

# **Cherwell District Council**

## **Executive**

**7 April 2015**

<p><b>Connecting Oxfordshire: Local Transport Plan (LTP4) 2015-2031 Draft for Consultation</b></p>
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### **Report of Head of Strategic Planning and the Economy**

This report is public

#### **Purpose of report**

To inform members of the consultation by Oxfordshire County Council on the Oxfordshire Local Transport Plan 4; to advise on the potential implications for Cherwell and ask for the endorsement of officers comments as the Cherwell District Council formal response to the consultation.

#### **1.0 Recommendations**

The meeting is recommended:

- 1.1 To note the content of LTP4 relevant to Cherwell and to endorse officers' comments as the Council's response to the consultation. The officer response recommends general support but highlights a number of issues which need to be resolved.

#### **2.0 Introduction**

- 2.1 Oxfordshire County Council as the Local Highways Authority, is required to prepare a Local Transport Plan (LTP) for Oxfordshire. The preparation of the LTP should take into account Oxfordshire County Council's Corporate Strategy, Strategic Economic Plans (Oxfordshire SEP and South East Midlands SEP), national guidance and Local Plans.
- 2.2 Local Transport Plans can be taken into account as 'material considerations' when determining planning applications. The current Local Transport Plan (LTP3) and transport modelling undertaken by Oxfordshire County Council informed the preparation of the modified Submission Cherwell Local Plan 2011-2031.
- 2.3 The current Local Transport Plan covers the period 2011-2030. It contains a number of generic transport policies and a suite of area strategies including those for Bicester, Banbury, Kidlington, Rural Areas and Interurban Corridors. Bicester and Banbury area strategies were updated in May 2014.

- 2.4 The emerging Local Transport Plan (Connecting Oxfordshire), known as 'LTP4' covers the period 2015 – 2031 and contains a Policy Document Volume 1 and a suite of strategies, including: Oxford Transport Strategy, Bicester, Banbury Science Vale, Bicester, Banbury, Witney, Carterton, and A420 Corridor Area Strategies, Science Transit Strategy, and Cycle, Freight and Bus Strategies.
- 2.5 There are a number of other documents forming part of the Local Transport Plan which are under preparation and will be published for consultation during 2015:
- Network Capacity Management Strategy,
  - A40 Strategy,
  - Green Infrastructure Strategy, and
  - Oxfordshire Rights of Way Management Plan.
- 2.6 An Assets Management Plan is listed as part of the Local Transport Plan but was not published alongside the consultation documents.
- 2.7 The steps proposed by Oxfordshire County Council for the preparation and final adoption of the emerging LTP are:
- Consultation on 'High level goals and objectives' (June- August 2014)
  - Consultation on Draft LTP4 and supporting documents including an environmental report (February-April 2015)
  - Revised LTP4 to Oxfordshire County Council Cabinet for final approval in June 2015
  - Final LTP4 to Oxfordshire County Council's Full Council for adoption in July 2015.  
(Source - OCC, Cabinet report 27, January 2015)
- 2.8 In summer 2014, Oxfordshire County Council consulted on higher level objectives for the LTP4. The draft LTP4 subject of this report was published in February 2015 for a 6 weeks public consultation ending on 2 April 2015. OCC officers have agreed to an extension of the timeframe to allow CDC's Executive to consider its response on 7 April.
- 2.9 This report focuses only on those thematic areas of relevance to Cherwell, the Oxford Transport Strategy and the Area Strategies for Bicester and Banbury.

### **3.0 Report Details**

#### *Plan-wide review (LTP4 Volume 1) – content and form*

- 3.1 The current LTP (LTP3) has a clear set up of documents which have been amended over the years as and when circumstances changed in an area. The proposed LTP set up is less clear. It would be helpful if there was a clear distinction of what the LTP4 is and its spatial strategies (i.e area strategies in the LTP3) and what are other strategies and background documents supporting the content of the LTP4. At present, a mix of different documents is presented as forming part of the LTP4. A scope of current and potential documents comprising the LTP4 will help understand what to use as a 'material consideration' when considering planning applications and, inform the preparation of development documents.

- 3.2 The plan covers 3 main themes: supporting growth and economic vitality, cutting carbon and improving quality of life with specific objectives under each theme:

Theme 1: Supporting growth and economic vitality

- Maintain and improve transport connections to support economic growth and vitality across the county.
- Make most effective use of all available transport capacity through innovative management of the network.
- Increase journey time reliability and minimise end-to-end public transport journey times on main routes.
- Develop a high quality, resilient integrated transport system that is attractive to customers and generates inward investment.

Theme 2: Cutting carbon

- Minimise the need to travel.
- Reduce the proportion of journeys made by private car by making the use of public transport, walking and cycling more attractive.

Theme 3: Improving quality of life

- Mitigate and wherever possible enhance the impacts of transport on the local built, historic and natural environment.
- Improve public health and wellbeing by increasing levels of walking and cycling, reducing transport emissions, reducing casualties, and enabling inclusive access to jobs, education, training and services.

- 3.3 A list of the LTP 4 countywide thematic policies is appended to this report (**Appendix 1**).
- 3.4 Policy Document (LTP4, Volume 1) builds to some extent on the May 2014 area strategy updates particularly for Bicester and has, at a high strategic level, a greater emphasis on sustainable transport with thematic policies (LTP4 Volume 1), Cycle, Freight and Bus Strategies (LTP4, Volume 4) and through the area specific strategies. However, without further information how to progress schemes identified in the Area Strategies, it is difficult to see how the high level strategic commitment will be delivered.
- 3.5 Policy Document (LTP4, Volume 1) makes useful links to Oxfordshire's Strategic Economic Plan and funding opportunities for Local Growth Fund through the Oxfordshire Local Enterprise Partnership. However, Cherwell also falls within the South East Midlands Local Enterprise Partnership area, its Strategic Economic Plan (SEP) and potential funding opportunities. The role of the South East Midlands SEP, current or future, does not seem to be recognised in the document potentially missing opportunities for the northern part of Cherwell working with South East Midlands LEP and their investment programmes.
- 3.6 The LTP4 seems southern centric, the emerging Cherwell Local Plan proposes 7,319 new homes at Banbury and 10,129 at Bicester for the period 2011-2031. Although more homes are proposed at Bicester, in recent years Banbury has delivered homes at a higher rate than Bicester, and 7,319 new homes is still a considerable amount of growth with transport implications to match when compared to growth currently proposed in development plans elsewhere in Oxfordshire.

