adopted Local Plan, 2015

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9.3.2 Infrastructure Delivery Plan

A detailed schedule of infrastructure requirements is set out in the Infrastructure Delivery Plan (IDP) which is updated by the Council each year. The IDP is prepared following the assessment of policies, and discussions with infrastructure providers. Deficiencies and future infrastructure needs are informed by evidence documents and plans and programmes from infrastructure providers and other organisations. The IDP is a live document supporting the Local Plan and it will be adjusted to reflect changes in circumstances and strategies over time.

The schedule of infrastructure requirements for Kidlington identified by the Council in the IDP includes highway improvements and improvements to the cycling and walking network; new and improved education and community facilities; new and improved green infrastructure and utilities provision. The provision of social infrastructure, educational facilities and green infrastructure is primarily dependent on developer contributions.

The adopted Local Plan states that due to a lack of spare education capacity in the town, expansion of one of the existing primary schools will be required over the plan period and developer contributions will be sought. The Infrastructure Development Plan December 2015 Update identifies the requirement for the expansion of existing primary schools with the location depending on the distribution of rural housing to be identified in Local Plan Part 2. The Local Plan Part 2 will allocate non-strategic sites in the District and provide greater certainty to the specific location of growth in Kidlington and the rural areas. More detailed information on the provision of infrastructure in the rural areas will be provided in the DPD.

Policy INF 1: Infrastructure states:

'The Council's approach to infrastructure planning in the District will identify the infrastructure required to meet the district's growth, to support the strategic site allocations and to ensure delivery by:

- *Working with partners, including central Government, and other local authorities, to provide physical, community and green infrastructure.*

- *Identifying infrastructure needs and costs, phasing of development, funding sources and responsibilities for delivery*

- *Completing a Developer Contributions SPD to set out the Council's approach to the provision of essential infrastructure including affordable housing, education, transport, health, flood defences and open space*

- *Development proposals will be required to demonstrate that infrastructure requirements can be met including the provision of transport, education, health, social and community facilities.'*

9.4 Draft CIL Charging Schedule and Draft Developer Contributions SPD

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. The Council published a draft CIL Charging Schedule in November 2016. Should the Council formally resolve to introduce CIL, the proposed Charging Schedule is likely to be submitted for Examination in Spring 2017 in with a view to adoption in Autumn 2017.

The Developer Contributions SPD will establish the contributions required by the Council to support proposed developments. It will outline the general approach to securing developer contributions for different types of infrastructure and make clear what will be secured through legal agreements with developers and what will be secured through the Community Infrastructure Levy. The Council published a draft SPD for consultation in November 2016 and expects to approve the final SPD by Spring 2017.

9.5 Oxford City Council

Given the proximity of Kidlington to Oxford City and the on-going work on the partial review of Part 1 of the Local Plan to help meet unmet housing in the Oxfordshire Housing Market Area, it is important to take account of the City Council's development objectives and relevant planning policies.

Key Development Plan documents comprise:

- Core Strategy (adopted March 2011), Oxford City Council are committed to review the Core Strategy.

- Sites and Housing Plan (adopted February 2013).

- The Northern Gateway Area Action Plan is in preparation and an Options Document is due to be published in February 2014.

The Core Strategy highlights the significant development pressures facing the City notably:

- Huge demand for market housing.

- Pressing need for affordable housing.

- Enabling key employment sectors such as education and R&D to flourish.

- Enabling development needed to maintain city's role as a regional centre for retail, leisure and culture.

- Meeting the day to day needs of residents.

The Core Strategy also identifies the scarcity of land to accommodate development requirements due to the Green Belt, constraints presented by the natural and historic environment and Oxford's tightly drawn boundaries.

Housing is highlighted as a key issue. The city has experienced a booming housing market with house prices comparable to London. As a result there is a lack of housing especially affordable housing. Open market housing has become more difficult to obtain and expensive with house prices on average 8.8 times greater than annual incomes. This has caused problems for existing residents wanting to relocate in the local community and younger people wanting to buy in Oxford.

A key priority of the Oxford Core Strategy is to promote economic growth and supporting development at the Northern Gateway which is located in close proximity to Kidlington. Policy CS6 proposes:

- Employment-led development with supporting infrastructure and complementary amenities

- The maximum employment floorspace for the site is 80,000m^2 (55,000m^2 (Class-B) by 2026)

- Complementary uses could include: emergency services, small retail and a hotel

- Residential Development 200–500 homes

- Transport improvements (all modes)

- Sustainable Urban Drainage

- Renewable Energy

- Access to Education.

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The Northern Gateway Area Action Plan was adopted in July 2015 and supports the delivery of the Oxford Core Strategy 2026 allocation, and guides future development of this site to the north of the city in the Wolvercote ward. The Northern Gateway Consortium is now preparing an outline planning application for the development of land. The AAP states that planning permission will be granted at the Northern Gateway for:

- up to 90,000m^2 (gross internal area) of employment development;
- up to 500 new homes;
- a range of local scale retail uses (up to a total of 2,500m^2 gross internal area); and
- a hotel with associated leisure facilities (up to 180 bedrooms)

It is proposed to increase public transport connectivity and provide new highway infrastructure to relieve congestion in the area.

Oxford has also published a 'First Steps' consultation booklet for work on a new Local Plan which will look forward to 2036. The City Council intends to consult on preferred options in June/July 2017 and a final Plan in June/July 2018 with a view to adopting it in 2019.

9.6 Relevant planning history and current development proposals

There are a number of current and historic development proposals which need to be taken into account in the development of the Framework MasterplanFramework Masterplan. These are summarised below:

Redevelopment of Co-op car park - outline planning consent granted in July 2007 for residential development on car park to rear of Co-op store. Approval of siting and access but all other details reserved. Maximum height not to exceed 12.5 m. Illustrative scheme showed development with street frontage and car parking retained to rear. Detailed proposals (15/01872/F) have been submitted for 46 x 2 bed flats, 8 x 2 bed flats above store and a remodelled foodstore. A formal decision on the application has yet to be issued.

Gravel Pits Allotments, The Moors - planning consent granted in November 2015 for a 70 bedroom care home and associated parking

13-15 High St - planning consent for demolition of existing building and erection of 3 storey mixed use building (C3, A1 and D1) (May 2014)

46 High St - planning consent granted for 7 flats and parking (July 2014)

1-20 Lakesmere Close - Conversion of 20 Office units to provide 18 dwellings and 4 apartments (August 2013)

Extension to Begbroke Science Park - outline planning permission granted for final phase of current development subject to completion of Section 106 Agreement.

Oxford Technology Park - planning permission granted in October 2016 for a 'New build Technology Park comprising 40,362 m^2 of office, research and development, laboratory, storage and ancillary space' on land to the south of Langford Lane, Kidlington.

Oxford Parkway Station - new station developed and now open as part of Chiltern Railways project Evergreen 3 which provides a direct rail link between London and Oxford. Located near the Water Eaton park and ride site, with direct bus links to Kidlington, north Oxford, the John Radcliffe hospital and the city centre.

Extra-care flats, Thornbury House, The Moors - planning permission granted for a development of 54 Extra-care flats.

Thames Valley Police HQ, Oxford Road - new headquarters building for 180 staff to replace temporary accommodation (approved October 2011)

New station, Lyne Road - outline consent granted in 2004 for a construction of railway station (platforms, shelters and pedestrian bridge) with associated car parks, cycle storage, vehicular access and pedestrian access, lighting and landscaping. The scheme has not been progressed.

There have been a number of applications for the demolition of bungalows and larger properties and the erection of smaller dwellings and flats (particularly properties on The Moors, Oxford Road and the High St) and applications for the extension and sub-division of existing dwellings to create additional units.


Figure 9.3 Langford Lane employment areas

Figure 9.4 Begboke Science Park

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1 Extension to Begbroke Science Park- consented

