

Committee: Executive
Date: Monday 26 February 2018
Time: 4.30 pm
Venue: Bodicote House, Bodicote, Banbury, OX15 4AA

Membership

Councillor Barry Wood (Chairman)	Councillor G A Reynolds (Vice-Chairman)
Councillor Colin Clarke	Councillor John Donaldson
Councillor Tony Ilott	Councillor Mike Kerford-Byrnes
Councillor Kieron Mallon	Councillor Richard Mould
Councillor D M Pickford	Councillor Lynn Pratt

AGENDA

1. **Apologies for Absence**

2. **Declarations of Interest**

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

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

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

4. **Urgent Business**

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

5. **Minutes** (Pages 1 - 8)

To confirm as a correct record the Minutes of the meeting held on 5 February 2018.

6. Chairman's Announcements

To receive communications from the Chairman.

7. Submission of the Partial Review of the Cherwell Local Plan 2011-2031- Oxford's Unmet Housing Needs (Pages 9 - 64)

** Please note that the appendices for this item will be published as supplements to the agenda **

Report of Executive Director for Place and Growth

Purpose of report

To seek approval for the submission of the Partial Review of the adopted Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination.

Recommendations

The meeting is recommended:

- 1.1 To note the responses to the consultation on the Proposed Submission draft of the Partial Review of the Local Plan summarised in the Statement of Consultation at Appendix 4.
- 1.2 To note the supporting documents relevant to the preparation of the Partial Review of the Local Plan presented at Appendices 5 to 12 and available on line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>
- 1.3 To approve the Schedule of Focused Changes and Minor Modifications to the Proposed Submission draft of the Partial Review of the Local Plan presented at Appendix 3.
- 1.4 To approve the Proposed Submission Draft of the Partial Review (July 2017) (Appendix 2) incorporating the Schedule of Focused Changes and Minor Modifications (Appendix 3) as the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031.
- 1.5 To recommend to Council that it submits the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination with all necessary prescribed and supporting documents.
- 1.6 To authorise the Executive Director for Place and Growth to make any necessary, presentational changes to the Submission draft of the Partial Review and to necessary prescribed and supporting documents before the meeting of the Council.

8. Oxfordshire Housing and Growth Deal (Pages 65 - 138)

Report of Chief Executive

Purpose of report

To consider the Oxfordshire Housing and Growth Deal (the Deal) announced by Government in the November Budget, which provides £215 million of additional government funding for Oxfordshire, along with a package of planning freedoms and flexibilities for the Oxfordshire authorities.

The outline agreement makes it clear that full agreement of the Deal is subject to agreement by each local authority and the Oxfordshire Local Enterprise Board (OxLEP) board (referred to collectively as the "Oxfordshire Partners").

The deal also requires a detailed delivery plan to be agreed by Oxfordshire Partners, Homes England and the Ministry of Housing, Communities and Local Government (MHCLG) by 31 January 2018.

Recommendations

The meeting is recommended to recommend that Full Council:

- 1.1. Agree to the Oxfordshire Housing and Growth Deal (the Deal)
- 1.2. Agree the Delivery Plan (attached as Appendix 2 to this report) as the basis for the Deal; noting that elements will be updated as detailed work programmes develop.
- 1.3. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to make minor changes to the Delivery Plan that may be required to secure agreement with Government.
- 1.4. Delegate authority to the Chief Executive in consultation with Leader and the Growth Board, to agree the Year 1 affordable housing delivery programme, phasing and processes specified in the Delivery Plan.
- 1.5. Appoint Oxfordshire County Council as the accountable body in respect of the Oxfordshire Housing and Growth Deal.
- 1.6. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to review the terms of reference of the Growth Board and agree any amendments and any appropriate inter-authority agreements required to support the Delivery of the Housing and Growth Deal.
- 1.7. Delegate authority to the Chief Executive in consultation with the Leader to take any other decisions arising from agreement to the Oxfordshire Housing and Growth Deal, until the revised terms of reference of the Growth Board are in place.
- 1.8. Agree to participate in the preparation of a Joint Statutory Spatial Plan (JSSP) for Oxfordshire in accordance with the timescales set out in the Delivery Plan and in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 (Districts only). The milestones for

progressing the JSSP being contingent on Government delivering the Planning Freedoms and Flexibilities as described in the Delivery Plan.

Information about this Agenda

Apologies for Absence

Apologies for absence should be notified to democracy@cherwellandsouthnorthants.gov.uk or 01295 221589 prior to the start of the meeting.

Declarations of Interest

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

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

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

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

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

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Mobile Phones

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

Queries Regarding this Agenda

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

Yvonne Rees
Chief Executive

Published on Friday 16 February 2018

Cherwell District Council

Executive

Minutes of a meeting of the Executive held at Bodicote House, Bodicote, Banbury, OX15 4AA, on 5 February 2018 at 6.30 pm

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

Councillor Colin Clarke, Lead Member for Planning
Councillor John Donaldson, Lead Member for Housing
Councillor Tony Ilott, Lead Member for Financial Management
Councillor Kieron Mallon, Lead Member for Public Protection and Community Services
Councillor Richard Mould, Lead Member for Performance
Councillor Lynn Pratt, Lead Member for Estates and the Economy

Also Present: Councillor Sean Woodcock, Leader of the Labour Group
Councillor Nicholas Mawer, Budget Planning Committee Chairman

Apologies for absence: Councillor Mike Kerford-Byrnes, Lead Member for Change Management, Joint Working and IT
Councillor D M Pickford, Lead Member for Clean and Green

Officers: Paul Sutton, Executive Director: Finance and Governance / Section 151 Officer
Adrian Colwell, Executive Director: Place and Growth
Ian Davies, Director of Operational Delivery
Richard Ellis, Interim Executive Director: Wellbeing
Ed Potter, Assistant Director: Environmental Services
Paul Feehily, Interim Director of Planning and Regeneration
Richard Hawtin, Team Leader Property & Contracts
Natasha Clark, Democratic and Elections Team Leader

95 **Declarations of Interest**

There were no declarations of interest.

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

There were no petitions or requests to address the meeting.

97 **Urgent Business**

There were no items of urgent business.

98 **Minutes**

The minutes of the meeting held on 8 January 2018 were agreed as a correct record and signed by the Chairman.

99 **Chairman's Announcements**

The Chairman advised Executive that it was anticipated a report would be submitted to the 26 February Full Council meeting presenting the final report from the joint Peer Challenge of Cherwell District and South Northamptonshire Councils, undertaken by the Local Government Association in November 2017.

The Challenge had taken place between 14 and 17 November with initial feedback given at a presentation on 17 November at which the following headline messages about both CDC and SNC were given.

Both councils:

- were well placed to address the challenges they face
- in a strong financial position
- have good quality elected Members and officer
- have a motivated and engaged workforce
- demonstrate good practice (including the development of Heyford Park and the Graven Hill Self Build project)
- demonstrate good community engagement and support
- have good relationships with Town and Parish Councils
- have made good investment decisions to provide future income

The Chairman commented that he felt the Peer Review had been a very worthwhile exercise and thanked all those Members and officers who had been involved.

100 **Developer Contributions Supplementary Planning Document (SPD)**

The Executive Director for Place and Growth submitted a report to seek approval of the Developer Contributions Supplementary Planning Document (SPD) so that it can be presented to Council for adoption.

Resolved

- (1) That the responses to the consultation summarised in the Consultation Statement be noted.
- (2) That the final draft of the Developer Contributions Supplementary Planning Document (annexes to the Minutes as set out in the Minute Book) incorporating the following changes:

- Clarification on the role of the SPD in the absence of a CIL Charging Schedule.
 - Clarification on the role of 'payments in kind'.
 - Textual changes to financial viability requirements generally and more specifically in relation to affordable housing.
 - Additional cost information relating to cemetery provision.
 - The introduction of new and updated requirements related to the provision of primary care infrastructure (provided by the OCCG).
 - Introduction of a new requirement for capital contributions where development results in the need for additional waste recycling capacity (capital costs).
 - A new sub-section on 'Heritage'.
 - A general review of the 'Procedures' having regard to representations received.
 - A general review of the infrastructure requirements having regard to representations received.
- (3) That Full Council be recommended to adopt the final draft of the Developer Contributions document as a statutory Supplementary Planning Document (SPD) under the Town and Country Planning (Local Planning) (England) Regulations 2012.
- (4) That the Executive Director for Place and Growth be authorised to make any necessary minor changes to the final draft of the SPD before the meeting of the Council.

Reasons

Public consultation on a revised draft Developer contributions SPD occurred between 23 November 2017 and 21 December 2017. The results of that consultation have been considered in producing a final document for approval. Upon approval by the Executive it is intended that the document be presented to Council for adoption as a Supplementary Planning Document (SPD). As an SPD the document will have statutory status as planning guidance. It does not establish Development Plan policy which is the role of the Council's Local Plans.

Alternative options

Option 1: Not to approve the Developer Contributions SPD and seek changes. Officers consider that the SPD has been prepared in accordance with the relevant legislation. The adopted Cherwell Local Plan 2011-2031 sets the planning framework up to 2031 with the SPD providing a further level of detail to guide development. Significant changes may require further consultation.

Option 2: Not to approve the Developer Contributions SPD and to rely on the current Draft Planning Obligations SPD (July 2011). The Draft Planning Obligations SPD (July 2011) is now out of date, it carries little weight in decision making and its continued use will potentially make it more difficult for the Council to secure S106 developer contributions in the future. Not approving the new SPD will create uncertainty about the Council's requirements for developer contributions.

101

Draft Corporate Strategy Corporate Strategy and Revenue and Capital Budgets 2018/19

The Executive Director – Finance and Governance and Interim Director submitted a report which presented the draft Corporate Strategy and revenue and capital budgets 2018/19.

In introducing the report, the Lead Member for Financial Management explained that the Council was required to produce a balanced budget for 2018/19 as the basis for calculating its level of Council Tax. It has to base that budget on its plans for service delivery during the year, recognising any changes in service demand that may arise in future years.

The proposed budget and business plan for 2018/19, including the new cycle of growth strategies, were presented as an integrated report to demonstrate that the Council adopts a strategic approach to managing all of its resources, ensuring that the delivery of the Council's priorities for the district directs the allocation of financial resources.

Councillor Nicholas Mawer, Chairman of the Budget Planning Committee, addressed Executive and reported on the extensive review of the draft Corporate Strategy and Revenue and Capital Budgets 2018/19 that the Committee had undertaken. The Committee had unanimously supported the proposals and had made some additional comments on a number of Capital Bids, which had been tabled. In addition, the Committee had recommended there be no increase to the Cherwell District Council element of council tax.

The Lead Member for Financial Management thanked Councillor Mawer and the Budget Planning Committee for their work.

In proposing the recommendations, Councillor Illott proposed that that Full Council be recommended to agree no increase to the Cherwell District Council element of council. This was duly seconded by Councillor Wood.

Resolved

- (1) That, having given due consideration, Full Council be recommended to approve the 2018/19 Corporate Strategy to Full Council (annex to the Minutes as set out in the Minute Book) with authority delegated to the Interim Director, in consultation with the Leader of the Council to make any minor amendments to the plan as required before consideration by Full Council.
- (2) That, having given due consideration, the draft budget in the context of the Council's service objectives and strategic priorities be approved.
- (3) That Full Council be recommended to approve the balanced budget.
- (4) That the impact of the proposed budget on reserves be noted and Full Council be recommended to approve the reserves 2018/19 (annex to the Minutes as set out in the Minute Book).

- (5) That the latest Medium Term Revenue Plan (MTRP) for 2017/18 to 2022/23 be noted and it be further noted that this would be the basis of the work of the Budget Planning Committee for the following year.
- (6) That no further changes be made and Full Council be recommended to approve the updated draft revenue budget (annex to the Minutes as set out in the Minute Book) at the meeting on 26 February 2018.
- (7) That Full Council be recommended to agree no increase to the Cherwell District Council element of Council Tax freeze.
- (8) That Full Council be recommended to approve the proposed 2018/19 capital programme (annex to the Minutes as set out in the Minute Book).
- (9) That authority be delegated to the Executive Director – Finance and Governance, in consultation with the Lead Member for Financial Management to amend the contributions to or from general fund balances to allow the Council Tax to remain at the level recommended to Full Council following the announcement of the final settlement figures, any changes relating to Business Rates.

Reasons

The report and appendices represent the draft business, risk register and budget for 2018/19 for approval by the Executive. If agreed, they will be recommended to Full Council on the 26 February and be considered alongside the setting of the 2018/19 Council Tax.

It is a legal requirement to set a balanced budget and the recommendations as set out and directed by the Corporate Strategy represent what is believed to be the best way of achieving this.

Alternative options

Members could decide not to agree the recommendations or to present alternative budget proposals but that would run counter to the detailed budget setting process that has taken place as part of the formulation of this budget.

102

Exclusion of the Press and Public

Resolved

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

Award of New Landscape Management Contract

The Assistant Director: Environmental Services submitted an exempt report to inform the Executive of the outcome of a procurement process and tender evaluation for a new landscape maintenance / arboricultural services contract and to seek approval to award that contract to the successful bidder.

Resolved

- (1) That the outcome of the tender evaluation process be noted.
- (2) That the continuation of a single contract for landscape maintenance and arboricultural services in support of the landscape responsibilities of Cherwell District Council, South Northamptonshire Council and those parish councils who request such a service through the Councils be supported.
- (3) That the award of a contract for Lot 1 (landscape maintenance services) and Lot 2 (arboricultural services) to tenderer 3 be approved.
- (4) That the expenditure implications for the Councils arising from the contract to carry out landscape maintenance and arboricultural services be noted.

Reasons

Tenderer 3 has scored the highest in the evaluation of the tenders received for LOT 1 and represents the most economically advantageous solution to the provision of landscape maintenance services for the Councils and their partners.

Tenderer 3 has also scored the highest in the evaluation of the tenders received for LOT 2 and represents the most economically advantageous solution to the provision of arboricultural services for the Councils and their partners.

Alternative options

Option 1: Not to award the contract for Lot 1 (landscape maintenance) to the winning tenderer which means that the Council will be without a landscape maintenance contractor from 1 April 2018 and hence this is rejected.

Option 2: Not to award the contract for Lot 2 (arboricultural services) to the winning tenderer which means that the Council will be without an arboricultural services contractor from 1 April 2018 and hence this is also rejected.

Option 3: To award contracts for Lot 1 and/or Lot 2 to others bidders, but this is rejected as the other tenders do not comprise the bids most economically advantageous to the Councils and should be rejected under the terms of the procurement process.

Option 4: To award the contract to the winning tenderer but to reduce the scope and standard of the landscape maintenance works. This is not an option, as that would be a challengeable procurement decision on the grounds it is a substantive variation of the basis on which tenders were invited, and also because of the high profile of and public interest in good landscape management standards.

The meeting ended at 6.50 pm

Chairman:

Date:

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Cherwell District Council

Executive

26 February 2018

<p style="text-align: center;">Submission of the Partial Review of the Cherwell Local Plan 2011-2031 - Oxford's Unmet Housing Needs</p>
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Report of Executive Director for Place and Growth

This report is public

Purpose of report

To seek approval for the submission of the Partial Review of the adopted Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination.

1.0 Recommendations

The meeting is recommended:

- 1.1 To note the responses to the consultation on the Proposed Submission draft of the Partial Review of the Local Plan summarised in the Statement of Consultation at Appendix 4.
- 1.2 To note the supporting documents relevant to the preparation of the Partial Review of the Local Plan presented at Appendices 5 to 12 and available on line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base> .
- 1.3 To approve the Schedule of Focused Changes and Minor Modifications to the Proposed Submission draft of the Partial Review of the Local Plan presented at Appendix 3.
- 1.4 To approve the Proposed Submission Draft of the Partial Review (July 2017) (Appendix 2) incorporating the Schedule of Focused Changes and Minor Modifications (Appendix 3) as the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031.
- 1.5 To recommend to Council that it submits the Submission draft of the Partial Review of the Cherwell Local Plan 2011-2031 to the Secretary of State for Housing, Communities and Local Government for independent examination with all necessary prescribed and supporting documents.

- 1.6 To authorise the Executive Director for Place and Growth to make any necessary, presentational changes to the Submission draft of the Partial Review and to necessary prescribed and supporting documents before the meeting of the Council.

2.0 Introduction

2.1 This report presents the Partial Review of the Cherwell Local Plan 2011-2031 – Oxford's Unmet Housing Needs for approval and subsequent presentation to Council as a 'Submission' Local Plan. Upon approval by Council the Plan would be submitted to the Secretary of State for Housing, Communities and Local Government for independent examination.

2.2 Members are invited to consider the following documents:

- i. the Proposed Submission Plan (July 2017) previously approved by Members for consultation in June 2017 (Appendix 2);
- ii. the Statement of Consultation (Appendix 4) which summarises how consultation informed preparation of the Plan; summarises the representations received to the Proposed Submission Plan and identifies the main issues arising from those representations (a copy has also been placed in the Members' Room). Members are advised that the representations are available in full at: <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base> and also in the Members' Room (evidence doc. PR78);
- iii. the proposed Schedule of Focused Changes and Minor Modifications (Appendix 3) which officers consider would improve and update the draft Plan in view of the representations received;
- iv. the Sustainability Appraisal (SA) of the Proposed Submission Local Plan (with Non-Technical Summary) (Appendix 5), SA Addendum (Appendix 6) relating to the Focused Changes and Minor Modifications, and the SA Non-Technical Summary (Appendix 7) (together comprising the full Sustainability Appraisal);
- v. other supporting documents and background papers also comprising the evidence base for the Partial Review of the Local Plan (available at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>).

2.3 Following approval by the Executive and Council, these documents would comprise the Submission documents and would be subject to independent examination.

2.4 Their presentation to Members marks the conclusion of work undertaken since 2015 to consider how to sustainably accommodate additional housing to help Oxford meet its unmet housing need in the context of a countywide Housing Market Area. The Plan is informed by the output of cooperation and a concerted programme of work undertaken jointly by the Oxfordshire councils through the Oxfordshire Growth Board in the interest of responding to Oxford's housing need, including for affordable housing, and in support of countywide economic growth.

2.5 This Council committed to working on an on-going basis with the other Oxfordshire councils under the statutory 'duty to cooperate' in the Cherwell Local Plan 2011-2031 adopted on 20 July 2015 (para. B.95). The Oxfordshire councils had all

recognised that Oxford may not be able to accommodate the whole of its new housing requirement for the 2011-2031 period within its administrative boundary.

- 2.6 The Plan made it clear that if joint work between the authorities revealed that Cherwell and other districts needed to meet additional need for Oxford, this would trigger a 'Partial Review' of the Local Plan.
- 2.7 Preparatory work began in 2015. On 19 November 2015 the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes (evidence doc. PR12). A consultation on issues for the Partial Review took place from January to March 2016 (evidence doc. PR20). On 26 September 2016, following the completion of a programme of work (see para's. 3.7 to 3.13 below), the Oxfordshire Growth Board agreed an apportionment of Oxford's identified unmet housing need to the district councils (evidence doc. PR27). This included the delivery of 4,400 homes in Cherwell by 2031 in addition to the 22,840 homes provided for by the adopted Local Plan. A consultation on options took place from November 2016 to January 2017 (evidence doc. PR47). On 19 June 2017, the Executive approved the Proposed Submission Document for the purpose of inviting representations (evidence doc. PR70).
- 2.8 Consultation on the Proposed Submission Plan commenced on 17 July 2017 and extended to 10 October 2017 (Appendix 4). A total of 1460 representations were received in response to the consultation (evidence doc. PR78). They have now been considered by officers in reviewing whether the Partial Review (the Plan) is 'sound' and legally compliant - the tests of the independent examination of the Plan that commences upon the Plan's submission to the Secretary of State for Housing, Communities and Local Government.
- 2.9 To be considered 'sound' the Plan must be shown to be:
- i. 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;
 - ii. justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
 - iii. effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
 - iv. consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.
- 2.10 Legal compliance includes whether the Plan has been prepared in accordance with required procedures including the duty to cooperate with prescribed bodies on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities.

2.11 The view of officers is that the Plan is sound but that a number of 'focused changes' and 'minor modifications' should be made to it in the interests of its improvement, clarification and updating and to address minor presentational, grammatical and typographical issues. These are all presented in the schedule presented at Appendix 3 to this report.

2.12 Guidance produced by the Planning Inspectorate (*'Procedural Practice in the Examination of Local Plans'*, 4th edition, June 2016) clarifies how such changes will be dealt with by an Inspector who examines a Local Plan:

'3.3 Where an addendum of focussed changes has been submitted with the published plan, the Inspector will also make an early assessment of the nature and status of the addendum. He/she will consider if the changes do not result in a change to the plan's strategy, and whether they have been subject to public consultation (and sustainability appraisal, where necessary). If the Inspector is satisfied on all of these points, the addendum can be considered as part of the submitted plan and the Inspector will make this clear in the initial guidance note (or at the [Pre-Hearing Meeting] if one is held). If this is not the case, the Inspector will usually treat these proposed changes in the same way as any other proposed main modification at post-submission pre-hearing stage...' (i.e. where appropriate, be subject to a process of publicity and the opportunity to make representations).

'3.4. Given that the [Local Planning Authority] can make additional (i.e. minor) modifications to a plan on adoption, it is not necessary for a submission plan to be accompanied by a schedule of minor changes. If the LPA considers that changes are minor it does not need to subject them to the formal examination process. The LPA will be accountable on adoption for the scope of these minor changes.'

2.13 The schedule presented at Appendix 3 includes both proposed focused changes and minor modifications in the interest of being comprehensive but differentiates between them. It is the view of officers that those considerations pertinent to the focused changes have been the subject of consultation. The changes have also been the subject of Sustainability Appraisal (see SA Addendum at Appendix 6) to determine whether or not they are likely to have any significant environmental, social or economic effects which might affect the overall appraisal of the Plan's sustainability. The Proposed Submission Sustainability Appraisal (Appendix 5) and SA Addendum (Appendices 6&7) together comprise the submission Sustainability Appraisal. The proposed changes have also been screened through the Habitats Regulations Assessment (HRA) process (Appendices 8&9).

2.14 The focused changes do not significantly affect the Plan but entail refinement of existing policies having regard to additional information included in representations, on-going cooperation and discussions with consultees and the completion of the Plan's evidence base.

2.15 In summary, the main focused changes are:

- i. the lowering of the total number of homes proposed on land to the west of Yarnton (Policy PR9) from 530 homes to 440 homes to improve the deliverability of the site and achieve a high quality of design;
- ii. the reconfiguration of the residential area within the site proposed for allocation to the east of Woodstock (Policy PR10) to respond more

accurately and sensitively to archaeological constraints and increasing the proposed number of homes from 410 to 500 homes having regard to the additional information;

- iii. the introduction of criteria for any potential application for planning permission for the potential development of a golf course at Frieze Farm (Policy PR6c) if needed to replace the golf course proposed for development to the west of Oxford Road (Policy PR6b). The criteria added are consistent with criteria already included in the Plan for other sites.
- iv. deletion of specific references to densities of development within the site policies in view of the required development brief process and to avoid misinterpretation of net and gross densities having regard to different site circumstances;
- v. updating of education requirements in light of further information from Oxfordshire County Council;
- vi. clarification of points of access / connectivity on and within development sites, where required and appropriate, in light of further information from the County Council;
- vii. updating of the infrastructure schedule in view of further information from service providers;
- viii. updating of the consultation requirement in respect of foul drainage connections to ensure any necessary increases in capacity are provided for (*note: relates to further information for the Water Cycle Study*);
- ix. requirement for soil management plans in site policies to encourage the best use of natural resources;
- x. more explicit requirements for sought Heritage Impact Assessments (HIAs) and archaeological investigations to be taken into account in preparing development schemes in light of comments from Historic England;
- xi. addition of a caveat to the development of safeguarded land to the north of Shipton Road, Woodstock (land reserved at site PR10 for either education or sports pitch use) to require agreement with Historic England following completion of a Heritage Impact Assessment (*note: a HIA has been commissioned by the Council*);
- xii. removal of the requirement to retain land at site PR10 (south east of Woodstock) in agricultural use (within a designated area of green space) to maximise the opportunity for any archaeology to remain undisturbed in light of comments from Historic England;
- xiii. requirement to consult with the Canal and River Trust on development briefs for canalside sites (Policy PR7b – land at Stratfield Farm and Policy PR8 – land east of the A44);
- xiv. requirement for the Biodiversity Impact Assessment (BIA) for site PR8 (land east of the A44) to be informed by a hydrogeological risk assessment to

avoid changes to ground water levels that could have an adverse impact on Rushy Meadows Site of Special Scientific Interest (*note: see para's. 3.193 to 3.195 of this report*);

- xv. updating of requirements relating to Flood Risk Assessment;
- xvi. clarification on the 5 year supply requirements for development sites;
- xvii. requirements for place shaping principles to be agreed with the Council for any unallocated sites that might be considered under the provisions of Policy PR12b to ensure consistency of approach with policies for allocated sites;
- xviii. requirement for any unallocated sites that might be considered under Policy PR12b to provide 50% affordable housing to ensure consistency of approach with policies for allocated sites.

2.16 Officers recommend that the focused changes and minor modifications presented at Appendix 3 be approved and presented to Council for consideration as part of the submission plan.

3.0 Report Details

Background

3.1 The National Planning Policy Framework (NPPF, 2012) includes requirements for the Council to:

- i. have a clear understanding of housing needs in its area;
- ii. prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries;
- iii. work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected in individual Local Plans;
- iv. work together to meet development requirements which cannot wholly be met within their own areas, for instance because of a lack of physical capacity or because to do so would cause significant harm to national principles and policies;
- v. produce Local Plans in accordance with a statutory Duty to Cooperate with prescribed bodies (including Oxford City Council and the other Oxfordshire Councils);
- vi. 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.

3.2 The Oxfordshire Strategic Housing Market Assessment was published in April 2014. This found that across Oxfordshire, there is an identified need for provision of around 5,000 homes a year over the period 2011 to 2031. The adopted Cherwell Local Plan provides for Cherwell's needs – some 22,840 homes from 2011 to 2031. Oxford's needs are identified as being between 1,200 and 1,600 homes a year, a potential requirement of around 28,000 additional homes by 2031 (evidence doc. PR04).

3.3 In 2014, through the then 'Shadow' Oxfordshire Growth Board, all of Oxfordshire's councils accepted that Oxford could not fully meet its own housing needs. They 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. This was supported by a Statement of Cooperation (evidence doc. PR01).

3.4 When the existing Cherwell Local Plan was being prepared the Council proposed a commitment to the Partial Review of the Local Plan in the event that there was a need to provide additional housing for Oxford. The Government appointed Planning Inspector who examined the Plan stated,

'...It is ...essential for clarity and soundness that the Council's firm commitment to help meet the needs of Oxford city as part of the countywide housing market area, jointly with other relevant authorities including through the Oxfordshire Growth Board, as well as in respect of the Oxford and Oxfordshire City Deal (2014), is formally recorded in the plan...' (Inspector's Report, para. 62, evidence doc. PR45).

3.5 His Non-Technical Summary records: *'Add a formal commitment from the Council, together with other relevant Councils, to undertake a joint review of the boundaries of the Oxford Green Belt, once the specific level of help required by the city of Oxford to meet its needs that cannot reasonably be met within its present confines, is fully and accurately defined'* (Inspector's Report, p.3)

3.6 The commitment is provided at para. B.95 of the existing Local Plan (2015):

'Cherwell District Council will continue to work under the 'Duty to Co-operate' with all other Oxfordshire Local Authorities on an on-going basis to address the objectively assessed need for housing across the Oxfordshire Housing Market Area and to meet joint commitments such as the Oxford and Oxfordshire City Deal (2014). As a first step Cherwell District Council has sought to accommodate the housing need for Cherwell District in full in the Cherwell Local Plan. Cherwell District Council recognises that Oxford may not be able to accommodate the whole of its new housing requirement for the 2011-2031 period within its administrative boundary. The urban capacity of Oxford is as yet unconfirmed. Cherwell District Council will continue to work jointly and proactively with the Oxfordshire local authorities and through the Oxfordshire Growth Board to assess all reasonable spatial options, including the release of brownfield land, the potential for a new settlement and a full strategic review of the boundaries of the Oxford Green Belt. These issues are not for Cherwell to consider in isolation. These options will need to be undertaken in accordance with national policy, national guidance, the Strategic Environmental Assessment (SEA) regulations, and the Habitats Regulations Assessment (HRA) to establish how and where any unmet need might best be accommodated within the Oxfordshire Housing Market Area. Joint work will need to comprehensively consider how spatial options could be supported by necessary infrastructure to ensure an integrated approach to the delivery of housing, jobs and services. Full public consultation will be central to a 'sound' process and outcome. If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development

Plan Document for that part of the unmet need to be accommodated in the Cherwell District. The Council will engage in joint working on supporting technical work such as countywide Sustainability Appraisal as required to support the identification of a sustainable approach to meeting agreed, unmet needs.'

- 3.7 In November 2014, the Oxfordshire Growth Board agreed a joint work programme for considering the level of unmet housing need and how that need could be distributed to the individual district councils (evidence doc. PR05).
- 3.8 On 19 November 2015, the Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes. On the basis of Oxford's overall housing need being 28,000 homes from (2011-2031), this meant approximately 13,000 homes being provided within Oxford's administrative boundary (evidence doc. PR12).
- 3.9 On 26 September 2016, the Growth Board considered a report summarising the output of the countywide work programme (evidence doc. PR27). This comprised:
- i. the review of the urban capacity of Oxford to inform agreement on the level of unmet housing need (evidence doc. PR11, PR08 & PR09);
 - ii. a Green Belt Study to assess the extent to which the land within the Oxford Green Belt performs against the purposes of the Green Belt as defined in national policy (evidence doc. PR13);
 - iii. the sustainability testing of spatial options to help inform the apportionment of unmet need to the rural districts (evidence doc. PR14);
 - iv. a high level transport assessment of spatial options (evidence doc. PR15);
 - v. an education assessment of spatial options (evidence doc. PR16).
- 3.10 The Growth Board decided on an apportionment of 14,850 homes between the district and city councils (evidence doc. PR27). Cherwell district was asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments (some 22,840 homes).

Oxfordshire Growth Board Apportionment of Oxford's Unmet Housing Needs	
District	Apportionment - No.of Homes (Net)
Cherwell	4400
Oxford	550
South Oxfordshire*	4950
Vale of White Horse	2200
West Oxfordshire	2750
Total	14850

*South Oxfordshire did not agree to the final proposed apportionment

- 3.11 The Leadership of South Oxfordshire District Council did not agree to the final apportionment. However, with regard to effective joint working, it should be noted that South Oxfordshire District Council had been engaged in the Growth Board work programme for its duration and that its officers had agreed the final report recommended to the Growth Board as well as all intermediate progress reports.