- 3.7 Figures 9, 10, 15 and 16 of Policy Document (LTP4, Volume 1) show the volume of traffic in relation to road capacity of the highway network; none of them show the capacity of the network for the northern most part of the district. Page 4 of the LTP4, indicates that a Network Capacity Management Strategy is being developed, this will come too late to inform the LTP4 policies and it is unclear, as no information on content is available, whether it will contain information on corridors not yet addressed in detail within the Policy Document (LTP4, Volume 1).
- 3.8 We note and support the County Council's approach to prioritise and address areas of change in the County and LTP4's focus on managing sustainable modes of transport to manage transport demand. However, officers are concerned with the overall approach to area strategies for the following reasons:
- i. **A number of Area Strategies in the LTP3 including Kidlington, Rural Areas and Interurban Corridors are not being taken forward to LTP4.**  
Some transport initiatives in an around Kidlington are incorporated within the Oxford Transport Strategy and the Science Transit Strategy which are a different type of document in content and form to those prepared for other areas, and accordingly, not titled 'Area Strategies'.  
  
Although elements of the Interurban corridors Area Strategy in LTP3 may be covered to some extent in the Science Transit Strategy and A420 Corridor Area Strategy, the specific corridors strategies are not being taken forward with identification of their specific challenges and proposed strategic solutions.
  - ii. **The level of detail, format and content of the Oxford Transport Strategy and Science Transit Strategy is different to that of the Area Strategies** for Bicester, Banbury and others contained in the LTP. These strategies bring forward specific interventions for the southern part of Cherwell.
  - iii. **An overarching section is needed on how the different strategies are brought together and how the initiatives relate to relevant ones outside the County such as those led by the Highways Agency and adjoining Local Highways Authorities.** This is done in some instances for Bicester but Policy Document (Volume 1) should be informed by an overall view/analysis of the entire county corridors and their the wider strategic road network outside Oxfordshire.
- 3.9 It seems to officers that the purpose of the Oxford Transport Strategy and Science Transit Strategy is other than that of the LTP Area Strategies and should have been used as emerging background documents rather than being part of the Local Transport Plan. The proposed suit of documents included in the LTP4 again reinforces officers' views on the southern centric approach in the document while considerable growth is proposed in the northern part of Cherwell likely to affect existing LTP3 transport corridors.
- 3.10 Further consultation will be required with Cherwell District Council on transport initiatives affecting the district before proposing them as part of LTP4.
- 3.11 Policy Document (LTP4, Volume 1) refers to the role of Neighbourhood Plans (NPs). There are currently 6 designated Neighbourhood Planning Areas within Cherwell with Neighbourhood Plans at different stages of preparation. The

Examiner Report for the Hook Norton NP was issued in March 2015, consultation on the Bloxham NP ended in February 2015, and Adderbury NP is currently out for consultation. Without a LTP Rural Strategy and no specific direction from the LTP4 for these areas, the concerns are that there will be no guidance for the preparation of the Cherwell Local Plan Part 2 or the Neighbourhood Plans.

- 3.12 A potential solution would be to remove the Oxford Transport Strategy and Science Transit Strategy from the Local Transport Plan and for Oxfordshire County Council to develop Area Strategies for those areas/settlements likely to require intervention. When information is not available because of different timescales on land-use plans progression or other matters, the County Council could save the existing Area Strategies and clearly establish a programme of replacement in the LTP4.
- 3.13 It will be for the County Council as the Local Highways Authority to decide the form and content of the LTP, but its content will be what the Local Planning Authority (Cherwell) will take a view on when deciding whether the LTP is a 'material consideration' through the planning application process.
- 3.14 With regards to Local Plan preparation, it is for the Local Highways Authority to assess and consult on transport proposals that can be integrated within land use plans for the District. The LTP4 process should identify route options to inform the preparation of Local Plan Part 2 and other Land use plans in Cherwell's Local Development Scheme.

*Plan-wide review (LTP4 Volume 1) – Strategic Environmental Assessment (SEA)/Habitats Regulation Assessment (HA) and approach to transport options*

- 3.15 Oxfordshire County Council and Cherwell District Council officers worked closely through the preparation of the emerging Local Plan and set a number of principles for future work within the modified Submission Local Plan and within a Statement of Common Ground. During the Local Plan examination hearings in December 2014, the Inspector, prompted by participants, suggested that the Local Plan should provide more clarity on peripheral routes at Bicester and Banbury. Following consultation with the County Council, Local Plan policy SLE4 was amended as follows:

“Consultation on options for new link and relief roads at Bicester and Banbury will be undertaken through the Local Transport Plan (LTP) review process. Routes identified following strategic options appraisal work for LTP4 will be confirmed by the County Council and will be incorporated in Local Plan Part 2.” (SHMM7, Schedule of Hearing Minor Modifications, February 2015)

- 3.16 Overall, the LTP4 is written as a high level strategic document with the exception of the Oxford Transport Strategy and the Science Transit Strategy and therefore the supporting Strategic Environmental Assessment is set at that level. Options for peripheral routes are listed in Policies BAN1 and BIC1 and their supporting text (LTP4, Volume 2, Banbury and Bicester Area Strategies). However, information in the LTP4 seems to be insufficient to lead to final options once the Local Transport Plan is adopted in summer 2015. It is not clear from the LTP and the accompanying information how the County Council intends to assess the specific options proposed and their social, economic and environmental impacts. Neither is clear at what point route options will be made final and implemented.

- 3.17 The SEA accompanying the LTP4, indicates as part of its mitigations and enhancement measures that detailed assessment at project level should be undertaken to inform specific routes, siting of development and mitigation requirements.
- 3.18 The County Council should consult on options presented in time to inform a final LTP4 document or at the very least commit to a process of selection of transport initiatives with set timescales.

*Plan-wide review (LTP4 Volume 1) – Approach to funding and delivery*

- 3.19 With regard to funding transport improvements (paragraphs 200 to 205 and Policy 34 of Volume 1), the LTP4 refers to Government funding sources now being pooled into a single Local Growth Fund with Local Enterprise Partnerships responsible for deciding investment priorities. The County Council prepares bids for each scheme that then are in competition with other LEPs' schemes across the country. In these circumstances, it would be sensible for Oxfordshire to maximise funding opportunities (while avoiding double counting) by building on the relevant economic priorities from both LEPs.
- 3.20 Although the Policy Document (LTP4, Volume 1) has an approach which seems consistent with national policy in terms of funding infrastructure, the area strategies seem to rely on a tariff style contribution from development and other sources of funding are presented as a potential source. CIL is designed to provide for funding gap and planning obligations to mitigate the impact of development with a limit of five planning obligations being pooled to fund one scheme of infrastructure. Other sources of funding should also be looked at.
- 3.21 An implementation plan accompanying the LTP4 providing information on schemes, delivery and sources of funding with an element of certainty for the early stages of LTP delivery would help ensure proposals are delivered. It would also help ensure that there is certainty in the content of the LTP with perhaps a schedule of updates. This may be the aim of the Asset Management Plan but at this point officers have no information on its content.