2 Oxford Technology Park- consented

3 Oxford Parkway development

4 Extra-care flats, Thornbury House, The Moors- consented

5 Thames Valley Police HQ, Oxford Road

6 13-15 High Street- refused

7 Redevelopment of Co-op car park

8 Health Centre, Exeter Close- new proposal under consideration

9 New Station, Lyne Road- not being progressed

10 Gravel Pits care home
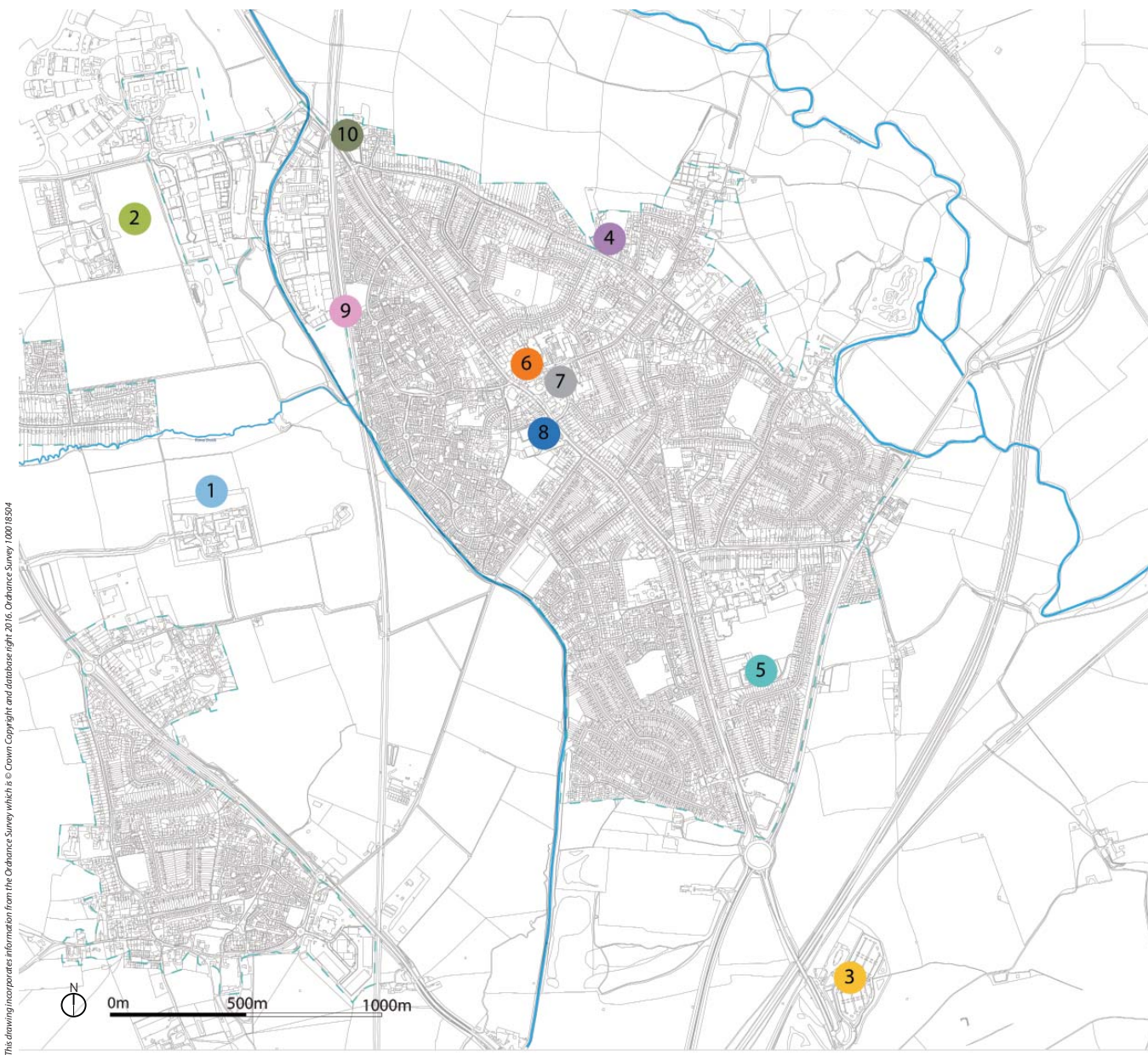
This drawing incorporates information from the Ordnance Survey which is © Crown Copyright and database right 2016. Ordnance Survey 100018504

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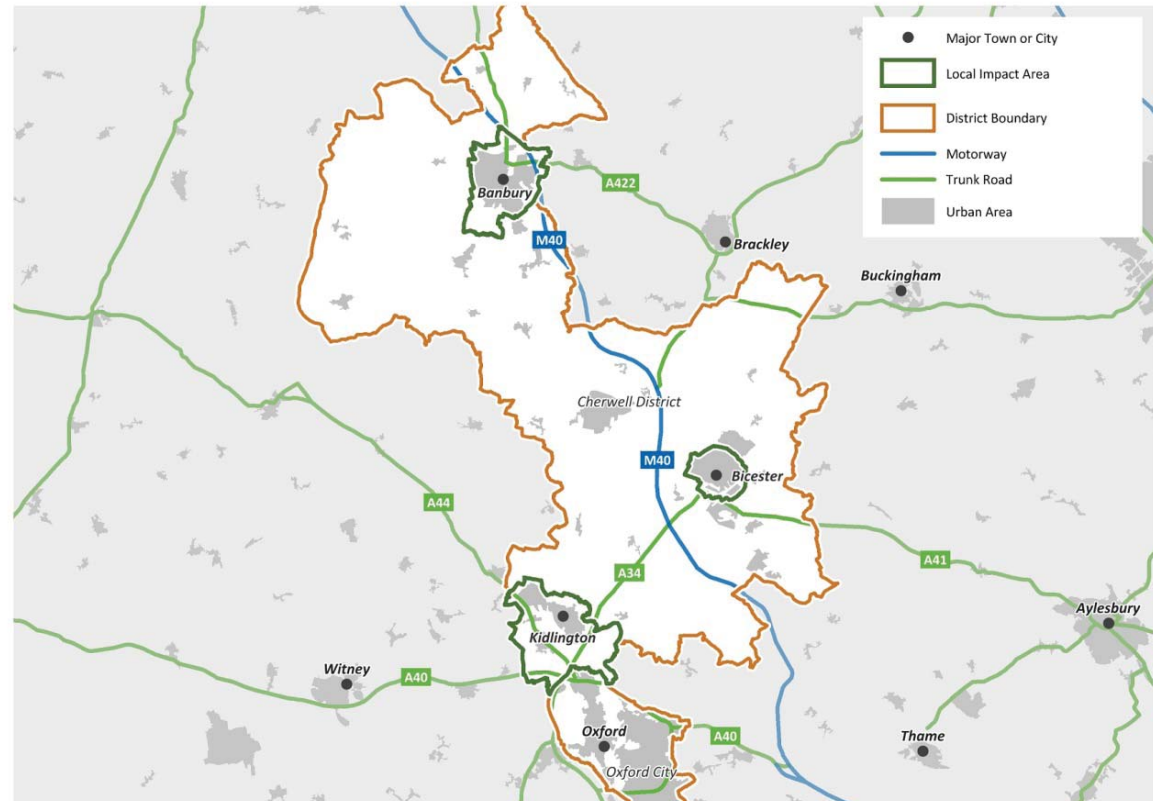Figure 9.5 Location of planning proposals

Appendix
Socio-economic geographies

Socio-economic geographies

The following are the key statistical geographies used to define Kidlington, Bicester, and Banbury (highlighted on the map as local impact areas). These have been agreed with the Council as presenting a best fit for these locations.

Please note, ward boundaries referred to throughout are pre-2016 boundaries.

Statistical geographies	
Areas used	
Kidlington	Wards 2011: North Kidlington, South Kidlington, and Yarnton, Gosford and Water Eaton
Bicester	Wards 2011: Bicester East, Bicester North, Bicester South, Bicester Town, Bicester West
Banbury	Wards 2011: Banbury Calthorpe, Banbury Easington, Banbury Grimsbury and Castle, Banbury Hardwick, Banbury Neithrop, Banbury Ruscote
Cherwell	District: Cherwell
Oxford CC	District: Oxford

Context map

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Neutral Citation Number: [2016] EWHC 290 (Admin)

Case No: CO/4622/2015

IN THE HIGH COURT OF JUSTICE
QUEEN'S BENCH DIVISION
ADMINISTRATIVE COURT BIRMINGHAM

Birmingham Civil Justice Centre
Priory Courts, 33 Bull Street, Birmingham, B4 6DS

Date: 18/02/2016

Before:

THE HON. MRS JUSTICE PATTERSON DBE
- - - - - - - - - - - - - - - - - - - -
Between:

(1)	**JJ GALLAGHER LTD**	**Claimants**
(2)	**LONDON AND METROPOLITAN**	
INTERNATIONAL DEVELOPMENTS LTD		
(3)	**NORMAN TRUSTEES**	
	- and -	
(1)	**CHERWELL DISTRICT COUNCIL**	**Defendants**
(2)	**SECRETARY OF STATE FOR**	
COMMUNITIES AND LOCAL GOVERNMENT		

- - - - - - - - - - - - - - - - - - - -
- - - - - - - - - - - - - - - - - - - -

Satnam Choongh (instructed by **Pinsent Masons LLP**) for the **Claimants**
Hugh Flanagan (instructed by **Cherwell District Council**) for the **First Defendant**
Richard Kimblin (instructed by the **Government Legal Department**) for the **Second Defendant**

Hearing date: 9 February 2015
- - - - - - - - - - - - - - - - - - - -
Approved Judgment

Mrs Justice Patterson:

<u>Introduction</u>

1.   This is an application under section 113(3) of the Planning and Compulsory Purchase Act 2004 ("PCPA") for an Order that "Policy Bicester 13 adopted by the first defendant on 20 July 2015 be treated as not adopted and remitted to the second defendant." Policy Bicester 13 appears in the Cherwell Local Plan ("CLP").

2.   The claimants have an interest in land at Gavray Drive, Bicester. That land is allocated in the CLP as Bicester 13.

3.   The first defendant is the Cherwell District Council, local planning authority for the area which includes Bicester.

4.   An inspector, Nigel Payne BSc (Hons), DipTP, MRTPI, MCMI, was appointed by the second defendant, the Secretary of State for Communities and Local Government to hold an examination into the CLP. He conducted hearings during 2014 and issued a report on 9 June 2015 recommending that the CLP be adopted, subject to modifications necessary to make the CLP sound.

5.   On 20 July 2015 the full council of the first defendant resolved to approve the main modifications to the CLP, as recommended by the inspector, together with additional modifications to enable the CLP to proceed to adoption. The CLP was adopted by Order dated the 20 July 2015.

6.   The claimant submits that in adopting the CLP the first defendant erred in law because:

       i)   Policy Bicester 13 fails to give effect to the inspector's reasons and adopting it as it stands is illogical and irrational;

       ii)   Policy Bicester 13 is inconsistent with policy ESD11 of the CLP and so the decision to adopt is illogical and irrational on the basis of its current wording also;

       iii)   The inspector failed to provide reasons for recommending adoption of policy Bicester 13 as drafted so that the first defendant's decision to adopt the plan is unlawful.

7.   The first defendant agrees that policy Bicester 13 must be quashed on the basis that the inspector's reasoning was inadequate but disagrees with the claimants about the terms of the Order remitting the CLP to the second defendant.

8.   The second defendant disagrees with both the claimants and the first defendant. The second defendant contends that the policy Bicester 13 is ambiguous and a judgment of the court is sufficient to resolve any ambiguity. Accordingly, there is no need for policy Bicester 13 to be remitted at all.

9.   The relevant parts of CLP policy Bicester 13 read:

           "Development Area: 23 hectares

Development Description: a housing site to the east of Bicester town centre. It is bounded by railway lines to the north and west and the A4421 to the east.

Housing:

- Number of homes – 300 dwellings

- Affordable Housing – 30%.

…

Key site specific design and place shaping principles:

- …

- That part of the site within the Conservation Target Area should be kept free from built development. Development must avoid adversely impacting on the Conservation Target Area and comply with the requirements of Policy ESD11 to secure a net biodiversity gain."