- 3.12 The Growth Board work programme enabled a countywide, cooperative decision to be made on how the unmet housing need should be accommodated at a district level. It has informed the plan making process of the Cherwell Partial Review but as a non-statutory planning process it does not bind the Council to planning for 4,400 homes nor a prescribed approach or outcome as to how or where the Council should provide for Oxford's unmet housing need. The Partial Review process does this on a statutory plan making basis and tests the sustainability and deliverability of providing for an additional 4,400 homes.
- 3.13 In November 2016, following the apportionment decision, a Memorandum of Cooperation was signed by the Leaders of all the Oxfordshire Councils (except South Oxfordshire) making clear the agreed position (evidence doc. PR28):
- 'This apportionment is based upon a common assumed start date of 2021 for the commencement of development after the adoption of the respective Local Plan review or Local Plan update/refresh. This assumption does not preclude earlier delivery, but does recognise the complexity of the issues being considered and has sought to factor in reasonable lead times to enable options to come forward and to be fully considered through the Local Plan process'* (para. 3.4);
- 'The Programme does not seek to identify, propose or recommend any site or sites for additional housing within any district. Each LPA will remain responsible for the allocation of housing sites within its own district and through its own Local Plan process'* (para. 3.6).
- 3.14 West Oxfordshire District Council (WODC) has responded to the apportionment decision by making provision in its draft Local Plan (as at September 2017) for a further 2,750 homes in the period 2021 – 2031 to assist with the unmet housing needs of Oxford in addition to addressing its own needs (approximately 15,950 homes) (i.e. in accordance with the Growth Board apportionment). It has publicly corresponded with its Local Plan Inspector on final modifications and associated consultation. The Inspector has advised (16 January 2018) that subject to modifications the Plan is capable of being legally compliant and sound.
- 3.15 The Vale of White Horse Local Plan (Part 1), adopted in December 2016 but prepared prior to the Growth Board decision of 26 September 2016, provides a commitment (para. 1.26) to a Local Plan Part 2 '*closely informed by the Oxfordshire Growth Board process to apportion the 'working assumption' unmet need figure of 15,000...*'. It states, '*...if the Part 2 plan is not adopted within two years of the adoption of Local Plan 2031: Part 1, then from that time until the adoption of the Part 2 Plan, the Council's housing requirement will be 20,560 plus the agreed quantum of Oxford's unmet housing need to be addressed within the Vale of White Horse District*'. Vale consulted on a Publication [Proposed Submission] Version of its Part 2 Plan in October 2017. It states (p.20), '*The Part 1 plan allocates strategic development sites to fully meet the Vale's own housing requirement up to 2031 (20,560 homes)...*'; '*...the additional housing allocations needed to ensure the agreed quantum of unmet housing for Oxford to be addressed within the Vale is also fully met...is for 2,200 homes to be delivered ...up to 2031...*'. (i.e. in accordance with the Growth Board apportionment). All Oxfordshire councils have committed to Plan for and support the delivery of 100,000 new homes between 2011 and 2031 in the Outline Agreement for the Oxfordshire Growth Deal (Appendix 11) (by reference to the SHMA 2014 at para. 24).

Preparation of the Proposed Submission Local Plan (July 2017)

- 3.16 Preparation of the Plan began in 2015 following adoption of the Cherwell Local Plan 2011-2031. An issues consultation paper for the Partial Review was approved by Members on 4 January 2016 (evidence doc. PR19) and published that month with a Sustainability Appraisal Scoping Report (evidence docs. PR20 & PR25). The consultation paper highlighted issues potentially requiring consideration in undertaking the Partial Review. The paper was prepared to inform engagement with local communities, partners and stakeholders in the early stage of the Partial Review process and to ensure that a wide cross-section of views were obtained. A 'call for sites' was made in the interest of identifying sites that might be appropriate to develop to help meet Oxford's housing needs.
- 3.17 Two workshops took place for Parish/Town Councils in the north and south of the district on 23 and 24 February 2016 respectively. A meeting with Wolvercote Neighbourhood Forum (Oxford) and with Summertown and St Margaret's Neighbourhood Forum (Oxford) took place on 2 March 2016. A total of 148 representations were received (Appendix 4).
- 3.18 On 7 November 2016, the outcome of the Oxfordshire Growth Board work programme was presented to Members (evidence doc. PR69) together with a proposed options consultation paper and the results of consultation at the issues stage. The representations and site submissions received in response to the previous issues paper and the wider 'call for sites' were made publicly available (evidence doc. PR21) and a Statement of Consultation (evidence doc. PR24) was presented to Members. This included an extensive schedule of the comments received in relation to each issues paper question.
- 3.19 The Executive noted the Oxfordshire Growth Board's decision to apportion 4,400 homes to Cherwell in the interest of meeting Oxford's agreed unmet housing need and approved the options paper for formal public consultation.
- 3.20 Consultation on the options paper (evidence doc. PR47) took place between November 2016 and January 2017. The consultation matters included the level of housing the council was being asked to accommodate, a draft vision and objectives for the Partial Review, potential areas of search for accommodating development, potential strategic development sites and the emerging evidence base. The consultation was supported by an Interim Transport Assessment (evidence doc. PR22) and Initial Sustainability Appraisal (PR23) in addition to other documents.
- 3.21 During the consultation period workshops were held with Parish/Town Councils on 7 and 12 December 2016 and other stakeholders on 13 December. Four staffed, public exhibitions were held - in Banbury (26 November), Bicester (3 December), Cutteslowe in Oxford (10 December) and in Kidlington (19 December) (Appendix 4).
- 3.22 A total of 1225 responses were received to the options consultation. The Statement of Consultation presented at Appendix 4 sets out the main issues raised and how those issues were taken into account preparing the Proposed Submission Document (Appendix 2).
- 3.23 Following the options consultation, plan preparation continued supported by evidence gathering including:

- Habitats Regulations Assessment screening (PR30);
- Strategic Flood Risk Assessment (PR31 & PR32);
- the Oxfordshire Infrastructure Strategy (PR35);
- the County Council's A44-A4260 Corridor Study (PR36);
- the County Council's Park and Ride (Oxford) Report (PR37);
- a Green Belt Study (PR40)
- a Small-Scale Green Belt Review relating to commitments in the adopted Local Plan to accommodate high value employment needs (PR42);
- a Strategic Economic Growth Study (PR41);
- a Viability Assessment (PR 49);
- a Village Analysis Study (PR50);
- a Landscape Character Sensitivity and Capacity Assessment (including heritage and ecology review) (PR51);
- a Transport Assessment (PR52);
- Sequential and Exception Tests (Flooding) (PR53);
- a draft Housing and Economic Land Availability Assessment (PR54);
- a draft Water Cycle Study (PR71);
- other supporting documents; and,
- an underpinning process of Sustainability Appraisal (PR43).

3.24 The Sustainability Appraisal (SA) scoped the issues for preparing the plan, established sustainability objectives and tested the vision and objectives for the Plan against them. The SA objectives were used to appraise the likely environmental, social and economic effects of providing for 4,400 homes and the effects of providing a significantly higher or lower number. It appraised areas of search as broad locations for accommodating growth across the district and specific development sites within those areas of search which were taken forward.

3.25 A summary of the reasons that specific areas of search and sites were taken forward or rejected was provided within the Sustainability Appraisal. This took into account the results of the sustainability appraisal itself and other planning considerations. The environmental, social and economic effects of proposed policies were also appraised, and mitigations identified, to inform the preparation of a sustainable plan.

3.26 Officers examined nine areas of search as potential broad locations for accommodating the development). Within these areas a total of 147 potential sites had been identified comprising at least two hectares of land (Appendix 5). The Areas of Search (illustrated at Appendix 5, Non-Technical Summary, Figure 1.10), were as follows:

Option A	Kidlington & Surrounding Area
Option B	North & East of Kidlington
Option C	Junction 9, M40
Option D	Arccott
Option E	Bicester and Surrounding Area
Option F	Former RAF Upper Heyford & Surrounding Area
Option G	Junction 10, M40
Option H	Banbury & Surrounding Area
Option I	Remainder of District / Rural Dispersal

- 3.27 The outcome of the plan preparation process, informed by the evidence base (including the Sustainability Appraisal) and the outcome of consultation, was that Option C through to Option I were not considered to be suitable for accommodating housing to help meet Oxford's unmet housing needs for the following reasons:
- i. they were less well situated to build communities associated with Oxford;
 - ii. they were less well situated to assist with the delivery of the Oxford Transport Strategy, in terms of existing sustainable travel connectivity and the opportunity for sustainable commuter travel behaviour;
 - iii. they were more likely to result in a higher level of commuting to Oxford by private motor vehicle;
 - iv. they were likely to result in less affordable transport options for accessing Oxford for potential occupiers of affordable and low cost housing
 - v. more dispersed options provided less opportunity for strategic infrastructure investment (e.g. transport and education);
 - vi. the likelihood that significant additional development could not be built at Bicester, Banbury and RAF Upper Heyford by 2031 in addition to that in the existing Local Plan (2015).
- 3.28 It was concluded that options C to I, or a combination of any options including C to I, would not sufficiently deliver the vision and objectives which underpin the Partial Review.
- 3.29 Additionally, it was concluded that option C to I would have a greater detrimental impact on the development strategy for Cherwell set out in the existing adopted Cherwell Local Plan (2015). The reasons for this are documented in section 7 of the Sustainability Appraisal (see Appendix 5).
- 3.30 Option A (Kidlington & Surrounding Area) and Option B (North & East of Kidlington) were considered to be most suitable for meeting Oxford's needs.
- 3.31 In summary, this was because of:
- i. the proximity to Oxford, the existing availability of public transport and the opportunity to maximise the use of sustainable and affordable transport in accessing Oxford's key employment areas and services and facilities;
 - ii. the opportunity to achieve an overall, proportionate reduction in reliance on the private motor vehicle in accessing Oxford's key employment areas and services and facilities and to achieve further investment in sustainable transport infrastructure;
 - iii. the deliverability of sustainable transport improvements in comparison to other Areas of Search;
 - iv. relationship of existing communities to Oxford;
 - v. existing economic relationship between the areas of search and Oxford;
 - vi. the opportunity to provide affordable homes to meet Oxford's identified need close to the source of that need.
- 3.32 It was concluded that Options A and B could deliver the vision and objectives which underpin the Partial Review. Furthermore, it was considered that they would not significantly undermine the delivery of the development strategy for meeting Cherwell's needs set out in the existing Local Plan (2015). In the absence of other suitable options, Areas A and B were taken forward.

- 3.33 Within Areas A and B a total of 41 site options were considered and assessed for inclusion in the Partial Review. These sites were assessed through the consideration of range of evidence including landscape, transport, land availability, flood risk and green belt studies. They were also assessed with the benefit of feedback from consultation, through the preparation of a Habitats Regulations Assessment, and through the Sustainability Appraisal of the likely environmental, social and economic effects of developing each site and the synergistic and cumulative effects of the proposed growth.
- 3.34 Many of the sites identified were situated within the Oxford Green Belt. In addition to their overall sustainability, sites were also considered for their suitability in meeting the Partial Review's vision and objectives. Sites within the Green Belt were only taken forward in the absence of other suitable alternatives.
- 3.35 On 19 June 2017, a draft Proposed Submission document was presented to the Executive (evidence doc. PR70), along with the Sustainability Appraisal, Statement of Consultation, Equalities Impact Assessment. A public link was provided in the report to the evidence base at that time including the representations received to the previous consultation on options (evidence doc. PR29). The Proposed Submission document (Appendix 2) was approved for the purpose of inviting representations.

Duty to Cooperate

- 3.36 The Duty to Cooperate is a statutory requirement for the Council to cooperate with Local Planning Authorities (LPAs) and other prescribed bodies when it undertakes certain activities, including the preparation of Local Plans and in relation to cross-boundary strategic matters. This is to maximise the effectiveness with which activities are undertaken. LPAs are required 'to engage constructively, actively and on an on-going basis'.
- 3.37 For Cherwell the local planning authorities that border Cherwell are:
- Aylesbury Vale District Council
 - Buckinghamshire County Council
 - Northamptonshire County Council
 - Oxford City Council
 - Oxfordshire County Council
 - South Northamptonshire Council
 - South Oxfordshire District Council
 - Stratford-on-Avon District Council
 - Vale of White Horse District Council
 - Warwickshire County Council
 - West Oxfordshire District Council
- 3.38 Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) sets out the other prescribed bodies for the purposes of implementing the Duty. Of those bodies listed in the Regulation, the following bodies are relevant to Cherwell District:
- The Environment Agency
 - Historic England

- Natural England
- The Civil Aviation Authority
- The Homes and Communities Agency (now Homes Agency)
- The NHS Oxfordshire Clinical Commissioning Group
- The NHS England South East
- The Office of Rail Regulation
- The Highways Authority:
 - Oxfordshire County Council
 - Highways Agency (now Highways England)
- The Oxfordshire Local Enterprise Partnership
- The South East Midlands Local Enterprise Partnership
- The Oxfordshire Local Nature Partnership

3.39 In preparing the Partial Review of the Local Plan, officers have engaged with the prescribed bodies in order to identify and consider relevant strategic issues and respond effectively in the preparation of the Plan. This is explained in the Duty to Cooperate statement (Appendix 10) and supplemented by the Statement of Consultation (Appendix 4).

The Proposals of the Proposed Submission Local Plan (July 2017)

3.40 The Proposed Submission Plan (July 2017) as presented to members in June 2017 (Appendix 2) does the following:

- i. Section 1 explains why the plan has been produced and how an understanding of Oxford's unmet housing need has been arrived at;
- ii. Section 2 explains how the Plan has been prepared including the options considered in arriving at our development strategy;
- iii. Section 3 sets the scene for the Plan; describing the county, Cherwell and Oxford context and the wider cross-regional issues;
- iv. Section 4 describes a vision and objectives for helping to meet Oxford's unmet housing need within Cherwell;
- v. Section 5 provides our strategy for meeting the vision and objectives in a way that achieves sustainable development including policies for strategic development sites to provide the required homes;
- vi. Section 6 explains how we will ensure that the strategy is delivered.

3.41 The Plan's vision for meeting Oxford's unmet housing needs in Cherwell is as follows (Appendix 2, p.58):

'To provide new development that meets Oxford's agreed, identified housing needs, supports the city's world-class economy, universities and its local employment base, and ensures that people have convenient, affordable and sustainable travel opportunities to the city's places of work, study and recreation, and to its services and facilities. This development will be provided so that it:

- i. *creates balanced and sustainable communities*

- ii. *is well connected to Oxford*
- iii. *is of exemplar design which responds distinctively and sensitively to the local built, historic and environmental context*
- iv. *is supported by necessary infrastructure*
- v. *provides for a range of household types and incomes reflecting Oxford's diverse needs*
- vi. *contributes to improving health and well-being, and*
- vii. *seeks to conserve and enhance the natural environment.'*

3.42 To achieve this vision, the Plan has a number of objectives (Appendix 2, p.60). In summary they involve:

- i. partnership working to meet needs and required infrastructure by 2031
- ii. providing development so it supports the projected economic growth which underpins the housing needs and local Oxford and Cherwell economies
- iii. substantively providing affordable access to new homes for those requiring affordable housing, new entrants to the housing market, key workers and those requiring access to Oxford's key employment areas; and, providing well designed development that responds to the local context
- iv. providing development so that it complements the County Council's Local Transport Plan (including the Oxford Transport Strategy) and facilitates demonstrable and deliverable improvements to the availability of sustainable transport for access to Oxford.

3.43 The Plan's strategy (Appendix 2, p. 62-67) has been prepared to meet these objectives and achieve the vision. It seeks to meet Oxford's specific needs while achieving substantial benefit for Cherwell's communities.

3.44 The Plan provides for development that will support the city's economy, universities and its local employment base and ensure that people have convenient, affordable and sustainable travel opportunities to the city's places of work and to its services and facilities.

3.45 The strategy prioritises the need for development to be well connected to Oxford, to be related to the area of the district that has the strongest economic and social relationships with the city, which is fully integrated with the County Council's sustainable transport policies, which seeks to grasp the opportunities for distinctive place-shaping and which provides a consolidated approach to green infrastructure and for the achievement of net gains in biodiversity.

3.46 The Plan focuses development on a geographic area extending north from Oxford to south Kidlington, along the A44 corridor to Yarnton and Begbroke, and up to Woodstock in West Oxfordshire (Appendix 2, p.65, figure 10).

3.47 The Plan is not without controversy. It involves development in the Oxford Green Belt - a designated area of land around Oxford in which existing planning policies have the fundamental aim of preventing urban sprawl by keeping land permanently open. Under national planning policy, Green Belt boundaries should only be altered in exceptional circumstances through the preparation or review of a Local Plan.

3.48 Having considered all reasonable options for accommodating development, the Plan explains (Appendix 2, p. 66-67. para. 5.17), that there are exceptional

circumstances for development in the Green Belt to help meet Oxford's needs within Cherwell.

3.49 The consideration of all other reasonable options suggested that a sustainable alternative could not be delivered without unacceptable harm to the existing Cherwell development strategy. The Plan avoids undermining the strategy of the existing Cherwell Local Plan (2015) and the delivery of planned growth at Bicester, Banbury and Former RAF Upper Heyford. Other examined options outside the Green Belt would not deliver development that sufficiently and sustainably meets Oxford's needs so that it achieves the Plan's vision.

3.50 In summary, the Plan's proposed policies seek to achieve the following:

- i. deliver the required homes for Oxford by 2031 in a form that achieves sustainable development (policy PR1: Appendix 2, p.69);
- ii. deliver a mix, tenure and size of homes that responds to identified needs (policy PR2: Appendix 2, p.73);
- iii. exceptionally allow for development in the Green Belt having considered all other reasonable options and the vision and objectives we need to achieve (policy PR3: Appendix 2, p. 77-78);
- iv. maximise the opportunity for affordable and sustainable transportation from development areas to Oxford's key employment areas, services and facilities (policy PR4a: Appendix 2, p. 82);
- v. use the advantage of sustainable transport opportunities to help strengthen Kidlington centre in accordance with the existing Local Plan (2015) and the Kidlington Framework Masterplan (policy PR4b: Appendix 2, p.83);
- vi. provide a consolidated and integrated approach to the provision of green infrastructure alongside new development, particularly within the Green Belt (policy PR5: Appendix 2, p. 86);

3.51 The Plan provides for the development of strategic sites that will best achieve the vision and objectives and deliver sustainable development in the Oxfordshire, Cherwell, Oxford and wider context.

3.52 The proposed sites included in the Proposed Submission Plan (July 2017), and the respective number of dwellings planned, are as follows:

Plan Area	Policy / Site	Page No. (Appendix 2)	No. of Homes
North Oxford	Policy PR6a – Land East of Oxford Road	89-94	650
	Policy PR6b – Land West of Oxford Road	95-99	530
	Policy PR6c – Land at Frieze Farm (reserved site for replacement Golf Course)	100-101	-

Kidlington	Policy PR7a – Land South East of Kidlington	106-110	230
	Policy PR7b – Land at Stratfield Farm	111-116	100
Begbroke	Policy PR8 – Land East of the A44	120-126	1950
Yarnton	Policy PR9 – Land West of Yarnton	129-133	530 (see para. 3.197 below)
Woodstock	Policy PR10 – Land South East of Woodstock	138-143	410 (see para. 3.202 below)
Total			4400

3.53 The Plan's proposed policies map shows the location of the sites (see Appendix 2, p158).

Consultation on the Proposed Submission Plan (July 2017)

3.54 Following the Executive's approval of the Plan in June 2017, the consultation period on the Proposed Submission Plan commenced on 17 July 2017. Originally intended to run from 17 July to 29 August, the consultation period was extended to 10 October 2017 (supported by additional publicity) in the context of significant public interest and providing the opportunity for a number of additional documents to be considered. These comprised a Housing and Economic Land Availability Assessment (evidence doc. PR54) (published as a draft), appendices that had not originally been included within the County Council's A44/A4260 Corridor Study (evidence doc. PR36) and a Position Statement on Open Space and Recreation (evidence doc. PR72). The additional documents were published on 25 August 2017, thereby being available for six weeks.

3.55 Staffed public exhibitions were held during July and August 2017 at the following locations:

- Shipton-on-Cherwell Village Hall on Wednesday 19 July 2017;
- Yarnton Village Hall on Friday 21 July 2017;
- Woodstock Community Centre (West Oxfordshire) on Thursday 27 July 2017;
- Cutteslowe Pavilion, Cutteslowe Park (Oxford) on Tuesday 1 August 2017;
- Begbroke Village Hall on Wednesday 2 August 2017;
- Exeter Hall, Kidlington on Thursday 17 August 2017.

3.56 The consultation was supported by evidence documents including a Sustainability Appraisal (evidence doc. PR43), Habitats Regulations Screening Report (PR44) and Statement of Consultation (PR46).

3.57 The Statement of Consultation now presented to Members at Appendix 4 documents the consultation arrangements.

- 3.58 A total of 1460 representations were received which are available on-line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base> (evidence doc. PR78). The main issues raised are summarised in the Statement of Consultation (Appendix 4) which includes summaries of each individual representation in Plan order.
- 3.59 Most of the responses received were objections. Most were received by email and therefore many did not include postal addresses. It is therefore not possible to give an accurate geographic breakdown of the objections. However, a substantial level of response was received from communities at Yarnton, Begbroke, Gosford and Water Eaton, and Kidlington and to a lesser extent at north Oxford and Woodstock in West Oxfordshire.
- 3.60 Approximately 550 of the 1460 representations received comprised cards containing responses coordinated by Kidlington Development Watch and often containing additional comments provided by individual respondents.

Overarching Issues Raised

- 3.61 The overarching issues raised include objections to:
- the plan as a whole;
 - the assessment of housing need and reliance on its methodology (the 2014 Oxfordshire Strategic Market Assessment);
 - providing additional housing to meet Oxford's housing needs;
 - the level of housing provision being made within the administrative boundary of Oxford;
 - the deliverability of affordable housing to meet needs;
 - the ability to secure the availability of housing to those working in / accessing Oxford;
 - development in the Green Belt and the case presented for such development, particularly the 'exceptional circumstances';
 - the development of the proposed sites including the context of other alternatives;
 - the impact of the proposed developments on the Green Belt, on the separation/coalescence of settlements and on their identity;
 - the loss of the historic North Oxford Golf Course;
 - the justification for site selection;
 - the omission of alternative sites, particularly from site promoters, including for the development of land at:
 - Banbury
 - Bicester
 - Wendlebury
 - Weston-on-the-Green / Junction 9 of M40
 - north of The Moors, Kidlington
 - Islip
 - in the vicinity of Former RAF Upper Heyford
 - Shipton-on-Cherwell Quarry
 - rural locations
 - the impact of development on local communities;
 - the impact of additional traffic;
 - the capacity / convenience of the highway network;

- the impact on air pollution;
- the impact on biodiversity / wildlife;
- the impact on infrastructure capacity particularly highways, health and education;
- the proposals for infrastructure provision and the timely deliverability of infrastructure;
- the proposals for sustainable transport, their achievability and effect;
- the suggested closure of Sandy Lane to create a green link;
- the impact of the proposals on access to, and the environment and viability of Kidlington centre;
- the process for preparing the Plan including the appropriateness of the consultation arrangements, not consulting on a draft Plan at the formative 'Regulation 18' stage prior to 'Regulation 19' consultation on the Proposed Submission Plan, the quality and timeliness of evidence.

3.62 Responses from the most immediately affected local authority areas (including Parish/Town Councils), Parish Meetings, Neighbourhood Forums in Oxford, campaign groups and other local representatives are highlighted below. Extensive responses are summarised more fully at Appendix 1. The summary below and at Appendix 1 must be read in conjunction with the Statement of Consultation at Appendix 4 which contains summaries of all representations.

Begbroke Parish Council

3.63 Begbroke Parish, together with Yarnton Parish, includes the proposed sites to the east and west of the A44 (Policies PR8 and PR9). The Parish Council's objections and concerns cover a wide range of issues including the consultation arrangements; the level of and approach to calculating housing need; the deliverability of housing that would meet local needs; the impact on the Green Belt including for individual parishes; the lack of justification for development within the Green Belt; objections to sites and the alternatives to the Plan's proposals; the impact on traffic congestion and air quality; the deliverability of transport infrastructure improvements; the impact on wildlife habitats and the Oxford Canal; and, the lack of benefits for local communities. The Parish Council's objections are summarised more fully at Appendix 1.

Bladon Parish Council (West Oxfordshire)

3.64 Bladon Parish is next to the proposed site to the south east of Woodstock (Policy PR10). The Parish Council's main points of objection relate to traffic volumes and the impact on Bladon in relation to Policy PR10 (south east of Woodstock). In particular, it is concerned about the volume of traffic on the A44, Bladon roundabout and passing through the village via the A4095; pollution caused by the volume of traffic; and, the effect of traffic on the World Heritage Site of Blenheim.

Blenheim Parish Meeting (West Oxfordshire)

3.65 The Parish Meeting relates to Blenheim Palace. Site PR10 to the south east of Woodstock is part promoted by the Vanburgh Unit Trust which manages the Blenheim Palace Estate. No representation was received from Blenheim Parish Meeting.

Gosford and Water Eaton Parish Council

- 3.66 Gosford and Water Eaton Parish contains the sites to east and west of Oxford Road (Policies PR6a and PR6b) and to the south-east of Kidlington (Policy PR7a).
- 3.67 The Parish Council provided a number of supportive comments on the overall approach to providing high levels of affordable housing, on the requirement for 50% affordable housing which it considers should be a minimum and on providing housing for key workers.
- 3.68 Gosford and Water Eaton Parish Council's objections and concerns include: the soundness of the Plan and its supporting documents; the weight and justification given to the proposed housing requirement of 4,400 homes; the assessment of housing need; the impact of a high level of development within the parish and the scale of growth overall; the need for further impact testing; the effect on existing communities and the historic and natural environment; the lack of infrastructure capacity; the impact on existing traffic congestion and air quality; the urbanisation of the area; the achievability of transport/highway mitigations and other infrastructure; the impact on Kidlington; the loss of countryside; the impact on residential amenity; inconsistency with adopted Local Plan policies; the loss of Green Belt including that of 'high' value; the longer term sustainability of the Green Belt; delivering housing to meet specific local needs; coalescence between Kidlington, Gosford and Water Eaton and Oxford; the identity of villages; conflict with national policy; harm to the landscape; objections to site proposals / policies and the robustness of transport and sustainability evidence. The Parish Council's objections are summarised more fully at Appendix 1.

Kidlington Parish Council

- 3.69 Kidlington Parish includes the proposed site at Stratfield Farm (Policy PR7b). The Parish Council provided supportive comments in relation to the development of sites PR7a (south east of Kidlington) and site PR7b (Stratfield Farm) and securing permanent green boundaries if justified by exceptional circumstances; securing 50% affordable housing; retaining Green Belt and avoiding development to the north of Kidlington; and, retaining Green Belt designation on Frieze Farm.
- 3.70 Kidlington Parish Council's objections and concerns include: the need to complete the new Oxford Local Plan; the level of housing needs, the methodology for assessing housing need in view of Government consultation on a new, standardised approach; the need to protect the separation of settlements; harm to integrity, functions, scale of the Green Belt; including higher value Green Belt land; the lack of 'exceptional circumstances' for development in the Green Belt; objection to specific sites being removed from the Green Belt; the impact on traffic congestion and air quality; the coalescence of settlements and harm to their character; the loss of valued open land; conflict with adopted Local Plan policies; detrimental effects on the community and the environment; the need for more account to be taken of the Kidlington Masterplan; the need for the timely delivery of infrastructure; the need to apply the 50% affordable housing requirement to the policy for unallocated sites; the need for clarity on how affordable homes would be allocated; securing homes to meet local needs; the impact on Kidlington centre; harm to countryside; objections to specific sites; and detailed comments on policies. The Parish Council's objections are summarised more fully at Appendix 1.

3.71 The City Council supports the Plan's strategy and proposed sites. It highlights the following:

- positive approach to joint working on cross boundary issues has been demonstrated;
- positive, timely and comprehensive approach towards planning for the unmet needs of Oxford;
- cooperative approach is to be commended;
- support for the overall spatial strategy, vision and objectives which specifically and positively respond to the issue of meeting Oxford's unmet need and recognise that the strategy needs to be different to that of meeting the wider district needs;
- support for the plan's guiding principles:
 - the strategy reflects the importance for sites to have a good spatial relationship to Oxford;
 - the strategy seeks to locate development so that it would be well-connected to Oxford and support the city's economy
 - the strategy seeks to offer people, convenient, affordable and sustainable travel opportunities to the city's places of work, services and facilities;
- support for the sites proposed;
- welcomes how cross border issues including affordable housing and transport have been addressed to achieve a joined up approach to design and integrated communities, particularly the links to Northern Gateway, access to Oxford Parkway Station and the sensitive consideration of Cutteslowe Park;
- supports the position that there are exceptional reasons for development within the Green Belt;
- supports the allocation of sites PR6a and PR6b;
- supports the reservation of land at Frieze Farm for a replacement Golf Course should this be required;
- supports the analysis of the close relationship between Kidlington and Oxford and that new homes to its south would be well related to Oxford;
- agree that it is possible to develop to the south of Kidlington while maintaining an important Green Belt gap;
- welcomes the provision for good public transport, cycle and pedestrian links for the sites to the south of Kidlington;
- supports the allocation of sites at Begbroke, Yarnton and Woodstock & welcomes the delivery of sustainable transport links;
- welcomes the 50% affordable housing requirement and on-going dialogue on housing allocations policy;
- supports delivery of 'key worker' housing (noting Oxford's new emerging approach);
- supports the proposed approach to development briefs;
- supports the clear approach to the housing trajectory.

3.72 The City Council has a number comments seeking further consideration:

- on presentation of the Green Belt study / alignment with Oxford's emerging Local Plan (*note: relates to a request from the City Council to include two areas of land in the study*);

- a detailed comment on mapping notation;
- questions whether a higher density of development would be appropriate for site PR6b (west of Oxford Road) but notes the opportunity to agree detailed principles through the development brief.

Oxfordshire County Council

3.73 The County Council supports the proposed submission document and its alignment with the Oxford Transport Strategy (OTS). Its supporting comments include:

- the Plan is coherent and seeks to address Oxford's unmet housing need in a positive, justified and effective manner, consistent with national policy in the NPPF;
- the proposed allocation of sites within close proximity to Oxford offers excellent opportunities for making use of existing transport infrastructure and for enhancing sustainable links into Oxford;
- the scale of housing being planned for is supported;
- the vision is supported;
- the proposed housing would be well connected to Oxford's key employment locations and the city centre and would help to deliver the Oxford Transport Strategy;
- supports the spatial strategy which focuses development on land in North Oxford, Kidlington and along the A44 corridor. These locations have strong economic links to Oxford; offer the opportunity to build on existing public transport and other infrastructure capacity e.g. education and help fund the delivery of planned transport investment in Rapid Transit corridors, remote Park & Ride, and cycling and walking improvements set out in the County's Local Transport Plan and as part of the Oxford Transport Strategy;
- supports CDC in seeking to respond to Oxford's affordable needs whilst ensuring development remains viable;
- there are high levels of traffic congestion in the southern Cherwell/North Oxford area, an issue which extends into neighbouring districts and made worse by cumulative growth across the region. However, the proposed sites score highly in terms of sustainability due to the opportunities for public transport, cycling and walking connectivity with the city, and would therefore have a lesser impact in transport terms;
- OCC will work collaboratively with CDC and Oxford City Council to maximise modal shift; work on identifying solutions to the highway capacity problems will require a wider collaborative approach and should be considered through future planned strategic development that is likely to be progressed through the Oxfordshire Growth Deal;
- welcomes the proposed education provision within the plan;
- agrees that there are exceptional circumstances for removing land from the Green Belt and allocating it for housing including the urgent need to provide homes to meet Oxford's significant needs, particularly for affordable homes, and the inability of the City Council to fully meet its own needs within its administrative boundary;
- the proposed locations offer the most sustainable options for meeting Oxford's needs; channelling development for Oxford's needs towards other settlements in Cherwell would result in longer distance commuting to Oxford, placing further pressures on the transport network;

- the plan generally aligns with Local Transport Plan 4 and the Oxford Transport Strategy (OTS);
- the highway improvements within the highway boundary that are detailed in the Infrastructure Schedule are supported;
- the proposals would improve on existing, and provide new, pedestrian and cycle infrastructure between existing and new sites, including to Northern Gateway, Water Eaton / Oxford Parkway and North Oxford; and ensure that the developments and infrastructure complement the LPT and corridor studies;
- the Plan seeks to set new Green Belt boundaries which are well defined and which can last beyond the plan period;
- there is no objection to land at Frieze Farm remaining in the Green Belt and being used as a golf course as appropriate facilities for outdoor sport which preserve the openness of the Green Belt;
- reference to Oxfordshire Infrastructure Strategy is welcomed;
- the content relating to public rights of way and access to the countryside is supported;
- the education provision in the plan is supported (subject to detailed comments);
- supports the removal of Water Eaton Park and Ride from the Green Belt;
- supports the encouragement of the sustainable and safe management of waste;
- strongly supports health and well-being within the vision, notes the 'golden threads' with adopted Local Plan objectives, and welcomes the focus on Areas of Search A and B in that context;
- supports the requirements for archaeological assessment and potential pre-determination investigations;
- supports the attention given to green infrastructure (GI), landscape and biodiversity in the plan and in respect of development brief requirements.