*Bicester Area Strategy (LTP4, Volume 2 section ii)*

- 3.22 The area strategy for Bicester has 4 policies addressing (not full policy text):
- i. improvement of access and connections between key employment and residential sites and the strategic transport system **(BIC1)**,
  - ii. reducing journeys by private car by implementing a Sustainable Transport Strategy **(BIC2)**,
  - iii. increasing people's awareness of the travel choices available in Bicester **(BIC3)**,
  - iv. mitigating the cumulative impact of development and implementing the measures identified in the Bicester area transport strategy **(BIC4)**.
- 3.23 These policies contain a number of specific transport initiatives. An extract of the proposed initiatives is appended to this report **(Appendix 2)**.
- 3.24 Policy BIC 1 proposes a number of road, bus and transport initiatives including reviewing key county road links out of Bicester.

- 3.25 In addition to the proposed initiatives, the policy proposes investigating '*options for a South East Perimeter Road from the A41 north of Junction 9, round to the south of Graven Hill and then crossing the A41 to form a new link up to Wretchwick Way*'. A section will be delivered through the Graven Hill development, and the LTP4 proposes two route options to connect westwards from Graven Hill to the A41 subject to further assessment and public consultation and decision process.
- 3.26 The policy acknowledges the Government's announcement for Bicester Garden Town and points out the need to assess the implications of a new motorway junction near Arcott in terms of its impact on the need for a south east perimeter road.
- 3.27 BIC 1 sets a long term aspiration (post 2031) for possible future improvements to the peripheral route may include a potential new link road to the north of the NW Bicester site subject to assessment and viability and opportunities to safeguard a route if they arise.
- 3.28 Officers welcome Policy BIC 1 emphasis on further assessment and consultation on the element of the South east perimeter road connecting Graven Hill with the A41, and the acknowledgement of Garden Town initiatives. Future transport initiatives should take into account the implications of a potential new motorway junction but this should not prevent the County Council to make clear what the most sustainable and feasible option for the most southern end of the South East peripheral route is, and what the most sustainable option would be with a new motorway junction in the future.
- 3.29 The time scale for the peripheral route options (after 2024), would allow for the consideration of a potential new motorway junction as the Garden Town project develops. However, an element of certainty is required to be able to plan for and safeguard land if required as part of CDC's Local Plan Part 2.
- 3.30 Consultation on options should inform the final LTP4. In addition, an implementation plan illustrating further work to implement its proposals with timescales will provide a greater element of certainty to help community engagement and integration of transport initiatives within land-use plans.
- 3.31 No modelling information is provided within the consultation documents but OCC and Cherwell worked very closely together on the transport modelling supporting the Local Plan examination in December 2014. Any future initiatives post 2031 should be assessed comprehensively with all options in mind. Indicating a potential option for further assessment post 2031 (a potential new link road to the north of the NW Bicester site raises expectations without all necessary information being available). Officers do not have a concern with mentioning this scheme as an example but it should be clear that prioritisation of transport initiatives will be set within a wider assessment of all reasonable options when the time comes.
- 3.32 The reviewing of key county road links out of Bicester, including those that cross the county boundary as part of Policy BIC1 is welcomed but this should be done for all Area Strategies and supported by an overarching section in the Policy Document (LTP4, Volume 1).

3.33 Policy BC4 relies on private sector funding to deliver transport initiatives. An implementation plan will be crucial to understand how this will work within a framework that limits the pooling of S106s to 5 to any given infrastructure scheme and a CIL system which is only intended to provide for gap funding. CDC and OCC officers will work together as part of the Cherwell Infrastructure Delivery Plan and Local Plan Annual Monitoring Framework but the approach to implementation of LTP4 initiatives needs to be set out in the LTP4. This will help ensure that Bicester schemes are incorporated within bids for the Local Growth Fund through the Local Enterprise Partnership and with other sources of funding.

*Banbury Area Strategy (LTP4, Volume 2 section ii)*

3.34 The area strategy for Banbury has six policies addressing the following not full policy text):

- i. seeking opportunities to deliver transport schemes to support the regeneration and growth and protect the historically sensitive areas of the town **(BAN1)**,
- ii. delivering infrastructure and junction improvements to support increased bus use focusing particularly on direct links between residential areas, key employment sites and the town centre **(BAN2)**,
- iii. revitalising the railway station and improving pedestrian, cycle and bus access to the station **(BAN3)**,
- iv. working in partnership with others including Cherwell to provide facilities for pedestrians and cyclists and fill in the gaps in the walking and cycling network, including Public Rights of Way **(BAN4)**,
- v. securing Travel Plans; Delivery & Servicing Plans and monitoring contributions **(BAN5)**, and
- vi. seeking delivery of infrastructure directly by developers to mitigate impact of one development (S728 Agreements) and when the impact is generated by more than one development, a contribution proportional to the scale of their impact. County working towards a Transport Contribution rate for developer funding **(BAN6)**.

3.35 An extract of transport initiatives is appended to this report **(Appendix 2)**.

3.36 Officers welcome the reference in BAN 1 to a potential link road crossing from Tramway to Higham Way but this falls short of the wording agreed at the Local Plan examination in which options would be consulted upon through the LTP review process. This is required to understand whether the road is needed, and if so, which route should be taken forward. It is acknowledged that some Banbury potential schemes may be less advanced to take forward to consultation at this moment in time than those at Bicester. If this is the case, it should be acknowledged in LTP4 with a commitment to assessment and consultation in the Policy, and timescales set out in an implementation plan or other document. Certainty on transport initiatives with land-use implications will be required for the preparation of Local Plan Part 2 and other land-use plans set out in the Local Development Scheme.

3.37 Policy BAN 2 provides the focus for bus improvements at Banbury and sets out specific initiatives including reviewing the need for a bus station in Banbury, and rejuvenating and/or relocating the existing Bus Station. This is a similar scenario as the potential link road in which no programme for the assessment of the options or how the final approach will be reached. There is a need for a commitment to



assessment of the options, consultation in the Policy and timescales set out in an implementation plan or other document. Certainty on transport initiatives with land-use implications will be required for the preparation of Local Plan Part 2 and other land-use plans set out in the Local Development Scheme.

- 3.38 The Area Strategy recognises that the current cycle network at Banbury *'is fragmented and does not encourage people to consider cycling'*. Policy BAN 4 commits the County Council to work with others to fill in gaps in walking and cycling but does not detail areas for intervention or how the policy would be taken forward. At Bicester the Sustainable Transport Strategy provides a framework to deliver sustainable travel, without such framework at Banbury and no further direction in Policy BAN4, it is difficult to see how the aims of the policy can be delivered.
- 3.39 Banbury's Area Strategy would benefit from a review of key county road links out of Banbury, including those that cross the county boundary. It would also benefit from further support from an overarching section in the Policy Document, Volume 1 setting the links between county link road initiatives and those undertaken by other Local Highways Authorities and National programmes.
- 3.40 Policies BAN5 and BAN6 set out the County Council's approach to funding the transport initiatives for this strategy and officer comments provided above for Bicester also apply to Banbury.