The supporting text to the policy reads:

"C104. The majority of the site is part of the River Ray Conservation Target Area. Part of the site is a Local Wildlife Site and is situated to the east of Bicester town centre. It is bounded by railway lines to the north and west. The site comprises individual trees, tree and hedgerow groups, and scrubland/vegetation. The Langford Brook water course flows through the middle of the site.

C105. The central and eastern section of the site contains lowland meadow, a BAP priority habitat. There are a number of protected species located towards the eastern part of the site. There are several ponds and a small stream, known as the Langford Book, which runs from north to south through the middle of the site. A range of wildlife has been recorded including butterflies, great crested newts and other amphibians, reptiles, bats and birds.

C106. There are risks of flooding on some parts of the site therefore mitigation measures must be considered. There is also a risk of harming the large number of recorded protected species towards the eastern part of the site. Impacts need to be minimised by any proposal. Approximately a quarter of the site is within Flood Zones 2 and 3 therefore any development would need to be directed away from this area.

C107. Although there are a number of known constraints such as Flood Zone 3, River Ray Conservation Target Area and protected species, this could be addressed with appropriate mitigation measures by any proposal."

10. Policy ESD11, referred to in Bicester 13, is entitled 'Conservation Target Areas'. That reads:

"Where development is proposed within or adjacent to a Conservation Target Area biodiversity surveys and a report will be required to identify constraints and opportunities for biodiversity enhancement. Development which would prevent the aims of a Conservation Target Area being achieved will not be permitted. Where there is potential for development, the design and layout of the development, planning conditions or obligations will be used to secure biodiversity enhancement to help achieve the aims of the Conservation Target Area."

11. The Gavray Drive site is subject to different designations on the eastern part of the site beyond Langford Brook. The Conservation Target Area ("CTA") and Local Wildlife Site ("LWS") overlap within the site but are not coterminous.

Factual Background

12. The CLP examination commenced on 3 June 2014. The site was not included as an allocation. The examination was immediately suspended by the inspector to allow the first defendant to put forward modifications that would address the need for additional housing sites.

13. The first defendant consulted on and submitted proposed modifications to the CLP. One of the modifications included the allocation of the Gavray Drive site for 300 houses.

14. The claimants responded to the consultation on the proposed modification. They supported the principle of the allocation but argued that, "As drafted the policy can be read as precluding any development within the River Ray Conservation Target Area which we are sure was never the intention". Policy ESD11 Conservation Target Areas does not seek to restrict development within CTAs but instead states, "Where development is proposed within or adjacent to Conservation Target Areas biodiversity surveys and a report will be required to identify constraints and opportunities for biodiversity enhancements." The response continued that, "Development on the part of the CTA outside the Local Wildlife Site would be balanced through securing the long term restoration, management, maintenance and enhancement of part of the local wildlife site within the developer's control." The claimants put forward an amendment to policy Bicester 13 to delete the opening sentence of the relevant bullet point which stated, "That part of the site within the Conservation Target Area should be kept free from built development."

15. Examination into the CLP commenced on 21 October 2014.

16.   At the examination before the inspector the first defendant, supported by members of the public, argued that there should be no built development on any part of the allocated site designated as a CTA.

17.   The day before the examination commenced the first defendant passed a resolution that sought a modification to the policy that would designate the CTA as "Local Green Space" within the meaning of paragraph 76 of the National Planning Policy Framework ("NPPF").

18.   The examination hearings concluded on 23 December 2014.

19.   The inspector issued a final report on 9 June 2015.

20.   Prior to then the first version of the draft report had been sent to the first defendant on 22 May 2015 for fact checking. The first defendant sent comments to the second defendant on that version including some on Policy Bicester 13. At that time paragraph 139 of the report read:

>   "Requests that the developable area shown on the policies map should be reduced to avoid any building in the whole of the River Ray Conservation Target Area, as distinct from the smaller Local Wildlife Site, would significantly undermine this contribution. It would also potentially render the scheme unviable or at the very least unable to deliver a meaningful number of new affordable units, as required under policy BSC 3, when all other necessary contributions are also taken into account. Moreover, it could well materially reduce the potential for the scheme to contribute to enhancement of the Local Wildlife Site's ecological interest as part of the total scheme, thereby effectively achieving the main objective of the Conservation Target Area. Consequently, it would not represent a reasonable, realistic or more sustainable alternative to the proposals set out in the plan, as modified."

21.   Version two of the report was received by the first defendant shortly after receipt of the representations and included a change to paragraph 139 as follows:

>   "Requests that the developable area shown on the policies map should be reduced to avoid any building in the whole of the River Ray Conservation Target Area would significantly undermine this contribution. It would also potentially render the scheme unviable or at the very least unable to deliver a meaningful number of new affordable units, as required under policy BSC 3, when all other necessary contributions are also taken into account. Moreover, it could well materially reduce the potential for the scheme to contribute to enhancement of the Local Wildlife Site's ecological interest as part of the total scheme, thereby effectively achieving the main objective of the Conservation Target Area. Consequently, it would not represent a reasonable, realistic or more sustainable alternative to the proposals set out in the plan, as modified."

22.   That version was followed by a telephone call from the first defendant to the Inspectorate raising further questions, including about policy Bicester 13.

23.   The final report was then received as set out.

24.   The relevant parts of the inspector's final report read as follows:

> "135. This area of largely flat land, bounded by railway lines to the north and west, the ring road to the east and residential development to the south lies to the east of Bicester town centre in a very sustainable location. Planning permission has previously been granted for new housing but that has now expired. In view of the need for additional sites to help meet OANs it is still considered suitable in principle to accommodate new development. However, the eastern part is now designated as a Local Wildlife Site, with the central/eastern sections containing lowland meadow; a BAP priority habitat.
>
> 136. Additionally, roughly a quarter of the site lies in Flood Zones 2 and 3 adjacent to the Langford Brook that runs north-south through the centre of the site. The majority also lies within the River Ray Conservation Target Area. Nevertheless, even with these constraints, indicative layouts demonstrate that, taking into account appropriate and viable mitigation measures, the site is capable of delivering around 300 homes at a reasonable and realistic density not greatly different from that of the modern housing to the south.
>
> 137. In addition to necessary infrastructure contributions towards education, sports provision off site, open space, community facilities and public transport improvements, a number of other specific requirements are needed under policy Bic 13 for this proposal to be sound, in the light of current information about the site's ecological interests and environmental features. In particular, that part of the allocation within the Local Wildlife Site east of Langford Brook (just under 10 ha) needs to be kept free from built development and downstream SSSIs protected through an Ecological Management Plan prepared and implemented to also ensure the long term conservation of habitats and species within the site. Landscape/visual and heritage impact assessments and archaeological field evaluation are also required.
>
> 138. There must also be no new housing in flood zone 3 and the use of SUDs to address flood risks will be required. Subject to such modifications (MMs 89-91), policy Bic 13 is sound and would enable this site to make a worthwhile contribution to new housing needs in Bicester and the district in a sustainable location. This can be achieved without any material harm to environmental or ecological interests locally as a result of the

various protection, mitigation and enhancement measures to be included in the overall scheme.

139. Requests that the developable area shown on the policies map should be reduced to avoid any development in the whole of the River Ray Conservation Target Area would significantly undermine this contribution. It would also potentially render the scheme unviable or at the very least unable to deliver a meaningful number of new affordable units, as required under policy BSC 3, when all other necessary contributions are also taken into account. Moreover, it could well materially reduce the potential for the scheme to contribute to enhancement of the Local Wildlife Site's ecological interest as part of the total scheme, thereby effectively achieving the main objective of the Conservation Target Area. Consequently, it would not represent a reasonable, realistic or more sustainable alternative to the proposals set out in the plan, as modified.

140. Similarly, despite the historic interest of the parts of the site in terms of their long established field patterns and hedges, this does not amount to a justification for the retention of the whole of the land east of the Langford Brook as public open space, nor for its formal designation as Local Green Space. This is particularly so when the scheme envisaged in the plan should enable the more important LWS to be protected with funding made available for enhancement at a time when the lowland meadow habitat is otherwise likely to deteriorate further without positive action. Such an approach would be capable of ensuring no net loss of biodiversity as a minimum and also compliance with policies ESD 10 and 11 as a result.

141. All in all the most suitable balance between the need to deliver new housing locally and to protect and enhance environmental assets hereabouts would essentially be achieved through policy Bic 13, as modified, and the land's allocation for 300 new homes on approximately 23 ha in total, given that the requirements of policies ESD 10 and 11, including to achieve a net gain in biodiversity arising from the scheme as a whole, can also be delivered as part of an overall package of development with appropriate mitigation measures."

25.   On 20 July 2015 the first defendant resolved to approve the main modifications to the CLP as recommended by the inspector and additional modifications to allow the CLP to proceed to adoption. Its resolution included the following:

"That the designation of the Conservation Target Area at Gavray Drive (Policy Bicester 13) as a designated Local Green Space through the forthcoming stages of the Cherwell Local Plan Part 2 be positively pursued."

26.   The CLP was adopted by order dated 20 July 2015.

27.   In light of the inspector's conclusions the claimants asked the first defendant for an explanation of the resolution to pursue a Local Green Space ("LGS") designation. The first defendant responded by email dated 24 July 2015 in the following terms:

> "My understanding is that a proper case was not made for the land being a Local Green Space as part of Part 1. There is thought to be a more robust case available to support it, this time with full public consultation engagement and that the appropriate mechanism for this is Part 2. It is policy officers' view that the adopted site allocation policy prevents any built development in the CTA in any event though this does not preclude appropriate provision of associated public open space etc as part of a development in the CTA. The provision of such open space and facilities is thought to be unlikely to be inconsistent with the Local Green Space designation if this does indeed take place. Therefore proceeding with attempts to designate part of the CTA as a Local Green Space as Part 2 of the Local Plan is not thought to be at odds with achieving the development provided for in the site allocation policy."