3.74 Its areas of concern are as follows:

- reservations regarding the proposed location of the new secondary school at Begbroke;
- reservations about the proposal for a potential new rail station at Begbroke despite issues being identified as a scheme in OxIS (Oxfordshire Infrastructure Strategy);
- detailed observations provided on the infrastructure schedule;
- the need to consider the housing needs of in lower paid roles essential to the functioning of the Oxfordshire economy (e.g. care workers and school support staff) in the approach to key workers;
- site specific policies should set out or refer to all the necessary developer contributions and infrastructure required e.g. references to strategic highway contributions or public transport contributions;
- detailed observations on site policies including for education provision;
- reference should be made to the Active & Healthy Travel Strategy and to new Cycling and Walking Design Guides;
- concerned from recent experience as to whether the policy requiring 'a single, comprehensive outline scheme' will be strong enough to ensure the allocations come forward as a single planning application;
- query the reason why references to the requirements for vehicular access by emergency services have been made;

- in line with the Oxford Transport Strategy, low-car developments should be sought through policy (as is proposed at Northern Gateway) in order to restrict car use and encourage sustainable transport use;
- requirements for active travel and wheelchair routes should be applied consistently,
- health promoting infrastructure should be provided early in the development programme and its use monitored and measured;
- the role of green infrastructure in health and well-being, climate change, water management and landscape design could be highlighted;
- site specific policies could include a requirement for landscape assessment.

Shipton-on-Cherwell and Thrupp Parish Council

- 3.75 Shipton-on-Cherwell and Thrupp Parish contains the site proposed for development to the south east of Woodstock (Policy PR10). No representation has been received.

Summertown & St Margaret's Neighbourhood Forum (Oxford)

- 3.76 The area of Oxford represented by the Summertown and St Margaret's Neighbourhood Forum is adjacent to Cutteslowe, to the south of the A40 (Northern By-Pass). No representation has been received.

Tackley Parish Council (West Oxfordshire)

- 3.77 Tackley Parish is north of, and close to (about 1.5km), to the proposed site at the edge of Woodstock (Policy PR10). No representation has been received from the Parish Council.

West Oxfordshire District Council

- 3.78 The site to the south east of Woodstock (Policy PR10) abuts West Oxfordshire's administrative boundary. The site lies immediately beyond the existing Green Belt boundary. West Oxfordshire District Council is supportive of the Plan's vision and considers that there are exceptional circumstances for development within the Green Belt:

- support for CDC's positive steps in taking forward the Partial Review;
- important to consider the relationship of sites with Oxford and how well they contribute in meeting Oxford's needs. The vision is appropriate in principle;
- the strategic objectives rightly recognise the need for Cherwell to work in partnership with other authorities in delivering Oxford's unmet housing needs;
- the strategic objectives rightly recognise the needs for transport improvements;
- support for policy PR3. Exceptional circumstances have been demonstrated to justify the release of sites from the Green Belt, including sites for housing to help meet Oxford's unmet housing needs and sites for necessary transport infrastructure;
- the release of sites from the Green Belt is necessary to deliver the scale of housing required in a sustainable manner;
- the proposed sites to be released relate well to Oxford and to proposed or existing transport infrastructure;

- Policy PR4a provides an appropriate framework for the two councils to work together on transport and infrastructure issues;
- agrees with the expectation that strategic developments would be expected to provide proportionate financial contributions towards necessary infrastructure and services.

3.79 However, West Oxfordshire District Council has the following objections/concerns:

- it is essential to have recognition of the wider transport improvements required in policy PR4a. For example, the proposed A40 link road and improvements to the A44;
- consideration should be given to improving rail links by providing a new station at Begbroke;
- there is a need to make efficient use of land released from the Green Belt for housing purposes. Some of the proposed densities on sites to be released do not appear to make efficient use of land despite their close proximity to Oxford and sustainable transport infrastructure and services. This would mean development to the south east of Woodstock (Policy PR10) would not be required. Site capacities need to be reviewed;
- concern over the impact of the proposed Woodstock urban extension including the potential adverse effects on the settings of important heritage assets;
- not clear that CDC has appropriately considered the cumulative impact of Policy PR10 in combination with proposals in the proposed West Oxfordshire Local Plan. The WODC Plan proposes 670 new homes as extensions to Woodstock including 300 immediately to the west of the Cherwell site for which planning approval has been given subject to a section 106 agreement. The cumulative effects that need to be considered include the impact on the setting of the Blenheim World Heritage site. Site PR10's openness is readily apparent from the A44 as visitors travel to Woodstock from the south and this contributes to the setting of the World Heritage site. A key issue to consider is whether there would be any in-combination harm;
- CDC has not considered that there is already a lack of parking in Woodstock. There is concern that the development of PR10 would create a satellite village whereby shoppers would use the car to commute to and from Kidlington;
- concerns about the impact of Policy PR10 on the setting of the Blenheim Villa Scheduled Ancient Monument (SAM) which is within the site. Although the SAM would be protected, the proposed housing area would represent a significant change to the landscape just to the north of the SAM, adversely affecting its setting;
- there is a strong hedgerow feature on the western boundary of site PR10 which follows the alignment of an historic track. The development would breach this natural boundary and extend development in an incongruous 'finger' to the east, It would not relate well to the existing urban form of Woodstock in this area;
- Policy PR10 would impact on the landscape and setting of Woodstock as a result of an incongruous urban extension poorly related to the characteristics of the location;
- as an alternative to PR10 and in addition to re-considering densities on other sites, the development of site PR3a should be considered which is proposed for removal from the Green Belt;
- more efficient use of Green Belt sites could deliver at least 410 homes.

Wolvercote Neighbourhood Forum (Oxford)

3.80 Wolvercote and Cutteslowe are the most directly affected areas of Oxford. The Wolvercote Neighbourhood Forum (which also represents the Cutteslowe area) has the following objections:

- the Plan is unsound;
- the proposals to build on the Green Belt are not based on an “objectively assessed” housing need;
- there is a need to first explore other ways of meeting Oxford’s housing needs, for example by Oxford City Council using land within its boundaries for housing rather than for employment and building homes at a higher density;
- the Government has recently put forward a new way of calculating objectively assessed housing need and this suggests that housing needs and therefore unmet housing needs have been wrongly calculated and overestimated;
- Oxford City Council has not yet prepared a local plan so there is currently no estimate of how much housing it can provide;
- does not support building on the Green Belt. States that the majority of Wolvercote residents are against it;
- the Green Belt has already been reduced;
- the Plan is not consistent with national Green Belt policy;
- there would be high risk of harm to the Green Belt (Green Belt Study);
- there would be coalescence of Oxford and Kidlington;
- a new community could be built on an existing brownfield site at Shipton-on-Cherwell quarry;
- existing roads approaching the north of Oxford are already congested / at full capacity in peak periods;
- there are few indications that the completed work on the Wolvercote and Cutteslowe roundabouts has much improved traffic flow;
- high pollution levels a concern and would be made worse;
- the transport infrastructure could not cope with the additional traffic and is already affected by approved developments at Northern Gateway and Barton (Oxford);
- unrealistic to expect that the suggested highway improvements would be implemented in the necessary time scale in the present economic climate;
- buses approaching from out-of-city Park and Ride facilities would not cope with the increased demand from the 4,400 dwellings closer to the city;
- the proposed housing would not be well located in relation to employment sites to the south east of Oxford;
- many people would still prefer to drive;
- delivery of the sustainable transport proposals is questionable;
- object to Policies PR6a and PR6b (east and west of Oxford Road);
- development would harm the existing views of open countryside from Cutteslowe Park;
- if the North Oxford golf course is to be relocated it will take some years to develop a similar, mature, natural environment;
- the golf course is a recreational facility and valued for its biodiversity;
- other possible sites that have not been given sufficient consideration;
- concerned that unaffordable expensive homes would be built for the benefit of commuters to London (proximity to Oxford Parkway);
- unlikely that would be a net biodiversity gain due to the loss of Green Belt land.

Woodstock Town Council (West Oxfordshire)

- 3.81 Woodstock Town Council's administrative area abuts site PR10. Its objections and concerns include: the development of site PR10; substantial impact on the historic town and its heritage assets; cumulative impacts including West Oxfordshire's development proposals and in particular the neighbouring site; the substantial increase in housing provision; the loss of green space and agricultural land; the harm to character and heritage significance; loss of a crucial buffer zone between Woodstock and London-Oxford Airport; virtual merger with Kidlington; the creation of a damaging hard edge on the A44 approach; impact on archaeology and the setting of Blenheim Roman Villa; extreme traffic congestion, non-compliance with national and local policy; the impact on current residents and businesses; lack of highway capacity; the need for substantial investment in highway infrastructure; the impact on air quality; the level of housing need in view of Government consultation on a new assessment methodology; the delivery of affordable housing; concern about site PR10's detachment; lack of services, facilities and parking in Woodstock; poor accessibility to Woodstock; conflict with operation of the neighbouring airport; and, concerns about assumptions in the Sustainability Appraisal. The Parish Council's objections are summarised more fully at Appendix 1.

Yarnton Parish Council

- 3.82 Yarnton Parish, together with Begbroke Parish, includes the land proposed for development to the east and west of the A44 (Policies PR8 and PR9). Its objections are:
- the removal of land from the Green Belt for sites PR8 (east of A44) and PR9 (west of Yarnton) is not consistent with national policy. Objects to both sites;
 - the 'exceptional circumstances' for development in the Green Belt are largely implausible;
 - no regard has been given to the identity of Yarnton and Begbroke;
 - there would be no effective infrastructure;
 - concerned about Policy PR8's reference to 'Begbroke' when the bulk of the proposed housing would be in Yarnton Parish;
 - concerned about defining the separation of Yarnton and Begbroke;
 - conflict with adopted Local Plan policies: Policy Villages 1 which limits development at Category A villages, Policy ESD14 for Green Belt protection and Policy ESD 13 for the landscape;
 - the plan would not maintain the separate identities of Yarnton and Begbroke;
 - questions the achievability of bus lane improvements along the A44 (Begbroke to Loop Farm);
 - concerned about the closure of Sandy Lane without a suitable alternative route.

Other Representatives

- 3.83 The Statement of Consultation (Appendix 4) includes summaries of the responses from organisations including Harbord Area Residents Association (Oxford), Friends of Cutteslowe and Sunnymead Park (Oxford), Summertown and Wolvercote Conservatives and the North Oxfordshire Green Party.

- 3.84 A joint representation has been received from Councillor Neil Prestidge and Councillor Maurice Billington (Ward Members for Kidlington East) who consider that there is a need for housing in this area but who do not agree on the number of houses that are being proposed, the sites that have been proposed for development or the type of development that has been proposed. Councillor Griffiths (also Ward Member for Kidlington East) considers that there are not exceptional circumstances for development in the Green Belt and that the Plan is not supported by an Infrastructure Delivery Plan. She has other concerns about the impact of the Plan, development of the north Oxford golf course and about the Plan's deliverability.
- 3.85 Councillor Gant, Oxford City Council Member for Summertown ward and Leader of the City Council's Opposition, has highlighted the Government's consultation on a proposed new methodology for assessing housing need. He considers that it would significantly reduce the forecast need for Oxford and that the Plan process should be paused until the full implications of a new methodology are understood. For that reason he states that the Memorandum of Understanding agreed at the Oxfordshire Growth Board in November 2016 cannot be relied upon. Councillor Gant considers that there are not exceptional circumstances for development in the Green Belt and that reasonable alternatives have not been considered. He has other specific comments on affordable and key worker housing and questions whether the Plan would facilitate movement in the housing market.
- 3.86 A representation has also been received from Councillor Buckley, Member for the Wolvercote and Summertown Division of Oxfordshire County Council. He considers that the identified level of housing need is not justified, has concerns about congested transport corridors into Oxford, that housing could be more sustainably provided in South Oxfordshire district, about the importance of delivering affordable housing and housing for local workers, and that exceptional circumstances for development in the Green Belt have not been justified. He objects to the development of sites PR6a and PR6b immediately to the north of Oxford and suggests the alternative use of brownfield land such as Shipton-on-Cherwell quarry.

Layla Moran MP

- 3.87 The Member of Parliament for Oxford West and Abingdon has the following objections:
- the estimates of housing need published by the Government in the Planning For Homes consultation (14 September 2017) are so significantly lower than the figures this plan is based on that the only reasonable course of action is for CDC to halt the current process and reassess. The new figures not only suggest that a much lower target is needed for Cherwell DC, but also for Oxford and other neighbouring districts. This may have a substantial effect on what the level of Oxford City Council's unmet need is. Until the case for the unmet need is unequivocally made, given the huge public opposition, a more cautious approach should be taken;
 - the proposals will cause significant coalescence between Yarnton, Begbroke and Kidlington, undermining one of the key principles of national planning policy. Cherwell DC have failed to set out 'exceptional' reasons why there is a need to build on the Green Belt on the scale proposed when there are other sites available in the district;
 - objects to Policy PR1(a) to build 4,400 houses in this area for Oxford overspill. This is not a proven requirement and not justified. It is based on a highly

inflated estimate of housing need in the county. It is unsustainable. It would hugely worsen traffic problems and pollution. Schools and health services would be overstretched. The Green Belt's open countryside in which nearly 4,000 of the houses would be built would be sacrificed for ever and its walks and views lost. Natural habitats and wildlife would be destroyed;

- Oxford City Council has been allocating land in the city for employment instead of for housing. It has ignored the impact on surrounding Districts and failed in its duty to cooperate. The City Council should do more to meet its own needs;
- objects to Policy PR3 to remove land from the Oxford Green Belt. The Green Belt around Kidlington preserves green spaces that are so greatly appreciated and enjoyed by local residents. It protects both the historic city of Oxford from overdevelopment and neighbouring villages from coalescence;
- Government guidance says that Green Belt is a permanent designation and that unmet housing need is not a reason for building in the Green Belt. The plan is therefore ineffective and not consistent with national policy. These proposals reduce separation gaps so they are almost negligible;
- objects to Policy PR11 on infrastructure because it only sets out "an approach". It is wishful thinking. No costs are shown and in most cases no source of funding is identified. There are no projects to improve the already congested highway network for private vehicles and no indication of how it will cope with the additional vehicles owned by the occupiers of these new houses and the other developments planned for the area. The plan is not positively prepared because it does not provide for necessary infrastructure.

North Oxford Golf Club and its Members

3.88 North Oxford Golf Club (NOGC) has made the following comments:

- the golf course is very compact covering a total of around 32 hectares;
- careful management and maintenance over the past 110 years have enabled NOGC to retain a full, attractive and challenging 18 holes and at the same time be compliant with evolving requirements for safety and space;
- it would be completely infeasible to design a new 18-hole golf course on a site that was 10% smaller than the existing compact site. There may be an underground gas main across the land. The 29.95 hectares of the Frieze Farm site are therefore a complete non-starter for a golf course;
- CDC has made no effort to engage at all with NOGC on the question of possible replacement golfing facilities that would be "equivalent or better provision in terms of quantity and quality in a suitable location" (National Planning Policy Framework, para 74);
- The proposal to identify a specific replacement site was not mentioned at all in the November 2016 consultation, so NOGC has had no opportunity to prepare any arguments to present to CDC in writing or in public meetings;
- CDC is falling well short of required procedural standards.

3.89 Many separate responses have also been received from individual members of the Golf Club who object to its proposed residential development (Policy PR6b) and to the use of Frieze Farm as a potential replacement facility (Policy PR6c). The recreational, social, historic and environmental importance of the golf course and objections to the impacts of development have been highlighted among other issues.

Campaign Groups

3.90 The Executive's attention is drawn to the responses from the following campaign groups:

- Begbroke and Yarnton Green Belt Campaign;
- Kidlington Development Watch;
- Woodstock Action Group.

Begbroke and Yarnton Green Belt Campaign (BYG)

3.91 On 1 August 2018, the Begbroke and Yarnton Green Belt Campaign advised that it had a growing membership of over 250 people. It is professionally represented and its objections / concerns include: the plan preparation and consultation process has not been lawful; some evidence has been missing; lack of justification for altering Green Belt boundaries; object to the removal of sites from the Green Belt and to the development of site PR10 (Woodstock) due to the impact on the A44 corridor; the Sustainability Appraisal process is flawed including the assessment of reasonable alternatives; the transport assessment is flawed; the exceptional circumstances for development in the Green Belt are flawed; the assessment of housing need is flawed; the Plan is premature in light of the Government's consultation on a proposed new methodology for assessing housing needs; the Council is not compelled to plan for 4,400 homes and the countywide assessment has not been completed; the Council has wrongly accepted the apportionment without question; the Growth Board process was flawed; alternative development options are available; a number of evidence documents are flawed (including the Habitats Regulations Assessment) or distracting. BYG's objections are summarised more fully at Appendix 1.

Kidlington Development Watch (KDW)

3.92 Kidlington Development Watch advises that it has an interest in planning issues, publicises consultations that directly affect Kidlington and offers advice on how people can best make their views known. It states that it has a good understanding of the views of Kidlington residents, a large number of whom have made representations because of KDW's activities.

3.93 KDW's objections and concerns include: the plan has not taken into account previous consultation; the Statement of Consultation is flawed; the Plan's proposals have been predetermined; the Council has not consulted on the acceptability of development in the Green Belt; the 2014 SHMA is not sound; the consultation process and documents have been inadequate; the Council has failed the Duty to Cooperate; the housing need and job growth are over-estimated; the Plan is premature due to the Government's consultation on a new methodology for assessing housing need – the need for Oxford and Cherwell would fall significantly; Oxford's expansion is unsustainable; more housing could be accommodated within the city; the Green Belt would gradually disappear; exceptional circumstances have not been demonstrated; there is a risk of over-allocating land; there would be significant traffic problems; the transport assessment is flawed and the deliverability of infrastructure is doubted; impact on countryside, views, habitats, environment, air and light pollution; object to the removal of sites from the Green Belt and to PR10 (Woodstock) due to the impact on the Green Belt and the town. KDW's objections are summarised more fully at Appendix 1.

Woodstock Action Group

3.94 Woodstock Action Group has raised the following objections/concerns:

- Woodstock Action Group aims to conserve the local environment against unnecessary development and to preserve, maintain and enhance the historic character and charm of Woodstock; to support low-cost affordable housing for local residents, in appropriate areas and to reject large scale housing development on inappropriate sites;
- objects to Policy PR10 (land south east of Woodstock) on transport grounds
- concerned about capacity/safety/congestion of A4095, A34 and A44
- concerned about increase in car ownership
- concerned about impact of PR10 on infrastructure, services, commercial centre and approach to Blenheim Palace World Heritage Site.
- objects to PR10 on pollution grounds
- atmospheric pollution has not been considered within the plan
- the WSP/Parsons Brinkerhoff Air Quality Assessment carried out for the WODC application does not extend to the PR10 allocation. Concerned about the cumulative impact of development and pollution;
- objects to and requests deletion of PR3 (Green Belt)
- concerned about urban sprawl, merging of villages, encroachment on open fields along the A44, deterioration of the setting and approach to the Blenheim Palace World Heritage Site and the diminishing of the special character of Woodstock;
- believes the plan should focus on regenerating land within Oxford;
- asserts that Policy PR3 (Green Belt) is excessive, unsound, untenable and superfluous in light of the new calculation for unmet need;
- concerned about the consultation process and complexity of consultation documents;
- there is no indication of when the planning proposals will be delivered;
- housing needs to be built close to where jobs are e.g. Northern Gateway, Langford Lane and Gosford;
- if the 4,400 houses and WODCs 300+ houses are progressed undiluted and in accordance with the exaggerated and dismissed SHMA figures, this would prove to be unsustainable, unjustified and contrary to NPPF policy;
- the plan is not positively prepared or complete and the sources or identification of funds for infrastructure are not shown.

Prescribed Bodies

3.95 As explained in the Duty to Cooperate Statement at Appendix 10, officers have engaged effectively with adjoining Councils and 'prescribed bodies' in the interest of producing a sound plan and in seeking to comply with the Duty to Cooperate. Officers would, in particular, draw Members' attention to the responses from Highways England, Natural England, the Environment Agency and Historic England.

Highways England

3.96 A response was received from Highways England which led to further discussion including with Oxfordshire County Council as Local Highway Authority. In its representation, Highways England supported the Plan's objectives, acknowledged

the advantages of the growth locations in terms of making the use of sustainable transport and noted the importance of sustainable transport solutions to minimise the impact of additional traffic on the highways network.

3.97 It emphasised the risk that if Green Belt development were not permitted, allocations elsewhere could potentially have a far more onerous impact on the highway network than predicted in the Partial Review. However, the following concerns were raised:

- the lack of detailed information on residual impacts and associated, potential mitigations;
- concern about potential traffic impacts on the strategic road network, particularly the A34/A44 Peartree Interchange, and other sections including other links and junctions on the A34 and M40 Junction 9;
- the importance of an accurate impact assessment;
- request for clarity on the contributions from developer and other funding to deliver the infrastructure schemes included in the plan;
- the potential need for an approach where planning permission would be conditional on including proportional funding for the infrastructure set out by the Partial Review;
- concern that with the enhanced transport improvement package there would still be links on the A44 corridor that would be at over-capacity in 2031 during peak hours and delays at some junctions along these corridors;
- need for clarification on whether the proposed mitigation measures to support the additional housing development were an output from or input to the Oxfordshire Strategic Model;
- the need for clarification on the off-site transport improvements / schemes / infrastructure inputs;
- in view of predicted capacity issues along the A34 and at M40 junction 9, the need for a more comprehensive set of model output to assess the impact on the strategic road network;
- recommended use of junction specific models with and without the proposed development and infrastructure measures;
- the need for sensitivity testing of scenarios.

3.98 Highways England notes the potential for a future Oxford to Cambridge expressway and associated improvements to the A34 to enable the accommodation of the proposed growth but emphasises that at this stage no reliance can be placed upon it.

3.99 Officer comments on this response are provided at paragraphs 1.160 to 3.174.

Natural England

3.100 Natural England's representation to the Partial Review Proposed Submission Plan indicated that it considered the Plan was not legally compliant, and did not currently meet all the tests of soundness in terms of its effectiveness and consistency with national policy. However its concerns centred on the need for further evidence and once available it indicated it would be happy to review its advice on the Plan. Natural England's concern relates to three issues:

- i. The Habitats Regulations Assessment (HRA) Air quality assessment;
- ii. Draft Water Cycle Study findings;

- iii. Potential impact of development site PR8 on Rushy Meadows Site of Special Scientific Interest (SSSI).

3.101 This response is explained further in the officer comments provided at paragraphs 3.123 to 3.125; 3.155 to 3.159; and 3.192 to 3.195.

Environment Agency

3.102 The Environment Agency's representation indicates that in order to make the Plan sound, the latest climate change allowances should be used as part of the evidence base in the Strategic Flood Risk Assessment (SFRA) supporting the Partial Review. It considers that the SFRA is not consistent with NPPF paragraph 165 which indicates that "planning policies and decisions will need to be based on up-to-date information about the natural environment". It has stated that this may impact on the deliverability of potentially allocated sites within the sequential test, which may have to be revisited.

3.103 This response is explained further in the officer comments provided at paragraphs 3.126 to 3.132.

Historic England

3.104 Historic England's representation supports a number of references to the historic environment contained in the Partial Review Plan. However it also raises objections in relation to Policies PR6a, PR6b, PR6c, PR7a, PR7b, PR8, PR9, PR10, and PR12 b. Its comments on Policies PR6b, PR6c, PR7a, PR7b, PR8, PR9 and PR12b requested minor re-wording of policy requirements or the addition of new requirements to overcome its objections.

3.105 This response is explained further in the officer comments provided at paragraphs 3.186; 3.199 to 3.201; 3.203.

All Comments Received

3.106 The summaries above do not provide an account of all of the 1460 representations received. Members are reminded that all formal comments received to the Proposed Submission Plan and, indeed, in relation to all stages of the plan-making process are available for consideration as follows:

- by presentation of the Statement of Consultation presented at Appendix 4;
- by way of the publication on-line of all the representations received to the Proposed Submission consultation and to the earlier issues and options consultations (evidence document references: PR21, PR29 and PR78 available at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>);
- by depositing all the representations received to the Proposed Submission consultation in the Members' Room.

Officer Comments

3.107 Officers have considered all comments made in representations in reviewing whether in their view the Plan is 'sound' or whether any significant changes are

necessary to the Plan's strategy. They have informed the identification of the proposed focused changes and minor modifications at Appendix 3.

- 3.108 The 'soundness' of a Plan does not require every single objection to be resolved or withdrawn. The tests of soundness are that the Plan is i. positively prepared; ii. justified; iii. effective; and, iv. consistent with national policy (see para. 2.9 above). The Plan must also be legally compliant including with regard to how it has been prepared, meeting the Duty to Cooperate and the process of Sustainability Appraisal.
- 3.109 The officer comments below address key themes and issues in the context of all the representations, identifying areas where some change to the Plan is recommended.

Weight of Local Objection

- 3.110 The number of representations and objections from affected Parish/Town Councils, local communities, their representatives and neighbourhood areas illustrate the level of local concern. The collective weight of local opinion as represented by BYG, KDW and WAG is noted in particular. The overall response to the Proposed Submission Plan (1460 representations) far exceeds that received to the equivalent stages of the adopted Local Plan (approximately 300-400 representations). Nevertheless, the Plan is also produced in the wider public interest of meeting objectively assessed needs and the weight of objections in itself does not invalidate the proposals.

Consultation

- 3.111 Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) requires public participation in the preparation of a local plan. It sets out a requirement to notify particular bodies (including specific and general consultation bodies and residents or other persons carrying on business in the Local Planning Authority's area) of the subject of a local plan which the LPA propose to prepare and to invite them to make representations as to what that local plan ought to contain.
- 3.112 Regulation 19 concerns the arrangements for making the proposed submission documents available before submission of a Local Plan to the Secretary of State and associated notifications and publicity (also Regulation 35).
- 3.113 Regulation 20 provides that any person may make representations to an LPA about a local plan which the LPA proposes to submit to the Secretary of State. Any such representations must be received by the LPA by the date specified in a required statement of the representations procedure.
- 3.114 Regulation 23 provides that before the person appointed to carry out the independent examination of the local plan makes a recommendation, they must consider any representations made in accordance with Regulation 20.
- 3.115 The Council's adopted Statement of Community Involvement (SCI, July 2016) sets out who Cherwell District Council will engage with in preparing key planning policy documents and how and when they will be engaged. Its aim is to encourage community and stakeholder involvement.

- 3.116 Officers are of the clear view that the Partial Review has been prepared in accordance with the Local Plan Regulations and the Council's SCI. Consultation on the Proposed Submission Local Plan was preceded by two separate consultations on issues and options when the Plan was at a formative stage. Options and Proposed Submission consultations were supported by staffed, public exhibitions. Town/Parish Council and stakeholder workshops have been held. Officers consider that legally compliant, appropriate and timely opportunities were provided for the public to engage effectively with the plan making process at the Regulation 18 stage and for people to give intelligent consideration and response in terms of the content of the Plan and its specific proposals. Members are now invited to conscientiously take into account the representations in considering the recommendations of this report.
- 3.117 In addition to the requirements as to consultation in the Local Plan Regulations and the Council's SCI, the courts have set down requirements, in particular *R (Moseley) v Haringey London Borough Council* [2014] 1 WLR 3947. They are that: (i) consultation must be at a time when proposals are still at a formative stage; (ii) the proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response; (iii) that adequate time must be given for consideration and response; and (iv) that the product of consultation must be conscientiously taken into account in finalising any proposals. Officers consider that there has been compliance with all these requirements.
- 3.118 Members are advised that there is no statutory requirement to publish a draft Plan prior to the publication of a Proposed Submission document. In the issues consultation paper (January 2016, evidence doc. PR20), the Council advised under 'next steps' that the responses received would be used *'to inform the preparation of the next stage of the Partial Review: consultation on the spatial options for accommodating the additional growth'* (para. 8.1). In the options consultation paper, (November 2016, evidence doc. PR47), the Council advised under 'next steps', *'The feedback we receive will be used in the further consideration of issues and options, in completing our evidence base and in preparing a proposed document which we will publish in 2017'* (para. 9.2). The Plan's preparation has been in accordance with these stated intentions.

Evidence

- 3.119 Officers are of the view that, in accordance with the NPPF, the proposed Plan is based on, adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. The Plan seeks to ensure an integrated approach to the provision of housing by planning to meet the needs of Oxford within a Cherwell context and within shared economic circumstances. It seeks to respond to relevant market and economic signals (for example, see Cherwell Strategic Economic Growth Study - evidence doc. PR41). Evidence cannot be produced in anticipation of all issues but, as required by the NPPF, it is proportionate.
- 3.120 The evidence base supporting the Plan is published on-line at <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>. The Sustainability Appraisal (Appendices 5-7) includes an account of the most relevant evidence base that has informed the Appraisal process.

- 3.121 Evidence was initially gathered through the Oxfordshire Growth Board to support the examination of Oxford's unmet housing need and its apportionment. It continued through the issues and options stages of plan development to the production of the Proposed Submission document. Strategies, studies and assessments have informed the shaping of the Plan's vision, objectives and policies. They have sometimes, necessarily, informed each other (for example the Transport Assessment informing the Sustainability Appraisal). At each stage (issues, options and proposed submission) the consideration of representations has informed the Plan's development. Officers are of the view that the evidence gathering process has been robust, objective, proportionate and informative.
- 3.122 On some matters, it has been necessary to continue with evidence refinement or the production of supplemental evidence in response to representations received / issues raised.
- 3.123 Natural England was consulted on the Draft Water Cycle Study (WCS) supporting the Proposed Submission Partial Review Plan, and as a result of its concern that the water quality levels downstream of Cassington Waste Water Treatment Works (WWTW) are maintained post development, additional text was incorporated into the Study relating to development in the Cassington WWTW catchment (Section 9.1 of the WCS) as follows:
- “It is recommended that Cherwell District Council consider embedding a development control policy within their Local Plan to require that developers provide evidence to them that they have consulted with TWUL, the Environment Agency and Natural England regarding wastewater treatment capacity, and the outcome of this consultation, prior to development approval. The Council should consider the response from TWUL, the Environment Agency and Natural England when deciding if the expected timeframe for the development site in question is appropriate.*
- Where there is uncertainty from TWUL that the necessary capacity is available, a Grampian condition could be imposed, prohibiting development authorised by the planning permission or other aspects linked to the planning permission (e.g. occupation of dwellings) until the provision of the necessary treatment infrastructure to accept the additional flows is in place.”*
- 3.124 Natural England's representation has requested the incorporation of a policy in the Plan to reflect the text in the Water Cycle Study. This has been addressed through proposed minor changes to the wording of Policies PR7a, PR7b and PR8 (Appendix 3, proposed changes FC40, FC46 and FC60), as these development sites will drain to Cassington WWTW.
- 3.125 As explained later in this report, Natural England's other comments have also resulted in the preparation of a Hydrological and Hydrogeological Study (evidence doc. PR80).
- 3.126 The Environment Agency's representation concerning the Strategic Flood Risk Assessment and having regard to the latest climate change allowances has required further consideration. The Partial Review Plan is supported by a Level 1 Strategic Flood Risk Assessment (SFRA), together with a more detailed Level 2 SFRA focused on a small number of sites where flood risk needed further investigation. The approach to be taken to the new climate change allowances in the Level 1 SFRA was discussed and agreed with the Environment Agency at the

start of the study. The Level 1 SFRA includes text referring to the new climate change guidance but was not required to model or map the latest allowances. Instead, it was agreed with the EA that a proxy for new climate change allowances should be used. The Level 2 SFRA provided additional information on flood risk and requirements for developers undertaking site specific Flood Risk Assessments.