*Oxford Transport Strategy (OTS) (LTP4, Volume 2)*

- 3.41 The current LTP (LTP3) has an area strategy for Oxford, last updated in 2012. The emerging LTP4 contains an Oxford Transport Strategy with no policies (refer to earlier comments in this report) but proposing interventions within the administrative boundaries of Cherwell District Council in the Oxford Green Belt. These interventions include:
- i. New Park & Ride (P&R) locations East of Kidlington and Langford Lane replacing Water Eaton and Peartree P&Rs
  - ii. Rail to Oxford Parkway (Water Eaton), Banbury and Bicester (North and Town)
  - iii. Premium bus route to Kidlington P&R linked to Bicester P&R and Bicester Town Rail Station
  - iv. Bus Rapid Transit 1 and 3: 2 lines connecting different parts of Oxford with Oxford Parkway, Kidlington and Langford Lane P&R and airport
  - v. Cycle Super Route- Priority for cycle route improvements regarding links to and between Northern Gateway and Oxford Parkway
  - vi. Cycle Premium Route – City Centre to and through Kidlington (based on an interpretation of the cycling map in page 20)
  - vii. Technology schemes (HA funded) on the A34 from Abingdon to new proposed Kidlington P&R (such as variable message signs and variable speed limits)
  - viii. Link Road within Northern Gateway
  - ix. Link Road as part of Northern Gateway to the north of the A34
  - x. Junction improvements at Sainsbury's roundabout, (the nature of improvements are unclear)
  - xi. Capacity improvements at the A34 Peartree interchange (HA project).

- 3.42 Page 1 of OTS illustrates the area covered by the strategy in a schematic form and it is difficult to know which administrative boundaries apply to but it seems to include some areas to the north of Oxford within Cherwell and the Oxford Green Belt.
- 3.43 Page 2 presents a bar chart comparing Local Plan 2011 growth with the Strategic Housing Needs Assessment 2014 figures for Oxford. The challenge presented in pages 4 and 5 (Challenge 6 of the OTS) illustrates that housing demands are not being met and provides some guidance to location of development to manage transport demand. However, growth is set within land use plans and at this moment in time the only Local Plan for Oxford is the 2011 one.
- 3.44 Figures in pages 10,12 and 25 mark the location of existing and new P&Rs, 2 of the new P&Rs are in Cherwell District within the Oxford Green Belt: the Langford Lane and Kidlington East areas. These are presented to illustrate improvements to mass transit (rail, buses and coaches), and managing travel demand. Figure in page 25 includes 2 link roads: one within the Northern Gateway development and another to the north of the A34.
- 3.45 Page 14 of the OTS indicates that the closure of the existing park and ride sites presents the opportunity for their redevelopment, with the potential to accommodate various land uses.
- 3.46 Map figure in page 20 illustrates a cycle super route and cycle premium route to the railway station currently under construction by the Water Eaton Park & Ride within Cherwell.
- 3.47 The District Council should be formally consulted on any initiatives relating to the areas shown in the OTS before any initiatives are included in the LTP4. Also, strategic consistency would be enhanced if the Oxfordshire Growth Board were to give consideration to any proposals as County-wide work on the delivery of Oxfordshire unmet housing need has now commenced.
- 3.48 The level of growth to be accommodated within Oxford, location and in which plan is yet to be assessed. Conclusions in the OTS regarding implications of the comparative growth presented in page 2 cannot be reached without knowing where that growth will take place unless that assumption has already been made.
- 3.49 Oxfordshire County Council should have regard to NPPF paragraph 90 regarding Green Belt development. Very Special Circumstances would not need to be demonstrated provided proposals would preserve the openness and not conflict with the purposes of the Green Belt, and could demonstrate a requirement for a Green Belt location. There is no text supporting the slide so officers cannot comment on whether such justification has been sought by the County Council.
- 3.50 At this moment, there are is no spatial dimension/location of growth which could be used to model any transport initiatives. Any transport initiatives in the Kidlington area or the rural areas should be shown within transport area strategies for those areas but the LTP4 does not propose them.
- 3.51 The OTS as presented should not be taken as consultation on initiatives to be taken forward in the LTP4 but as an initial consultation stage subject to further local consultation.

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

- 4.1 The draft LTP4 is expected to be adopted by summer 2015. While officers note and support the County Council's approach to prioritise and address areas of change in the County and the focus on managing sustainable modes of transport to manage transport demand, officers have a number of significant concerns that need to be addressed. In its current form draft LTP4 does not provide a comprehensive strategy which clearly sets out what the LTP4 is meant to comprise now and what it will cover in the future. It does not address transport implications required to inform Local Plan Part 2 (Development Management Policies, Non-Strategic allocations across the District including the rural areas) nor other land-use plans in the Local Development Scheme and emerging Neighbourhood Plans.
- 4.2 The LTP4 seems southern centric (apart from the Banbury Area Strategy), more could be done within LTP4 Volume 1 to reflect corridors and economic priorities in the northern part of Cherwell and connections outside the County boundaries.
- 4.3 The LTP4 approach to transport options does not clearly set out how the County Council intends to assess the specific options proposed and their social, economic and environmental impacts.
- 4.4 Without a clear program to finalise options and an implementation plan, it is unclear how the policy objectives for sustainable transport and specific transport initiatives will be delivered and how this is going to inform Cherwell's local plan process.

## **5.0 Consultation**

Internal briefing: Councillor Michael Gibbard, Lead Member for Planning

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

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

Option 1: Not to comment on the LTP4 consultation. The adoption of a LTP4 in its current form would reduce its effectiveness as a material consideration to be used when deciding planning applications and would not inform key land use decisions as part of forthcoming Local Development Documents in Cherwell.

Option 2: Object to LTP4. There may be scope to work with the County Council to address the shortcomings of the LTP4.

## **7.0 Implications**

### **Financial and Resource Implications**

- 7.1 There are no direct resource implications for CDC from the preparation of the LTP4. But, delayed infrastructure provision may slow the delivery of strategic housing and employment sites with a consequential loss of national funding incentives such as business rates retention.

Comments checked by: Paul Sutton, Head of Finance and Procurement, 0300-003-0106, [Paul.Sutton@cherwellandsouthnorthants.gov.uk](mailto:Paul.Sutton@cherwellandsouthnorthants.gov.uk)

### Legal Implications

- 7.2 As the LTP is a 'material consideration' in the determination of planning applications, a close alignment between the priorities of the LTP and the Cherwell Local Plan is essential.