Legal and Policy Framework

28.   The statutory framework for local plans is found in part 2 of the Planning and Compulsory Purchase Act 2004 (PCPA). In particular:

i)   A local planning authority is to prepare a scheme of development plan documents: section 15(1).

ii)   The development plan documents must set out the authority's policies relating to the development and use of land in their area: section 17(3).

iii)   In preparing a local development plan document the local planning authority must have regard to the matters set out in section 19 such as national policy: section 19(2)(a).

iv)   Each local development plan document must be sent to the Secretary of State for independent examination: section 20(1).

v)   The local development plan document must only be sent for examination if the relevant requirements have been complied with and the plan is thought to be ready: section 20(2).

vi)   Section 20(5) provides that the purpose of an independent examination is to determine whether the development plan documents satisfy the requirements of section 19 and section 24(1) (regulations under section 17(7) and any regulations under section 36 relating to the preparation of development plan documents), whether the plan is sound and whether the local planning authority has complied with its duty to cooperate.

vii)   The purpose of an independent examination is to determine in respect of the development plan document whether it is sound: section 20(5)(b).

viii)   If the inspector finds that the plan is sound he must recommend adoption of the plan and give reasons for his recommendation.

29.   Both the inspector's recommendations and reasons must be published.

30.   There is no statutory definition of what "sound" means. Paragraph 182 of the NPPF states that in order to be sound a plan should be:

> "……examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is "sound" – namely that it is:
>
> - Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
>
> - Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
>
> - Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
>
> - Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework."

31.   With the exception of modifications that do not materially affect the policies of the plan the effect of section 23 of the PCPA is that the plan cannot be adopted otherwise than in accordance with the recommendations of the inspector.

Issue One: Is Policy Bicester 13 Ambiguous?

32.   Given the respective stances of the parties the first question that arises is whether policy Bicester 13 is ambiguous or, to be more precise, whether the opening words of the third bullet point of the policy under the key site specific design and place shaping principles, namely, "that part of the site within the Conservation Target Area should be kept free from built development…" are ambiguous or make the policy ambiguous.

33.   At the examination both the claimant and first defendant regarded those words as clear. They both contended that the words meant no built development was to take place in that part of the site within the CTA.

34.   In its written submissions for the court hearing the second defendant agreed that the bare words were capable of bearing the meaning adopted by the first defendant and the claimants provided that the context is entirely ignored. In argument, the second defendant agreed that the disputed words used were not ambiguous in themselves. The issue arose from the emphasis placed upon them.

35.   The second defendant submits that when the contentious words are read in context, the interpretation adopted by the first defendant and claimants is clearly wrong. In itself, their interpretation is irrational because:

   i)   It is plainly impossible to give effect to the fundamental purpose of the allocation if the contentious words are interpreted as both the claimants and first defendant contend as 300 dwellings could not be built;

   ii)   There is an obvious alternative reading to these contentious words, namely, that some but not all of the CTA may be built upon;

   iii)   The supporting text to the policy explains and makes clear that the majority of Gavray Drive is in the CTA but the plan allocates the whole site and further makes clear that the development will assist in funding improvements to CTAs;

   iv)   Development within CTAs is fully and expressly anticipated in the plan; see ESD11. The supporting text to ESD11 explains that development may contribute to the objectives of CTAs and fund enhancements;

   v)   The inspector's report is crystal clear in its findings on the issue: see paragraphs 139 and 140;

   vi)   Both the claimants and first defendant participated fully in the examination and understood the background, the issues and the result.

36.   In short, both parties at the examination understood the issue of building on "all or some" of the CTA was an issue which was before the second defendant. Paragraph 136 of the inspector's report, in particular, makes clear that the majority of the site is within the CTA but nevertheless the site is capable of accommodating 300 dwellings.

37.   Further, paragraph 141 of the inspector's report deals with the balance between the need to deliver housing and environmental protection. It finds that environmental protection can only be delivered as an overall package of development with appropriate mitigation measures producing a net gain in biodiversity. Policies Bicester 13 and ESD11 when read together give effect to that part of the inspector's findings.

38.   The interpretation adopted by the claimant and the first defendant ignores all of the context and the obvious alternative reading of the words in the policy.

39.   The policy adopted by the first defendant, is entirely clear when read in full and in its proper context alongside the supporting text, the site allocation and other plans.

40.   The claimants submit that there is no difficulty understanding the policy. The words mean what they say: there can be no built development on that part of the site which

sits within the CTA. There is nothing in the policy or the explanatory text that would allow some part of the CTA to be built upon. What was said by the parties pre-adoption becomes irrelevant once the plan is adopted: it is impermissible to rove through the contents of the background documents which would include the inspector's report and what was said at the examination. The first defendant is seeking to import ambiguity by reference to extraneous material to the plan itself.

41.   The first defendant submits that at the time of the examination both the claimants and itself were of the view that the words used within the policy precluded built development in the CTA. They did not, as alleged by the second defendant, understand the words to mean that some but not all the CTA could be built upon. The interpretation of the second defendant would mean that the policy would become extremely difficult to apply, that such an interpretation would be contrary to that adopted in the sustainability appraisal, that it would be inconsistent with the similar wording in policy Bicester 12, and would result in a strained interpretation of the language used.

Discussion and Conclusions

42.   In interpreting a policy in a development plan the judgment of Lindblom J (as he then was) in **Phides Estates Overseas Limited v Secretary of State for Communities and Local Government** [2015] EWHC 827 (Admin) makes it clear that where a policy is neither obscure nor ambiguous it is not necessary or appropriate to resort to other documents outside the local plan to help with the interpretation of policy. In [56] Lindblom J said:

> "I do not think it is necessary, or appropriate, to resort to other documents to help with the interpretation of Policy SS2. In the first place, the policy is neither obscure nor ambiguous. Secondly, the material on which Mr Edwards seeks to rely is not part of the core strategy. It is all extrinsic – though at least some of the documents constituting the evidence base for the core strategy are mentioned in its policies, text and appendices, and are listed in a table in Appendix 6. Thirdly, as Mr Moules and Mr Brown submit, when the court is faced with having to construe a policy in an adopted plan it cannot be expected to rove through the background documents to the plan's preparation, delving into such of their content as might seem relevant. One would not expect a landowner or a developer or a member of the public to have to do that to gain an understanding of what the local planning authority had had in mind when it framed a particular policy in the way that it did. Unless there is a particular difficulty in construing a provision in the plan, which can only be resolved by going to another document either incorporated into the plan or explicitly referred to in it, I think one must look only to the contents of the plan itself, read fairly as a whole. To do otherwise would be to neglect what Lord Reed said in paragraph 18 of his judgment in Tesco Stores Ltd. v Dundee City Council: that '[the] development plan is a carefully drafted and considered statement of policy, published in order to inform the public of

the approach which will be followed by planning authorities in decision-making unless there is good reason to depart from it', that the plan is 'intended to guide the behaviour of developers and planning authorities', and that 'the policies which it sets out are designed to secure consistency and direction in the exercise of discretionary powers, while allowing a measure of flexibility to be retained'. In my view, to enlarge the task of construing a policy by requiring a multitude of other documents to be explored in the pursuit of its meaning would be inimical to the interests of clarity, certainty and consistency in the 'plan-led system'. As Lewison L.J. said in paragraph 14 of his judgment in R. (on the application of TW Logistics Ltd.) v Tendring District Council [2013] EWCA Civ 9, with which Mummery and Aikens L.JJ agreed, 'this kind of forensic archaeology is inappropriate to the interpretation of a document like a local plan …'. The 'public nature' of such a document is, as he said (at paragraph 15), 'of critical importance'. The public are, in principle, entitled to rely on it 'as it stands, without having to investigate its provenance and evolution'."

43. It is, of course, permissible to look to the supporting text to a policy as an aid to interpretation: see **R (Cherkley Campaign Limited) v Mole Valley District Council** [2014] EWCA Civ 567 at [16].

44. The second defendant referred to other decisions dealing with the issue of construction of any document. I do not find them particularly helpful in the circumstances of the instant case. The most helpful is **Cusack v Harrow Borough Council** [2013] UKSC 40 where Lord Neuberger was dealing with the approach to construction and interpretation of any document. He referred to the intention of the drafter being determined by reference to the precise words used, their particular documentary and factual context and, where identifiable, their aim or purpose. That decision does not deal with the issue of interpretation of planning policy, which is the concern in this case, and thus does not take the issue of interpretation significantly further.

45. The other authorities relied upon by the second defendant are considerably less apposite. The first is **Pepper v Hart** [1992] 3 WLR 1032. That is cited as authority for the court having recourse to parliamentary material where there is ambiguity in legislation. There is no legislation to construe here. That decision is dealing with a very different situation to that which is facing the court in the current case. The other case relied upon is **Sans Souci Limited v VRL Services Limited** [2012] UKPC 6 and the judgment of Lord Sumption on the interpretation of a court order remitting an arbitration award. That judgement is not dealing with a document regulating the use of land in the public interest. Nor is it dealing with a document which is available for public inspection and which is to guide development in the public interest over the next few years. The judgment is not dealing with the interpretation of public documents. It is not on the point.

46. The starting point to be taken when interpreting planning policy seems to me to be the wording of the policy itself, assisted, if necessary, with words from the supporting text. If the words of the policy with the supporting text are not clear or are ambiguous

then, but only then, it may be permissible to have regard to documents incorporated within the plan itself. That is consistent with the approach in the case of **Phides**. It would be entirely unrealistic to expect any party reading the development plan, whether a member of the public, developer or land owner to have to resort to an investigation of other background documents. That is particularly so given the public interest in the role of planning. It follows that even if the policy is ambiguous or not clear I do not accept that it is appropriate to have resort to the various versions of the inspector's report to clarify the meaning as the first defendant invites the court to do. The extent to which one can have regard to other documents in determining the meaning of policy is not, in my judgment, at large but is circumscribed by the development plan and what is incorporated within it.

47.   Adopting the approach of taking the disputed words of the policy as a starting point I reject the submission that the words used in Bicester 13, in themselves, and in their context, admit some built development within the CTA. The words used are perfectly clear; they do not permit any development within the CTA.