- 3.127 Further discussion has taken place with the Environment Agency following receipt of its representation, and on 22 January it confirmed that it is satisfied that the Level 1 SFRA (and the associated Sequential Test, evidence doc. PR53) did not require modelling work to assess the impact of climate change. With regard to the Level 2 SFRA (which includes sites PR7a and PR8), the EA remained concerned about the potential impact of the latest climate change allowances on the delivery of three sites proposed for allocation in the Plan (PR6c - Land at Frieze Farm; PR7a - Land South East of Kidlington; and PR8 - Land East of the A44). This was discussed at a meeting on 7 February at which the EA, whilst acknowledging that it could not in this instance insist on the modelling of the new climate change allowances, requested further consideration be given to the three sites through an Addendum to the Level 2 SFRA. Officers have agreed to the preparation of the Addendum.
- 3.128 Site PR6c (Frieze Farm), reserved for potential construction of a golf course, has a slither of land on the north western boundary of the site within flood zones 2 and 3. The Environment Agency has indicated that this is not of major concern due to the proposed use, but it would be preferable to understand if the site would be at higher risk of flooding in the future. The Level 2 SFRA Addendum will examine ground levels at the site to assess this. In addition, the Schedule of Focused Changes and Minor Modification at Appendix 3 proposes (ref. FC36) an addition to Policy PR6c: *“The application will be supported by a Flood Risk Assessment, informed by a suitable ground investigation and having regard to guidance contained within the Council’s Level 1 Strategic Flood Risk Assessment. The Flood Risk Assessment should include detailed modelling of watercourses taking into account allowance for climate change. There should be no ground raising or built development within the modelled flood zone.”*
- 3.129 Site PR7a (South East of Kidlington) contains a relatively small area of Flood Zone 2 and 3 in its north-east corner. The policy requires (criterion 13) residential development to take place outside the modelled flood zone 2 and 3 envelope and for a Flood Risk Assessment to be submitted with the planning application. The Addendum to the Level 2 SFRA will examine ground levels at the site to assess the potential impact of new climate change allowances.
- 3.130 Site PR8 contains areas of Flood Zone 2 and 3, located within proposed green infrastructure areas along Rowel Brook and to the west of the Oxford Canal (to the east of the railway). The Environment Agency acknowledges that the flood zones lie outside of areas proposed for built development, but as they are close to the boundary of these areas, it is concerned that an increase in flood extent as a result of new climate change allowances could impact on areas proposed for development. The Level 2 SFRA Addendum will examine ground levels and flows to assess the potential impact of this and the Schedule of Focused Changes and Minor Modifications at Appendix 3 proposes a change to policy PR8 (ref. FC59) clarifying that *“Residential development must be located outside the modelled Flood Zone 2 and 3 envelope.”*

- 3.131 At the time of writing this report the additional work is being undertaken by the Council's consultants with the expectation that an update can be provided to the meeting and that the Addendum to the Level 2 SFRA will be available for submission of the Plan, should it be approved by Members. Until the Addendum is produced it is not known whether more detailed modelling will be required (which would take several months) or whether there will be any implications for the three sites.
- 3.132 Members are advised that there is therefore some risk. However, the Plan's proposals avoid built development in the existing EA modelled flood zones; the necessary work required by the EA is being undertaken and can be made available to inform the Local Plan Examination; and, the Plan's policies include requirements for both Flood Risk Assessments (including proposed changes at Appendix 3) and development briefs which provide scope for detailed consideration of site layouts. Officers therefore do not suggest that any further change is required at this time.

Duty to Cooperate

- 3.133 The Council has worked jointly and closely with all of the other Oxfordshire councils on an on-going basis to address the objectively assessed need for housing across the Oxfordshire Housing Market Area in accordance with its commitment in paragraph B.95 of the adopted Local Plan. The engagement has been carried out on a constructive and active basis. This has included on the Oxfordshire Growth Board's work programme for identifying the level of Oxford's unmet housing need and for determining an apportionment of that need to individual district councils; in preparing an Oxfordshire Infrastructure Strategy; and, more recently in reaching an outline agreement with the Government for an Oxfordshire Growth Deal including its commitment to the delivery of 100,000 homes between 2011 and 2031 (Appendix 11), and (currently) in preparing an associated Delivery Plan.
- 3.134 The strategic support provided by partner authorities such as Oxford City Council, Oxfordshire County Council and West Oxfordshire District Council reflects the close, cooperative work that takes place across Oxfordshire on cross boundary priorities, a largely common understanding that Oxford's housing need is acute, and that, in the current context, identified housing needs would be most sustainably met by planning for development that has a close and well-connected relationship with Oxford.
- 3.135 The perspectives on specific proposals and the detail of policy are understandably reflective of the responsibilities, priorities and challenges of each authority. In particular, in the case of comments from the County Council as service provider, informed by subsequent discussions, this has led to some small scale refinement of the Plan within the schedule of focused changes and minor modifications at Appendix 3. It includes, for example, the updating of education requirements and amendment of specific highway requirements.
- 3.136 The Duty to Cooperate statement presented at Appendix 10 explains the strategic issues on which the Council has engaged with the requisite prescribed bodies and how that has been effective in informing the Plan. The continued dialogue with Natural England, the Environment Agency and Historic England and how that affects the Plan as recommended to Members is explained later in this report.

Objective Assessment of Housing Need

- 3.137 The Oxfordshire Strategic Housing Market Assessment 2014 was produced jointly by all the Oxfordshire councils in accordance with Government guidance and has been scrutinised through the examinations of the Cherwell, Vale of White Horse and (currently) West Oxfordshire Local Plans. It provides a clear understanding of housing needs and remains the most up-to-date, cooperatively produced and robust assessment.
- 3.138 As highlighted in representations, the Government, in September 2017 published a consultation document entitled 'Planning for the right homes in the right places' in which a proposed new methodology for assessing housing need was highlighted.
- 3.139 The basic methodology suggested a simplified method involving three components: a demographic baseline, a modification to account for market signals (the price of homes) and a cap to limit any increase an authority may face when they review their plan. 'Indicative' figures accompanied the consultation to demonstrate what the effect of the methodology could be under the circumstances at that time. These suggested that Oxford's basic needs would be 746 dwellings per annum (2016-2026) and that Cherwell's would be 762 per annum (2016-2026) compared to the need identified in the 2014 SHMA of 1400 per annum (2011-2031) for Oxford (mid-point) and 1,142 per annum (2011-2031) for Cherwell. However, the consultation paper included the following paragraph:

'46. Plan makers may put forward proposals that lead to a local housing need above that given by our proposed approach. This could be as a result of a strategic infrastructure project, or through increased employment (and hence housing) ambition as a result of a Local Economic Partnership investment strategy, a bespoke housing deal with Government or through delivering the modern Industrial Strategy. We want to make sure that we give proper support to those ambitious authorities who want to deliver more homes. To facilitate this we propose to amend planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, Planning Inspectors are advised to work on the assumption that the approach adopted is sound unless there are compelling reasons to indicate otherwise. We will also look to use the Housing Infrastructure Fund to support local planning authorities to step up their plans for growth, releasing more land for housing and getting homes built at pace and scale'

- 3.140 Within the consultation paper were proposed transitional arrangements depending on the stage reached in preparing a Plan. It was suggested that if plan was submitted for examination on or before 31 March 2018 or before the revised NPPF was published (whichever was later), authorities should continue with the current plan preparation. Otherwise, it was suggested that the new standardised method would apply.
- 3.141 The consultation paper stated:

'52. We are also proposing transitional arrangements to set a period of time before which plans would be expected to use the standard method for calculating the local housing need. This recognises that a number of plan makers have already made significant steps in preparing their plan, and we want to encourage them to

complete their plan, avoiding further delays and so undermining the delivery of new homes.'

3.142 The consultation paper was very clear in its support for authorities seeking to provide more homes than might be required by the draft methodology provided there is a more than the draft figures given in the consultation document, provided there are evidence-based and sound planning reasons for doing so. It was similarly clear that Local Planning Authorities should not hold-up their planning making.

3.143 Further consultation of changes to Government policy are expected. On 30 January 2018, the Government's Chief Planning Officer advised,

'NPPF timetable update

We are currently revising the NPPF in order to implement our planning reform package from the housing White Paper, the Planning for the right homes in the right places consultation and the announcements at Autumn Budget. We intend to publish a draft revised NPPF before Easter. We will consult on both new policies from the Budget, and the text of the Framework, to make sure the wording is clear, consistent and well-understood. Our ambition is to publish a final revised Framework in the summer.'

Local Housing Need transitional arrangements

In our Planning for the right homes in the right places consultation in September we set out that the new standardised method should be used, unless the plan will be submitted for examination on or before 31 March 2018, or before the revised Framework is published (whichever is later). In light of the timetable set out above these transitional arrangements will apply to any plans submitted before the final revised Framework is published.'

3.144 In view of the fact that the final, revised NPPF will not be published until the summer (an 'ambition'); that the Council had committed to a two-year review programme for the Partial Review beginning in 2015; that there is agreement among all Oxfordshire councils that Oxford cannot fully meet its own housing needs; and, that all Oxfordshire Councils have committed to Plan for and support the delivery of 100,000 new homes between 2011 and 2031 in the Outline Agreement for the Oxfordshire Growth Deal (Appendix 11) (by reference to the SHMA 2014 at para. 24), officers do not recommend that the plan-making process be paused.

3.145 It might be considered that a risk for the Council would be for the objectively assessed need to fall significantly later in 2018 and for individual local planning authorities within Oxfordshire to start re-appraising Oxford's level of unmet need and its apportionment. This risk cannot be eliminated but is reduced by the following circumstances:

- the need for additional homes, including affordable homes, and the growth of the Oxfordshire economy will remain as key planning considerations;
- the outline agreement for the Oxfordshire Growth Deal (Appendix 11);
- the expected commitments from West Oxfordshire and Vale of White Horse District Councils in their new Local Plans to fulfil their apportioned housing figures;

- the existing and expected commitments from Vale of White Horse District Council in its existing and new Local Plan to fulfil its apportioned housing figure;
- the commitment between all of the Oxfordshire Councils to the production of a new Joint Spatial Plan and the alignment to that Plan in the commitment to deliver 100,000 homes by 2031 in the Growth Deal Outline Agreement.

The 'Trigger' for the Partial Review

- 3.146 To strive to achieve the two year timetable set out within paragraph B.95 of the Local Plan, and in the context of a general agreement across the Oxfordshire authorities that Oxford could not fully meet its own housing needs, it was necessary to begin preparatory work for the Partial Review in 2015 while countywide work to examine the level of unmet housing need continued.
- 3.147 Paragraph B.95 of the adopted Local Plan states, '*...If this joint work reveals that Cherwell and other Districts need to meet additional need for Oxford, this will trigger a partial review of the Local Plan, to be completed within two years of adoption, and taking the form of the preparation of a separate Development Plan Document for that part of the unmet need to be accommodated in the Cherwell District.*'
- 3.148 On 19 November 2015 the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes (see evidence doc. PR12). Members may recall that this was reported to the Executive on 4 January 2016 when the issues consultation paper was approved for consultation (evidence doc. PR19):

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

"...The first key project within the Programme was to agree the figure for unmet need in Oxford City. This was done by asking the critical friend to critique the Oxford SHLAA [Strategic Housing Land Availability Assessment], the Cundall report [an alternative assessment of housing capacity] commissioned by South, Vale and Cherwell [Councils], the Oxford response to this and any other relevant information. Following consideration of the report all authorities agreed a working assumption of 15,000 homes for Oxford City's unmet need. All authorities agree to work towards this in good faith, based on the previously agreed process which includes the review of the Oxford City's Local Plan.

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

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

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

3.10 There is a need to progress work on the Partial Review in order to meet the timetable commitment made in paragraph B.95 of the adopted Local Plan (completion within 2 years of adoption).¹

Apportionment of Housing Need

- 3.149 There is not a single Local Planning Authority for Oxfordshire. The Oxfordshire Growth Board, a Joint Committee of all six Oxfordshire Councils, and represented by the Leaders of each, is the appropriate non-statutory body for jointly considering countywide spatial planning issues. It embarked on a proportionate, evidential programme of work in the interest of reaching agreement on the level of Oxford's unmet housing need and how that might reasonably be apportioned to the districts councils. This resulted in the decision of the Growth Board on 26 September 2016 (evidence doc. PR27).
- 3.150 Members are advised to be mindful that this was not a statutory planning process and could not replicate that for the preparation of a Local Plan. However it represents cooperative cross-border working on strategic priorities, as envisaged by the national policy in the NPPF. It should also be noted that the consultation anticipated by the Growth Board on the apportionment process has not taken place. Nonetheless, the Council has taken active steps through its consultations to inform the public about the Growth Board programme and its output. Officers consider that those steps and the consultation in respect of the Partial Review have properly informed and engaged communities in the process. As a technical programme of work leading to a decision supported jointly by the elected leaderships of each Council (other than South Oxfordshire District Council), officers are of the view that it represents an appropriate basis for testing at an individual district level through a Local Plan process.
- 3.151 The Council's consultations have provided the opportunity to consider the Growth Board evidence and the suggested level of additional housing to be accommodated within Cherwell. It can be seen that there is much local opposition. However, officers see no evidential reason to consider that the apportionment arrived at on a countywide, cooperative basis could not be accommodated subject to the Plan's detailed policy requirements.

Vision and Objectives

- 3.152 Officers have considered the proposed vision and plan objectives in light of the representations made. No change is recommended. The goals of meeting housing needs; supporting the city's economy, universities and its local employment base; and ensuring that people have convenient, affordable and sustainable travel opportunities to the city's places of work, study and recreation, and to its services and facilities are essential to delivering a Plan that truly relates to Oxford's need. The vision's aims are central to achieving sustainable development.

Consideration of Reasonable Alternatives

- 3.153 Officers consider that all reasonable options have been considered. The housing capacity of Oxford has been tested by the Oxfordshire Growth Board. The Council has tested Areas of Search covering the entire district to determine which Areas were not suitable for accommodating Oxford's unmet housing needs and which could deliver the Plan's vision and objectives. Within those Areas identified, all reasonable site options were examined. The consideration of alternatives was informed by evidence, consultation feedback and sustainability appraisal.

Sustainability Appraisal

- 3.154 It has been explained earlier in this report how the Plan has been informed by a process of Sustainability Appraisal (SA) from early scoping of issues, an Initial SA accompanying the options consultation, the SA informing the Proposed Submission Plan and, at Appendices 6&7, an SA Addendum related to the proposed Schedule of Focused Changes and Minor Modifications (Appendix 3). The SA has been informed by evidence supporting the plan. Officers are of the view that it has been a robust and informative process that complies with statutory requirements.

Habitats Regulations Assessment: Air Quality Assessment

- 3.155 The Conservation of Habitats and Species Regulations 2010 require the Council to undertake a Habitats Regulations Assessment (HRA) to assess whether there are any likely significant effects on sites of European importance as a result of the Plan proposals. Natural England's representation on the HRA air quality assessment indicated that firstly, the scope of the HRA should be extended to assess whether there are any likely significant effects on Aston Rowant Special Area of Conservation (SAC), and secondly that in order to fulfil the requirements of the regulations the air quality assessment and associated traffic modelling should comprise an in-combination assessment to take account of all proposed allocations in adopted and emerging local plans across the County. Cherwell's HRA considers in combination effects of all committed and allocated growth at the time of preparation but as the position is constantly changing does not reflect all growth from emerging local plans.
- 3.156 Following further discussion with Natural England (jointly with other Oxfordshire district councils), it agreed that Aston Rowant SAC (within South Oxfordshire) did not need to be included within the HRA, primarily due to its distance from the district boundary. This is consistent with previous HRAs undertaken to support the adopted Cherwell Local Plan.
- 3.157 Natural England also invited the submission of further information which underpinned the respective HRA's of each Oxfordshire council to enable it to consider the combined context. This was provided in November 2017. Following consideration of the additional information, on 26 January 2018, Natural England revised its advice and asked for further consideration, in-combination, of the outputs of Cherwell's and the Vale of White Horse's HRAs (relating to Vale's Local Plan Part 2 Submission Plan) only. Natural England has advised that if this indicates the need for avoidance and mitigation measures then this should be able to be covered through a Statement of Common Ground.

- 3.158 The Council's consultants have undertaken further analysis on this issue and at the time of writing this report a joint response to Natural England was in the process of being agreed between Cherwell and Vale of White Horse officers. It is anticipated that an update may be able to be provided to the meeting.
- 3.159 The view of officers is that the advice of Natural England on this issue does not impede progress in completing the Partial Review of the Local Plan.

Transportation

- 3.160 Whilst the proposals for development within the Plan undoubtedly affect a challenging area of the district in transport terms – the interface with Oxford with main transport corridors (A44/A4260) into the city; connections with the A34 and A40; congestion at the Wolvercote, Cutteslowe and Peartree roundabouts and associated air quality issues – it is the view of officers that they represent the best opportunity for maximising the use of sustainable transport, reducing the reliance on the private car, ensuring high levels of accessibility to Oxford's places of employment, its universities, its services and facilities, and developing communities that are well-connected to Oxford.
- 3.161 Officers with the Council's transport consultant have worked in cooperation with Oxfordshire County Council from early stages of plan preparation through regular liaison meetings, through issue specific meetings at key stages of evidence preparation which resulted on the joint commissioning of transport modelling, understanding of the plan's effect on local and strategic road network, the identification of transport mitigation measures and culminated on the joint sign-off of the Transport Assessment supporting the plan. District and County officers met with Highways England at key stages of transport evidence and plan preparation.
- 3.162 In cooperation with the County Council, development locations were selected based on a 'lowest transport impact' basis, appraised through an iterative stage of model testing.
- 3.163 The County Council's proposals for rapid transit routes and strategic cycleway improvements within the Plan's growth area, its strategy for providing Park and Ride facilities further away from the city to encourage early 'modal shift', and its desire to improve traffic movements along both the A4260 and A44, integrate well with proposals for development immediately to the north of Oxford and along the A44 and provide clear opportunities. The aspirations of the Kidlington Masterplan SPD to improve sustainable connectivity within the wider Kidlington / Begbroke area are also informative.
- 3.164 Alignment with the Oxford Transport Strategy, contained within the County Council's Local Transport Plan, has been a central theme of the Plan. Highways England's view that if Green Belt development were not to come forward, land allocations elsewhere could potentially have a far more onerous impact on the highway network is illustrative of the appropriateness of the proposed strategy in transport terms, notwithstanding the highway capacity challenges that endure.
- 3.165 The representation from Highways England (see para's. 3.96 to 3.98) has been considered by the Council's transport consultant and discussed at a meeting attended by Highways England and the County Council.

- 3.166 Officers from the three authorities discussed the effect of the plan on the M40 J9, A34 and A34 junctions and agreed that the main residual issues are concentrated upon the Peartree interchange which suffers from peak traffic congestion even without growth from the Partial Review.
- 3.167 The Plan's concentrated focus on sustainable travel helps to minimise additional impacts and there is an understanding that implementation would need to include improvements to bus services operating through the Peartree interchange and Loop Farm roundabout. There is agreement with the highway authorities that junction 'microsimulation' work may need to be taken forward once there is greater certainty over the precise nature of development.
- 3.168 Through the Growth Board, the Oxfordshire councils have reached an Outline Agreement with Government for an Oxfordshire Growth Deal. Subject to agreement on a required Delivery Plan, it will commit the Government to a 5 year (2018-2023) £215m funding package which includes addressing the transport infrastructure requirements of growth to 2031. This is in the context of the Oxfordshire councils committing to delivering 100,000 homes (2011-2031) in line with the need identified in the SHMA 2014. The Partial Review's sustainable transport mitigation package is included in the emerging Growth Deal under 'North Oxford All Modes Corridor Improvements'.
- 3.169 Officers have updated the Plan's infrastructure schedule attached to the proposed Schedule of Focused Changes and Minor Modifications at Appendix 3. Upon approval of the schedule, it would comprise part of the proposed changes to the Plan. The updates take into account additional information provided by the County Council.
- 3.170 It is the view of officers that the Plan's proposals represent the most sustainable approach to addressing the local highway issues. There is clear alignment with the County Council's policies and programmes as Local Highway Authority. Strategic highway schemes have been identified in the Oxfordshire Infrastructure Strategy which will ensure countywide coordination and form the basis for funding bids. Officers will continue to work closely with the County Council and Highway England to secure investment for the transport improvements including strategic funding such as from the Growth Deal and Local Growth Fund, funding from developer contributions and from the capital programmes of the relevant authorities.
- 3.171 The Plan, its sustainability and its deliverability do not depend on the provision of a railway halt/station. Land is safeguarded to assist with a longer term aspiration following discussions with the site promoter (site PR8) and initial exploratory discussions with the rail industry.
- 3.172 On more detailed matters, officers from the county and district councils are agreed that the potential closure of Sandy Lane to vehicular traffic would not affect the operation of the Strategic Road Network, that modelling evidence shows that Langford Lane operates under capacity and could absorb displaced vehicular moments; and, that modelling shows that the A40-A44 link road (highlighted by West Oxfordshire District Council) is not required to deliver the growth in the Partial Review. Officers recommend that its potential closure, aligned with the implementation of rapid transit routes, is retained within the Plan to maximise the potential for the use of sustainable transport, to create a high quality 'green link' between Begbroke/Yarnton and Kidlington, to achieve a high quality of development

within site PR8 and to assist Network Rail with the closure of the level crossing for safety reasons.

- 3.173 The potential closure of the Sandy Lane level crossing has been discussed with and welcomed by Network Rail. It has also been agreed to introduce a minor amendment to the Plan requiring consultation with it on the development brief for site PR8 in part to avoid the pedestrian/cycle/wheelchair use of the Yarnton Lane/Green Lane as a preferred route that might lead to more intensive use of the level crossing thereon. It has been agreed that the Plan's proposals do not materially lead to increased vehicular traffic over the crossing. Nevertheless, Network Rail wishes to explore its potential for closure. The closure of both Sandy Lane and Yarnton Lane level crossings would be of significant benefit to Network Rail in terms of health and safety, journey times and rail capacity.
- 3.174 Overall, having reviewed all the comments submitted, officers are of the view that a change is not required to plan's strategy for transportation but that the focused changes and minor modifications presented at Appendix 3 would improve the final document in light of detailed comments made.

Other Infrastructure

- 3.175 Many of the representations received include concerns about the capacity of existing infrastructure such as schools and health services and the timely deliverability of new infrastructure to serve the proposed developments. The Infrastructure Schedule supporting the plan has been updated following the receipt of additional information and discussion with service planners / providers such as the County Council (including on education matters), the Oxfordshire Clinical Commissioning Group (with local GP Practice Managers) and the Council's own community/recreation services. A Developer Contributions Supplementary Planning Document is being presented to Council for adoption at this meeting which will assist in the delivery of required infrastructure. More widely, the completion of an Oxfordshire Infrastructure Strategy (evidence doc. PR35) strengthens the position of the Oxfordshire authorities is seeking Government funding where required to support or accelerate delivery.
- 3.176 Officers consider the Plan's proposals to be 'sound' with regard to infrastructure delivery. The focused changes and minor modifications at Appendix 3 are recommended to improve the Plan and bring specific requirements up-to-date.

Green Belt / Exceptional Circumstances

- 3.177 The national importance given to the protection of designated Green Belts and the 'high bar' set for the removal of land from the Green Belt through Local Plan demonstration of 'exceptional circumstances' has necessarily been a fundamental principle of Plan preparation. The 'exceptional circumstances' test is different from the Development Management test of 'very special circumstances' for 'inappropriate' development within the Green Belt.
- 3.178 Officers have reviewed whether its examination of reasonable alternatives remains robust in the light of representations. They remain of the view that Areas of Search, other than Areas A and B, are unsuitable for the accommodation of the additional development required to meet Oxford's needs. The Council's approach to assessing exceptional circumstances has also been discussed with its Green Belt

consultants in the context of comments made. Officers are of the view that a re-appraisal of the approach and options is not required. They are of the clear view that the exceptional circumstances set out at paragraph 5.17 of the Proposed Submission Plan are robust.

The Impact on Local Communities

- 3.179 The Plan's proposals would undoubtedly have effects on local communities. The Sustainability Appraisal (SA) process examines the Plan's proposals against a set of environmental, social and economic objectives to determine whether the effects are significant and identify appropriate mitigations. The SA has informed the plan-making process
- 3.180 Of direct consequence would be the increased coalescence of settlements – bringing the south of Kidlington and the north of Oxford closer together, and drawing Begbroke / Yarnton / Kidlington nearer to each other.
- 3.181 The developments immediately to the north of Oxford (PR6a and PR6b) would be located to the south of A34 in an area that already has the perception of a gateway into Oxford due to the presence of Oxford Parkway / Water Eaton Park and Ride and other urban influences. The A34 is a definitive barrier, separating this area from Kidlington to the north and the two proposed developments to the south of Kidlington (PR7a and PR7b). To the west lies the Oxford Canal and railway. No residential development is planned to the east of the railway and to the west of Kidlington. Helped by its large size, its own urban centre and by proposals for open strategic areas of open space within the Plan, it is considered that Kidlington would retain its own identity, with the centre of Kidlington strengthened by the new transport links and growth to its west.
- 3.182 The development of land to the east and west of the A44 would bring Begbroke, Yarnton and Kidlington closer together with a new urban neighbourhood located between. However, officers consider that the Plan's proposals, including for Local Nature Reserves, a nature conservation area and Community Woodland would facilitate a distinctive approach to high quality development along the A44 corridor which would allow for the existing characters and identities of Begbroke and Yarnton to be retained.
- 3.183 The proposed development to the south east of Woodstock (PR10) would bring the town's edge up to Upper Campsfield Road directly opposite London-Oxford airport and within which a new Park and Ride facility is expected to be developed by the County Council. The openness of the airfield would remain and continue to facilitate separation with the built up area of Kidlington. The combined proposals of this Council and those of West Oxfordshire mean that the town can be expected to grow significantly but it is the view of officers that there is no reason to suggest that the Woodstock would lose its identity.
- 3.184 Having considered the representations made, officers remain of the view that the negative consequences of the proposed developments are outweighed by the absence of suitable alternatives and the advantages of meeting Oxford needs in these well-connected locations.

Policy PR6a - East of Oxford Road

- 3.185 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. The recommended changes at Appendix 3 include minor changes to the area of land required for primary school use and detailed clarifications and amendments in response to comments received.
- 3.186 Historic England has requested some minor changes to the wording of requirements relating to the historic environment in this and other site policies which are included in the schedule of changes at Appendix 3. It also indicated in its representation that site PR6a should not be taken forward without an assessment of the significance of St. Frideswide farmhouse, the contribution of its setting to that significance, and the likely impact of proposed development on that significance. However following a visit to the site and further discussion, Historic England confirmed that such an assessment was not required at this stage, but requested minor rewording of point 15 (included in Appendix 3).

Policy PR6b – West of Oxford Road

- 3.187 The many objections to the development of this historic recreation facility with its mature landscape are noted. The comments on the proposed policy are acknowledged. During the consultation period, the Leader of the Council, with Council officers, met a group of members of the North Oxford Golf Club to hear their concerns. In the light of evidence, officers remain of the view that the suitability of this site for meeting Oxford's housing needs far outweighs the loss of the golf course and that there remains potential to provide a replacement facility on a comparably sized site at Frieze Farm (Policy PR6c). The recommended schedule of changes (Appendix 3) includes detailed clarifications and amendments in response to comments received.
- 3.188 The Proposed Submission Plan's reference to a lower density of development on land to the west of Oxford Road reflects its well-treed character. However, in the context of other comments received, it is recommended in the focused changes to remove reference to prescribed densities in all site policies in view of the required development brief process and to avoid misinterpretation in light of the different circumstances for each site.

Policy PR6c – Land at Frieze Farm

- 3.189 The many objections to the potential development of this site for a replacement golf course are noted, including comments that the site it is not suitable for such a facility and on the requirements of the proposed policy. At 30 hectares in size, the site is not considered to be the optimum size for the development of a new 18 hole course. Neither does the site have the advantage of the mature landscape that has been created at the existing north Oxford course. However, at only about 2 hectares smaller than the existing course, and being situated very close to the existing course, the site remains to be regarded as a reasonable option for a replacement golf facility should this be necessary to meet local needs. Officers have considered the deliverability of the site from a land use perspective and are of the view that the proposed reservation of land remains appropriate. In response to comments made, changes (Appendix 3) are recommended to Policy PR6c to insert

criteria for considering potential applications for planning permission, consistent with the approach taken for other site policies.

Policy PR7a – Land South-East of Kidlington

- 3.190 The objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. The recommended schedule of changes (Appendix 3) includes detailed clarifications and amendments in response to comments received.

Policy PR7b – Land at Stratfield Farm

- 3.191 The objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. Recommended changes (Appendix 3) include detailed clarifications and amendments in response to comments received.

Policy PR8 – Land East of the A44

- 3.192 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. Recommended changes (Appendix 3) include clarification on required provision for education, and, in response to comments from Natural England, that the Biodiversity Impact Assessment required by Policy PR8 be informed by a hydrogeological risk assessment to ensure the protection of Rushy Meadows Site of Special Scientific Interest (SSSI).
- 3.193 Proposed Policy PR8 contained a requirement for a Biodiversity Impact Assessment supporting a planning application to include investigation of any above or below ground hydrological connectivity between Rowel Brook and Rushy Meadows SSSI. However, Natural England's representation advised that further information regarding potential hydrological impacts on the SSSI was needed at this stage to ensure that the quantum of development allocated was deliverable without a significant impact.
- 3.194 A Hydrological and Hydrogeological Study (evidence doc. PR80) was therefore commissioned by officers which concluded:

“Although a potential hydrogeological connection via superficial sands and gravels is assumed to be present between Rushy Meadows SSSI and the proposed PR8 development land to the south, significant hydrological and hydrogeological linkages were not identified. As a consequence, adverse impacts to Rushy Meadows SSSI as a consequence of the proposed development are considered Negligible.”

- 3.195 The study indicates that whilst it is possible that groundwater abstraction could lower groundwater levels within the SSSI, the extent of the impact would be dependent upon the nature of the abstraction or dewatering activity. The consideration of mitigation measures to control dewatering operations during construction was therefore recommended. Although this would be determined

through the planning application process, a proposed focused change clarifies the supporting information required (Appendix 3, ref. FC56).

- 3.196 Other detailed clarifications and amendments are also recommended for Policy PR8 in response to comments received.

Policy PR9 – Land West of Yarnton

- 3.197 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence. However, it is recommended (Appendix 3) that the total number of homes proposed is reduced from 530 homes to 440 homes to improve the deliverability of the site and achieve a high quality of design in the context of a representation from the site promoter. Other recommended changes include detailed clarifications and amendments in response to comments received.

Policy PR10 – Land South East of Woodstock

- 3.198 The many objections to the development of this site, and the comments on the proposed policy, are noted. Officers remain of the view that the proposed allocation is sustainable and deliverable in view of the evidence.
- 3.199 Historic England's representation on Policy PR10 indicated that the site should not be allocated for development until an archaeological assessment had been undertaken and ascertained the extent and significance of archaeological remains on the site as a whole, to identify if development is acceptable on the site, and if so over what area. Following further discussion, Historic England was provided with archaeological assessment information submitted as part of the previous planning application on the site (14/02004/OUT) (see Appendix 12 to this report). On examination, Historic England confirmed that further archaeological assessment was not required in respect of the majority of the allocation site, but that having regard to the information contained in the assessment, it could not support the allocation in its current form as the area proposed for housing covers part of the areas of archaeological potential. It advised that:

“Any allocation or proposed development should accurately draw on the information gathered already, and as far as possible avoid areas of intensive archaeology shown on the geophysics and other survey reports...”, and

“We recommend that development is withdrawn from areas of known archaeological potential, particularly those of higher potential, and that these areas are included in green space proposals for any allocation or development...”

“We welcome the allocation of the areas to the south and east of the villa as green space, as this reflects comments provided previously ... in terms of preserving the setting of the villa. We note, however, that the Villa area is allocated as retained agricultural land and so would be vulnerable to on-going ploughing and arable planting. To ensure the on-going preservation of the Villa site and associated higher potential deposits, it would be best preserved under controlled grazing or public open space, than under arable.”

- 3.200 The proposed distribution of uses within site PR10 has been amended in response to Historic England's advice to address these concerns (see proposed changes to policies maps attached to the schedule of changes at Appendix 3). The Policies Map now indicates archaeological constraint areas and a reconfigured residential development area, and has removed the reference to land retained in agricultural use.
- 3.201 The archaeological survey information submitted as part of the outline planning application did not cover that part of site PR10 allocated for primary school use. It is not yet certain whether this land will be required for a school, playing fields or other outdoor sports provision but following further consultation with Historic England, it indicated that in view of archaeological interest to the south in association with the Scheduled Ancient Monument, a desk based Heritage Impact Assessment and Geophysical survey should be undertaken on the site. This work has commenced but in view of associated timescales Historic England has agreed to some additional wording in the plan to ensure that development on that part of the site will be informed by the outcome of the HIA. It is considered that the proposed reconfiguration of the layout, together with other focused changes requested to policy requirements, have addressed the concerns raised by Historic England.
- 3.202 However, the reconfiguration of the proposed residential area meant that officers needed to review the precise number of dwellings that could be provided on the site. This suggested approximately 489 dwellings. This has been rounded to 500 homes for the purpose of what is a strategic housing allocation and which offsets the reduction in the number of homes (90) planned for land to the west of Yarnton (Appendix 3).
- 3.203 Other recommended changes include detailed clarifications and amendments in response to comments received. It is also recommended that the policy makes clear that the development of land for either school or sports pitch use to the north of Shipton Road will be subject to the consideration of a Heritage Impact Assessment in consultation with Historic England.