Comments checked by: Nigel Bell, Team Leader – Planning, 01295 221687  
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## 8.0 Decision Information

### Key Decision - No

**Financial Threshold Met:** No

**Community Impact Threshold Met:** No

### Wards Affected

All

### Links to Corporate Plan and Policy Framework

District of Opportunity  
Safe and Healthy  
Cleaner Greener

### Lead Councillor

Councillor Michael Gibbard, Lead Member for Planning

## Document Information

Appendix No	Title
Appendix 1	List of Oxfordshire-wide thematic policies
Appendix 2	List of Area Strategy Policies for Bicester and Banbury (extracts only)
Appendix 3	Indicative transport infrastructure and bus network at Bicester and Banbury
Background Papers	
None	
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## Appendix 1 – Oxfordshire-wide thematic polices

LTP4 Policy	Policy Description
1	Oxfordshire County Council will work to ensure that the transport network supports sustainable economic and housing growth in the county, whilst protecting its environmental and heritage assets, and supporting the health and wellbeing of its residents.
2	OCC will work in partnership with the Local Enterprise Partnership and developers to meet the objectives of the plan and seek external funding to support the delivery of transport infrastructure priorities as set out in the SEP, City Deal and Local Investment Plan.
3	Oxfordshire County Council will encourage the use of modes of travel associated with healthy and active lifestyles and will improve built and green infrastructure to support greater levels of walking and cycling.
4	Oxfordshire County Council will prioritise the needs of different types of users in developing transport schemes or considering development proposals, taking into account road classification and function/purpose, and the need to make efficient use of transport network capacity.
5	Oxfordshire County Council will consult from an early stage in the development of schemes and initiatives so that the needs of individuals, communities and all groups sharing a protected characteristic under the Equalities Act 2010 are considered and, where appropriate, acted upon.
6	Oxfordshire County Council will target new investment and maintain transport infrastructure to minimise long term costs.
7	Oxfordshire County Council will publish and keep updated its policy on prioritisation of maintenance activity: this will be set out in the Highways Asset Management Plan.
8	Oxfordshire County Council will manage and, where appropriate, improve and extend the county's road network to reduce congestion and minimise disruption and delays, prioritising strategic routes.
9	Oxfordshire county Council will support the use of a wide range of data and information technology to assist in managing the network and influencing travel behaviour, and work with partners to ensure that travel information is timely, accurate and easily accessible in appropriate formats for different user groups.
10	Oxfordshire County Council will manage the parking under its control and work with district councils to ensure that overall parking provision and controls support the objectives of local communities and this Plan.
11	Oxfordshire County Council will support initiatives to increase the proportion of freight carried by rail, and will identify suitable routes for freight movement by road and, where appropriate, implement measures to support the use of these routes, balancing the needs of businesses with protection of the local environment and maintenance of the highway network.
12	Oxfordshire County Council will identify those parts of the highway network where significant numbers of accidents occur over a monitoring period of five years, and propose engineering solutions where these would be effective in helping to prevent accidents.
13	Oxfordshire County Council will work with partners to support road safety campaigns and educational programmes aimed at encouraging responsible road use and reducing road accident casualties, and will keep speed limits under review, including giving consideration to the introduction of 20mph speed limits and zones.
14	Oxfordshire County Council will carry out targeted safety improvements on walking and cycling routes to school, to encourage active travel and reduce pressure on school bus transport.
15	Oxfordshire County Council will work with partners and particular sections of the community to identify how access to employment, education, training and services can be improved, particularly for those with disabilities or special needs, or who otherwise have difficulties in walking, cycling or using public transport, or for people

	without access to a car.
16	Oxfordshire County Council will support the development and use of community transport to meet local accessibility needs.
17	Oxfordshire County Council will promote the use of low carbon forms of transport, including electric vehicles and associated infrastructure where appropriate
18	Oxfordshire County Council will work to reduce the carbon footprint of transport assets and operation where economically viable, taking into account energy consumption and the use of recycled materials.
19	Oxfordshire County Council will seek to ensure that the location, layout and design of new developments minimise the need for travel, encourage walking and cycling for local journeys and leisure, allow the developments to be served by high quality public transport and will support the development of travel plans to achieve this.
20	Oxfordshire County Council will <ul style="list-style-type: none"> <li>• Secure transport improvements to mitigate the cumulative adverse transport impacts from new developments in the locality and/or wider area, through financial contributions from developers or direct works carried out by developers</li> <li>• Identify the requirement for passenger transport services to serve the development and seek developer funding for these to be provided until they become commercially viable,</li> <li>• secure works to achieve suitable access to and mitigate against the impact of new developments in the immediate area, generally through direct works carried out by the developer</li> <li>• require that all infrastructure associated with the developments is provided to appropriate design standards and to appropriate timescales</li> <li>• set local routeing agreements where appropriate to protect environmentally sensitive locations from traffic generated by new developments</li> <li>• seek support towards the long term operation and maintenance of facilities, services and selected highway infrastructure from appropriate developments, normally through the payment of commuted sums ensure that developers promote sustainable travel for journeys associated with the new development</li> </ul>
21	Oxfordshire County Council will support the development of air travel services and facilities that it considers necessary to support economic growth objectives for Oxfordshire.
22	Oxfordshire County Council will record, maintain, improve and waymark the public rights of way network so that all users, including cyclists and horse riders, are able to understand and enjoy their rights in a safe and responsible way.
23	Oxfordshire County Council will support appropriate opportunities for improving towpaths along the waterways network, for local journeys and leisure, where it would not harm the ecological value of the area or waterway network.
24	Oxfordshire County Council will work with operators and other partners to enhance the network of high quality, integrated public transport services, interchanges, and supporting infrastructure, and will support the development of quality Bus Partnerships and Rail Partnerships, where appropriate.
25	Oxfordshire County Council will work with the rail industry to enhance the rail network in Oxfordshire and connections to it, where this supports the county's objectives for economic growth.
26	Oxfordshire County Council will work with partners towards the introduction and use of smart, integrated ticketing solutions for a range of transport services.
27	Oxfordshire County Council will work to reduce negative environmental impacts of the operation of the transport network, and where possible provide environmental improvements, particularly in Areas of Outstanding Natural Beauty, Conservation Areas and other areas of high environmental importance.
28	Oxfordshire County Council will work with partners to improve public spaces and de-clutter the street environment.
29	Oxfordshire County Council will classify and number the roads in its control to direct traffic, particularly lorry traffic, onto the most suitable roads as far as is practicable.
30	Oxfordshire County Council will help reduce the need to travel by seeking further

	opportunities to improve internet and mobile connectivity across Oxfordshire and supporting other initiatives that enable people to work at or close to home, and will work in partnership with service delivery organisations to influence the location of key services where possible
31	Oxfordshire County Council will support measures that make more efficient use of transport network capacity by reducing the proportion of single occupancy car journeys and encouraging a greater proportion of journeys to be made on foot, by bicycle, or by public transport.
32	Oxfordshire County Council will continue to provide support for bus services it considers socially necessary, where these cannot be provided commercially, and will develop a strategy for determining where this is applicable.
33	Oxfordshire County Council will work with district councils to develop and implement transport interventions to support Air Quality Action Plans by reducing harmful emissions from vehicles where feasible, giving priority to measures which also contribute to other transport objectives.
34	Oxfordshire County Council will support the development of Neighbourhood Plans (as outlined in its published Toolkit) and seek to influence neighbourhood plans with a view to ensuring consistency with the Local Transport Plan. Where a Neighbourhood Plan has been adopted, the Council will seek funding to secure the Plan's transport improvements from local developments and the Community Infrastructure Levy as appropriate.
35	Oxfordshire County Council will support the research, development and use of new technologies and initiatives that improve access to jobs and services, taking into account their environmental impact and fit with the other objectives of LTP4.