48.   The policy is a housing allocation policy for 300 homes of which 30% are to be affordable. That built development is to take place within the allocated site which is edged red on the proposals map. Within the red line there are key site-specific design and place shaping principles which apply. One of those is that the part of the site within the CTA should be kept free from built development. That clearly refers to that part of the allocated site which is within the designation of CTA. It may be that the layout of any development would allow playing fields or public open space within the CTA so as not to adversely impact upon it but residential development or other forms of built development are not permissible under the policy as worded.   In themselves, therefore, the words of the policy are clear.

49.   Further, the wording makes sense in context. The provision of 300 homes elsewhere within the site can be used to produce funds to assist the targets of the CTA and to secure net biodiversity gains to the LWS. Whether that is what the inspector intended is a matter for the next issue to which I turn. But, in itself, I repeat, the policy is clear and not ambiguous. There is no need to have recourse to any document other than the CLP itself.

50.   In considering the supporting text of the development plan the supporting paragraphs are entirely consistent with that interpretation. Paragraph C104 describes the physical location of the site and the degree to which it was affected by other designations. Paragraph C105 recites the wildlife interests. C106 sets out the risks of flooding and the fact that that causes a risk of harm to a large number of recorded protected species. Paragraph C107 notes the number of constraints but states that they can be addressed with appropriate mitigation measures in any proposal. The supporting text is, therefore, consistent with a significant housing allocation of 300 dwellings, the layout of which is to be tailored to take into account the various policy constraints within the allocated site.

51.   Although the first defendant disagrees with the second defendant on reasons why the policy was ambiguous and agrees with the claimants that the policy should be remitted it had become a late, if somewhat tentative, convert to the view that policy Bicester 13 may be ambiguous. The first defendant contends that the question under the policy is whether all of the site within the CTA or part of the site within the CTA

should be kept free from built development. In my judgment, that is an entirely artificial approach to the words used. It is not compatible with the plain and ordinary meaning of the words of the policy.

52. There is no need, therefore, to go through the reasons why the first defendant submits that the second defendant is wrong in its interpretation.

53. The first defendant has sought to resolve the alleged ambiguity by reference to material which is extraneous to the plan itself. The transcript of the proceedings, the various versions of the inspector's report and the other documents referred to in Mr Peckford's witness statement are not incorporated into the plan nor specifically referred to in it. Accordingly, they do not fall within the category of documents to which resort may be had in a case of ambiguity which, as I have found, is not the case here.

54. Although policy ESD11 is part of the plan and regard needs to be had to it in interpreting policy Bicester 13 the wording of ESD11 is general in application and insufficient to displace the clear words of the site-specific allocation policy. In its adopted form the plan means that the restrictions upon development within CTAs generally, as set out within policy ESD11, have given way to the site specific conclusion that in the context of Gavray Drive there should be no development within the particular CTA covered by policy Bicester 13.

55. In short, the policy needs to be interpreted without regard to extraneous material; it is clear on its face in prohibiting any built development within that part of the site which falls within the CTA. There is nothing anywhere else within the plan or within the supporting text that would support built development within this particular CTA. The policy is clear and not ambiguous.

Issue Two: Was the Inspector's Report and Consequent Recommendation on Bicester 13 Irrational and/or Inadequately Reasoned?

56. The next question is whether it was a rational decision on the part of the inspector to recommend the adoption of policy Bicester 13 as worded in the light of his findings and conclusions in his report and/or whether he gave any or adequate reasons for recommending adoption of policy Bicester 13 as drafted?

57. The claimants submit that the inspector did not give any reasons as to why there should be no development within the CTA. All the reasons that he gave pointed in the opposite direction, namely, that there should be some development with the CTA area. The first defendant accepts that the reasoning given by the inspector is unsatisfactory.

58. The claimants draw attention to the indicative layout that it submitted to the examination, and which was referred to by the inspector in his report, which showed built development within that part of the allocation site that was within the CTA but outwith the LWS.

59. The second defendant submits that the claimants need to show that the inspector erred in law. Given the role of the inspector he made no error. The duty upon him is to examine the submitted plan for its soundness. His reasoning on whether the plan was

sound is clear. He addressed matters that were raised during the hearing session. It was open to the first defendant to make modifications to the plan which did not materially change it; in short it was open to the first defendant to clarify the policy.

Discussion and Conclusions

60.   I have set out the full text of the inspector's report into the Gavray Drive site above. Within that he referred to indicative layouts demonstrating that, taking into account appropriate and viable mitigation measures, the site was capable of delivering around 300 homes at a reasonable, realistic density. The layouts that were before him were those submitted by consultants to the claimants. The revised master plan in the court hearing bundle (which was one of those submitted at examination) clearly shows some built development within that part of the CTA to the east of Langford Brook but no built development in the LWS within the CTA. The revised masterplan is the document that the inspector was referring to in paragraph 136 of his report.

61.   In paragraphs 137 and 138 of his report the inspector went through other requirements that were necessary for policy Bicester 13 to be sound. They involved keeping that part of the allocation within the LWS free from built development, the absence of new housing in flood zone 3 and the use of Sustainable Drainage Systems ("SUDS") to address flood risks. Subject to those modifications, the inspector found the policy to be sound and that the site made a worthwhile contribution to new housing needs in Bicester and the district in a sustainable location. In so concluding, it is evident that the inspector took into account the indicative master plan supplied by the claimants as that was the only indicative layout before him. He seems to have relied on that to conclude that the site was capable of delivering some 300 homes.

62.   The inspector then turned to suggestions before him by both the first defendant and members of the public that the developable area should be reduced. He discounted those suggestions in paragraph 139. The avoidance of any development in the whole of the River Ray CTA would, he found, significantly undermine the contribution of the site to the housing needs of Bicester. Such a reduced area would also potentially render the scheme unviable or, at the very least, unable to deliver a meaningful number of new affordable units. Further, a reduced area could materially diminish the potential for the scheme to contribute to enhancement of the LWS's ecological interest thereby achieving the main objective of the CTA. As a result, the requested reduction to avoid any development in the whole of the River Ray CTA would not represent a reasonable, realistic or more sustainable alternative to the proposal set out in the plan. In other words, the inspector understood that the policy to deliver around 300 homes was justified and sound when considered against reasonable alternatives, in this instance the alternative of no development within the CTA.

63.   The inspector continued in his report to discount the suggestion that the whole of the land east of the Langford Brook should be retained as open space or designated as LGS. That was particularly the case as the proposal would enable the more important LWS to be protected with funding made available from the development (paragraph 140).

64.   In paragraph 141 the inspector concluded that the most suitable balance was between the need to deliver new housing locally and protection and enhancement of environmental assets by the allocation of the site for 300 new homes on about 23

hectares. That could achieve a net gain in biodiversity which could be delivered as part of an overall package of development with appropriate mitigation measures. That was a matter for his planning judgment having considered and reached conclusions on all of the issues raised in the examination by the allocation of the site.

65.   The inspector's overall reasoning was to retain the allocation as shown on the proposals map of the submitted CLP and to use the development proposed to deliver gains to enhance the LWS and produce a net gain in biodiversity as part of an overall package. That overall package centred on the delivery of around 300 homes. The inspector was satisfied that the indicative layouts showed that that was realistic and appropriate with viable mitigation measures. Notably those indicative layouts showed built form within the CTA.

66.   The inspector's reasoning, therefore, is inimical with the first sentence of the key site-specific design and place shaping principles referring to keeping that part of the site within the CTA free from built development. He gave no reason at all to explain or justify the retention of that part of policy Bicester 13 that prevented built development in the CTA. As the claimants submit all his reasoning pointed the other way. Therefore, I find that the inspector failed to give any reasons for, and was irrational, in recommending the adoption of a policy that prevented built development in the CTA.

67.   The inspector's findings were clear, both in rejecting the argument that there should be a reduction of the developable area to avoid any development in the whole of the CTA and on the absence of justification for the retention of the whole of the land to the east of the Langford Brook as public open space or its designation of LGS. His reasoning was that the LWS needed to be kept free from built development and protected, together with downstream SSSIs, through an ecological management plan which would ensure the long term conservation of habitats and species within the site.

68.   Against that background it is difficult to understand how the inspector recommended that policy Bicester 13 should remain in its current form. Part of his modifications, consistent with his report, should have been to recommend the deletion of the first sentence of the third bullet point within the policy. That would have produced a justified and effective allocation consistent with national policy which was then sound and consistent with his report.

69.   For those reasons the inspector erred in law in failing to give reasons for acting as he did, taking into account the duty upon him to examine the plan for soundness. Alternatively, the inspector was irrational in recommending as he did without supplying any reasons.

70.   The first defendant had no legal power to make a modification to the plan which would have had the effect of deleting the disputed sentence as that would materially change the contents of the CLP.

71.   It follows that some remedy is clearly appropriate. I turn now to consider which of the competing submissions of the claimant and first defendant is preferable.

Remedy

72.   The claimants seek an Order that:

i)   Policy Bicester 13 adopted by the first defendant on 20 July 2015 be treated as not adopted and remitted to the second defendant;

ii)   The second defendant appoint a planning inspector who recommends adoption of policy Bicester 13 subject to a modification that deletes from the policy the words "that part of the site within the Conservation Target Area should be kept free from built development";

iii)   The first defendant adopts policy Bicester 13 subject to the modification recommended by the planning inspector appointed by the second defendant.

73.   The first defendant submits that the second and third parts of the proposed Order are inappropriate as they ask the court to assume plan making powers and redraft the plan. They would constrain the second defendant and first defendant as decision makers and exclude the public from participation.

74.   The first defendant submits that the extent to which policy Bicester 13 should allow housing development on the site or protect the site as an environmental resource is pre-eminently a matter of planning judgment. If the court were to require the policy's adoption in the amended form that would restrike the planning balance and would trespass into a function which is that of the defendants.