Affordable Housing

- 3.204 Securing the delivery of affordable housing is critical in helping to meet Oxford's housing needs in the context of the 2014 SHMA and Oxford's Housing Strategy. Officers from the two Councils have been in discussion with a view to agreeing an outline approach for the cross border allocation of housing. The discussions have been broadened out in the context of other Oxfordshire local plans seeking to address Oxford's needs and cooperative work on the Oxfordshire Growth Deal which includes the delivery of affordable homes.
- 3.205 Officers consider that the Plan's approach to tailor the overall need for affordable housing to Oxford's needs to be required and deliverable in the context of evidence including the Plan's viability assessment (evidence doc. PR49). Agreement between the two councils as housing authorities will help ensure timely delivery. The concerns raised in representations about the wider 'affordability' of market housing and the risk that it is not readily available to those working within Oxford go beyond spatial planning issues, but the provision of additional housing would assist movement within the market and officers consider that Policy PR2 - Housing Mix, Tenure and Size would help would tailor the new housing to local needs.

3.206 In the interest of consistency a proposed change (Appendix 3) includes the addition of the proposed 50% affordable housing requirement to Policy 12b: Sites Not Allocated in the Partial Review.

Other Policies

3.207 In addition to objections, detailed comments are provided on Policy PR1 (Policy Achieving Sustainable Development for Oxford's Needs); Policy PR2 (Housing Mix, Tenure and Size); Policy PR3 (The Oxford Green Belt, Policy PR4a: Sustainable Transport), Policy PR4b (Kidlington Centre), Policy PR5 (Green Infrastructure), Policy PR11 (Infrastructure Delivery), Policy PR12a (Delivering Sites and Maintaining Housing Supply), Policy PR12b (Sites Not Allocated in the Partial Review); and Policy PR13 (Monitoring and Securing Delivery).

3.208 Officers consider that these policies are 'sound' and that no improvements are required to policies PR1, PR2, PR3, PR4a or PR4b. Changes (Appendix 3) are proposed to Policy PR5 in response to representations from the Buckinghamshire, Berkshire and Oxfordshire Wildlife Trust (BBOWT), the County Council and Sport England. Small changes to Policy PR11 are advised in light of comments from Scottish and Southern Electric Networks, Sport England, Thames Valley Police and in the context of finalising the Developer Contributions SPD. Some clarification is proposed on how sites would contribute in delivering a 5 year housing supply (PR12a), and as previously stated, on requiring a consistent approach to seeking 50% affordable housing by referencing it under Policy PR12b for unallocated sites. A very minor update to Policy PR13 is suggested as are the relevant updating of maps and appendices.

Overall Response to Proposed Submission Consultation

3.209 The representations received have been considered by officers in reviewing the soundness and legal compliance of the Plan. The representations are summarised as an appendix to the Statement of Consultation (Appendix 4 to this report). The Statement of Consultation summarises the main issues and provides a collective response from officers for each section/policy of the Plan.

3.210 The proposed Focused Changes and Minor Modifications presented at Appendix 3, have been identified in the context of the representations made, on-going cooperation and associated reviews of evidence. They have been tested through the Sustainability Appraisal process and are recommended to Members.

3.211 The view of officers is that the Proposed Submission Plan has been positively prepared and is justified, effective, consistent with national policy and legally compliant.

3.212 It is recommended that the Proposed Submission Plan together with the schedule of Focused Changes and Minor Modifications be approved for presentation to Council with a recommendation that they be Submitted to the Secretary of State together with all supporting documents

Next Steps

- 3.213 Should the Plan be approved by the Executive, and subsequently by Council, its submission would mark the start of its examination by a Government appointed Planning Inspector in accordance with his/her programme.

4.0 Conclusion and Reasons for Recommendations

- 4.1 This report presents the Partial Review of the Cherwell Local Plan 2011-2031 – Oxford's Unmet Housing Needs for approval and subsequent presentation to Council as a 'Submission' Local Plan. Upon approval by Council the Plan would be submitted to the Secretary of State for Housing, Communities and Local Government for independent examination.
- 4.2 Consultation on the Proposed Submission Plan commenced on 17 July 2017 and extended to 10 October 2017. A total of 1460 representations were received in response to the consultation. They have been considered by officers in reviewing whether the Partial Review (the Plan) is 'sound' and legally compliant - the tests of the independent examination of the Plan that commences upon the Plan's submission.
- 4.3 The view of officers is that the Plan is sound but that a number of 'focused changes' and 'minor modifications' should be made to it in the interests of its improvement, clarification and updating and to address minor presentational, grammatical and typographical issues. These are all presented for approval in the schedule of changes at Appendix 3 to this report.

5.0 Consultation

- 5.1 The Plan has been the subject of public consultation and engagement during the course of its production as explained in this report and in the Statement of Consultation at Appendix 4.
- 5.2 Internal briefing: Councillor Colin Clarke, Lead Member for Planning

6.0 Alternative Options and Reasons for Rejection

- 6.1 Officers have considered all reasonable alternatives in preparing the Partial Review of the Local Plan. This is documented in the Sustainability Appraisal presented at Appendices 5,6 & 7. The Plan as presented is considered to be sound, legally compliant, and, in the view of officers, would result in sustainable development.
- 6.2 The following alternative options are open to Members but are not recommended for the reasons as set out below:

Option 1: Not to approve the Plan

Joint work with the other Oxfordshire councils has revealed that Cherwell and other Districts need to meet additional housing need for Oxford. In accordance with paragraph B.95 of the adopted Local Plan, this triggered the Partial Review process

to be completed within two years of adoption (from July 2015). Officers consider the proposed Partial Review of the Plan to be sound and legally compliant. Not to approve the Plan would lead to a reconsideration of how the whole District would contribute in meeting the identified housing need in the context of the statutory Duty to Cooperate. There would be significant uncertainty for partner authorities, local communities and the development industry.

Option 2: Not to approve the Plan and seek significant changes

New, significant changes would need to be considered by officers on an evidential basis before the Plan could be re-presented to Members for approval. Changes involving new planning considerations may require re-consultation. The consideration of significant changes would lead to delay.

Option 3: To approve the Plan and seek changes.

Changes would need to be considered by officers to determine whether they would affect the submission of the Plan for examination; whether they would be significant; and, whether they need to be considered on an evidential basis. Changes involving new planning considerations may require re-consultation. The consideration of significant changes would lead to delay.

7.0 Implications

Financial and Resource Implications

- 7.1 Submission and examination of the Partial Review of the Local Plan is being met within existing budgets.

Comments checked by:

Paul Sutton, Executive Director - Finance and Governance 0300 0030106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

Legal Implications

- 7.2 The legal process is set out in the body of the report and has been followed. An extended consultation has been carried out. Subject to making the focused changes and minor modifications, officers consider the Plan is ready for submission for independent examination.

Comments checked by:

Nigel Bell, Interim Legal Services Manager 01295 221687

Nigel.Bell@Cherwellandsouthnorthants.gov.uk

8.0 Decision Information

Key Decision

Financial Threshold Met: No

Community Impact Threshold Met: Yes

Wards Affected

All

Links to Corporate Plan and Policy Framework

This report directly links to all four of the corporate priorities and objectives set out in the Cherwell District Council Business Plan 2017-18 as follows:

- Sound budgets and a customer focused council
- Thriving communities
- District of opportunity
- Safe, clean and green

Lead Councillor

Councillor Colin Clarke – Lead Member for Planning

Document Information

Appendix No	Title
Appendix 1	Additional Representation Summaries
Appendix 2	Proposed Submission Draft of the Partial Review of the Cherwell Local Plan 2011-2031 (July 2017)
Appendix 3	Schedule of Focused Changes and Minor Modifications – February 2018
Appendix 4	Statement of Consultation - February 2018
Appendix 5	Sustainability Appraisal (SA) Report (June 2017) of the Proposed Submission Local Plan (July 2017) including Non-Technical Summary (June 2017)
Appendix 6	Sustainability Appraisal Addendum February 2018 - Focused Changes and Minor Modifications
Appendix 7	Sustainability Appraisal Non-Technical Summary Addendum February 2018
Appendix 8	Habitats Regulations Assessment (HRA) Screening Report June 2017
Appendix 9	Habitat Regulations Assessment Screening Report Addendum February 2018 - Focused Changes and Minor Modifications
Appendix 10	Duty to Cooperate Statement, February 2018
Appendix 11	Outline Agreement for Oxfordshire Growth Deal
Appendix 12	Heritage Impact Assessment accompanying planning application 14/02004/OUT
Appendix 13	List of Evidence

Background Papers	
None	
Reference Papers	
Cherwell Local Plan 2011-2031 (Part 1) - https://www.cherwell.gov.uk/info/83/local-plans/376/adopted-cherwell-local-plan-2011-2031-part-1	
Evidence documents: https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base	
Report of Executive Director for Place and Growth to the Executive, Cherwell District Council, 26 February 2018, <i>Submission of the Partial Review of the Cherwell Local Plan 2011-2031 - Oxford's Unmet Housing Needs</i> : http://modgov.cherwell.gov.uk/ieListDocuments.aspx?CIId=115&MIId=3108&Ver=4	
Report Author	Adrian Colwell, Executive Director – Place and Growth David Peckford, Deputy Manager – Planning Policy and Growth Strategy
Contact Information	Adrian Colwell - 0300 003 0110 adrian.colwell@cherwellandsouthnorthants.gov.uk David Peckford - 01295 221841 david.peckford@cherwellandsouthnorthants.gov.uk

Cherwell District Council

Executive

26 February 2018

The Oxfordshire Housing and Growth Deal

Report of Chief Executive

This report is public

Purpose of report

To consider the Oxfordshire Housing and Growth Deal (the Deal) announced by Government in the November Budget, which provides £215 million of additional government funding for Oxfordshire, along with a package of planning freedoms and flexibilities for the Oxfordshire authorities.

The outline agreement makes it clear that full agreement of the Deal is subject to agreement by each local authority and the Oxfordshire Local Enterprise Board (OxLEP) board (referred to collectively as the “Oxfordshire Partners”).

The deal also requires a detailed delivery plan to be agreed by Oxfordshire Partners, Homes England and the Ministry of Housing, Communities and Local Government (MHCLG) by 31 January 2018.

1.0 Recommendations

The meeting is recommended to recommend that Full Council:

- 1.1. Agree to the Oxfordshire Housing and Growth Deal (the Deal)
- 1.2. Agree the Delivery Plan (attached as Appendix 2 to this report) as the basis for the Deal; noting that elements will be updated as detailed work programmes develop.
- 1.3. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to make minor changes to the Delivery Plan that may be required to secure agreement with Government.
- 1.4. Delegate authority to the Chief Executive in consultation with Leader and the Growth Board, to agree the Year 1 affordable housing delivery programme, phasing and processes specified in the Delivery Plan.
- 1.5. Appoint Oxfordshire County Council as the accountable body in respect of the Oxfordshire Housing and Growth Deal.
- 1.6. Delegate authority to the Chief Executive in consultation with the Leader and the Growth Board, to review the terms of reference of the Growth Board and agree any

amendments and any appropriate inter-authority agreements required to support the Delivery of the Housing and Growth Deal.

- 1.7. Delegate authority to the Chief Executive in consultation with the Leader to take any other decisions arising from agreement to the Oxfordshire Housing and Growth Deal, until the revised terms of reference of the Growth Board are in place.
- 1.8. Agree to participate in the preparation of a Joint Statutory Spatial Plan (JSSP) for Oxfordshire in accordance with the timescales set out in the Delivery Plan and in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 (Districts only). The milestones for progressing the JSSP being contingent on Government delivering the Planning Freedoms and Flexibilities as described in the Delivery Plan.

2.0 Background to the Report

Introduction

- 2.1. The Deal, announced in the November Budget, offers £150 million for infrastructure, £60 million for affordable housing and £5 million capacity funding. This funding, over a five -year period, will support the ambition of building 100,000 new homes across Oxfordshire between 2011 and 2031 to address the county's severe housing shortage and expected economic growth. This level of housing growth is that identified by the Oxfordshire Strategic Housing Market Assessment 2014 and is consistent with that planned for in existing and emerging Oxfordshire Local Plans.
- 2.2. The six Oxfordshire Authorities, OxLEP and key partners have for some months been engaged with Government officials on an ambitious, comprehensive and integrated approach to addressing Oxfordshire's housing, infrastructure and economic challenges, so as to deliver the potential of our world class knowledge economy and high quality sustainable development across the County. This strong collaboration, under the auspices of the Oxfordshire Growth Board has received support by Government through the announcement in the Autumn Budget Statement of the Deal.
- 2.3. The Oxfordshire Partners and Government both view the Deal as the first part of a long-term commitment to Oxfordshire, with the measures announced in the Budget being "an initial package, intended to kick-start a process of meeting Oxfordshire's long-term potential" and a statement of support for our ambitions for Oxfordshire.
- 2.4. The announcement of a Housing and Growth Deal for Oxfordshire in the Autumn Budget is a positive contribution to this ambition. It offers up to £215m as a 'down-payment' on investment in infrastructure and housing needed to deliver the Oxfordshire part of the Cambridge – Milton Keynes - Oxford corridor and a commitment from Government to further work with Oxfordshire to address barriers to growth and avoid unplanned speculative development. In addition, other funding announcements and initiatives in the Autumn Budget statement offer wider opportunities for Oxfordshire.
- 2.5. A copy of the Outline Agreement of the Growth Deal is included in Appendix 1. The key elements of the deal, as set out in the Outline Agreement are:

- Strategic Housing and Infrastructure Delivery
- A Joint Statutory Spatial Plan and Planning Flexibilities
- Productivity

- 2.6. The objective of the Deal is to deliver transport and social infrastructure along with new housing. This includes road and rail, but also other infrastructure requirements such as schools, health centres and adult social care. Achieving our ambition for Oxfordshire will require a sustained partnership between local partners and Government, to secure investment to meet infrastructure needs and support local business growth and a highly skilled workforce.
- 2.7. Oxfordshire Partners have also been engaging with the National Infrastructure Commission (NIC) and government departments in recent months to put forward the case for investment in Oxfordshire. As a result, the NIC's report on the Cambridge –Milton Keynes- Oxford corridor and Government's initial response in the Chancellor's Autumn Budget Statement recognises the corridor and Oxfordshire within it, as one of the key regions in driving the UK economy post Brexit. This opens up greater opportunities for Oxfordshire to work with Government to secure the on-going investment needed to deliver properly planned growth and economic development over the coming years.
- 2.8. The Outline Deal Agreement was conditional on the completion of a Delivery Plan to be agreed with Government officials by 31 January 2018 and the approval of all of the Oxfordshire Councils to the Deal. The work on the Delivery Plan has been completed and this is attached at appendix 2.
- 2.9. If approved by all Oxfordshire Partners, this will be confirmed in writing to the Secretary of State along with submission of the Delivery Plan for his agreement.

Strategic Housing and Infrastructure Delivery

- 2.10. Under the terms of the deal the Government will provide Oxfordshire's six local authorities £150 million of funding (£30m for five years) for infrastructure improvements and £60 million of funding for affordable housing that will benefit existing communities and unlock new development sites.
- 2.11. The Deal is intended to support Oxfordshire's ambition to plan and support the delivery of 100,000 new homes between 2011 and 2031. Funding received through the Deal, together with further anticipated funding from other opportunities will help accelerate the delivery of planned homes and in a way that ensures both existing and new communities created are properly supported by enhanced transport and social infrastructure.
- 2.12. In addition to the Deal, in September, Oxfordshire County Council submitted bids for up to £500 million of funding from the Housing Infrastructure Fund to support transport schemes for the Didcot Garden Town, West Oxfordshire and the North of Oxford. Decisions on these bids are expected in Autumn 2018. The Deal investment programme may need to be amended to reflect the outcome. The Districts have also submitted a number of bids to the Marginal Viability element of this funding and have recently been advised that five bids totalling circa £36 million have been successful, three in Oxford and one each in Vale and Cherwell.

- 2.13. Investment in infrastructure is recognised in the Oxfordshire Infrastructure strategy (OxIS) as a prime requirement of sustainable growth. The Oxfordshire Infrastructure Strategy (OxIS) identified £8.35bn of infrastructure investment is needed for Oxfordshire by 2040. A substantial part of this requirement will be provided from national and strategic infrastructure funding and developer contributions. Closing the remaining infrastructure gap will take a long term and sustained approach from the Oxfordshire Partners to maximise opportunities to secure investment.
- 2.14. The Deal is recognised as the current opportunity to secure such investment. It also recognises that significant further investment is needed and commits Government to working with Oxfordshire to secure further investment.
- 2.15. As part of this, the Deal asks the Oxfordshire partners to consider introducing a Strategic Infrastructure Tariff, and to look for opportunities to bring in further new private investment.
- 2.16. The Delivery Plan sets out the proposed methodology and decision-making process for the funding according to criteria agreed with Government. This includes an infrastructure investment programme for year one. The programme for future years will be agreed by September 2018.
- 2.17. The £60 million affordable funding will support a flexible Oxfordshire-wide programme to deliver an additional 1,320 affordable homes of a range of tenures to start on site by 2021. The fund is in addition to the existing HCA Affordable Housing Programme which will continue. This gives Oxfordshire partners the opportunity to use the funding to deliver schemes according to local priorities and using a range of delivery vehicles. The first year of the affordable housing delivery programme will be agreed by 31 March 2018.

Joint Statutory Spatial Plan and Planning flexibilities

- 2.18. A key commitment for Oxfordshire in the deal is the development of an Oxfordshire Joint Statutory Spatial Plan (JSSP). Building on the existing Local Plans, the Oxfordshire Infrastructure Strategy and Oxfordshire Transport Strategy, the JSSP will set the strategic direction for planning to 2050.
- 2.19. The Oxfordshire authorities have been considering the case for working together on a JSSP for a number of months. A business plan for production of the JSSP was produced in October, in advance of the Deal, and was endorsed by the Growth Board, which recommended to Oxfordshire Authorities that they should work together on a JSSP.
- 2.20. The approval of the Deal provides an in-principle agreement to the preparation of a JSSP. The JSSP would be prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 which enables 2 or more local planning authorities to agree to prepare a joint Local Plan. However, formal decision making to commence, submit, and adopt the JSSP would remain with the local planning authorities individually through full Council meetings.
- 2.21. The Deal will provide up to £2.5 million capacity funding to Oxfordshire Partners to support the development of the JSSP.

- 2.22. Key objectives of the JSSP are to provide a countywide strategic vision for sustainable growth, give the public a clear overview of the countywide growth picture and greater opportunities to engage in collective decision-making, and to avoid incremental, speculative and unplanned development.
- 2.23. Through the Deal, Government will grant planning flexibilities on a time limited basis to address the impact in Oxfordshire of unplanned development during the preparation of the JSSP. The Deal also commits government to working with Oxfordshire from early 2018 on longer-term solutions to make sure sites are built out. This places us in a good position to influence the national review to be conducted by Government into the mismatch between planning permissions granted and housing starts.
- 2.24. The planning flexibilities offered are:
- Land Supply requirements - for the duration of the development (from commencement of s 28 process to adoption) of the JSSP a 3-year land supply will be applied in Oxfordshire
 - Bespoke Housing Delivery Test measures for Oxfordshire will apply for 3 years following submission of the JSSP. The rates for November 2018 and November 2019, which are 25% and 45%, and which trigger the presumption in favour of sustainable development would remain as set nationally, but the figure from November 2020 would be a bespoke Oxfordshire figure subject to the submission of the JSSP by March 2020.
 - MHCLG support the completion of the current suite of Oxfordshire Local Plans and recognise this is required to enable Oxfordshire to meet the Deal commitment of submitting Local Plans by 1st April 2019. Their intention (as set out in the recent white paper) is to amend planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, then the working assumption is that the approach adopted would be sound unless there are compelling reasons to indicate otherwise. As the assessments of housing need in Oxfordshire Local Plans based on the 2014 Strategic Housing Market Assessment are higher than the Local Housing Need figures, they could be used, subject to an appropriate update, as a basis for any local plans that will be submitted for examination, prior to the adoption of the JSSP. The existing arrangements which allow Local Plans to set housing requirements at a lower figure based on capacity or policy constraints will continue to operate.
- 2.25 Application of these arrangements within national planning guidance will require changes through a formal process to secure the flexibilities set out above. MHCLG officials will make the necessary arrangements for this by July 2018.
- 2.26 The milestones attached to the work on the JSSP are contingent on securing the planning flexibilities outlined above and Government will seek to have these in place by the July JSSP milestone of creating a JSSP Project Board to begin the s28 process. Oxfordshire will review the availability of necessary planning freedoms and flexibilities, at its July Growth Board meeting.

- 2.27 It should be noted that in the absence of the Deal, the national 5 year Land Supply requirement and the proposed nationally set delivery test which will reach 75% by 2020 will apply to all areas of Oxfordshire.

Productivity

- 2.28 The Government recognises the importance of Oxfordshire's knowledge intensive economy for UK plc. with two universities and world-class research institutions. The county delivers £21 billion a year to the nation's economic output.
- 2.29 The Deal commits Government support to expand employment sites across the county, such as Science Vale – one of the most successful science and technology clusters in the UK. In total the Government is putting an additional £2.3bn in R&D investment. It will also bring new resources to address specific skills gaps.
- 2.30 Government has also promised opportunities for Oxfordshire to be involved in developing sector deals with life sciences and artificial intelligence sectors, reflecting Oxfordshire's leading edge research and development in these sectors. This is additional to the recent £6.9m investment in driverless vehicle testing divided between Culham and Millbrook in Bedfordshire.
- 2.31 Finally, the Deal has extended core funding for the Oxfordshire Growth Hub up to 2022. This provides support to help scale up high-growth companies.

Delivery Plan

- 2.32. The outline agreement makes it clear that full agreement of the Deal is subject to agreement by each local authority and the LEP board. The Deal also requires a Delivery Plan to be completed by Oxfordshire Partners, Homes England and MHCLG. Work on the Delivery Plan has been completed by a team of officers from the Oxfordshire Councils and OxLEP in discussion with officials from the MHCLG and Homes England. Accordingly, this report introduces and seeks approval of the principles of the Deal as set out in the Outline Agreement, and the Delivery Plan with a delegation to the Chief Executive, in consultation with the Leader, to make any required non-material changes to the delivery plan that may be required to secure agreement with Government.

Governance

- 2.33. Once agreed by the constituent authorities, delivery of the Deal will be overseen by the Growth Board, working in partnership with Homes England, Highways England and other partners.
- 2.34 The Growth Board will be responsible for oversight of the Deal, will agree delivery programmes and make all decisions on the prioritisation and allocation of the funding secured through the Deal. Progress on delivery of the work programmes will be monitored and reported to the Growth Board, MHCLG and Homes England on a quarterly basis.
- 2.35 Recommendations to the Growth Board on funding decisions and reporting on programmes will come from officer programme groups, via the Executive Officer and Chief Executive Groups reporting into the Growth Board.

- 2.36 The terms of reference for the Growth Board will be reviewed to ensure they reflect new responsibilities for oversight of the delivery of the Deal. This review will be completed by April 2018. It is proposed that agreement of any amendments to the revised Terms of Reference required to support the Delivery of the Housing and Growth Deal should be delegated to Chief Executives of the Local Authorities in consultation with the Leaders. Decisions that are required to be made in advance of that date to meet commitments in the Delivery Plan will also be delegated to the Chief Executive of the local authorities in consultation with the Leaders.
- 2.37 It is proposed that Oxfordshire County Council will be the Accountable Body for the Deal and receive payments from Government. The County Council is already the Accountable Body for the Growth Board and provides Section 151 and Monitoring Officer roles to the Committee.
- 2.38 The Delivery Plan includes an assurance framework that will be the mechanism and process for ensuring the oversight and reporting of performance against the delivery plan targets by the Oxfordshire Partners. A strategic programme and project management approach will be used to manage the overall growth and housing deal programme on behalf of the Growth Board. A formal project and risk management approach will be followed for each programme and project.

3.0 Conclusion and Reasons for Recommendations

- 3.1 This Deal is the only one of its kind in the UK, so far. It provides a significant level of additional level of additional resources for infrastructure and affordable housing to support the planned growth of Oxfordshire. Growth which in Cherwell is directed by the adopted Local Plan (itself based on the 2014 SHMA).
- 3.2 The protection offered by the bespoke planning freedoms will be significant allied with the strategic direction which a Countywide Spatial Plan will provide for shaping the growth which the development of the Oxford to Cambridge corridor will bring.

4.0 Consultation

- 4.1 Council leadership.

5.0 Alternative Options and Reasons for Rejection

- 5.1 No alternative options are identified.

6.0 Implications

Financial and Resource Implications

- 6.1 The Oxfordshire Housing and Growth Deal will provide £150 million for infrastructure, £60 million for affordable housing and £5 million capacity funding. This is additional funding for Oxfordshire. This should help deliver planned

development in Oxfordshire resulting in additional New Homes Bonus and Council Tax revenues.

- 6.2 The Capacity Funding will provide £2.5m additional funding to Oxfordshire to support the preparation of a Joint Statutory Spatial Plan; £1.5m to support Strategic Housing Delivery and £1m for feasibility work. A joint Statutory Spatial Plan is expected to result in efficiencies in further Local Plan work.

Comments checked by:

Paul Sutton, Director of Finance and Governance, Tel. 03000 030106

Paul.Sutton@cherwellandsouthnorthants.gov.uk

Legal Implications

- 6.2 The Monitoring Officer has been fully consulted in the production of the report and the legal implications and governance arrangements are covered in the body of the report.

Comments checked by:

James Doble, Assistant Director for Law and Governance, Tel. 01295-221587

James.Doble@cherwellandsouthnorthants.gov.uk

Risk Implications

- 6.3 If the Deal If the Deal is not agreed by the Oxfordshire Partners the opportunity to secure £215 million investment in infrastructure and affordable housing to benefit Oxfordshire's communities will be forgone. The protection offered by the bespoke planning freedoms will not be available. In addition, not agreeing the deal may have a negative impact on future prospects of securing funding from Government.
- 6.2 If the Government commitments to the planning freedoms and flexibilities are not delivered, or achieved according to the milestones, this presents a risk to achieving the JSSP milestones and potentially the continuation of the JSSP project and the deal. The Delivery Plan clarifies that this will not result in clawback of the funding under the Deal.
- 6.3 There is a risk that changes to national policy, including national planning policy causes Local Authorities to amend approach to local plans.
- 6.4 A strategic risk register will be prepared for the overall Growth Deal Programme. Separate risk registers will also be put in place and maintained for each work stream. Risk registers will be updated monthly. Reporting on performance and risks will be by agreed exception to the Oxfordshire Growth Board Executive Officer Group and the Growth Board on not less than a quarterly basis.
- 6.5. A Memorandum of Understanding will be developed by the authorities participating in the Deal to set out arrangements and responsibilities between the authorities to manage financial risks in the event that one or more partners withdraw from the Deal; or targets are not achieved potentially resulting in future payments withheld or in the worst case scenario, funding is clawed back (which would only be in the event that funding allocations are not spent or of financial mis-management) . A dispute resolution process will also be set out. This agreement will be in place by 31 March

2018 before the first tranche of funding for infrastructure and affordable housing programmes are received.

- 6.6 An Equalities Impact Assessment for the Housing and Growth Deal is attached as an appendix 3 to this report. The EqIA concludes that there are no significant equalities issues to be considered at this stage but that the detailed work programmes that will be compiled to take the Deal forward will require EqIA at a more detailed level to assess impacts.

Comments checked by:

Claire Taylor, Director – Customers and Service Development, Tel. 01295-221563
claire.taylor@cherwellandsouthnorthants.gov.uk

7.0 Decision Information

Key Decision:

Financial Threshold Met – yes

Community Impact Threshold Met - Yes

Wards Affected

All

Links to Corporate Plan and Policy Framework

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

Lead Councillor

Councillor Barry Wood - Leader

Document Information

Appendix No	Title
Appendix 1	Oxfordshire Growth Deal
Appendix 2	Oxfordshire Growth Deal – Delivery Plan
Appendix 3	Equalities Impact Assessment
Background Papers	
None	
Report Authors	Adrian Colwell – Executive Director for Place and Growth Yvonne Rees – Chief Executive
Contact Information	adrian.colwell@cherwellandsouthnorthants.gov.uk

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Oxfordshire Housing and Growth Deal – Outline Agreement

Definitions of Terms

“Oxfordshire” or “the authorities” refers collectively to six local authorities and the Local Enterprise Partnership with whom Government (HMG) has agreed the Oxfordshire Housing and Growth deal, namely:

- Cherwell District Council
- Oxford City Council
- Oxfordshire County Council
- South Oxfordshire District Council
- Vale of White Horse District Council
- West Oxfordshire District Council
- Oxfordshire Local Enterprise Partnership (OxLEP)

Interface with transport schemes

This deal, and any distribution of funds via it, does not constitute HMG endorsement or approval to any transport scheme. In addition, it does not circumvent any design, development or planning processes required by HMG, or any of its agencies/organisations owned by HMG (for example, Highways England or Network Rail).

Nor does it imply any favourable treatment for a transport scheme in any competitive bidding process should funding be requested in addition to that provided by this deal. HMG stands ready to advise Oxfordshire about scheme development, for example on the strategic road network or rail network.

Interface with the planning system

This deal, and any distribution of funds via it, does not constitute HMG weight or approval for any scheme which is subject to the planning system.

In addition, it does not alter any of the statutory functions, duties and rights of HMG or Local Planning Authorities, and in particular the functions of the Secretary of State in relation to plan-making or decision-taking. Nor does it imply any favourable treatment for any specific scheme or plan.