**Source:** Table 1.1 LTP4's SEA Policy Assessment

**Appendix 2 – Extracts from proposed Bicester and Banbury policies** (Full policies contained in LTP4 Area Strategies Volume ii)

**Extract of transport initiatives in Policy BIC 3**

- Continuing to work with the Highways Agency to improve connectivity to the strategic highway, including future proposals for the A34, Junctions 9 and 10 of the M40.
- Delivering effective peripheral routes around the town.

Western peripheral corridor:

- Increasing capacity at the Howes Lane / Bucknell Road junction and approaches
- Enabling a new more efficient junction with the rail-line
- Improvements to the Lord's Lane / B4100 roundabout

Eastern peripheral corridor:

- Improvements to the Buckingham Road / A4221 junction
- Implementing increased link capacity on the A4421 between the Buckingham Road and Gavray Drive
- A new link through the South East Bicester development site

Southern peripheral corridor:

- Improvements to Boundary Way

Investigating options for a South East Perimeter Road from the A41 north of Junction 9, round to the south of Graven Hill and then crossing the A41 to form a new link up to Wretchwick Way. The Graven Hill development will deliver the section round to the south of this site, joining the A41 at the Pioneer Road junction. There are two route options to connect westwards from Graven Hill to the A41 which need fully assessing and taking through a public consultation and decision process.

- The Garden Town proposal for a new motorway junction near Arncott also needs to be assessed in terms of its impact on the need for a south east perimeter road.

- Possible future improvements to the peripheral route may include a potential new link road to the north of the NW Bicester site. Although not required during the timeframe of the Area Strategy, assessment and viability will be undertaken and opportunities to safeguard a route will be taken if they arise

- Working closely with the rail industry to deliver solutions at the Charbridge Lane level crossing affected by the East West Rail Project.



- Working closely with the rail industry and the Department for Transportation to develop a solution to the likely restrictions affecting the London Road as a result of the East West Rail project.
- Supporting the proposals to secure a potential freight interchange at Graven Hill and working with the district and developers to achieve this.
- Working collaboratively on longer term aspirations to rationalise rail station locations within the wider Bicester area.
- Delivering a Park & Ride facility adjacent to the A41, close to the Vendee Drive junction.
- Reviewing key county road links out of Bicester, including those that cross the county boundary.

### **Extracts of transport initiatives in Policy BIC2**

- Implementing Bicester town centre highway modifications.
- Enhancing pedestrian, cycle and public transport links to the Bicester Town Station and Bicester North Station and key employment sites.
- Use the opportunities offered by the redevelopment of Bicester Town Railway Station to create a 'state-of-the-art' multi-modal interchange
- Improving Bicester's bus services along key routes to connect residential areas with existing and future employment centres, particularly Graven Hill, North West Bicester, the Launton Road Industrial estate, Bicester Business Park, South-East Bicester and North-East Bicester Business Parks.
- Providing bus priority where feasible to ease movements – in particular there is the need to find a solution to issues at the Bucknell Road / Field Street junction which is proposed to become an important bus route as North West Bicester builds out.
- Significantly improving public transport connectivity with other key areas of economic growth within Oxfordshire, through access to high-quality, high frequency services on the core network between Bicester, Oxford, Banbury, Witney and Science Vale
- Growth at Upper Heyford will need to be considered in terms of improved public transport frequency and connectivity with Bicester.
- Providing improved public transport infrastructure where there are identified needs arising from strategic development sites and working with Bicester Town Council to enhance passenger information at strategic locations, and potential bus priority measures.
- Improving access to Bicester Village.
- Providing new sections of urban pedestrian and cycle routes to better connect residential developments with the town centre and key employment destinations.
- Public realm improvements in Bicester Market Square and The Causeway t

- Securing green links between proposed development sites on the outskirts of the town and existing Public Rights of Way, providing a series of leisure / health walks.

### **Extracts of transport initiatives in Policy BIC3**

- Undertaking travel promotions and marketing measures to complement the wider Bicester Vision place-making initiatives
- Developing a coordinated parking strategy in partnership with Cherwell District Council
- Discourage undesirable routing of traffic by developing a signage strategy, improving the directional signage on the town's road network by directing strategic traffic away from the town centre.

### **Encouraging changes in travel behaviour through Smarter Choices**

- Coordinated information and advance notice of construction closures and traffic related issues
- The North West Bicester development site will provide new approaches to transport, including a heavy emphasis on sustainable modes and travel choice advice, as well as early provision of bus services and cycle routes.

### **Extracts of transport initiatives BIC4**

- Secure strategic transport infrastructure contributions from all new development based on the contribution rate per dwelling or per m2 for non-residential developments
- Secure strategic public transport service contributions for new or improved public transport services as well as bus stop infrastructure to support sustainable development.

### **BAN1 – We will seek opportunities to deliver transport schemes which will support the regeneration and growth of Banbury to 2031 and protect the historically sensitive areas of the town through:**

- **Traffic calming along A361 the South Bar Street/ Horsefair corridor.**
- **Promotion of Bankside .**
- **Bridge Street/ Cherwell Street improvements.**
- **Bloxham Road (A361)/ South Bar Street improvements.**
- **Increasing the capacity of junctions along Warwick Road (B4100).**
- **Hennef Way/ Southam Road improvements.**
- **Hennef Way/ Concord Avenue improvements,**
- **Hennef Way/ Ermont Way improvements.**
- **Ermont Way/ Middleton Road improvements.**
- **Provision of a link road from Higham Way to the Central M40 site.**
- **Provision of A361 Bloxham Road to A4260 Oxford Road Link Road.**

- Provision of a link road east of M40 Junction 11 (Overthorpe Road to A422), if required.
- Potential link road crossing from Tramway to Higham Way.
- Reviewing the highway signage on routes into the town centre to sign north-south through-traffic away from sensitive areas of the town centre and promote appropriate route choices at key decision making junctions, especially on Oxford Road A4260.
- Car park review and improvements, and provision of car park matrix signs.