75.   The evidence before the court suggests that the final drafting of the policy was anything but an oversight.   The first defendant had specifically queried the relationship of the disputed words and the conclusions in the inspector's report. The inspector in response made no recommendations about deletion or modification of the disputed words in the policy. It is clear that their inclusion was deliberate.

76.   Further, the first defendant submits that the claimants' proposed Order is unsatisfactory in that it excludes the public from making representations on the amended wording of policy Bicester 13. The first defendant refers to the statutory framework requiring consultation during the preparation and revision of local plans.

77.   Yet further, the claimants' proposed Order raises issues about the sustainability appraisal which, in the addendum, noted that the policy requires that the part of the site within the CTA should be kept free from built development before concluding that "Overall the site is likely to have … mixed effects, with potential for overriding minor positive effects overall." Modification would, therefore, require consideration of whether a further sustainability appraisal was required.

78.   Instead, the first defendant seeks an Order that the second defendant appoints a planning inspector to reconsider the way in which policy Bicester 13 treated the designated CTA, that the planning inspector appointed permit representations by all interested parties on the way in which policy Bicester 13 treated the CTA and how that policy should be drafted, that the planning inspector shall make recommendations in respect of modifications to policy Bicester 13, provide reasons for those recommendations and that the first defendant shall adopt policy Bicester 13 subject to whatever modification is recommended by the appointed planning inspector.

79.   The second defendant does not support the Order proposed by the first defendant. That is because the process of examination of a development plan is holistic with all

parts of the plan interconnected. The exercise is resource intensive and here was fully and properly undertaken. The answer is fully contained within the inspector's report which sets out the inspector's planning judgement. There is, therefore, no need to return to a reopened examination.

80.   In addition, there are good reasons why a reopened examination is not necessary, namely, the integrity of the plan process and clarity as to the outcome based on the inspector's report.

81.   As to sustainability, without the first sentence of the third bullet point of policy Bicester 13, the policy is clear in that it says that the development must not adversely impact upon the CTA. It is difficult to see where a requirement for a further sustainability appraisal, in those circumstances, would come from. There has been no suggestion that the sustainability appraisal was not properly considered. The site itself was addressed in considerable detail by at least two ecologists at the examination hearing.

82.   It follows that, if the policy is unambiguous, the claimants' draft Order is preferable and deals with all matters.

Discussion and Conclusions

83.   Under section 113(7) of the PCPA the High Court may quash the relevant document and remit the document to a person with a function relating to its preparation, publication, adoption or approval. If the High Court remits the relevant document, under (7B) it may give directions as to the actions to be taken in relation to the document. 113(7B) reads:

> "(7B) Directions under subsection (7A) may in particular—
>
> (a) require the relevant document to be treated (generally or for specified purposes) as not having been approved or adopted;
>
> (b) require specified steps in the process that has resulted in the approval or adoption of the relevant document to be treated (generally or for specified purposes) as having been taken or as not having been taken;
>
> (c) require action to be taken by a person or body with a function relating to the preparation, publication, adoption or approval of the document (whether or not the person or body to which the document is remitted);
>
> (d) require action to be taken by one person or body to depend on what action has been taken by another person or body."

84.   Those powers are exercisable in relation to the relevant document in whole or in part.

85.   On this part of the case I am of the view that the approach of the claimants and the second defendant to the appropriate remedy is correct.

86.   The reasons for that view are as follows. An extensive examination process has taken place into the plan as a whole. As part of that process the inspector has exercised and made clear his planning judgment on, amongst other matters, housing across the district. As part of that exercise his decision was to permit policy Bicester 13 to proceed on the basis that it made a valuable contribution of 300 houses to the housing supply in Cherwell District Council. That conclusion was reached having heard representations from the claimants, the first defendant and the public. The representations from the public argued that there should be reduced developable areas on the allocation site and that part of the site was suitable for designation as LGS. The public, therefore, have fully participated in the planning process. The error which I have found occurred was not as a result of the public having any inadequate opportunity to participate in the examination process.

87.   There is no statutory requirement when remitting the relevant document to the second defendant to give directions which, in effect, require a rerun of part of the examination process that has already taken place. There may be circumstances where it is appropriate to do so where, for example, there is a flaw in the hearing process but this is not one of those cases. There was a full ventilation of issues as to where development should take place within the Bicester 13 allocation site, the importance of biodiversity and the ecological interests, LGS issues and whether there should be any built development within the CTA. Those are all matters upon which the inspector delivered a clear judgment. The difficulty has arisen because he did not translate that planning judgment into an appropriately sound policy.

88.   In those circumstances, and for those reasons, I do not consider it appropriate to accede to the directions sought by the first defendant. If the matter were to be remitted as sought by the first defendant there would be a rerun of the same issues for no good reason, without any suggestion of a material change in circumstance, and at considerable and unnecessary expenditure of time and public money. I reject the contention that a further sustainability appraisal will be required. The residual wording of the policy is such that it secures the objective of any development having a lack of adverse impact upon the CTA.

89.   The justice of the case here is met with the Order sought by the claimants and, if the policy has not been found to be ambiguous, which it has not, supported by the second defendant which gives effect to the planning judgment of the inspector.

90.   Accordingly this claim succeeds. The Order should be in the terms of paragraphs 1, 2 and 3 of the draft submitted by the claimants. The parties are invited to draw a final agreed Order and should agree costs within seven days of the judgment being handed down, failing which the issue of costs will be determined on paper.

IN THE HIGH COURT OF JUSTICE   Claim No. CO/4622/2015
QUEEN'S BENCH DIVISION
(PLANNING COURT)

BEFORE THE HON. MRS JUSTICE PATTERSON DBE

BETWEEN :

**(1) JJ GALLAGHER LTD
(2) LONDON AND METROPOLITAN DEVELOPMENTS LTD
(3) NORMAN TRUSTEES**

<u>Claimants</u>

- and -

**(1) CHERWELL DISTRICT COUNCIL
(2) SECRETARY OF STATE FOR COMMUNITIES AND LOCAL
GOVERNMENT**

<u>Defendants</u>

ORDER

UPON HEARING Counsel for the Claimants and for the First Defendant and for the Second Defendant

IT IS ORDERED THAT:

1. Policy Bicester 13 adopted by the First Defendant on 20th July 2015 be treated as not adopted and remitted to the Second Defendant;

2. The Second Defendant appoint a planning inspector who recommends adoption of Policy Bicester 13 subject to a modification that deletes from the policy the words "That part of the site within the Conservation Target Area should be kept free from built development";

3. The First Defendant adopt Policy Bicester 13 subject to the modification recommended by the planning inspector appointed by the Second Defendant;

4. There be no order for costs as between the Claimants and the Second Defendant; and

5. The First Defendant to pay the Claimants' costs of £16,158.50 of the claim.

Signed:

Dated   18 February 2016

By the Court

Report to Cherwell District Council (Addendum - March 2016)

by Nigel Payne BSc (Hons), Dip TP, MRTPI, MCIM

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 18 May 16

ADDENDUM REPORT ON THE EXAMINATION INTO THE CHERWELL

LOCAL PLAN

Document submitted for examination on 31 January 2014

Examination hearings held between 3 June and 23 December 2014

File Ref: PINS/C3105/429/4

Addendum

1. This report is an addendum to my report of May 2015 containing my assessment of the Cherwell Local Plan in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). This considered first whether the Plan's preparation complied with the duty to co-operate, in recognition that there is no scope to remedy any failure in this regard. It then considered whether the Plan was sound and whether it was compliant with the legal requirements. The National Planning Policy Framework (paragraph 182) makes clear that to be sound, a Local Plan should be positively prepared; justified; effective and consistent with national policy.

2. Following the Order of the High Court of Justice No. CO/4622/2015, dated 19 February 2016, I recommend that, in relation to Policy Bicester 13 – Gavray Drive, Main Modification No. 91, page 130, the first sentence of the third bullet point under "Key Site Specific Design and Place Shaping Principles" which states – "That part of the site within the Conservation Target Area should be kept free of built development." be deleted in the interests of soundness, clarity and to facilitate implementation of the policy and allocation in the plan.

Conclusion and Recommendation

3. **Policy Bicester 13 of the Plan has a deficiency in relation to soundness and/or legal compliance for the reasons set out above which mean that I recommend non-adoption of Policy Bicester 13 as submitted, in accordance with Section 20(7A) of the 2004 Act.**

4. **The Council has requested that I recommend main modifications to make the Plan sound and/or legally compliant and capable of adoption. I conclude that with the amendment to the schedule of main modifications recommended in this addendum report relating to Policy Bicester 13 the Cherwell Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.**

Nigel Payne

Inspector

Cherwell District Council

Council

19 December 2016

Council Tax Reduction Scheme 2017-2018 and Council Tax Discounts 2017-2018

Report of Chief Finance Officer

This report is public

Purpose of report

To provide members with an update on the consultation process that has taken place on the proposals for a Council Tax Reduction Scheme for 2017-2018 and to seek approval for a Council Tax Reduction Scheme for the year 2017-2018 on the recommendation of the Executive and Budget Planning Committee.

To provide members with an update of Council Tax discounts and seek approval for the Council Tax discounts for the year 2017-18.

1.0 Recommendations

The meeting is recommended:

1.1 To approve a Council Tax Reduction Scheme (CTRS) for the year 1 April 2017 to 31 March 2018 as set out in the report and implement the scheme with effect from 1 April 2017.

1.2 To grant delegated authority to the Section 151 Officer to make further amendments to the CTRS Regulations up to and including 31 January 2017 in consultation with the Lead Member for Financial Management.

1.3 To review the proposed level of Council Tax discounts for 2017-2018 and to approve the following:

- Retain the discount for second homes at zero
- Retain the discount for empty homes (unoccupied and substantially unfurnished) at 25% for 6 months and thereafter at zero.
- Retain the discount for empty homes undergoing major repair at 25% for 12 months and thereafter at zero.
- Retain the empty homes premium of an additional 50% for properties that have remained empty for more than 2 years.