1. Introduction

a) Core components of the deal

1. This document contains an outline agreement for a Housing and Growth Deal between the Government and the local authorities in the Oxfordshire area (Cherwell District Council; Oxford City Council; Oxfordshire County Council; South Oxfordshire District Council; Vale of White Horse District Council; West Oxfordshire District Council) and the Local Enterprise Partnership (OxLEP) - hereafter collectively referred to as 'Oxfordshire'.
2. Through the deal, Oxfordshire commits to:
 - The submission and adoption, subject to the inspection process, of a joint statutory spatial plan covering all five district councils in Oxfordshire, by 2021
 - Plan for and support the delivery of 100,000 new homes between 2011 and 2031 – backed up with a credible plan for delivery, outlining interim milestones and targets as agreed with the HCA and Government
3. Through the deal, Government commits to:
 - Provide Oxfordshire with up to £215m funding – see below for breakdown
 - Explore options to grant Oxfordshire certain time-limited planning flexibilities, subject to consultation where appropriate

b) Stages of the deal

4. The deal comprises two stages. The first is the 'outline agreement' stage - the detail of which is covered by this document.
5. The next stage ('the full agreement') will set out a more detailed delivery and implementation plan (see below). This will be dependent on a full council decision by each local authority, before being agreed between Oxfordshire and Government.

c) Approving the deal

6. The outline deal will be approved via an exchange of letters between DCLG ministers and the constituent councils of the Oxfordshire area (Cherwell District Council; Oxford City Council; Oxfordshire County Council; South Oxfordshire District Council; Vale of White Horse District Council; West Oxfordshire District Council) and OxLEP.
7. Before the full agreement can be approved by either side, HMG requires Oxfordshire to produce a realistic delivery plan by 31 January 2018. This plan should be agreed with the HCA, and should demonstrate how Government money provided through the deal is being spent in accordance with value for money requirements, alongside additional information on how a longer term step-change will be made to plan for and support the delivery of 100,000 homes by 2031.
8. Any capacity funding provided through the deal will be available to support the development of the delivery plan. The delivery plan should include at least the following pieces of information to demonstrate results achieved as a result of money provided through the deal:

- Implementation plan for spending Government money provided through the deal that meets value for money requirements as agreed with Government
 - A clear delivery profile setting out the number of homes to be built across each year
 - The location of housing and employment sites to be delivered, as a result of money delivered by the deal
 - The types and tenure of homes that will be built
 - The locations and type of infrastructure which will be invested in
 - A spending profile for the investment provided to Oxfordshire by Government
 - A monitoring and evaluation strategy for the deal
 - A clear plan for maximising local and new private investment into Oxfordshire
 - Timescales and payment profile for funding provided against the deal
 - Further detail on any flexibilities or freedoms granted, which may be subject to consultation where appropriate
9. This is not an exhaustive list. Government will now work closely with Oxfordshire to outline its needs for the delivery plan in more detail, and come to an agreement on its format and content.

d) Oxfordshire's plans for growth

10. Oxfordshire has a strong and growing knowledge intensive economy and is a net contributor to the UK exchequer, delivering £21 billion per year to national output. It competes on a global stage as a centre of science and innovation, with two universities and unique research organisations and activities. Oxfordshire is a high demand housing area with a house price to earnings ratio of 10.23 - well in excess of the national average of 7.72. Like many areas, infrastructure constraints are a major barrier to housing development and job creation in Oxfordshire.
11. Oxfordshire's plans for growth are focused on a long-term, comprehensive and integrated approach to addressing these barriers - to deliver housing and economic growth in high quality sustainable developments, which offer good quality of life for new and existing residents. This is reflected in the strong collaborative approach at the heart of the Oxfordshire Growth Board: a joint committee of the six local authorities, together with key strategic partners - including Oxfordshire's two universities and the LEP - set up to facilitate and enable joint working on economic development, strategic planning and growth, including housing.
12. Work undertaken by the Oxfordshire Growth Board and OxLEP has resulted in an ambitious Strategic Economic Plan, alongside an extensive assessment and ranking project, taking in all of the infrastructure development required to support Oxfordshire's expected growth over the next 25 years (Oxfordshire Infrastructure Strategy - OXIS).

e) The Cambridge-Milton Keynes-Oxford arc

13. In 2016, the Government instructed the National Infrastructure Commission (NIC) to undertake a review of the potential for growth in the geographic corridor containing Oxford, Milton Keynes and Cambridge. Sitting at the Western end of the arc, Oxfordshire has a major role to play in delivering on the Government's ambitions for this area, and beyond. The NIC's final report was published in late 2017. This housing deal will be an important step towards realising the housing growth potential of this part of the arc.

f) Delivery and governance

14. The Oxfordshire Growth Board will be accountable for the successful implementation of the deal as agreed with Government. Actions to be taken in each District will require the agreement of the host District (and the County Council where transport infrastructure is required).
15. Political support will be driven through the leaders of Oxfordshire's six local authorities – the Housing and Growth Deal is completely aligned with their local priorities around economic development in Oxfordshire and the wider Cambridge-Milton Keynes-Oxford corridor.

g) HCA and Other Agency Support

16. The Homes and Communities Agency (HCA) has significant levels of both local and national capability, through its strong presence on the ground in places (enabling it to leverage good intelligence about local housing markets) and its central commercial or strategic skills and expertise. The HCA has already played a key role within the development of the Oxfordshire Housing and Growth Deal; this is expected to continue.
17. The HCA will play an integral role within the deal process as it moves forward. By employing its wide range of powers, and deploying its expertise in managing large scale and multi-site infrastructure and development programmes, the HCA will support and enhance the potential of the Oxfordshire deal to bring forward stalled sites and ensure that the volumes of land needed for development across the county are brought forward in good time. Specifically, the HCA will work closely with the Oxfordshire authorities on the production of a delivery plan, which will be submitted by Oxfordshire to Government on or before 31 January 2018.
18. Both Government and Oxfordshire will also give consideration as to how other agencies and departments could take a more joined up role, recognising the aims of this deal, and the need for engagement to enable effective outcomes through both the planning and development process.

h) Summary

19. This deal will support Oxfordshire's six local authorities to produce a county-wide joint statutory spatial plan, and to plan for and support the delivery of 100,000 new homes by 2031.
20. Government and Oxfordshire are committed to working together to pursue a comprehensive approach to growth and will work together to explore opportunities arising from investment in the Cambridge-Milton Keynes-Oxford corridor, potential major transport schemes that could unlock major new developments and the key part Oxfordshire plays in critical sectors identified in the Government's industrial strategy.

2. Oxfordshire commitments

a) The submission and adoption, subject to the inspection process, of a joint statutory spatial plan covering all five district councils in Oxfordshire, by 2021

21. The Oxfordshire authorities are committed to allocating land for development through their current Local Plans. There are adopted Local Plans in place in Cherwell and for Vale of White Horse, a recently examined Plan in the case of West Oxfordshire and new Local Plans underway for Oxford City and South Oxfordshire.
22. Oxfordshire's plans are focused on placing economic growth at the heart of a drive to provide more housing – meeting both current and projected need. And housing delivery across the county is up over 75% in the last three years (up to 2015/16). However, sustaining this level of increase will not be possible without greater collaboration to support delivery of a county-wide programme of infrastructure investment.
23. With support from the county council, Oxfordshire's five district councils will enter into an agreement to work together to produce a joint statutory spatial plan to be adopted by March 2021, subject to examination. The following milestones will need to be met, with funding contingent on achievement of each milestone:

Action	Date
Statement of Common Ground	31 March 2018
All Local Plans submitted for examination	1 April 2019
Draft joint statutory spatial plan	30 October 2019
Submission of joint statutory spatial plan	31 March 2020
Adoption (subject to examination.)	31 March 2021

b) Delivery of 100,000 new homes by 2031 – backed up with a credible plan for delivery, outlining interim milestones and targets and agreed with the HCA and Government;

24. Oxfordshire's 2014 Strategic Housing Market Assessment (SHMA) identified that 100,000 homes are needed across the county by 2031 to meet its trend-based economic and demographic growth and to ensure that people can live in affordable homes close to where the economic potential will be delivered.
25. This is the basis for the current suite of local plans across Oxfordshire which, when fully adopted, will provide development plan coverage to 2036. The joint statutory spatial plan will build on these local plans. The ambition to plan for and support the delivery of 100,000 new homes by 2031 is recognised as significantly in excess of the Local Housing Need figures set out in the Government consultation paper 'Planning for the right homes in the right places' (DCLG September 2017).
26. The six local authorities across Oxfordshire commit to work with Government and its agencies, to agree and create a clear delivery plan outlining Oxfordshire's ambition to plan for and support the delivery of 100,000 new homes by 2031. The delivery plan will need to be submitted by Oxfordshire on or before 31 January 2018 and approved by HMG, before any funding can be drawn down as part of the deal.
27. We also encourage Oxfordshire to work with authorities across the Cambridge-Milton Keynes-Oxford corridor, together with central government, to agree a long term vision for the whole corridor up to 2050.

28. It will be important to ensure the deal supports Oxfordshire's ambitious growth programme and meets the needs of people who cannot afford to buy on the open market. Any commitments to affordable housing delivery will need to be based on realistic delivery profiles agreed with Government as part of the subsequent delivery plan. Any payment would be linked to delivery of agreed milestones and meeting required value for money and additionality standards. HMG and Oxfordshire will agree and develop an assurance framework for the deal, which will include provisions for clawback where appropriate.

c) Pursue innovation and quality

29. Oxfordshire partners are committed to ensuring that new housing and employment development are of high quality design and meet environmental standards in order to create attractive, sustainable places that offer a good quality of life for existing and new communities.

30. Oxfordshire offers significant opportunities for innovation in design and new construction arising from major developments including the Northern Development Arc, Garden Towns at Didcot and Bicester, the West Oxfordshire Garden Village and the enterprise zones.

31. Government and the Oxfordshire partners will work together to explore further opportunities to drive innovation in partnership, design and construction, including:

- Promoting the growth of a locally based high quality and low cost modular housing construction supply chain industry across Oxfordshire.
- With development partners, including the HCA, universities, health sector and private developers, Oxfordshire partners will look to use procurement and contracting influence to support the beneficial rapid development of this emerging sector.
- Implement a programme of assessment, shared learning and applying lessons from emerging innovation, for example the Garden Towns at Didcot and Bicester, the new West Oxfordshire Garden Village and the UK's largest Self-build development at Graven Hill.
- New partnership models for affordable housing delivery.
- Oxfordshire aims to plan and deliver housing and transport in a coordinated way, minimising local disruption, and ensuring that new housing is served by a range of integrated, sustainable transport options which suit local needs.
- Working closely with neighbouring authorities where appropriate, and playing a key role in future work to promote and develop the Cambridge-Milton Keynes-Oxford corridor.

d) Oxfordshire's contribution to the deal

32. Oxfordshire councils are already committing in excess of £340m over the next five years to support the delivery of their housing and growth ambitions across the county. This includes implementing and rolling forward the Oxfordshire Infrastructure Strategy through investment in transport, social and community infrastructure

schemes; strategic planning and delivery, investment through local housing companies delivering affordable and social housing as well as direct house building programmes and regeneration.

33. The councils and their partners are also active participants in local housing and commercial property markets through use of their own land and property assets to support continued economic success and long-term place ambitions in Oxfordshire.
34. Oxfordshire will be responsible for securing additional funding to plan for and support the delivery of the full complement of 100,000 homes by 2031. The deal does not preclude Oxfordshire from bidding for future sources of government funding.
35. The collaborative, long term approach to planning for infrastructure investment and commitment to a joint statutory spatial plan are important conditions of this deal and may be a helpful consideration in potential future applications for funding to drive growth and housing in the area.

e) New private investment

36. Oxfordshire should seek to bring in new private investment alongside local authority funds. The delivery plan should set out a clear proposition for encouraging new market investment to help deliver the deal and ensure Oxfordshire is an attractive place for investment, building on its existing plans for growth.
37. This deal also outlines Government's support for encouraging more private sector investment in areas with high economic potential. The recent announcement that a fully electric version of the Mini will be built at the Cowley plant in Oxford from 2019 is testament to the area's attractiveness for investment, and a reflection of Oxfordshire's position as a hub for technology and innovation across the Cambridge-Milton Keynes-Oxford arc.
38. Oxfordshire should continue to look for opportunities to bring in further new private investment.

f) Strategic infrastructure tariff

39. Oxfordshire should consider introducing a Strategic Infrastructure Tariff (SIT), which could help to capture additional land value uplift created by the development process. As a first step, the local authorities should undertake a viability assessment across the area to determine whether a SIT would be viable across Oxfordshire and to estimate its potential revenues.
40. In order to introduce a SIT, Oxfordshire would need to put in place the appropriate governance structures and mechanisms, at the appropriate time. Oxfordshire will now work with HMG to further explore the potential of this proposal, and the governance arrangements required to support it.

3. Government commitments

41. To support Oxfordshire to adopt a joint statutory plan, and to plan for and support the delivery of 100,000 new homes by 2031, Government agrees to:

a) Provide Oxfordshire with up to £215m funding.

42. Government agrees to provide Oxfordshire with a comprehensive funding package of up to £215m to secure this ambitious housing and growth deal, as follows:

- Up to £60m for affordable housing, provided this delivers sufficient value for money to be agreed in the forthcoming delivery plan
- Up to £150m funding for infrastructure to unlock key housing sites, to be administered £30m per annum for five years
- £5m resource funding to boost capacity to get a joint plan in place and support housing delivery

43. This funding will be profiled and dependent on the delivery of an agreed number of homes and milestones as set out in the delivery plan - to be agreed between HMG and Oxfordshire. Funding may be withheld or clawed back if milestones are not met.

44. Delivery progress will be evaluated by the Government in accordance with the HCA.

b) Explore options for certain time-limited planning flexibilities, subject to consultation where appropriate

45. Oxfordshire's proposals seek to align funding, transport, infrastructure and strategic planning locally. To improve this alignment and enable additional housing and growth including the agreement of a joint statutory spatial plan:

- Government recognises that planning for this level of ambition takes time to result in increased delivery on the ground, and that these ambitions should be supported during the preparation of the JSSP. Therefore, we will explore options to help ensure that the existing housing land supply position is not undermined, and explore the impact of unplanned development whilst maintaining delivery as measured by the proposed housing delivery test.
- To offer greater certainty for the adopted JSSP, we will also explore options to adjust the consequences of the housing delivery test that are proposed to apply after 2020, in the first three years following adoption of the JSSP.
- Government will explore whether, as part of the move towards a joint statutory spatial plan, extended timescales are required for certain Oxfordshire local authorities to adopt their forthcoming Local Plans using their SHMA (Strategic Housing Market Assessment), as opposed to the transitional arrangements proposed by the Local Housing Need consultation.

46. Any potential flexibility would be granted specifically to support delivery of the ambitious Oxfordshire housing deal to plan for and support the delivery of 100,000 new homes by 2031, and to submit and adopt a joint statutory spatial plan. The detail and timescales of any freedoms or flexibilities granted by HMG as part of this deal will be shaped up during the delivery plan process, and may be subject to consultation where appropriate.

c) Future collaboration between HMG and Oxfordshire

47. Government is keen to understand the barriers that can hold back development and prevent new homes from being built. HMG wants to have strategic dialogue with local areas and partners about how we can work together to deliver additional homes faster. This includes better understanding of the barriers to increasing supply in local housing market areas.
48. Throughout the deal process, Oxfordshire have presented a number of issues which they perceive as potential obstacles to growth and housing delivery. Government commits to work with Oxfordshire from early 2018 onwards to better understand these issues.
49. This collaboration should feed into the development of the delivery plan which Oxfordshire will create in partnership with HMG and submit by 31 January 2018 (see above). The ongoing work may focus on a number of areas, including:
 - The delivery of planning consents and timely build-out
 - Social and community infrastructure, which can support housing and growth
 - Coherence and links between government departments, statutory agencies and other bodies involved in the development process
 - Partnerships and new ways of working – especially in the context of the Cambridge-Milton Keynes-Oxford corridor
 - The use of powers, such as Compulsory Purchase Orders

4. Productivity

50. Oxfordshire has a strong and growing knowledge intensive economy, and is a net contributor to the UK exchequer, delivering £21 billion per year to national output. It competes on a global stage as a centre of science and innovation, with two universities and unique research organisations and activities.

51. Alongside addressing housing delivery – a key constraint on growth in many parts of the county – Government commits to work with Oxfordshire to address other barriers to growth through:

a) Developing an ambitious local industrial strategy

52. The Government is inviting Oxfordshire to begin the development of an ambitious local industrial strategy, alongside partners in the Cambridge-Milton Keynes-Oxford corridor. This strategy will back Oxfordshire's world class science and innovation assets, as well as identifying and growing new sectors (set out in Oxfordshire's Science and Innovation Audit) and business.

53. It will be a long-term vision for growth, aligned to the overall corridor-wide vision, based on robust evidence, and focused on raising productivity and pay. It will be underpinned by strong cooperation between national Government and the private sector, local leadership and key institutions.

a) Further support to grow Oxfordshire's businesses

54. Government will work with Oxfordshire to develop their Growth Hub to deliver quality driven targeted support, sector advice to increase SME market penetration and to accelerate scale up of high growth companies. Government will therefore, continue to provide core funding for the Growth Hub up until 2022.

55. The strength and ambition of Oxfordshire's businesses is critical to our economic growth and improving living standards. As part of the Cambridge-Milton Keynes-Oxfordshire corridor, Oxfordshire will work with the Department for International Trade to build on its already strong international profile, with the aim of boosting inward investment and exports. Oxfordshire will also work with local partners across the Cambridge-Milton Keynes-Oxfordshire corridor to develop this work.

b) Addressing skills gaps

56. As part of Oxfordshire's work to develop its local industrial strategy, DfE and Oxfordshire will work together to identify the specific skills needs that Oxfordshire faces, and encourage local providers to align their provision to address these needs. DfE will do this by rolling out national policies to address skills needs including Skills Advisory Panels, T-Levels and Apprenticeships; working with the LEP.

c) Supporting Oxfordshire's world-leading science and technology clusters

57. In recognition of their national importance, Government will continue to look at ways of attracting further investment and expansion of the Science Vale and Didcot Enterprise Zones.

58. As part of the Science Vale Enterprise Zone, the Harwell Campus is a beacon of the UK knowledge economy, a science and innovation district the size of a small town

with outstanding people, world-class facilities and unrivalled access to open source national laboratories and their resources. The 710 hectare Campus is already home to more than 200 organisations ranging from the Diamond Light Source (the UK's national synchrotron) to the newly announced Faraday Institution for batteries and energy storage, and includes a plethora of business involvement from SMEs to major global players. The site is set to mature to accommodate significant growth in employment, commercial and technical accommodation and supporting infrastructure including housing. To ensure Harwell continues to grow, Government will review the options available to accelerate the decommissioning programme for the Harwell site by June 2018.

59. Oxfordshire's Science & Innovation Audit identified that Oxfordshire has significant potential for growth in a number of sectors including robotics and connected autonomous systems, space, digital health and quantum computing.
60. Oxfordshire will work with industry to explore how emerging sector deals could be coordinated with local plans and investment. Including on-going discussions with the following sectors:
 - Creative Industries
 - Nuclear
 - Robotics & Autonomous Systems
 - Space
61. Government commits to exploring with Oxfordshire how the life sciences sector deal could further support the growth of Oxfordshire's life sciences cluster. Through its discussions with the life sciences sector on a deal, Government will commit to ensure the right infrastructure is in place to support the growth of life sciences clusters, of which Oxfordshire is a key one.
62. Oxfordshire will also have the opportunity to work with industry on further phases of any sector deals which complete an initial package.

5. Next steps

63. Government seeks to secure one deal with Oxfordshire. Any future agreement will need to be agreed at the appropriate level with all six local authorities and the LEP that are signing this outline agreement.
64. Should any authority/ies choose to walk away from the deal process at any point before full agreement is reached, then the outline agreement will need to be reviewed. In this instance, it is likely that Government will choose to withdraw from the deal.
65. Unless and until the joint statutory spatial plan for Oxfordshire is produced, submitted and then adopted, all existing plans and national policy continue to provide the basis for decision-making in Oxfordshire.
66. This deal does not allocate land for housing. Site allocations will be agreed through local plans subject to the inspection and examination process.
67. As outlined above, Government and Oxfordshire now hope to agree the terms of this outline agreement, before exchanging letters with the six local authorities to confirm this agreement.
68. Following this, Government expects Oxfordshire to work with the HCA to develop a credible, robust delivery plan – to cover both the commitment to plan for and support the delivery of 100,000 new homes by 2031, and the adoption of a joint statutory spatial plan by 2021 (subject to inspection). Oxfordshire will be responsible for the submission of this delivery plan by 31 January 2018.

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Housing and Growth Deal Delivery Plan

THIS DOCUMENT IS OXFORDSHIRE’S PROPOSAL TO GOVERNMENT FOR THE MANAGEMENT, DELIVERY AND GOVERNANCE OF THE OXFORDSHIRE HOUSING AND GROWTH DEAL

**This document is a working draft and has not been agreed
by HM Government or Oxfordshire Partners**

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1 Overview

1.1 INTRODUCTION

- 1.1.1 Following the announcement of the Oxfordshire Housing and Growth Deal at Budget 2017, and the memorandum of understanding between local partners and Her Majesty's Government (HMG), Oxfordshire is required to produce a realistic Housing and Growth Deal delivery plan (HGDDP) by mid-February 2018.
- 1.1.2 This HGDDP will need to be agreed with HM Government (HMG), and should demonstrate how Government money provided through the Deal will be spent in accordance with value for money requirements, to help meet Oxfordshire's ambition to plan for and support the delivery of 100,000 homes by 2031.
- 1.1.3 Oxfordshire is a thriving economy, strategically located within the South-East, close to London, and anchoring the Oxford-Milton Keynes-Cambridge Growth Corridor.
- 1.1.4 Since the recession of the last decade, our cumulative growth has been higher than any other local area. Our total economic output is around £22bn a year, meaning economic output per capita is among the highest in the UK, and we make a significant net contribution to the exchequer.
- 1.1.5 This success brings with it challenges – not least housing affordability with Oxfordshire the 5th least affordable housing market in the country relative to earnings, with median prices to median earnings ratio of over 10, but also recruitment, transport congestion, and pressure on other physical and social infrastructure.
- 1.1.6 Oxfordshire's six local authorities, together with OxLEP, are working together on an ambitious, comprehensive and integrated approach to addressing our housing, infrastructure and economic challenges to deliver the potential of our world class knowledge economy and high quality sustainable development across the County.
- 1.1.7 This is reflected in the strong collaborative approach at the heart of the Oxfordshire Growth Board: a joint committee of the six local authorities, together with key strategic partners - including Oxfordshire's two universities and OxLEP - set up to facilitate and enable joint working on economic development, strategic planning and growth, including housing.
- 1.1.8 Work undertaken by the Oxfordshire Growth Board and OxLEP has resulted in the development of an ambitious Strategic Economic Plan, alongside an extensive assessment and ranking project, taking in all of the infrastructure development required to support Oxfordshire's expected growth to 2040 (Oxfordshire Infrastructure Strategy - OxIS).
- 1.1.9 Oxfordshire has engaged actively with opportunities to secure local and national funding to rise to this challenge, through the 2013 City Deal process, Local Growth Fund, developer contributions, current bids to the Housing Infrastructure Fund and through this Deal.

1.2 THE CURRENT DEAL

- 1.2.1 Following extensive engagement with HMG who recognise both the challenges and opportunities faced by Oxfordshire, the Chancellor and Secretary of State for Communities and Local Government announced on 22 November 2017 that Oxfordshire would receive up to £215m of new funding in order to support Oxfordshire’s ambition to plan for and support the delivery of 100,000 homes by 2031. £150m of this funding focuses on infrastructure delivery, £60m on additional affordable housing, and £5m capacity funding for the costs of delivering on the agreement.
- 1.2.2 The Deal also includes commitment from Government and local partners to work together to boost productivity through a number of measures including the development of an Oxfordshire Local Industrial Strategy, supporting local business growth, and addressing skills gaps.
- 1.2.3 This deal will be underpinned by the development of an Oxfordshire Joint Statutory Spatial Plan (JSSP), building on the existing Local Plans, the Oxfordshire Infrastructure Strategy and Oxfordshire Local Transport Plan. The JSSP will set the strategic long-term direction for planning. It will also build on the extensive assessment of the infrastructure development required to support growth in housing and the economy expected over the next 25 years. Key objectives are to clarify the countywide growth picture and explore greater opportunities to engage in collective decision making, and to avoid incremental, speculative and unplanned development.
- 1.2.4 In addition to the deal, wider work is being undertaken by local and national partners, including around strategic road and rail infrastructure, productivity improvement, land assembly, and the wider Oxford-Milton Keynes-Cambridge corridor.
- 1.2.5 The ambitious and comprehensive investment programme will help deliver sustainable development with a focus on quality of place and more affordable housing. It will be overseen by the Oxfordshire Growth Board, working in partnership with Homes England, Highways England, Network Rail and other partners.
- 1.2.6 Oxfordshire partners and Government view this deal as a positive first stage in an on-going partnership to pursue a comprehensive approach to deliver housing and economic growth and will also continue to work together to explore opportunities arising from investment in the Cambridge-Milton Keynes-Oxford corridor and other funding streams.

1.3 HEADLINE COMMITMENTS

- 1.3.1 Oxfordshire and the Government have made specific commitments in the Outline Agreement.
- 1.3.2 Oxfordshire commits to:
 - Plan for and support the delivery of 100,000 new homes between 2011 - 2031 - backed up with a credible plan for delivery outlining interim milestones and targets and agreed with Homes England and Government

- The submission and adoption, subject to the examination process, of a Joint Statutory Spatial Plan (JSSP) covering all five districts, by 2021, and submission of the current suite of Oxfordshire Local Plans
- Work with government to explore further opportunities to drive innovation in partnership, design and construction
- Work to secure additional public and private funding to plan for and support delivery of 100,000 homes by 2031
- Consider the introduction of a Strategic Infrastructure Tariff

1.3.3 Government commits to:

- Provide Oxfordshire with up to £215m funding
- Explore options for time-limited planning freedoms and flexibilities (subject to consultation where appropriate)
- Support for encouraging more private sector investment in Oxfordshire as an area with high economic potential
- Future collaboration to break down barriers to housing delivery

1.3.4 Government and Oxfordshire agree to continue working together to accelerate economic growth and boost productivity by:

- Developing an ambitious Local Industrial Strategy with a long- term vision for growth.
- Developing the Oxfordshire Growth Hub (with continued Government funding) to deliver quality driven targeted support, sector advice to increase SME market penetration and to accelerate scale-up of high growth companies.
- Identifying Oxfordshire's specific skills needs, and encouraging local providers to align their provision to address these needs.
- Supporting Oxfordshire's world-leading science and technology clusters by reviewing the options available to accelerate the decommissioning programme for the Harwell site by June 2018.
- Building on Oxfordshire's strong international profile to investigate measures to boost inward investment and exports.

2 Infrastructure Fund and Programme

2.1 WORKSTREAM OVERVIEW

- 2.1.1 Government will provide Oxfordshire with £150 million funding for transport and supporting infrastructure schemes to secure the delivery of priority housing and employment sites.
- 2.1.2 The focus of this workstream is to set out how the infrastructure funding provided by the Deal will support a programme of transport and related infrastructure schemes to support planned housing development in Oxfordshire over the next 5 years. Oxfordshire will identify an indicative pipeline of schemes and the locations and level of housing development each supports, including the total number of houses each site would provide.
- 2.1.3 The Infrastructure Delivery Programme reflects the greater level of certainty Oxfordshire have over the earlier years of the Deal, and will be set out in detail for Year 1, where the focus will be on local infrastructure schemes that are ready for, or close to delivery, with corresponding housing sites able to be realised. Accordingly, Years 2-5 of the Infrastructure Delivery Programme are indicative at this stage and require a degree of flexibility to ensure we maximise value for money throughout the delivery of the Deal, but will be agreed in the March of each year of the deal after Year 1, as above.
- 2.1.4 The balance of the Infrastructure Delivery Programme also recognises that, in Year 1 there will need to be a proportionally higher level of revenue funding spent on scheme design and approvals, to ensure projects for Years 2-5 have been fully and robustly developed, so that they are ready for construction.
- 2.1.5 The Infrastructure Delivery Programme has been developed jointly across all Oxfordshire authorities, building on already established processes (through the development of Local Plan Infrastructure Delivery Plans for example) and agreed priorities, as set out at an overall level in the recently Oxfordshire Growth Board approved OxIS.
- 2.1.6 In developing and refining the proposed Infrastructure Delivery Programme, a number of factors have been taken into consideration, including the ability of each scheme to support housing – and in Years 1 and 2 including projects which if they are built, will directly enable development to take place.
- 2.1.7 However, it is important to recognise that there is not always a clear and direct linear relationship between infrastructure schemes and housing development, with infrastructure (particularly strategic projects) frequently supporting more than one development site and, similarly, development sites requiring more than one piece of infrastructure to make them work and achieve outcomes. There is also a longer lead in time for major schemes and as a consequence housing delivery is likely to be skewed towards the later years of the Deal and beyond.

2.2 OUR APPROACH

- 2.2.1 Using the Housing and Growth Deal funding an Infrastructure Fund and Delivery Programme will be established to support Oxfordshire’s ambition to plan for and support the delivery of 100,000 homes by 2031. Although the £150m does not meet the full funding gap to deliver the infrastructure required to plan for and support the delivery of all 100,000 homes, it will help support the delivery of approximately 6,500 houses during the period of the Deal, and a total of up to 14,000 by 2031. It will also establish an infrastructure fund that will lever in additional investment.
- 2.2.2 Using evidence from OxIS (that has been informed by the 5 Local Plan Infrastructure Delivery Plans) the Infrastructure Delivery Programme will focus on unlocking the housing planned for in current and emerging Local Plans. The overall Infrastructure Delivery Programme will be viewed as a package (and will include any successful Housing Infrastructure Fund bid(s)) allowing for flexibilities within the Deal period to ensure continued value for money and strategic fit across Oxfordshire.
- 2.2.3 The initial Infrastructure Delivery Programme was developed using the below approach:
- Year 1 programme informed by OxIS ranking assessed by:
 - Deliverability, in terms of: readiness / completion of design; consultation or approvals/permissions required;
 - Scheme design/options not yet complete – hence requirement for revenue funding first
 - Compulsory Purchase Orders, Side Road Orders, planning permission to be gained, including agreement with Highways England and/or Network Rail on schemes likely to have an impact on the national rail or Strategic Road Network – other legal processes to go through before a start onsite can be made
 - Value for Money – this will be determined through the HIF ‘Ready Reckoner’ tool¹
 - Strategic Fit as identified in OxIS and Local Plans
 - Interrelationship with other infrastructure proposals/schemes – including sequencing
 - Predicated Transport and other strategic outcomes, for example changes in trip patterns
 - Indicative Years 2 – Y5 programme informed by OxIS ranking and assess by:
 - Deliverability, in terms of: readiness / completion of design; consultation or approvals/permissions required
 - Value for Money – this will be determined through the ‘Ready Reckoner’
 - Strategic Fit as identified in OxIS and Local Plans
 - Interrelationship with other infrastructure proposals/schemes – including sequencing
 - Predicated Transport and other strategic outcomes, for example changes in trip patterns

¹ <https://www.gov.uk/government/publications/housing-infrastructure-fund>

- 2.2.4 The Year 1 Infrastructure Delivery Programme (including sites) will set out the schemes that could be funded or partially funded by the Housing and Growth Deal. This will be subject to Value for Money analysis using the HIF “ready reckoner” (see above) to confirm the Year 1 programme.
- 2.2.5 Years 2-5 require further assessment, therefore at this stage the Years 2-5 programme is indicative and will be developed in Quarter 1 and Quarter 2 of 2018/19 for approval by the Oxfordshire Growth Board in Quarter 3 in 2018/19, subsequent agreement with HMG and subsequent amendment of Oxfordshire County Council’s Capital Programme in Quarter 4 2018/19 (see governance section below).
- 2.2.6 The development of the Infrastructure Delivery Programme will be supported by Homes England providing advice on infrastructure and associated sites suitable for early delivery and support in the development of the overall programme to ensure continued focus on housing [and employment] delivery.
- 2.2.7 Assumptions made within the Infrastructure Delivery Programme include:
- Capital/revenue split is skewed towards revenue the earlier years of the Deal to allow for feasibility work to take place on schemes that will deliver in later years
 - The overall capital/revenue split will be 90:10 to reflect the upfront revenue costs for the early stages of scheme development
 - Successful Housing Infrastructure Fund for Didcot Garden Town, if bid is unsuccessful the infrastructure programme will be redesigned
 - Funding from the Deal will be presented within the context of other funding to avoid double counting
 - Management of overlap where an infrastructure funded site has an affordable housing component will be captured
 - Support from HMG for greater dialogue with Ministry of Defence, Highways England, Network Rail, NHS, utilities companies as part of our strategic delivery pathway model
 - Mechanisms for ensuring high quality design and construction
 - Opportunities to leverage other investment (including private) through the deal will be taken advantage of including exploring the viability of a Strategic Infrastructure Tariff (SIT) that could capture the value up lift through the development process.
 - The value for money methodology will be kept under review during the Deal to ensure it is up to date. Any changes to this assessment methodology will be agreed with Homes England and The Ministry of Housing, Communities and Local Government (MHCLG) through the annual programme delivery approval process.