**BAN2 – We will work closely with Cherwell District Council and other strategic partners to deliver infrastructure and junction improvements to support increased bus use in Banbury. This will focus particularly on the provision of direct links between existing and proposed residential areas, key employment sites and the town centre by:**

- Delivering short, medium and long term infrastructure improvements in the town centre to support quicker and more reliable bus journeys.**
- Reviewing and developing the town’s bus network and enhancing existing bus services/ providing additional services, with the long term aim for services to reach full commercial viability. Service enhancements will be funded through developer contributions. Developing inter-urban services through enhancement of existing bus services or providing new services.**
- Working with public transport operators to ensure the public has access to high quality public transport infrastructure and passenger information.**
- Reviewing the need for a bus station in Banbury, and rejuvenating and/or relocating the existing Bus Station**

**BAN3 - We will strengthen Banbury’s position on the rail network through revitalising the railway station and improving pedestrian, cycle and bus access to the station.**

- **We will work with our strategic partners to develop Banbury Station as a transport interchange. This is likely to involve re-designing the station forecourt to create an interchange that will feature a taxi rank, better cycle facilities (including cycle storage), and more pedestrian space, with improved public realm giving a sense of arrival.**
- **We will improve walking, cycling and public transport links to the station in order to meet future demand and to better connect the station to the town**

**BAN 4 - We will work closely with Cherwell District Council and other strategic partners, local users and developers to provide facilities for pedestrians and cyclists and we will work to fill in the gaps in the walking and cycling network, including Public Rights of Way.**

**BAN 5 - Travel Plans; Delivery & Servicing Plans; and Construction Logistics Plans will be secured for all new developments that meet OCC’s thresholds. Travel Plan/ DSP monitoring contributions will be secured.**

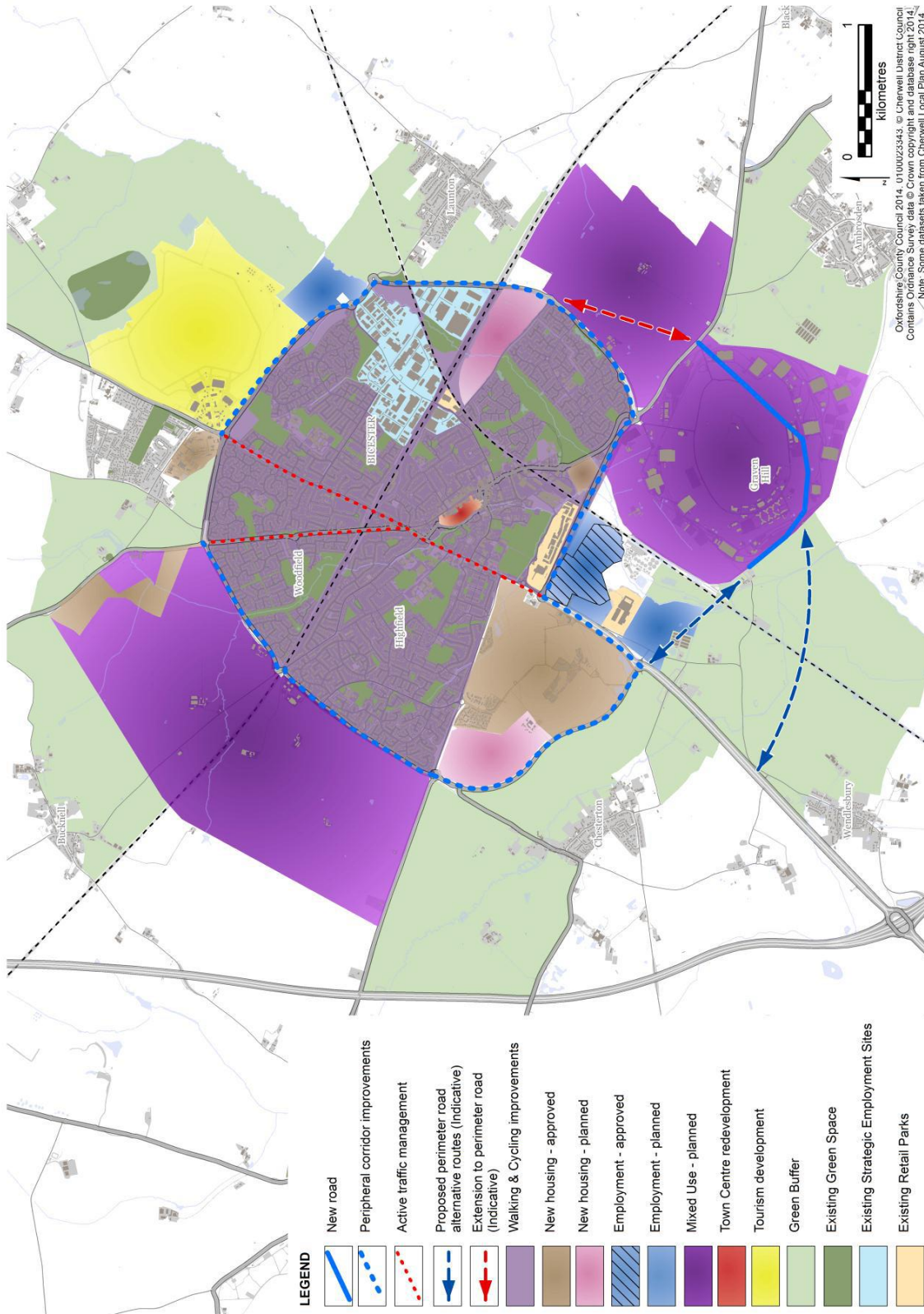
**This policy supports delivery of the Sustainable Transport Strategy.**

**BAN 6 - Where schemes are needed to mitigate one particular development, the developer will be expected to deliver the infrastructure directly, or**

**provide funding for the scheme. Where a scheme is required due to the impact of more than one development, each developer will be expected to make a contribution proportional to the scale of their impact. This will include contributions towards infrastructure improvements set out in Cherwell District Council's Infrastructure Delivery Plan for Banbury, as well as bus service enhancements and infrastructure improvements.**

Oxfordshire County Council is working towards establishing a strategic Transport Contribution rate for developer funding, which will be adopted in a future update of this strategy.