2.0   Introduction

2.1   In December 2015 members approved a Council Tax Reduction Scheme (CTRS) for Cherwell District Council for the financial year 2016-2017. The scheme mirrored the previous Council Tax Benefit (CTB) scheme in that the maximum Council Tax liability to be included in any assessment for working age customers is 100%.

2.2   Funding for the new scheme is based on a fixed cash grant based on approximately 90% of the previous CTB subsidy giving a funding shortfall for Cherwell of £742,430. The funding shortfall is mostly offset by changes to locally set Council Tax discounts.

3.0   Report Details

Council Tax Reduction Scheme (CTRS) 2017-2018

3.1   The Government has stated that the funding levels for Council Tax Reduction will remain the same in 2017-2018. The 10% reduction in funding for 2016-2017 of £742,430 has been offset by changes to locally set Council Tax discounts.

3.2   As the funding for the CTRS is a fixed grant the cost of any increase in the level of demand will be borne by the council. The CTRS caseload is regularly monitored and there has been a small decrease in the number of live cases from 7,513 in April 2015 to 7,193 in July 2016.

3.3   In October 2016 members of Executive were asked to consider a report outlining the various options for a Council Tax Reduction Scheme for 2017-2018 including financial modelling. Members agreed, for consultation purposes, option one which is no change to the current Council Tax Reduction Scheme or Council Tax Discounts.

3.4   This means that the level of support received by those currently on CTRS will not change unless they have a change in their circumstances. The only change required would be the changes to the Regulations to reflect changes such as benefit uprating.

Consultation Process.

3.5   Members agreed a consultation process on the option of no change to the current CTRS. The consultation began on 5 October 2016 and ended on 17 October 2016.

3.6   The consultation process included detailed information and a response form on the website. Targeted consultation also took place with 750 households across the district who were invited to take part in the survey.

3.7   Consultation has also taken place with the major preceptors.

3.8   A total of 54 responses were received although not all questions were answered by the respondents. A summary report of the results can be found at Appendix A of this report. The majority of people who completed the survey are happy with the proposals for Council Tax Reduction Scheme for 2017-2018. The key findings are as follows:

- All of the 54 responses came from individuals rather than on behalf of organisations.
- 24 of the 52 respondents (46.2%) felt that the Council should continue with the current scheme.
- If the Council were to consider other options to help pay for the scheme 28 the respondents (54%) felt that the level of support for working age households should be reduced, 9 respondents (18%) felt that Council Tax should be increased and 11 (22%) were in favour of reduction in funding for other services.

3.9   Following the consultation process members of Executive agreed to recommend to Council the option of no change to the Council Tax Reduction scheme for 2017-2018 with changes to the Regulations to reflect the changes to Housing Benefit uprating and for delegated authority to be given to the Section 151 Officer to make any changes to the CTRS Regulations up to and including 31st January 2017 in consultation with the Lead Member for Financial Management.

Council Tax Reduction Scheme Regulations

3.10   There will continue to be national regulations related to CTRS which the Council must adhere to including the national scheme for those people who have attained the qualifying age for State Pension Credit.

3.11   There are existing regulations for our local scheme for 2016-2017. If the recommendation for no change is agreed then the regulations will require some technical changes for uprating by DCLG and Department for Work and Pensions.

Council Tax Discounts

3.12   The Local Government Finance Act 2012 abolished certain exemptions with effect from 1 April 2013 and replaced them with discounts which can be determined locally. Council approved a number of small changes to discounts in order to meet the funding requirements of the Council Tax Reduction Scheme.

3.13   Council determined that furnished chargeable dwellings that are not the sole or main residence of an individual (second homes) should no longer receive a discount. If we continue to set the discount at zero it is estimated that this will result in additional income of £76,755.

3.14   Council also determined the discount in respect of unoccupied and substantially unfurnished properties should be reduced to 25% for a period of 6 months and thereafter to zero. Current estimations indicate that this will result in additional income of around £308,018

3.15   Council further exercised its discretion to determine that chargeable dwellings which are vacant and undergoing major repair to render them habitable should attract a discount of 25% for a period of 12 months and thereafter to zero. This will result in additional income of £22,162

3.16   The Local Government Finance Act 2012 also allows for an Empty Homes Premium to be charges on long term empty properties that is those that have been empty and unfurnished for two years or more. If this remains unchanged it is estimated this

would result in additional income of £120,843. If this causes more long term empty properties to be brought back into use it will have a beneficial impact on New Homes Bonus.

Financial Implications of the recommendation for CTRS 2017-2018

3.18 The recommendation for no change to the current Council Tax Reduction Scheme or Council Tax Discounts would have the following financial impact:

	Based on 100%
Overall funding loss	742,430
Second homes income	-76,755
Empty homes income with discount of 25% for 6 months	-308,018
Uninhabitable homes discount of 25% for 12 months	-22,162
Long term empty premium income	-120,843
Total funding gap	214,652
Total funding gap for SNC	17,172

4.0   Conclusion and Reasons for Recommendations

4.1   The proposal is to keep the same Council Tax Reduction Scheme for 2017-2018 with changes to the Regulations to reflect the changes such as uprating. Consultation has taken place with residents and major preceptors.

4.2   Members are now required to agree a Council Tax Reduction Scheme for the 2017-2018 financial year and are asked to give delegated Authority to the Section 151 Officer to make amendments to the CTRS Regulations up to and including 31 January 2017 in consultation with the Lead Member for Financial Management.

4.3   Members are also asked to agree that Council Tax Discounts for 2017-2018 are set at the levels detailed in the report.

5.0   Consultation

Budget Planning Committee and Executive	A report on the results of the consultation for a Council Tax Reduction Scheme for 2017-2018 has been considered by Budget Planning Committee and Executive who recommended a no change scheme to Council.

| Public and major preceptors | Consultation with anyone affected by the proposed new scheme has taken place. |

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 not agree any of the options for a new scheme. This would have financial implications for the Council and those residents affected by wider Welfare Reform.

7.0 Implications

Financial and Resource Implications

7.1 These are contained within the report.

Comments checked by:
Paul Sutton, Chief Finance Officer, 0300 0030 0106
paul.sutton@cherwellandsouthnorthants.gov.uk

Legal Implications

7.2 The Council is required to approve a Council Tax Reduction Scheme on an annual basis. Failure to do so will affect the reputation of the Council and will have a financial implication for residents. The Council must take due account of any responses to a consultation process before determining its position.

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

Equality and Diversity

7.3 An equality impact assessment has been undertaken on the Council Tax Reduction Scheme for 2017-2018. It is proposed that the scheme remains unchanged in 2017-2018 and no change has arisen from the consultation exercise.

Comments checked by:
Paul Sutton, Chief Finance Officer, 0300 0030 0106
paul.sutton@cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

This links to the Council's priority of protecting our quality of life.

Lead Councillor

Councillor Ken Atack Lead Member for Financial Management

Document Information

Appendix No	Title
A	Results of Consultation Process
Background Papers	
None	
Report Author	Belinda Green, Joint Revenues and Benefits Manager
Contact Information	01327 322182 belinda.green@cherwellandsouthnorthants.gov.uk

Cherwell District Council

**Local Government and Public Involvement in Health Act 2007
Community Governance Review**

Terms of Reference

Introduction

Cherwell District Council has resolved to undertake a Community Governance Review (CGR) pursuant to Part 4, Chapter 3 of the Local Government and Publish Involvement in Health Act 2007 to consider the following Parish matters:

Table 1

Parish/Area	Matters to be considered
Fritwell	The number of Parish Councillors for the Parish Council, following a request from the Clerk for an increase in numbers
Stratton Audley	The number of Parish Councillors for the Parish Council, following a request from the Clerk for an increase in numbers
Tadmarton	The number of Parish Councillors for the Parish Council, following a request from the Clerk for a decrease in numbers
Weston-on-the-Green	The number of Parish Councillors for the Parish Council, following a request from the Clerk for an increase in numbers
Yarnton	The number of Parish Councillors for the Parish Council, following a request from the Clerk for an increase in numbers
Upper Heyford	Splitting the existing Parish area into two, creating a new parish for the 'Heyford Park' area; To determine a name for the new Parish; Cherwell District Council agreed to complete a further CGR on this issue at the conclusion of the last CGR in 2013

The Council will undertake the review in accordance with the Guidance on community governance reviews issued by the Department of Communities and Local Government and the Local Government Boundary Commission for England (LGBCE) in March 2010 ("the guidance")

What is a Community Governance Review?
A CGR is a review of the whole or part of the Council area to consider one or more of the following:

Creating, merging, altering or abolishing parishes
The naming of parishes and the style of new parishes

The electoral arrangements for parishes, such as the ordinary year of election, council size, number of councillors to be elected to the council and parish warding Grouping parishes under a common parish council or de-grouping parishes

The Council is required to ensure that community governance within the area under review will be:

Reflective of the identities and interests of the community in that area; and Is effective and convenient

In doing so the Review is required to take into account:

The impact of existing community governance arrangements on community cohesion; and
The size, population and boundaries of any local community or proposed parish or town Council

Why is the Council undertaking the review?
The guidance states that it is good practice for principal councils (in this context that means this council) to undertake CGRs every 10-15 years. The last review was concluded in December 2013, and during that time the Council committed to undertake a further CGR within 5 years specifically for Upper Heyford.

As the Council has received the request from Stratton Audley regarding number of Parish Councillors, the review will be widened to look at such requests from other Parishes if they so wish. A review of parish boundaries, other than those at Upper Heyford, will not be considered as part of this review.

Who undertakes the review?
A working group has been established to deal with the day to day work of the review, in conjunction with officers from the Democratic and Elections team. The Working Group will be responsible for considering each request and consultation responses received, before formulating recommendations to Council. The final decision relating to each recommendation sits with full Council.

Consultation
A full consultation document will be produced, detailing the proposals for each of the areas specified in table 1. The document will be emailed to the parishes concerned, published on a dedicated 'Community Governance Review' page on the Cherwell District Council website, and paper copies will also be available on request for anybody without access to the internet.