2.3 KEY DELIVERABLES

- 2.3.1 **Infrastructure Fund** will be used to forward fund infrastructure schemes that unlock housing and growth across Oxfordshire, in line with the priorities determined by the Oxfordshire Growth Board and subject to consideration of relevant policies in Local Plans, the emerging JSSP and any necessary consents, including planning permission. Funding streams will include Housing Infrastructure Fund, Growth Deal funding, and locally raised funding including opportunities for private investment and potentially a Strategic Infrastructure Tariff. Funding raised locally, through development of the Infrastructure Fund, will be paid back into the fund to reinvest in further projects and is therefore likely to have greater longevity beyond the Deal itself.
- 2.3.2 **Infrastructure Delivery Programme** funded by the £150m Deal funding up to 2022/23, including the identification of sites for infrastructure and housing, highlighting their interdependencies. This will include:
- Priority schemes identified for Year 1.
 - Indicative schemes identified for Year 2 - 5
 - Demonstrable linkage to housing trajectory and release of site(s) for development i.e. predicted trajectory with and without the Deal showing added value of the Deal
- 2.3.3 **OxIS** reviewed and updated in years 2 and 4 providing up to date data on infrastructure and growth requirements for the county.
- 2.3.4 **Strategic Infrastructure Tariff (SIT)** – Oxfordshire partners will explore the appropriateness of a SIT for Oxfordshire and conduct a viability assessment (by April 2019)

2.4 TARGETS AND TRAJECTORIES

- 2.4.1 Table 1 provides an overview of the projected housing delivery for Deal period. These predicted trajectories demonstrate the capacity of Oxfordshire to scale up its housing delivery as a result of the Housing and Growth Deal infrastructure funding.
- 2.4.2 The trajectories are informed by the annual monitoring reports (AMRs) of the local planning authorities. The AMR's assume not only the availability of infrastructure funding but also a smooth delivery process – negotiation with landowners, utility providers etc.
- 2.4.3 Local Plan sites and expected housing delivery have been mapped against potential infrastructure schemes in the emerging Housing and Infrastructure Delivery Programme to produce this trajectory.
- 2.4.4 As there are a number of 'non-infrastructure' considerations in both projecting and securing housing delivery, it is essential to manage risks for housing site delivery across the Oxfordshire Growth Board partners, in particular Homes England. Risks to these trajectories will be identified on a site-specific basis and jointly managed as part of the programme.
- 2.4.5 Unlocked housing as a result of the Deal (all schemes with potential to start in the 5-year Programme)' line reflects the housing delivery impact for Housing and Growth Deal schemes likely to be included in the 5-year programme.

Table 1 Homes secured through the Deal

	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	Cumulative difference over full 5- year period	By2031
Predicted trajectory excluding unfunded infrastructure	4,825	4,954	4,299	4,556	4,272	22,906	N/A
Predicted trajectory with the Deal	5,239	6,169	5954	6,379	5,714	29,455	N/A
Unlocked housing as a result of the Deal (all schemes with potential to start in 5Y Programme)	414	1,215	1,655	1,823	1,442	6,549	14,000

- 2.4.6 The majority of benefits in terms of housing delivery from new infrastructure will come in towards the later years of the Deal.
- 2.4.7 The Oxfordshire authorities will not directly build the homes which comprise the delivery figures released by the infrastructure fund, and exceptional circumstances beyond the Oxfordshire Partners' control - such as economic downturn, adverse market conditions or other uncontrollable factors- will be taken into account if they affect ability to achieve the milestones in full for each year.
- 2.4.8 The infrastructure unlocked through the Deal will also support the delivery of new homes beyond the Deal period (table above). It is estimated that the total housing enabled or unlocked by the Housing and Growth Deal will reach 14,000 new homes by 2031.
- 2.4.9 The actual trajectories for the programme will depend on the schemes selected. This will be completed for year 1 as ratified through the Oxfordshire Growth Board by March 2018 and subsequently for years 2 – 5 when the annual programme is agreed in March of each year.

2.5 SPEND PROFILE

- 2.5.1 In this context, it is important that the infrastructure element of the Infrastructure Delivery Programme is seen as a set of scenarios which together bring a collective infrastructure package that helps secure the overall housing development across Oxfordshire being committed to through this Deal. These scenarios enable development sites to be released - in many cases earlier - and to be built out more quickly, so that deal outcomes can be secured sooner. For Year 1, the scenarios comprise three broad categories of infrastructure provision:
- (i) New transport and related infrastructure projects, with a clear relationship to housing provision;
 - (ii) Front-funding for developed schemes that enable housing to be unblocked and / or accelerated;
 - (iii) Enabling infrastructure investment, which combined with categories (i) and (ii) provide an overall infrastructure network upgrade that supports the totality of the housing provision
- 2.5.2 The remainder of the 5-year programme set out in the Infrastructure Delivery Programme will also comprise a blend of infrastructure investment, but the balance between new, front-funded and enabling schemes is likely to change over time as more new projects come on stream.
- 2.5.3 The milestones will relate to key activities and commitments to secure the delivery of infrastructure and will be set out in the Infrastructure Delivery Programme, for Year 1 by March 2018, and years 2-5 will be approved by the Oxfordshire Growth Board by September 2018.

3 Joint Statutory Spatial Plan and Freedoms & Flexibilities

3.1 WORKSTREAM OVERVIEW

- 3.1.1 **Longer term strategic growth planning:** a new 2050 Joint Statutory Spatial Plan for Oxfordshire (JSSP), work to start in 2018, aligned to a new 2050 Transport vision and Local Industrial Strategy.
- 3.1.2 **Freedoms and Flexibilities:** a package of time-limited planning flexibilities to enable the submission of the current suite of Oxfordshire Local Plans on the current evidential basis, ensure that the Oxfordshire housing land supply position is not undermined, and to adjust the housing delivery test.
- 3.1.3 The Oxfordshire authorities are committed to planning to meet the 100,000 housing requirement for Oxfordshire set out by the Oxfordshire Strategic Housing Market Assessment (SHMA) by 2031. Local Plans are taking shape with adopted Local Plans in place in Cherwell and for Vale of White Horse which are being followed by partial reviews to address unmet housing need, a recently examined Plan in the case of West Oxfordshire, and new Local Plans underway for Oxford City and South Oxfordshire. This has led to a substantial release of land for new housing and employment. As a consequence, housing delivery in the last 3 years across the County has been more than double the delivery in the previous three-year period.
- 3.1.4 However, there is a need to look beyond the 2031/36 timescales of the adopted and emerging Local Plans in order to maximise the local, regional, national and global economic benefits which flow from the development of the Oxford– Milton Keynes – Cambridge Corridor and to secure longer term investment in strategic infrastructure to support growth. There is also a need to continue to raise housing delivery rates and bring forward the delivery of a portfolio of new strategic sites which will be undertaken through the JSSP and future Local Plan reviews.
- 3.1.5 In many parts of the County unplanned speculative development in relatively unsustainable locations is raising significant community concerns, contributing relatively little to infrastructure, and diverting planning resources away from the delivery of planned strategic sites. A framework of planning freedoms and flexibilities will allow the Councils to focus on plan preparation and proactive action on housing delivery.

3.2 OUR APPROACH

- The JSSP will provide a strategic framework for the long-term growth of Oxfordshire up to 2050
- The JSSP will be a statutory Development Plan Document covering the whole of Oxfordshire
- The JSSP will align to a new 2050 Transport vision and a new Local Industrial Strategy
- The JSSP will integrate with the higher-level framework to be developed for the Oxford – Milton Keynes - Cambridge Corridor
- The scope of the JSSP will be defined early in the process of preparation and there will be clarity on its relationship with individual Local Plans

- The preparation of the JSSP will be based upon the Government’s finalised housing need methodology and the implications of the Oxford – Milton Keynes - Cambridge Corridor
- Capacity funding will provide £2.5 million to support the preparation of the JSSP.
- There will be a collective approach to monitoring housing delivery across Oxfordshire, and this will include monitoring of development industry performance
- The Oxfordshire Growth Board will play an important role in accelerating housing delivery through targeted capacity support, affordable housing investment, infrastructure prioritisation, and other actions

DELIVERABLES

3.2.1 The Oxfordshire Deliverables and the Government Deliverables set out below are interdependent in that the agreed planning flexibilities will need to be in place for the JSSP milestones to be met.

3.2.2 Oxon Deliverables Timetable:

- Principle of JSSP agreed through the Approval of Deal – January 2018
- Draft Oxfordshire-wide Statement of Common Ground - 31 March 2018 (To be reviewed if necessary to take account of revised NPPF/NPPG/consultation outcomes)
- Joint JSSP Project Board established to take forward JSSP under Section 28 – July 2018
- All Local Plans submitted for examination 1 April 2019
- Draft JSSP published for formal consultation - 30 October 2019
- Submission of JSSP - 31 March 2020
- JSSP Adoption (subject to examination.) 31 March 2021

3.2.3 Government deliverables: **Planning flexibilities to support transition to JSSP**

- Land Supply requirements - for the duration of the development (from commencement of s 28 process to adoption) of the JSSP a 3-year land supply will be applied in Oxfordshire, subject to local consultation.
- Bespoke Housing Delivery Test measures for Oxfordshire will apply for 3 years following submission of the JSSP. Subject to the outcome of the White Paper consultation, the rates for November 2018 and November 2019, which are 25% and 45%, and which trigger the presumption in favour of sustainable development would remain as set nationally, but the figure from November 2020 would be a bespoke Oxfordshire figure subject to the submission of the JSSP by March 2020. MHCLG will work with Oxfordshire Districts to agree the levels for the bespoke delivery test for local consultation (see below).
- Application of these arrangements within national planning guidance will require changes through a formal process to secure the flexibilities set out above. MHCLG officials will make the necessary arrangements for this. The agreement of the deal set out in this document depends on these flexibilities being achieved.
- The milestones attached to the work on the JSSP are contingent on securing the planning flexibilities outlined above and Government will seek

to have these in place by the July JSSP milestone of creating a JSSP project Board to begin the S28 process. Oxfordshire will review the availability of necessary planning freedoms and flexibilities, at its July 2018 Growth Board meeting. Should the review of JSSP progress result in changes to the milestones of the JSSP work, this will be without prejudice to the remainder of the Deal and the Oxfordshire partners shall not be liable for clawback of any capacity funding incurred on the JSSP up to that stage.

- MHCLG support the completion of the current suite of Oxfordshire Local Plans and recognise this is required to enable Oxfordshire to meet the Deal commitment of submitting Local Plans by 1st April 2019. Their intention (as set out in the recent white paper) is to amend planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, then the working assumption is that the approach adopted would be sound unless there are compelling reasons to indicate otherwise. As the assessments of housing need in Oxfordshire Local Plans based on the 2014 Strategic Housing Market Assessment are higher than the Local Housing Need figures, they could be used, subject to an appropriate update, as a basis for any local plans that will be submitted for examination, prior to the adoption of the JSSP. The existing arrangements which allow Local Plans to set housing requirements at a lower figure based on capacity or policy constraints will continue to operate.

4 Housing and Affordable Housing

4.1 WORKSTREAM OVERVIEW

- 4.1.1 The focus of this workstream is on the work that Oxfordshire partners will do to support increased housing delivery through the deployment of the affordable housing fund. This is within the context of the partners' ambition to support and plan for the delivery of 100,000 homes by 2031 - with particular emphasis on the period 2018 – 2021.
- 4.1.2 For affordable housing provision our ambition is to deliver a responsive range and mix of affordable housing – including shared ownership and homes for affordable and social rent - to support the local economy and meet the needs of residents across the county.
- 4.1.3 It is proposed that the new homes will be provided across a range of tenures and through innovative new models of planning and delivery specific to Oxfordshire (for example through engagement with our Universities and health sectors). It is proposed that the new homes will be delivered on a range of land supply sources including public and private land, on former greenfield sites, brownfield land, in our garden towns and villages, in existing towns, villages and within Oxford City.

4.2 OUR APPROACH

- Increasing the pace of housing delivery but also ensuring high quality outcomes.
- New and enhanced relationships with sector stakeholders
- Better strategic co-ordination and alignment of the Delivery Pathway throughout Oxfordshire
- Mechanisms for ensuring high quality design and construction whilst investigating off-site construction and manufacturing models
- Delivery of schemes that will provide value for HMG, councils and communities
- Innovation in delivery and products
- Better partnership co-ordination between projects like One Public Estate that may free up land for affordable housing delivery
- Delivery of the homes required to maximise the economic potential of Oxfordshire
- Enhanced range of affordable housing offer across Oxfordshire

4.3 PRINCIPLES OF THE FUND

- 4.3.1 The £60m funding is intended to support a bespoke Oxfordshire-wide affordable housing delivery programme that will support delivery of at least 1320 affordable homes across a range of tenures to start on site by 2021.
- 4.3.2 The fund is in addition to the existing Homes England Affordable Homes Programme which is on-going and will continue alongside the fund (it is not intended to displace or duplicate funding)
- 4.3.3 Oxfordshire partners will use the funding to deliver a programme that capitalises on priorities and opportunities that the councils collectively identify which would include opportunities it opens up for new sites or increased delivery on sites not possible under other funding streams, maximise

opportunities arising from our One Public Estate programme and through development of new partnerships to meet affordability needs.

- 4.3.4 The programme will be delivered through a range of partners / vehicles including Local Housing Companies, Registered Providers, Special Purpose Vehicles and Oxford City Council (utilising its Housing Revenue Account) and other partnerships.
- 4.3.5 This will allow Oxfordshire to build on the innovative projects taking place to provide additional Affordable Housing beyond what is secured through S106 contributions. This includes working with the Universities to deliver sites that provide key worker housing alongside affordable homes such as the West Oxfordshire District Council’s project with Blenheim Estate, Cherwell District Council’s site specific Local Housing Company at Graven Hill Bicester, South Oxfordshire District Council’s Berinsfield and Didcot Gateway housing projects and the Vale of White Horse District Council’s North West Valley Park housing project.
- 4.3.6 Oxfordshire will build on these innovative projects taking place to provide Affordable Housing in addition to S106 affordable housing delivery contributions.
- 4.3.7 The Deal will ensure maximisation of wider benefits for housing delivery – e.g. by supporting low carbon Modern Methods of Construction for grant funded sites.
- 4.3.8 This could also offer the potential to develop new affordable housing products tailored to Oxfordshire’s context, developing on the work agreed in the Deal Delivery Plan

4.4 TRAJECTORY AND TARGETS

- 4.4.1 Oxfordshire has identified an indicative pipeline of sites which could deliver additional affordable units across the county.
- 4.4.1 These schemes have been identified on the basis that they can start on site by 2021, that they meet the strategic needs of the Oxfordshire Growth Board and that they offer added value.
- 4.4.2 From this Oxfordshire, has established a delivery trajectory of homes, an indicative tenure split and indicative average grant rates per tenure for the Fund.

Table 1

Tenure and Split	2018/19	2019/20	2020/21	Total starts on site by 2021	Average Grant per unit
Total	148	464	710	1322	
Social Rent	49	272	383	704	£55,000
Affordable Rent	67	124	199	390	£40,000
Shared ownership	32	68	128	229	£25,000

- 4.4.3 The Oxfordshire Growth Board commits to the delivery of these targets and to developing detailed delivery programme. This will allow flexibility to vary tenure split as long as the overall target number of homes is met or exceeded, the total fund amount is spent by 2021 and average grant per tenure rates remain consistent. It will also allow flexibility to take account of opportunities arising (for example, the City Council will bid for additional HRA borrowing flexibility from 2019 once details of this opportunity are made available).
- 4.4.4 Similarly, HMG agrees that future discussions surrounding relevant flexibilities may take place as these opportunities arise.
- 4.4.5 For year one, a detailed programme will be set out by 31 March 2018. The programme for years 2 and 3 will be worked up in detail by 30 September 2018.
- 4.4.6 The phasing of payment to deliver this programme will be linked to achievement of delivery targets. The details of the delivery targets to be used for payments will be mutually agreed by 31 March 2018 as part of the detailed site submission for year one.

4.5 PARAMETERS

Grant Flexibilities and tenants' rights

- 4.5.1 The exact detail around the flexibilities and the specific elements of tenants' rights and ownership are to be agreed as part of the detailed site submission for year one, by 31 March 2018.

Grant Protection

- 4.5.2 Grant from the Homes England Affordable Homes Programme, Recycled Capital Grant Fund or retained Right to Buy receipts cannot be used for a unit that receives investment from the Deal, unless an exception is agreed between HMG and Oxfordshire at a later date.
- 4.5.3 Grant Recovery: Capital gained from the Right to Buy and staircasing of relevant Deal grant funded units can be used for replacement affordable housing units.
- Tenure must abide by the Homes England 'priority uses' in the Capital Funding Guide, unless permission is received for alternative use from Homes England.
 - The calculation of recoverable grant is the same, per tenure, as in Capital Funding Guide, Chapter 7, Grant Recovery for a Registered Provider
 - This calculated amount must be reinvested by the Housing Deal fund into a replacement unit of Affordable Housing within 3 years of its receipt, after which date unspent receipts will need to be repaid to Homes England.
 - Administrative allowances from events leading to capital receipt are at the same level as Chapter 7, Section 3.2.2 of the Capital Funding Guide (or the relevant section of the Guide at the time of the event)
 - The net amount proceeds after the calculated recovery sum can be spent as the Programme Board sees fit
- 4.5.4 The use of assets already owned by Oxfordshire Councils or partners for development of additional affordable homes will not be considered grant when looking at average grant calculations per unit.

- 4.5.5 Unit changes by developing existing assets will be calculated as the net change in Affordable Housing, rather than completions.
- 4.5.6 In order to be state aid compliant, transfers of Public Land to private companies must take place at best value for the proposed use.
- 4.5.7 Where units are purchased from a developer in addition to agreed S106 levels, the S106 information must be inputted into monitoring documents as nil grant S106 contributions to evidence the additionality of grant use. These units will not be included in average grant rate calculations.

4.6 HOUSING DELIVERY AND INNOVATION

- 4.6.1 Through the Deal, Oxfordshire partners and government are committing to work together to explore further opportunities to drive innovation in partnership, design and construction. This will seek to build on opportunities arising from major developments including the Northern Development Arc, Garden Towns at Didcot and Bicester, the West Oxfordshire Garden Village and the enterprise zones.
- 4.6.2 This will include exploration of the following:
- Stimulating the development/scale up and supporting the growth of a localised off-site modular housing construction industry through research, business support, commissioning and direct intervention in the market.
 - Increasing supply and delivery options through housing companies, direct services organisations and bespoke arrangements that will support increased supply in Oxfordshire
 - Developing a partnership between Universities and Councils for joint procurement/delivery of high quality, low carbon modular housing through housing companies, direct services organisations and bespoke arrangements
 - Developing an Oxfordshire Delivery Pathway approach to underpin collaborative working to increase pace of planning processes, develop streamlined planning processes, additional capacity using capacity funding
 - Supporting for low and medium volume house builders to grow and new entrants to enter the market by offering small site opportunities
 - Exploring opportunities to link to the One Public Estate programme to bring forward housing supply on public sector land
 - Working with government on measures to increase the build out of sites, including engagement with the Letwin review.

4.7 DELIVERY FUND CRITERIA

- 4.7.1 This section sets out the principles by which the proposed indicative programme was appraised and provides the starting point by which the detailed future investment programme will be determined.
- **Added Value**
 - Ensuring delivery of affordable housing that is in addition to that already in the development pipeline
 - The ability of the investment to unlock stalled or new schemes
 - **Deliverability** - ability to start on site by March 2021

- **Affordability** – ability of the proposed scheme to address identified affordability needs. This will be reflected in the tenure mix of the scheme and its location within the County.
 - **Value for Money Assessment**- agreeing average subsidy per unit for each tenure type.
- 4.7.2 A review of the available information about development sites will be undertaken considering a number of factors broadly in line with the Homes England Affordable Housing Programme criteria.
- 4.7.3 Where appropriate, priority will be given to schemes that not only match the core criteria but also those that promote the SME construction industry within the County and engender development of skills within the local work force.
- 4.7.4 The Housing Delivery Programme criteria set out in this section have been used to generate the indicative pipeline. These criteria will be further refined by the Oxfordshire Growth Board before final investment decisions are taken.

4.8 RISKS AND DEPENDENCIES

- 4.8.1 There are risks associated with the availability of building materials, availability of labour, planning system-related delays and other unexpected site issues. The Oxfordshire Growth Board will be expected to produce and manage a programme risk register as well as individual project risk maps.
- 4.8.2 Oxfordshire Authorities have identified potential schemes that demonstrate the ability to deliver 1,320 additional new homes. The Oxfordshire Growth Board will continue to develop a long list of sites as a ‘buffer’ should some of the sites on the current list prove problematic to bring forward for whatever reason.

5 Productivity and Growth

5.1 WORKSTREAM OVERVIEW

- 5.1.1 Productivity is an integral component of the Deal. It is central to delivering the vision for accelerated economic growth across Oxfordshire. The commitments set out in the Deal's productivity strand aim to deliver the key objectives of the Government's Industrial Strategy - to create an economy that boosts productivity and earning power in Oxfordshire and throughout the UK.
- 5.1.2 The Industrial Strategy White Paper sets out the five foundations for productivity:
- Ideas – *the world's most innovative economy*
 - People – *good jobs and greater earning power for all*
 - Infrastructure – *a major upgrade to the UK's infrastructure*
 - Business Environment – *the best place to start and grow a business*
 - Places – *prosperous communities across the UK*
- 5.1.3 Alongside these foundations, the White Paper identifies four grand challenges which the UK must address and harness to put the country at the forefront of the industries of the future:
- Artificial intelligence & the data economy
 - Future of mobility
 - Clean growth
 - Ageing society
- 5.1.4 Commitments have been made in a number of inter-related areas (business support, skills, international trade etc.) and work within the framework of Oxfordshire's recently refreshed Strategic Economic Plan, Skills Strategy and Innovation Strategy. They have also been informed by the findings of the recent Science and Innovation Audit (Oxfordshire Transformative Technologies Alliance SIA). Together, these will also form the foundations for the development of a Local Industrial Strategy which can enable Oxfordshire to achieve and maximise its economic potential.

5.2 OXFORDSHIRE'S APPROACH

- 5.2.1 Accessing and attracting investment to sustain and develop global leadership in critical emerging sectors which will have both UK and international impact for trade and investment growth, as we leave the EU.
- 5.2.2 Working with business in shaping and informing the long term skills needs of the Oxfordshire economy through increased employer leadership and engagement in the skills system to set out priorities and ensure clearer alignment between skills provision and business requirements.
- 5.2.3 Building a pathway for young people to develop the skills needed to capture opportunities in the emerging growth sectors of Oxfordshire and facilitating social mobility for those at risk of social exclusion.

- 5.2.4 Investing in emerging critical sectors which provides for technology and digital convergence (and, therefore, greater synergies and spill over opportunities) which can best deliver early mover adoption to the UK.
- 5.2.5 Creating ‘places’ which can support the translation of ideas, knowledge and innovation into transforming how local communities, urban centres and business locations function and interact. This could be through ‘Living Labs’.
- 5.2.6 Investing in the innovation ecosystem of Oxfordshire to accelerate commercialisation and technology transfer of world class research into industry.

5.3 WORKSTREAM DELIVERABLES

- 5.3.1 Development of a Local Industrial Strategy, which will provide a long-term vision for growth (based on robust evidence), to raise productivity and earning power and increased co-operation between national government, the private sector, local leadership and key institutions in Oxfordshire.
- 5.3.2 A Growth Hub that effectively supports businesses across Oxfordshire with the potential and ambition for high growth, extending the breadth and depth of support to businesses and start-ups and working with the Scale Up Institute to develop a world class programme which accelerates the growth potential of high performing SMEs to scale up, boosting business productivity, employment and economic growth.
- 5.3.3 Oxfordshire will develop a world class investor programme to build on its already strong international profile, with the aim of boosting inward investment and increase trade and exports.
- 5.3.4 Oxfordshire will seek to develop a fully integrated vocational pathway for young people into critical emerging sectors. To align skills provision and business requirements, this will be developed through engagement of local employers.
- 5.3.5 An updated investment strategy, agreed across partners, for Oxfordshire Enterprise Zones and local growth projects that maximises the opportunities to use revenue from EZ business rates growth to support new targeted local business rates incentives.
- 5.3.6 Agreement on proposals to move forward early land remediation at Harwell to enable the Campus continues to grow creating more jobs, commercial and technical accommodation and infrastructure (including housing).
- 5.3.7 Oxfordshire will work with industry to explore how emerging and agreed sector deals could be aligned with local plans and investment.
- 5.3.8 The implementation plan to take forward these strands under the deal is attached at Appendix 2.

6 Connectivity (including Cambridge-Milton Keynes-Oxford Corridor)

6.1 OVERVIEW

- 6.1.1 The development of the growth deal for Oxfordshire needs to be seen in the context of the emerging Oxford-Milton Keynes-Cambridge corridor. It is one of the first critical blocks being supported by Government to give life to the wider vision of a strategic growth corridor which can leverage the world leading assets, knowledge and science base located across the area.
- 6.1.2 The National Infrastructure Commission published its recommendations in November 2017 to support the growth potential of the corridor through to 2050 encompassing investments for housing, the economy and key infrastructure.
- 6.1.3 The government recognises the need, highlighted by the NIC's report, to build up to 1 million new homes in the area by 2050 to maximise its economic potential, starting with a housing deal with Oxfordshire to support and plan for the delivery of 100,000 homes by 2031, and working with Central and Eastern sections on commitments in 2018.
- 6.1.4 The November 2017 budget recommitted to delivering the next stage of the East-West Rail project from Bicester to Bletchley and Bedford. We anticipate Government publishing its decision on the preferred corridor for the Oxford to Cambridge Expressway in Summer 2018.
- 6.1.5 A joint working approach has been set up between the Ministry of Housing, Communities and Local Government (MHCLG) and Department for Transport (DfT) within government with the aim of providing an aligned government voice and clarity about how the different strands of corridor work will fit together. A cross-departmental policy board will also be established to provide high level, strategic co-ordination and direction to the development of the corridor vision.
- 6.1.6 Iain Stewart MP is confirmed as the 'champion' for the corridor and the Oxfordshire Growth Board partners, as well as the rest of the corridor councils, LEP's and Universities have been invited to work with HMG to secure this ambition.
- 6.1.7 In addition to this OxLEP, together with SEMLEP, Thames Valley Buckinghamshire LEP and the Cambridgeshire MCA are working together in identifying key building blocks to which can bring scale to the economic ambition for the corridor. Initial areas of work include:
- the transformation of the High Performance Manufacturing Technology cluster
 - capitalising on the world leading potential of the life sciences sector, building on the recently published Life Sciences Sector Deal
 - developing the corridor's global capability in space and satellite applications technologies which includes the largest cluster of sector business in Europe

6.1.8 The next steps fall under a number of headings which Oxfordshire partners are and will continue to engage with:

- Development of long-term corridor vision
- Implementation of housing deals
- Expressions of interest for those wishing to promote new locally led-garden towns
- Rail – implementation of next steps commitments for East West Rail
- Corridor choice - Oxford – Cambridge Expressway
- Local industrial Strategies
- Land value capture reform
- Export growth and attracting international investment into business and infrastructure

7 Governance and Accountability

7.1 OXFORDSHIRE GROWTH BOARD

- 7.1.1 Once approved by the constituent authorities, delivery of the Deal will be overseen by the Oxfordshire Growth Board. The Growth Board is a statutory joint committee of the 6 Oxfordshire Local Authorities, OxLEP and key strategic partners².
- 7.1.2 The Oxfordshire Growth Board provides a well-established and formal partnership framework and structure, to facilitate and enable joint working on economic development, strategic planning and growth and to deliver cross boundary programmes of work within government timescales - including agreeing the detailed contents of specific priorities, plans, projects and programmes. This has included effective delivery of the City Deal and Local Growth Deals, the Strategic Economic Plan and apportionment of unmet need in compliance with the Duty to Cooperate.
- 7.1.3 The Oxfordshire Growth Board will make all decisions on the use of the Deal grant funding agreed by Government as well as other funding for the purposes of this deal.
- 7.1.4 Recommendations to the Oxfordshire Growth Board on funding decisions and reporting on programmes will come from officer programme groups, via the Executive Officer and Chief Executive Groups reporting into the Oxfordshire Growth Board.
- 7.1.5 The terms of reference for the Oxfordshire Growth Board will be reviewed and amended by April 2018 to include oversight of the delivery of the Deal, to include:
- Prioritisation and allocation of funding from the Deal and from the accountable body to the body responsible for delivery of projects;
 - To approve and monitor the implementation of a detailed work programme for delivery of the Deal (including infrastructure, affordable housing funding, and capacity funding)
 - Oversight of a productivity programme to be delivered by OxLEP
 - Oversight of the joint statutory spatial plan work programme (recognising that the draft plan will subject to examination and that the adoption of the plan will require decision by each constituent council at the end of the process)
 - Establishment of Workstream Governance Groups for Infrastructure Funding and Affordable Housing, and the establishment of a Joint Statutory Spatial Plan Project Board to guide the preparation of the JSSP.
- 7.1.6 Following the Oxfordshire Growth Board agreement of the work programmes, the resulting commitments to be undertaken by each authority for delivery of the Deal would be agreed by each of the constituent councils.

² The Oxfordshire Growth Board is a Joint Committee under s101 (5), 102 Local Government Act 1972 and s9EB Local Government Act 2000 and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.

7.2 ACCOUNTABLE BODY

- 7.2.1 The accountable body for the Oxfordshire Growth Board is Oxfordshire County Council which will provide Section 151 and Monitoring Officer roles to the Committee. In addition, if the County Council is successful in its Housing Infrastructure Fund (HIF) bid/s, this will enable all funding to be managed as an overall programme.
- 7.2.2 It is proposed that Oxfordshire County Council holds any unspent grant at the end of each financial year for use in the following financial year.
- 7.2.3 In terms of being the accountable body, this means that Oxfordshire County Council will:
- ensure funding is received from Government and return any funding to Government if required
 - hold the funds (including interest earned on sums held)
 - ensure recommendations to the Oxfordshire Growth Board on schemes to be funded are in accordance with grant conditions
 - pay out the funds to the body delivering schemes as agreed by the Oxfordshire Growth Board
 - ensure funding agreements are in place for the delivery of workstreams, including all councils and OxLEP
 - provide regular monitoring reports to the Oxfordshire Growth Board & MHCLG/Homes England
 - ensure the Oxfordshire Growth Board puts in place an agreement for how to deal with unspent grant that is required to be returned to Government
 - Ensure that the Oxfordshire Growth Board puts into place an agreement for how to deal with grant that has already been spent be is required to be repaid, if Government makes a decision to clawback funding for misuse of funds
 - where possible, use cash flow to allow the Oxfordshire Growth Board to agree schemes in excess of the grant funding expected for the year
- 7.2.4 For clarity, in terms of the accountable body status, Oxfordshire County Council:
- does not make decisions on use of the funding received
 - does not determine which schemes are undertaken
- 7.2.5 As set out in the Assurance Framework, An MoU will need to be put into place to manage financial risks amongst the constituent authorities for the Deal.
- 7.2.6 Housing delivery will be measured based on the Annual Monitoring Report processes for Local Plans. Following the completion of a financial year in March, an indicative figure will be reported by the end of the September of the subsequent financial year. A final figure will be reported by the end of December.
- 7.2.7 Oxfordshire Partners commit to developing a monitoring mechanism that measures performance against an agreed Value for Money threshold and takes account of houses directly attributable to the Deal. This will be developed during the course of the first year, and applied from Years 2 – 5 to better reflect progress against projected housing trajectory, providing MHCLG with assurance on the Value for Money the Deal is delivering.

7.3 INFRASTRUCTURE FUNDING PAYMENTS

- 7.3.1 The Infrastructure Delivery Programme will be managed by a Programme Board reporting to the Oxfordshire Growth Board. The Oxfordshire Growth Board will agree the 5-year programme on an annual basis receiving quarterly progress reports which will include escalated risks and issues. HMG and Homes England will be invited to any relevant progress meetings and will be sent copies of the quarterly progress reports.
- 7.3.2 Infrastructure Funding will be received from Government at the start of each financial year according to the profile outlined in the table below. This would take place once each annual programme has been agreed with Homes England.
- 7.3.3 Oxfordshire agree to work with Homes England and HMG to develop a detailed sites programme of Year 1 of the Infrastructure Delivery Programme and an indicative programme for Years 2 – 5 by 31 March 2018. More detailed assessment of the Years 2 – 5 of the programme, including a detailed plan for Year 2, will take place during Quarters 1-2 of 2018/19 for agreement with Homes England and MHCLG in September, followed by formal signoff by the Oxfordshire Growth Board in Quarter 3 of 2018/19. The following years will be approved through the same timetable. This will ensure the Infrastructure Delivery Programme has taken account of any changes required to reflect current market conditions.
- 7.3.4 With the exception of funding for 2018/19, payment will be received after 1 April each financial year. For 2018/19, an initial payment of £15m will be made during April 2018 with a further £15m during September 2018. This phasing is to ensure that targets can be achieved during the earlier stages of the Deal. Spend profiles will be agreed on an annual basis with Homes England., and will be monitored on a quarterly basis. It is proposed that any unspent funding at the end of each financial year is retained for use in the following financial year, subject to agreement with HMG.
- 7.3.5 The early years of the programme have a higher proportion of design and other revenue funding requirements. This is reflected in the weighting of the split towards revenue in Years 1 and 2 of the financial spend.