# Appendix 3 Indicative transport infrastructure and bus network at Bicester and Banbury

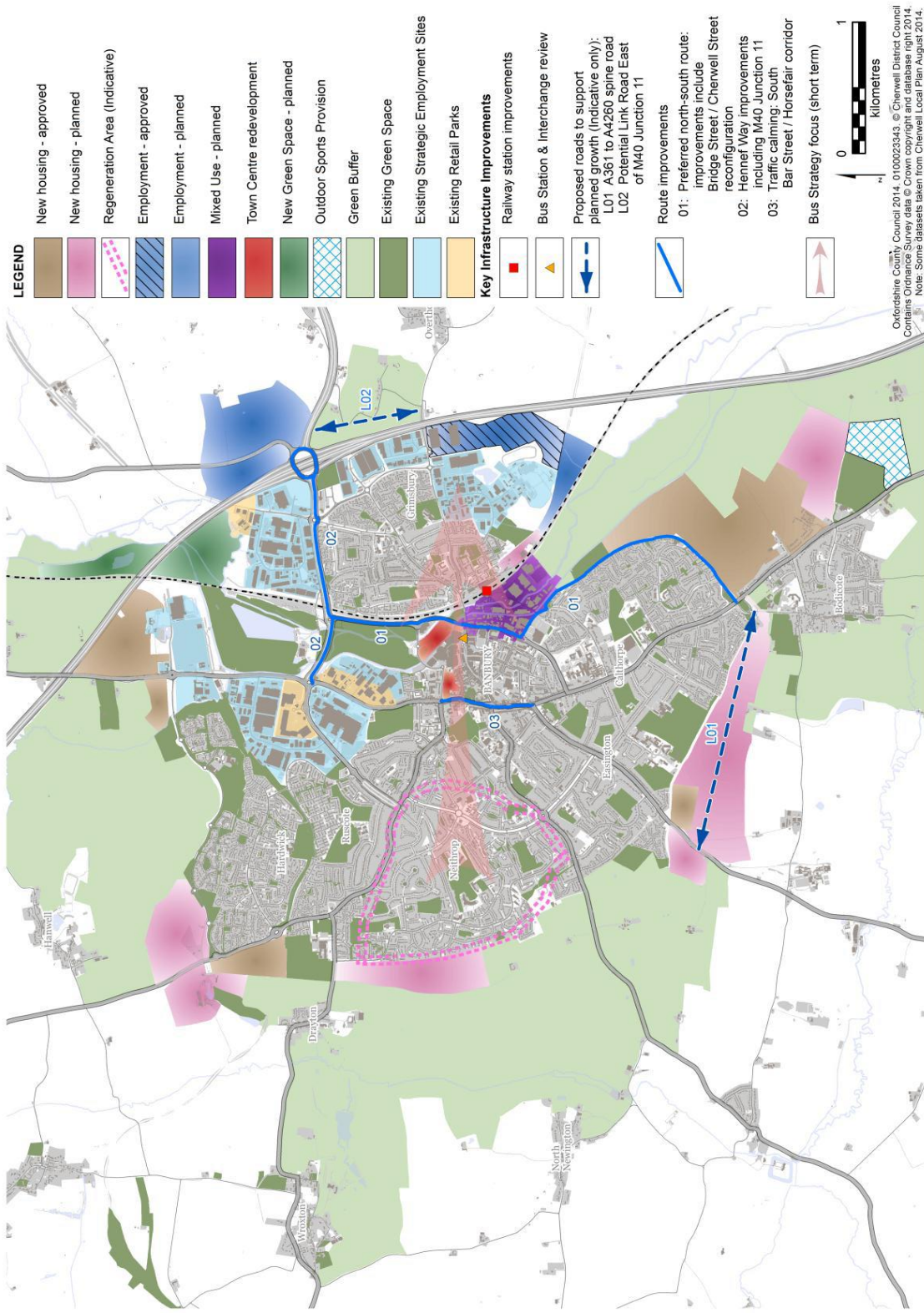


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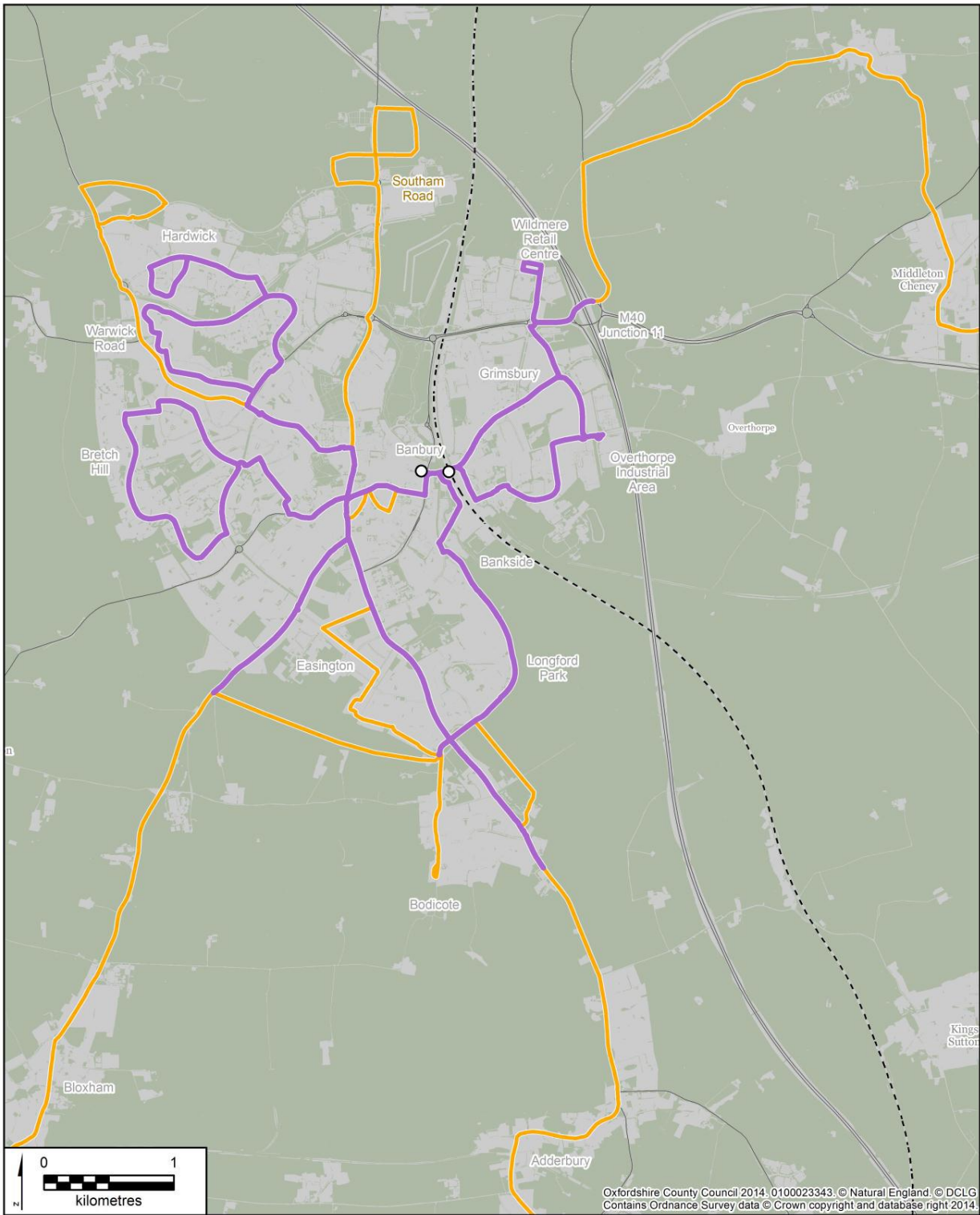






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*Banbury Figure 2: Indicative Banbury strategic bus network*