With regard to Upper Heyford, a specific document will be produced outlining the implications of splitting the parish. The document will be delivered to every address in the parish, and will include a pro-forma style return slip and pre-paid envelope so that residents can let the Council know if they support the proposed split. Officers from Democratic and Elections will also look to hold consultation 'drop-in' events in the parish, the details of which are to be finalised.

All consultation documents will also be available via the consultation portal on the Cherwell District Council website, so that people can respond electronically if they so wish.

All consultation responses will be logged and reported back to the working group, and full Council. Names and addresses of individual respondents will not be included in the central log for data protection purposes. Responses received from parish councils will be highlighted as such, and will be assumed to be an official response on behalf of the whole parish council.

Timetable for the Review
The 2007 Act requires that a principal council must complete a CGR within 12 months of the date of publication of terms of reference. The proposed timetable below complies with the legal requirement.

19 December 2016	Consideration of Terms of Reference by full Council
3 January 2017	Final Terms of Reference Published
October to December 2016	Work on consultation document for all Upper Heyford residents. Information gathering from Parishes who have requested a review of Parish Councillor numbers.
w/c 9 January 2017 (exact date to be determined)	Meeting with working group ahead of start of consultation
16 January 2017 to 17 March 2017 (8 weeks)	Consultation period with residents of all affected areas
20 February 2017	Update report to Full Council
Between 20 March & 7 April 2017 (exact date to be determined)	Meeting with working group to discuss consultation responses received, recommendations formulated
16 May 2017	Report to Council with recommendations
19 June – 4 August 2017 (6 weeks)	Consultation on recommendations
Between 21 August & 8 September 2017 (exact date to be determined)	Meeting with working group to discuss consultation responses received, recommendations finalised
w/c 25 September 2017	Final Recommendations published; Community Governance Review order drafted
16 October 2017	Final report to Council, finalise CGR order

How to respond
If you have any questions or comments on these terms of reference, or the
Community Governance Review process as a whole, please email
democracy@cherwellandsouthnorthants.gov.uk, or write to:

CGR
Democratic and Elections Team
Cherwell District Council
Bodicote House
Bodicote
Banbury
OX15 4AA

[Date to be inserted]

Cherwell District Council Calendar of Meetings 2017/18[1]

Council	Executive	Planning Committee	Accounts, Audit & Risk Committee	Overview & Scrutiny Committee	Budget Planning Committee
Mon, 6.30pm	*Mon, 6.30pm*	*Thurs, 4pm*	*Weds, 6.30pm*	*Tues, 6.30pm*	*Tues, 6.30pm*
2017 Tuesday 16 May AGM 17 July 16 October 18 December **2018** 26 February **2018/19** Tuesday 15 May 2018 AGM	**2017** 5 June 3 July 4 September 2 October 6 November 4 December **2018** 8 January 5 February 5 March 3 April (Tuesday, due to Bank Holiday)	**2017** 18 May 8 June 6 July 3 August 31 August 28 September 26 October 23 November 14 December **2018** 18 January 15 February 15 March 12 April	**2017** *28 June 5pm - informal review of accounts* 28 June 27 September 22 November **2018** 24 January 14 March	**2017** 30 May 11 July 29 August 10 October 21 November **2018** 23 January 20 February 27 March	**2017** 23 May 25 July 30 August (Wednesday) 26 September 31 October 28 November **2018** 30 January 27 February
Democratic Contact Officer: Natasha Clark 01295 221589	Democratic Contact Officer: Natasha Clark 01295 221589	Democratic Contact Officer: Aaron Hetherington 01295 227956	Democratic Contact Officer: Aaron Hetherington 01295 227956	Democratic Contact Officer: Emma Faulkner 01327 322043	Democratic Contact Officer: Lesley Farrell / Joel Bliss; 01295 221591 / 01295 221869

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[1] Meetings are subject to change and cancellation. Members will be notified and the website updated accordingly.

Revised December 2016

NOTES: Chairman and Vice-Chairman for all Committees for the municipal year 2017/18 will be appointed at the first meetings of Committees held at the conclusion of the Annual Council meeting on Tuesday 16 May 2017.

Licensing Committee, Licensing Sub-Committees, Personnel Committee, Appeals Panel and Standards Committee meetings will be arranged as required.

Democratic Contacts:
Licensing Committee and Licensing Sub-Committee: Louise Aston – 01295 221601 / Aaron Hetherington – 01295 227956
Personnel Committee: Louise Aston – 01295 221601
Standards Committee: Sharon Hickson – 01295 221554
Appeals Panel: Natasha Clark – 01295 221589

Executive BPM meeting dates: 2017/18: TBC
Please note that this the Informal Executive is administered by the PA to the Leader of the Council

Parish Liaison Meeting: Wednesday 7 June 2017
                            Wednesday 8 November 2017

Parish Liaison Meeting Contact: Kevin Larner, Community Infrastructure Officer – 01295 221706

CDC/SNC Joint Meetings Calendar of Meetings 2017/18[1]

Transformation Joint Working Group (TJWG)[2]	Joint Councils Employee Engagement Committee (JCEEC)	Joint Commissioning Committee (JCC)	Joint Scrutiny Committee (JSC)
First Wednesday of the month, 9am Bodicote House	Thursday, 5pm The Forum or Bodicote House	Thursday, 6.30pm The Forum or Bodicote House	Thursday, 6.30pm The Forum or Bodicote House
7 June 2017 5 July 2017 2 August 2017 6 September 2017 4 October 2017 1 November 2017 6 December 2017 3 January 2018 7 February 2018 7 March 2018 4 April 2018	1 June 2017 – Bodicote House 20 July 2017 – The Forum 21 September 2017 – Bodicote House 7 December 2017 – The Forum 1 February 2018 – Bodicote House 5 April 2018 – The Forum	1 June 2017 – Bodicote House 20 July 2017 – The Forum 21 September 2017 – Bodicote House 7 December 2017 – The Forum 1 February 2018 – Bodicote House 5 April 2018 – The Forum	22 June 2017 – The Forum 14 September 2017 – Bodicote House 30 November 2017 – The Forum 22 March 2018 – The Forum
Contact Officer: Karyn Panting, Business Transformation Project Support Officer 01789 260505	Democratic Contact Officer: Lesley Farrell, 01295 221591	Democratic Contact Officer: Natasha Clark, 01295 221589	Democratic Contact Officer: Lesley Farrell, 01295 221591 Natasha Clark, 01295 221589

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[1] Please note that meeting dates are subject to change and cancellations. Members will be advised accordingly and the websites updated.

[2] The TJWG is an informal sub-group of JCC to oversee the detail of the transformation programme, the development of business cases and any other proposals relating to transformation and organisational change.

Revised December 2016

NOTES: Joint Appeals Committee meetings will be arranged as required. No meetings are currently scheduled.

Commercial Development Panel: This is an informal sub-group of the JCC to oversee any developmental work that is undertaken on commercial ideas, including the detailed oversight of workstream 11 (commercial development) and any opportunity for commercialising existing services. The group consists of 3 members from SNC and three members from CDC. The Panel is administered by the Business Transformation Team and meeting dates will be notified to Panel members.

Transformation Reference Group: This is an informal group consisting of 12 members from each council, but open to any Members. The Group will meet twice a year and provide an opportunity for questions and answers and any updates around the transformation programme.

Dates for 2017/18: Thursday 25 May 2017, 6pm, The Forum
Thursday 11 January 2018, 6pm, Bodicote House

In addition to the above joint committees/groups, ad hoc Member and group briefings take place for matters of significance. Members will be notified of dates when these are arranged.

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2018	**2018**	**2018**	**2018**	**2018**	**2018**
Tuesday 15 May AGM	4 June	17 May	*30 May 5pm - informal review of accounts*	29 May	22 May
16 July	2 July	14 June	25 July	10 July	24 July
15 October	3 September	5 July	21 November	28 August	29 August (Wednesday)
17 December	1 October	2 August	**2019**	9 October	25 September
2019	5 November	30 August	23 January	20 November	30 October
25 February	3 December	27 September	14 March	**2019**	27 November
	2019	25 October		22 January	**2019**
	7 January	22 November		19 February	29 January
2019/20	4 February	13 December		26 March	26 February
Tuesday 14 May 2019 AGM	4 March	**2019**			
	1 April	17 January			
		14 February			
		14 March			
		11 April			
Democratic Contact Officer: Natasha Clark 01295 221589	Democratic Contact Officer: Natasha Clark 01295 221589	Democratic Contact Officer: Aaron Hetherington 01295 227956	Democratic Contact Officer: Aaron Hetherington 01295 227956	Democratic Contact Officer: Emma Faulkner 01327 322043	Democratic Contact Officer: Lesley Farrell / Joel Bliss; 01295 221591 / 01295 221869

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                           Wednesday 7 November 2018

Parish Liaison Meeting Contact: Kevin Larner, Countryside Infrastructure Officer – 01295 221706

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6 June 2018 4 July 2018 1 August 2018 5 September 2018 3 October 2018 7 November 2018 5 December 2018 9 January 2019 6 February 2019 6 March 2019 3 April 2019	7 June 2018 – Bodicote House 19 July 2018 – The Forum 20 September 2018 – Bodicote House 6 December 2018 – The Forum 31 January 2019 – Bodicote House 28 March 2019 – The Forum	7 June 2018 – Bodicote House 19 July 2018 – The Forum 20 September 2018 – Bodicote House 6 December 2018 – The Forum 31 January 2019 – Bodicote House 28 March 2019 – The Forum	21 June 2018 – The Forum 13 September 2018 – Bodicote House 29 November 2018 – The Forum 21 March 2019 – The Forum
Contact Officer: Karyn Panting, Business Transformation Project Support Officer 01789 260505	Democratic Contact Officer: Lesley Farrell, 01295 221591	Democratic Contact Officer: Natasha Clark, 01295 221589	Democratic Contact Officer: Lesley Farrell, 01295 221591 Natasha Clark, 01295 221589

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Revised December 2016

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Dates for 2018/19:   Thursday 24 May 2018, 6pm, The Forum
                                   Thursday 10 January 2019, 6pm, Bodicote House

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