Year	Funding payments	Capital Split	Revenue Split
1 April 2018	£15m	£4m	£11m
1 September 2018	£15m	£15m	
1 April 2019	£30m	£26m	£4m
1 April 2020	£30m	£30m	
1 April 2021	£30m	£30m	
1 April 2020	£30m	£30m	
Total	£150m	£135m	£15m (10% of total)

7.4 AFFORDABLE HOUSING FUND

- 7.4.1 The fund will be managed by a Programme Board reporting to the Oxfordshire Growth Board. The Oxfordshire Growth Board will agree the programme on an annual basis with quarterly reports on progress.
- 7.4.2 A project team is required to be funded from strategic housing delivery element of the capacity fund and will be responsible for working with the Oxfordshire authorities to develop the delivery programme and enable sites to come forward. Responsibility for State Aid compliance will ultimately sit with the accountable body and the accountable body will advise on State Aid issues. The delivery bodies will, by way of the funding agreement, be required to provide evidence to demonstrate compliance with State Aid.
- 7.4.3 Oxfordshire partners will set out the process by which schemes will be assessed and funding decisions made by 31/03/18.
- 7.4.4 If there are opportunities which arise the Oxfordshire Growth Board can decide to review the programme to take advantage of those.
- 7.4.6 The phasing of payments for the affordable housing fund is as follows.

Year	Payment (£)
2018/19	£6.5m
2019/20	£21.5m
2020/21	£32m

- 7.4.5 Regular review points will be agreed with Homes England to review delivery against agreed programme and quarterly monitoring and assurance that there is differentiation / no displacement from Homes England programme funding. The information that will be used to monitor the programme is set out at Appendix 3.

7.5 JOINT STATUTORY SPATIAL PLAN

- 7.5.1 The JSSP will be prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 which enables 2 or more local planning authorities to agree to prepare a joint Local Plan.
- 7.5.2 The Oxfordshire Growth Board will monitor progress on the JSSP, and approve its budget, reviewing the achievement of milestones as part of an annual review.
- 7.5.3 A Joint Statutory Spatial Plan Project Board will be established to guide the preparation of the JSSP.
- 7.5.4 The officer structure under the Oxfordshire Growth Board will be developed and will include a specific Project Team for the JSSP, and support for delivery.

7.6 PRODUCTIVITY

- 7.6.1 This element of the deal work will be led by OxLEP officers. Progress against the implementation plan will be reported quarterly to OxLEP Board and the Oxfordshire Growth Board.
- 7.6.2 Progress against the implementation plan will be reviewed at quarterly meetings between officers from OxLEP and the Department for Business, Energy and Industrial Strategy / Local Growth and Cities Unit.
- 7.6.3 In line with other elements of this deal, funding for the productivity workstream will be paid to Oxfordshire County Council as accountable body for the Oxfordshire Growth Board.

8 Capacity Funding

8.1 Government commit to up to £5m resource funding to boost capacity to get a joint plan in place and support housing delivery as follows:

Joint Statutory Spatial Plan	£2.5m
Housing Delivery	£1.5m
Feasibility Work	£1m

8.2 JOINT STATUTORY SPATIAL PLAN

8.2.1 Expected elements of the proposed deal will be for the Oxfordshire Authorities to submit a full suite of Local Plans by April 2019 and work towards a joint statutory spatial plan for submission by April 2020. This is an ambitious timescale for a lengthy and complex project and will require additional resources and capacity to deliver alongside work currently being undertaken on local plans across the Districts. The Oxfordshire JSSP would provide the means to pilot an approach to help inform government policy on strategic planning and result in learning that could be applied elsewhere in the Country.

8.2.2 The capacity requirements for the project fall into three main categories:

- The joint project team (including project management, planning policy expertise accommodation, IT support)
- Developing the evidence base including specialist consultant advice and expertise, legal advice and transport modelling
- Consultation, examination and adoption costs.

8.2.3 £2.5m capacity funding will support capacity for staff, specialist expertise and developing a joint evidence base, including transport modelling required for development of this new JSSP.

8.2.4 This funding will be used to help resource the activities that will facilitate the production of the statutory plan to the identified timescales and milestones to be completed for submission to Government for examination in March 2020³.

^{3 3} As noted earlier above (p13), in relation to the review of HMG deliverables July 2018

- 8.2.5 The proposed funding will support the establishment of a joint project team with project management and planning policy expertise. Capacity funding will also allow the development of a joint evidence base to support the plan.
- 8.2.6 The additional funding will enable work on the JSSP to be done in parallel with the submission of the current round of individual Local Plans which plan up to 2031 or 2036. This will allow the JSSP's ambitious timescales to be met.

8.3 STRATEGIC HOUSING DELIVERY

- 8.3.1 Delivery of the Deal will require us to plan for the challenge of bringing forward sites ranging from large development schemes at Garden Town and village scale, to ex-Ministry of Defence sites and new urban extensions. Our focus is not just on strategic planning but also on strategic delivery and developing innovative models of working with partners and the development industry to accelerate delivery of our housing commitments.
- 8.3.2 In addition, the capacity funding will support effective management, delivery and monitoring of the Affordable Housing Fund including programme management, financial and enabling support.
- 8.3.3 An increased role for councils in establishing new partnerships and the delivery of an ambitious affordable housing programme and strategic coordination of activity across the county will require additional capacity and resources within the planning, legal, property and housing delivery project teams.
- 8.3.4 The funding will support Oxfordshire partners' activity to increase supply and delivery options for affordable housing through local housing companies, direct services organisations and bespoke joint venture partnership arrangements and specialist housing models.
- 8.3.5 £1.5m capacity funding will be used to secure project management capacity and specialist expertise to support these delivery activities, including:
- Resourcing the Affordable Housing Fund programme management, finance and enabling support
 - Development Management Planners
 - Strategic Implementation planners
 - Urban Design specialists
 - Landscape design specialists
 - Additional Transport and Highways specialists
 - Strategic Housing/affordable housing delivery specialists
 - Surveying/Viability support
 - Drainage/Ecology/Sustainability specialists
 - Community development capacity
 - Dedicated consultation, engagement and communications resource and capacity
 - Additional legal support
 - Design Review and design support
 - Sector Investigations and advice to support development of local off-site construction approach

8.4 FEASIBILITY FUNDING

8.4.1 £1m of capacity funding will be used to support infrastructure feasibility investigations and testing. This will ensure on-going site supply investigations can be undertaken or, where opportunities for previously unanticipated sites comes forward, that there is funding for any feasibility investigations to be undertaken by the partners. This would include feasibility testing of non-OxIS sites and any other Infrastructure Delivery Programme costs.

8.4.2 In addition, we will update and maintain the OxIS to match new growth scenarios. OxIS provides all Oxfordshire partners with a detailed infrastructure framework that can be used to prioritise infrastructure investment and support future funding bids to secure investment in the infrastructure which it has identified. By being comprehensive, it provides Government and its Agencies a clearer insight into how infrastructure investment will support planned growth and provide a basis for future growth in Oxfordshire.

8.5 CAPACITY FUNDING PROFILE

8.5.1 The spending profile for the Capacity Fund is as follows:
3 Year Breakdown (£5.0m)

Capacity Funding	2017/18	2018/19	2019/20
JSSP (£2.5m)	£200,000	£1,200,000	£1,100,000
Strategic Delivery Capacity (£1.5m)	£200,000	£650,000	£650,000
Feasibility (£1m)	£110,000	£480,000	£410,000
Total Spend	£0.5m	£2.5m	£2m

8.5.2 It is proposed that this is paid to Oxfordshire County Council as a revenue grant to the following timescales:

January 2018/on agreement of delivery plan	£0.5m
1 April 2018	£2.5m
1 April 2019	£2m

9 Appendix 1 – LEP Delivery Table

Deal element	1. Local Industrial Strategy
Summary of outline deal agreement	Oxfordshire will begin the development of an ambitious local industrial strategy, alongside partners in the Cambridge-Milton Keynes-Oxford corridor. They will also develop a shared strategic vision for the CaMKOx with local partners across the corridor.
Outcomes	<ul style="list-style-type: none"> - A long-term vision for growth (based on robust evidence) to raise productivity and earning power. - Increased co-operation between national government, the private sector, local leadership and key institutions in Oxfordshire.
Milestones	By March 2019 – First wave of Local Industrial Strategies agreed.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
A local industrial strategy for Oxfordshire				
Oxfordshire / HMT meeting to discuss the local industrial strategy process.	Nigel Tipple / Ahmed Goga	Kate Jones (BEIS)	January 2018	
A strategic vision for the corridor				
Oxfordshire / partners across the corridor / HMT meeting to discuss local industrial strategy process.	Nigel Tipple	Kate Jones (BEIS)	January 2018	In progress

Deal element	2. Business Support
Summary of outline deal agreement	Government will work with Oxfordshire to develop their Growth Hub to deliver quality driven targeted support, sector advice to increase SME market penetration and to accelerate scale up of high growth companies. Government will continue to provide core funding to OxLEP for the Growth Hub until 2022.
Outcomes	- A Growth Hub that effectively supports scale-ups and those businesses with the potential and ambition for high growth, boosting business productivity and economic growth.
Milestones	- Jan 2018 - HMG will confirm the process for allocating core Growth Hub funding.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
HMG will work with Oxfordshire's to develop its Growth Hub to support local businesses				
HMG and Oxfordshire to undertake a Growth Hub co-design planning session.	Nigel Tipple / Ahmed Goga	Karen Leigh (BEIS)	Jan/Feb 2018	

Deal element	3. International Trade
Summary of outline deal agreement	Oxfordshire will work with the Department for International Trade to build on its already strong international profile, with the aim of boosting inward investment and exports. Oxfordshire will also work with local partners across the Cambridge-Milton Keynes-Oxfordshire corridor to develop this work.
Outcomes	- A strengthened service to attract inward investment in Oxfordshire
Milestones	March 2019 - Oxfordshire local industrial strategy finalised.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
A programme to boost Oxfordshire's international profile.				
Oxfordshire / HMG meeting to discuss as part of the local industrial strategy process.	Sebastian Johnson	Richard Colley / Naisha Polaine / Ben Raby (DIT)	February/March 2019	

Deal element	4. Skills
Summary of outline deal agreement	As part of Oxfordshire's work to develop its local industrial strategy, DfE and Oxfordshire will work together to identify the specific skills needs that Oxfordshire faces, and encourage local providers to align their provision to address these needs.
Outcomes	- TBC
Milestones	March 2019 - Oxfordshire local industrial strategy finalised.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
An analysis of the Oxfordshire's skills need and of support for Oxfordshire.				
TBC	Ahmed Goga / others?	Maria Meyer-Kelly (DfE) / Ben Dixon (MHCLG, C&LGU)	TBC	

Deal element	5. Enterprise Zones
Summary of outline deal agreement	Government will continue to look at ways of attracting further investment and expansion of the Science Vale and Didcot Enterprise Zones.
Outcomes	<ul style="list-style-type: none"> - Government and local partners have agreed an updated investment strategy for the Enterprise Zone and local growth projects that maximises the opportunities to use revenue from EZ rates uplift to support targeted local business rates incentives. - Local partners, South Oxfordshire District Council and Vale of White Horse District Council, have a long-term strategy to use local business rates incentives and flexibilities to attract further investment.
Milestones	From April 2018 - Investment strategy and local rates policy

Actions / Outputs					
	Oxfordshire Lead		HMG Lead	Timeline	Progress
Review EZ investment strategy as part of the development of Oxfordshire’s local industrial strategy					
Oxfordshire / HMG meeting to discuss as part of the local industrial strategy process.	Nigel Tipple / Goga	Ahmed	Ed Chapman (MHCLG) Kate Jones (BEIS)	March 2019	

Deal element	6. Harwell Land Remediation
Summary of outline deal agreement	Government will review the options available to accelerate the decommissioning programme for the Harwell site by June 2018.
Outcomes	- Harwell continues to grow creating more jobs, commercial and technical accommodation and infrastructure (including housing).
Milestones	By June 2018 – options assessed to accelerate the Harwell decommissioning programme.

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
An assessment of the options to accelerate the Harwell decommissioning programme.				
First draft of business case		Steven Moss (UKEAEA) / Achilleas Mavrellis (BEIS)	January 2018	
Meeting with key stakeholders / HMG	Ahmed Goga / Harwell (TBC)	Jenny Scattergood / Achilleas Mavrellis (BEIS)	February / March 2018	
Submission to NDA		TBC (NDA) / Jenny Scattergood (BEIS)	April 2018	
Assessment of options to accelerate land remediation at Harwell.	Ahmed Goga / Harwell (TBC)	Jenny Scattergood / Achilleas Mavrellis (BEIS)	June 2018	

Deal element	7. Sector Deals
Summary of outline deal agreement	<p>Oxfordshire will work with industry to explore how emerging sector deals could be coordinated with local plans and investment. Including on-going discussions with the following sectors:</p> <ul style="list-style-type: none"> • Creative Industries • Nuclear • Robotics & Autonomous Systems • Space <p>Government commits to exploring with Oxfordshire how the life sciences sector deal could further support the growth of Oxfordshire’s life sciences cluster.</p> <p>Oxfordshire will also have the opportunity to work with industry on further phases of any sector deals which complete an initial package.</p>
Outcomes	<ul style="list-style-type: none"> - Oxfordshire and industry identify a number of emerging and agreed sector deals could be aligned with local plans and investment. - Life sciences sector deal support the growth of Oxfordshire’s Life Science cluster.
Milestones	<ul style="list-style-type: none"> - TBC

Actions / Outputs				
	Oxfordshire Lead	HMG Lead	Timeline	Progress
Oxfordshire to work with industry to explore how agreed and emerging sector deals could be coordinated with local plans and investment.				
Engage with the Creative Industries policy and sector leads	Ahmed Goga	Helen Warren (DCMS) / Oliver Rooke (BEIS)	February / March [TBC]	
Engage with the Nuclear policy and sector leads	Ahmed Goga	Matthew Clarke (BEIS) / Joanne Leavesley (BEIS)	February / March [TBC]	
Engage with the Robotics & Autonomous Systems policy and sector leads	Ahmed Goga	Oscar Lee (BEIS) / Louis Barson and Yi Luo (BEIS)	February / March [TBC]	
Engage with the Space policy and sector leads	Ahmed Goga	Stuart Walters (BEIS) / Robert Waters (BEIS)	February / March [TBC]	
Government to explore how the life sciences sector deal could further support the growth of Oxfordshire’s life sciences cluster.				
Oxfordshire / HMG meeting to discuss as part of the industrial strategy	Ahmed Goga	Oscar Lee (BEIS) / Louisa Elias-Evans	February / March [TBC]	

process				
Oxfordshire will work with industry on further phases of any sector deals which complete an initial package				
TBC	TBC	TBC	On-going	

11 Appendix 3 – Oxfordshire Housing and Growth Deal – Assurance Framework

11.1 PURPOSE OF THE ASSURANCE FRAMEWORK

11.1.1 This section sets out our Assurance Framework for the management of risks and explains the governance framework in place to support our operations and decision making. It is important that stakeholders are clear as to how decisions are made, projects are planned and resources are controlled and that is the purpose of the assurance framework.

11.1.2 The Oxfordshire Growth Board (OGB) is committed to developing and implementing an assurance framework that will provide a systematic and consistent delivery monitoring approach and this document will be used by the Board Partners, the officer Management Team, our accountable body and HM Government to identify, monitor and evaluate strategic risks to funded projects. An assurance framework is a structured means of identifying and mapping the main sources of assurance within the Oxfordshire Growth and Housing Deal and coordinating them to best effect. It also allows our accountable body, Oxfordshire County Council, to ensure we have adequate controls in place over the use of public funds and are complying with them.

11.1.3 The purpose of this document is to provide assurance to all involved in programme, project delivery and the management of strategic and operational issues, as well as all our stakeholders, that:

- governance is in place for delivering growth and housing deal programme through the Oxfordshire Growth Board delivery structures;
- effective programme and project management tools are being used to improve decision making;
- approved Financial Regulations and Schemes of Delegation are in place and are complied with;
- risks are captured according to agreed processes, are regularly monitored and reviewed to ensure the mitigation is effective;
- resources are appropriate which will allow the partners within the ambit of the implementation of the Oxfordshire Housing and Growth Deal to carry out their obligations effectively; and ensure that
- all members and partners are informed of all decisions and updates accordingly.

11.2 THE OXFORDSHIRE GROWTH BOARD

11.2.1 The Oxfordshire Growth Board is a joint committee of the six councils of Oxfordshire together with key strategic partners and OxLEP. It has been set up to facilitate and enable joint working on economic development, strategic planning and growth. It does this by overseeing the delivery of projects that the councils of Oxfordshire are seeking to deliver collaboratively in the fields of economic development and strategic planning. It also oversees all the projects agreed in the Oxfordshire Growth and Housing Deal, Oxfordshire City Deal and Local Growth Deals that fall to the councils, working collaboratively,

to deliver and has an overall responsibility to manage these programmes of work alongside OxLEP. Finally, it also exists to advise on matters of collective interest, seek agreement on local priorities and influence relevant local, regional and national bodies.

11.2.2 The Oxfordshire Growth Board meetings are open to the public, who are encouraged to participate, and all agendas and minutes publicly available via the web site.

11.3 THE OXFORDSHIRE GROWTH AND HOUSING DEAL

11.3.1 The key work strands and overall Deal delivery programme has been described in detail in this delivery document and do not need to be re-rehearsed here save for recognizing the key areas of activity under the deal:

- Infrastructure delivery
- Affordable Housing programme and accelerated housing delivery linked to infrastructure investment
- Joint Statutory Spatial Plan/Bespoke Planning Freedoms and Flexibilities
- Productivity

11.3.2 The assurance framework will be the mechanism and process for ensuring the oversight and reporting of performance against the delivery plan targets by the Oxfordshire partners.

11.4 METHODOLOGY FOR MANAGING AND MONITORING THE DEAL DELIVERY PROGRAMME

11.4.1 A strategic programme and project management approach will be used to manage the overall growth and housing deal programme on behalf of the OGB. This overall approach will be established upon formal agreement of the delivery plan and implemented in detail within individual workstreams over the initial months of the deal programme. A formal project and risk management approach will be followed for each programme and project

11.4.2 The delivery plan programme sets out the outcomes that the deal is seeking to deliver

11.5 METRICS FOR DEAL DELIVERY

11.5.1 The delivery plan sets out the metrics that will be monitored for each workstream area and reported on to give assurance that deal delivery is meeting performance expectations.

11.5.2 To ensure that the deal achieves its targets and represents value for money, government will hold Oxfordshire to account using three key measures:

- Finance committed to infrastructure projects - We expect Oxfordshire to spend the full £30m per annum investment on projects which will maximise delivery of new homes.

- New housing completions delivered via the infrastructure funding and housing starts for affordable homes - we expect the indicative milestones for housing completions/starts each year to be achieved.
- Progress towards a joint statutory spatial plan (JSSP) - Oxfordshire have committed to producing and adopting a JSSP covering all 5 district councils by 2021.

11.5.3 If this investment is not being spent for the agreed purposes, or is being spent inappropriately or not at all, government may seek to review future investment.

11.6 DEAL MILESTONES

11.6.1 The delivery targets assume delivery against the following trajectories for annual milestones. However, the Oxfordshire authorities will not directly build the homes which comprise the delivery figures released by the infrastructure fund, and exceptional circumstances beyond the Oxfordshire Partners' control - such as economic downturn, adverse market conditions or other uncontrollable factors - will be taken into account if they affect ability to achieve the milestones in full for each year.

11.6.2 The Deal's review and reporting schedule (see below) will ensure that progress is being monitored on a regular and sustained basis.

Year	JSSP progress		Homes built/starts on site	
	Action	Deadline	Homes built £150m flexible infra fund	Starts on site £60m affordable homes fund
18/19	Statement of common ground	1 April 2018	414	148
	Project board established	31 July 2018		
19/20	All local plans submitted for examination	1 April 2019	1,215	464
	Draft JSSP published for consultation	30 Oct 2019		
	Submission of JSSP	31 March 2020		
20/21	JSSP adopted, subject to examination	31 March 2021	1,655	710
21/22	JSSP now Adopted	n/a	1,823	n/a
22/23	JSSP now Adopted	n/a	1,442	n/a
TOTALS			6,549	1,322

11.7 HOMES ENGLAND'S ROLE

Homes England will be responsible for QA and analysis of the housing figures at both quarterly and annual review meetings. Oxfordshire will present a report to HMG before each meeting on progress/issues (exact format to be agreed between Homes England, HMG and Oxfordshire). Homes England will continue to sit on and attend the Oxfordshire Growth Board meetings And Executive Officer Group, and will be able to provide regular, informal feedback to HMG on the status of the deal, should it be required. Homes England will provide assurance to avoid any double counting – eg: homes delivered through the deal affordable housing fund, also being funded via existing government housing programmes such as HIF, AHP etc. - to avoid any reporting errors or duplication. Homes England would sit on the JSSP delivery board to offer support.

11.8 DEPARTMENT FOR TRANSPORT'S ROLE

DfT retain a keen interest in the development of the deal, due to their role in maintaining oversight of the strategic transport network and in the cumulative impact of works on transport networks. DfT will play an active role in the Homes England review meetings. Homes England will feed back on any relevant transport developments as part of their regular engagement on the deal. DfT will raise any issues with Homes England or MHCLG as they see fit.

11.9 PROCESS AND TIMINGS

- Annual review meetings for Oxfordshire, HE, MHCLG and DFT will be held each March from 2019 onwards (until 22/23) to review previous year and agree site specific locations for delivery in the next year.
- These meetings will be used to decide whether payments have been spent properly, and whether to release the next payment tranche.
- Additional quarterly meetings between Oxfordshire and HE will be held, to review progress on the JSSP, housing numbers and delivery on the affordable homes.
- Progress is monitored and funding released for the current financial year based on meeting the milestones for the previous year - e.g. March 2019 review will monitor Oxon against 18/19 targets.
- Generally, for the £150m infrastructure fund there will be one tranche of funding, to be released in early April, for the year ahead. In the first year of the deal (18/19) there will be two tranches of £15m, released in April and September 2018, dependent on progress of JSSP milestones (subject to Government deliverables being met).
- Funding will be contingent on targets as above – ie: appropriate annual investment spend; JSSP milestones achieved; housing delivered via infrastructure fund; affordable housing starts.
- Year 1 infrastructure funding (£30m for 18/19) will be released in April 2018, following the agreement of the Delivery Plan and a “light touch review” of Year

1 site information by Homes England, subject to that being supplied by Oxon partners.

- Tranche two, scheduled for September 2018, will be contingent on the completion of the two JSSP milestones for 18/19 (subject to Government deliverables being met).
- There will be a final annual review in 23/24 to ensure 22/23 figures have been met.
- Homes England will quality assure housing site information provided by Oxon partners. Details of that process will be agreed with Oxfordshire by April 2018.
- For future years Homes England will review the Delivery Plan during December/ January for the following financial year draw-down.
- Opportunities for evaluation should be explored between HMG, Oxfordshire, and Homes England.

11.10 POTENTIAL CONSEQUENCES OF MILESTONES NOT ACHIEVED

- Failure to achieve milestones will result in deal being reviewed and potentially further payments could be withheld.
- Should any council not approve the JSSP for submission, this may result in cancellation of subsequent stages of the deal (and cessation of further investment).
- Claw-back of funding will be in the event of financial mismanagement/inappropriate spending.

11.11 REVIEW AND REPORTING PERIODS/INTERVALS – ASSURANCE ON THE DELIVERY PLAN

- 11.11.1 The deal delivery programme will be reviewed every 6 months and the programme or any agreed revisions to it confirmed each year by the OGB. An annual report on overall deal delivery progress against the plan will be submitted to the OGB and then to HMG as part of the assurance process.
- 11.11.2 Performance reporting on the key workstreams will be established as part of the new governance arrangements for each workstream. Individual on-going workstream performance monitoring and reporting will be overseen by OGB and shared with HMG on an agreed frequency (6 monthly).

11.12 RISK REGISTERS

- 11.12.1 A strategic risk register will be prepared for the overall Growth Deal Programme. Separate risk registers will also be put in place and maintained for each workstream. Risk registers will be updated monthly. Reporting on performance and risks will be by agreed exception to the Oxfordshire Executive Officer Group and the OGB on not less than a quarterly basis.

11.13 GOVERNANCE OVER ASSURANCE REPORTING AND AUDITING

- 11.13.1 The OGB will be responsible for assurance reporting to HMG. Oxfordshire County Council as accountable body will have overall responsibility for the financial component of the annual assurance report. The OGB annual assurance report will be audited by Oxfordshire County Council's audit and assurance team.

11.14 CONFLICTS OF INTEREST

- 11.14.1 The OGB partner authorities all maintain policies on the declaration of conflicts of interest.

11.15 GIFTS AND HOSPITALITY

- 11.15.1 The OGB partner authorities maintain policies on the accepting and offering of gifts and hospitality.

11.16 FREEDOM OF INFORMATION

- 11.16.1 Information held by the OGB and the partners' work of delivering the Oxfordshire Growth and Housing Deal is (as applicable) subject to the Freedom of Information Act 2000, the Environmental Information Regulations 2004, and 2018 General Data Protection Regulations.

11.17 ANTI-FRAUD AND CORRUPTION/ANTI-BRIBERY

- 11.17.1 Dealing with public money requires the highest levels of financial probity and accountability. OGB through the accountable body (Oxfordshire County Council) and the relevant workstream delivery partner will maintain a robust system of financial control, monitoring and reporting to ensure transactions are transparent and scrutinised. Each partner has their own system of reporting any concerns in relation to financial transactions.

11.18 AUDIT AND ACCOUNTS

11.18.1 Due to the nature of the work that will be undertaken, the majority of the transactions relating to project work are carried out by OCC as our accountable body. Spend incurred by OCC and funds drawn down on behalf of OGB will be included in their annual statement of accounts, published by May each year.

11.19 RISK MANAGEMENT

11.19.1 All of the activities of OGB in taking forward the implementation of the Growth and Housing Deal are affected by risk to a greater or lesser degree, and it is the responsibility of the Board to ensure those risks are managed effectively.

11.19.2 The OGB is developing a risk management approach for all Growth and Housing Deal workstreams and will capture the risks at a strategic and operational level in risk registers. Risk registers will be agreed at the outset of project and programme initiation and an overall strategic risk register will be maintained by each workstream lead.

11.19.3 Whilst ultimately the OGB is responsible for the management of risk, the overall senior lead officer and workstream leads are responsible for ensuring the risk management process operates effectively. They will make sure operational risks are reviewed on a regular basis by the Deal Senior Management Team and the strategic risks are reviewed by the OGB. Any significant operational or strategic risks would be highlighted to the Board to ensure they remain fully informed.

11.19.4 A memorandum of understanding will be developed by the authorities participating in the Deal to set out arrangements and responsibilities between the authorities to manage financial risks in the event that one or more partners withdraw from the Deal; or targets are not achieved potentially resulting in future payments withheld. A dispute resolution process will also be set out. This agreement will be in place by 31 March 2018 before the first tranche of funding for infrastructure and affordable housing programmes are received.

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Appendix 3 - Oxfordshire Housing and Growth Deal: Equalities Impact Assessment

Date of Initial assessment:	Key Person responsible for assessment:	Date assessment commenced:
<p>2. Background:</p> <p>Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.</p>	<p>The Oxfordshire Housing and Growth Deal (the Deal) is an agreement between the Oxfordshire Growth Board and Government to:</p> <ul style="list-style-type: none"> • accelerate the delivery of planned housing by the provision of necessary infrastructure • provide additional affordable homes • complete a Joint Statutory Spatial Plan (JSSP) • enhance the economic productivity of the county by additional investment <p>The Deal is a high level indicative framework for delivery and each part of the deal will be subject to a full equality impact assessment as part of its consideration and if applicable completion. For example;</p> <ul style="list-style-type: none"> • All infrastructure projects will undergo an assessment process including planning permissions that will require consideration of the impacts of the development. • All additional affordable housing secured through the Deal will have an EqIA as part of the project. In addition the allocation of additional AH will be subject to agreed allocations policies that will have formal EqIA carried out. • The completion of the JSSP will have a full EqIA completed as part of the required Statement of Community Involvement (SCI) • All grants and other initiatives secured through the Productivity strand of the Deal will also be subject to EqIA as part of their approval process. 	
<p>3. Methodology and Sources of Data:</p>		

<p>The methods used to collect data and what sources of data</p>	<p>N/A at this stage- to be detailed in the individual EqlA for each project</p>
<p>4. Consultation</p> <p>This section should outline all the consultation that has taken place on the EIA. It should include the following.</p> <ul style="list-style-type: none"> • Why you carried out the consultation. • Details about how you went about it. • A summary of the replies you received from people you consulted. • An assessment of your proposed policy (or policy options) in the light of the responses you received. • A statement of what you plan to do next 	<p>All strands of the Deal will include as part of their EqlA detail on how relevant parties will be consulted. For example</p> <p>All infrastructure projects will comply with statutory requirements for consultation as part of the planning/approval processes</p> <p>All affordable housing will be secured through the planning process and be subject to the relevant consultation requirements. Once secured any allocation of the additional affordable housing will be subject to an agreed policy that will include a full EqlA as part of its development.</p> <p>The production of the Joint Statutory Spatial Plan will be governed by a Statement of Community Involvement (SCI) that will set out the consultation framework for the Plan.</p> <p>Consideration of appropriate consultation will be part of the Productivity approval process</p> <p>All consultations will be summarised and their impacts fed back into the consideration of the individual projects concerned</p>

<p>5. Assessment of Impact: Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults</p>	<p>Race Neutral</p>	<p>Disability Neutral</p>	<p>Age Neutral</p>
	<p>Gender reassignment Neutral</p>	<p>Religion or Belief Neutral</p>	<p>Sexual Orientation Neutral</p>
	<p>Sex Neutral</p>	<p>Pregnancy and Maternity Neutral</p>	<p>Marriage & Civil Partnership Neutral</p>
	<p>It is not possible at this stage to accurately measure the impact of the Housing and Growth Deal upon specific groups. Two things should be noted</p> <ol style="list-style-type: none"> 1. The Deal brings additional resources to the county, predicated upon the completion of certain agreed delivery milestones. Whilst the Deal has a quantitative aspect – the payment according to the achievement of milestones – these are, for the delivery of infrastructure and affordable housing, indicative milestones that will be subject to further consideration and amendment. Once the projects are established and the project detail is understood, suitable detailed EqIA can and will be completed. 2. For the completion of the Statutory Joint Statutory Spatial Plan- the statutory process includes a full EqIA to be completed when appropriate 		
<p>6. Consideration of Measures: This section should explain in detail</p>	<p>Should detailed EqIA for any of the projects within the Deal demonstrate that there are adverse impacts upon any relevant groups then they will be required to comply with statute and demonstrate</p>		

<p>all the consideration of alternative approaches/mitigation of adverse impact of the policy</p>	<p>mitigations.</p>
<p>6a. Monitoring Arrangements:</p> <p>Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.</p>	<p>The Deal will be undertaken by a bespoke structure to be agreed by the Growth Board and Delivery against the milestones of the Deal will be reported to the Growth Board via a bespoke reporting and performance management structure that will be developed upon the Deal's agreement. This will include a regime of monitoring for equality issues</p>
<p>8. Conclusions:</p> <p>What are your conclusions drawn from the results in terms of the policy impact</p>	<p>The Deal is a substantial initiative for Oxfordshire, the equalities aspects of which will need to be rigorously assessed and mitigated where appropriate. However at this stage there is not enough detail on the Deal's outputs to be able to offer any more than a recognition that equalities impacts will be a key component of the performance management of the Deal as it evolves and that each component of the Deal will require a separate EqIA that will enable that detailed assessment to take place.</p>