

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

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Issues Consultation

January 2016

Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE

Cherwell Local Plan Part I - Partial Review - Issues Consultation

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I Introduction

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1.10 His Non-Technical Summary records:

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

Box 1

Duty to Cooperate

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

What commitment has Cherwell made?

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

Box 2

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

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

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

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

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

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

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

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

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

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

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

What countywide work is being undertaken?

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

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

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

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

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

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

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

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

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

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

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

What are we consulting on now?

1) Identifying Issues

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

2) 'Call for Sites'

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

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

1.26 Site submissions must be accompanied by a map and a completed Site Submission form available at www.cherwell.gov.uk/policypublicconsultation

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

3) Strategic Environmental Assessment / Sustainability Appraisal

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

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

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

Box 3

How you can comment

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

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

planning.policy@cherwell-dc.gov.uk

Or by post to:

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

2 Background

Cherwell Local Plan Part I

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

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

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

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

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

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

The Level of Housing Need in the Oxfordshire Housing Market Area

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

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

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

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

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

What is the Level of Unmet Housing Need?

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

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

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

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

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

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

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

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

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

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

2.13 The report presented to the Growth Board stated:

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

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

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

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

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

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

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

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

Question 1

Cherwell's Contribution to Oxford's Housing Needs

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

Relationship between Housing Needs and Other Needs

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

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

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

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

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

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

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

Question 2

Providing for Employment

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

Planning and Development in Oxford City

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

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

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

7 http://www.oxford.gov.uk/PageRender/decP/Core_Strategy_occw.htm

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

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

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

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

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

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

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

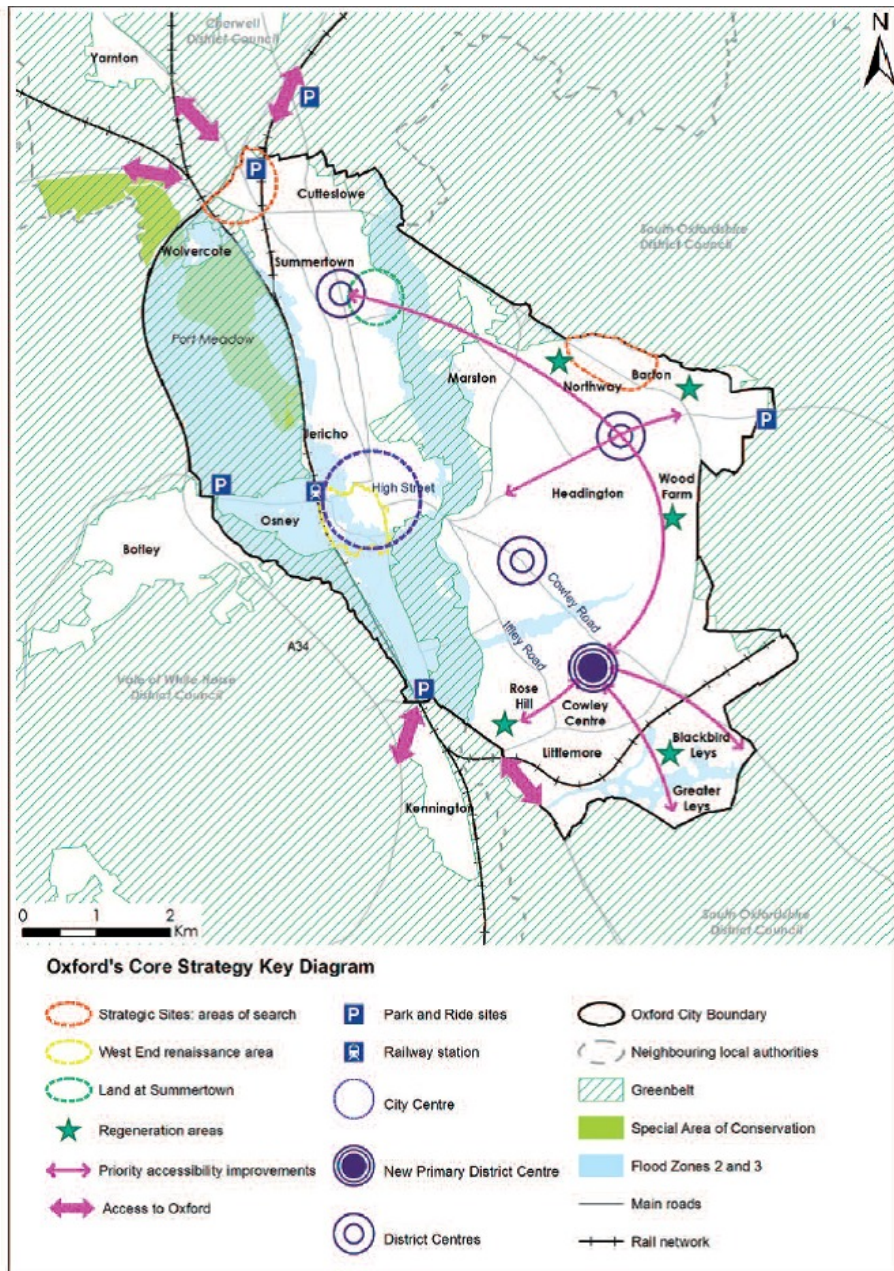
- West End (part of the city centre): 700-800 dwellings, 35,000sqm office and retail, hotel, student accommodation
- Northern Gateway: 90,000sqm employment development linked to the 'knowledge economy', now with 500 dwellings, local scale retail, and a hotel (as per the Northern Gateway Area Action Plan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

Question 3

Oxford's Key Issues

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

Source: Oxford City Council Core Strategy, 2011



3 The Cherwell Context

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

Cherwell District

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

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

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

Cherwell's Growth Strategy

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

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

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

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

Cherwell's Growth Locations

Bicester

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

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

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

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

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

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

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

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

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

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

Banbury

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

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

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

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

Kidlington

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

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

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

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

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

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

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

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

Former RAF Upper Heyford

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

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

Villages and Rural Areas

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

Further Information

3.29 Further information on the adopted Cherwell Local Plan 2011-2031 Part I, including its evidence base is available on-line at www.cherwell.gov.uk/planningpolicy

4 Establishing a Vision

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

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

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

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

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

Question 4

Principles and Goals

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

Question 5

Establishing a Vision

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

Defining an Area of Search

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

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

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

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

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

Green Belt - for illustrative purposes only')

- the Cherwell settlement hierarchy (village categorisation).

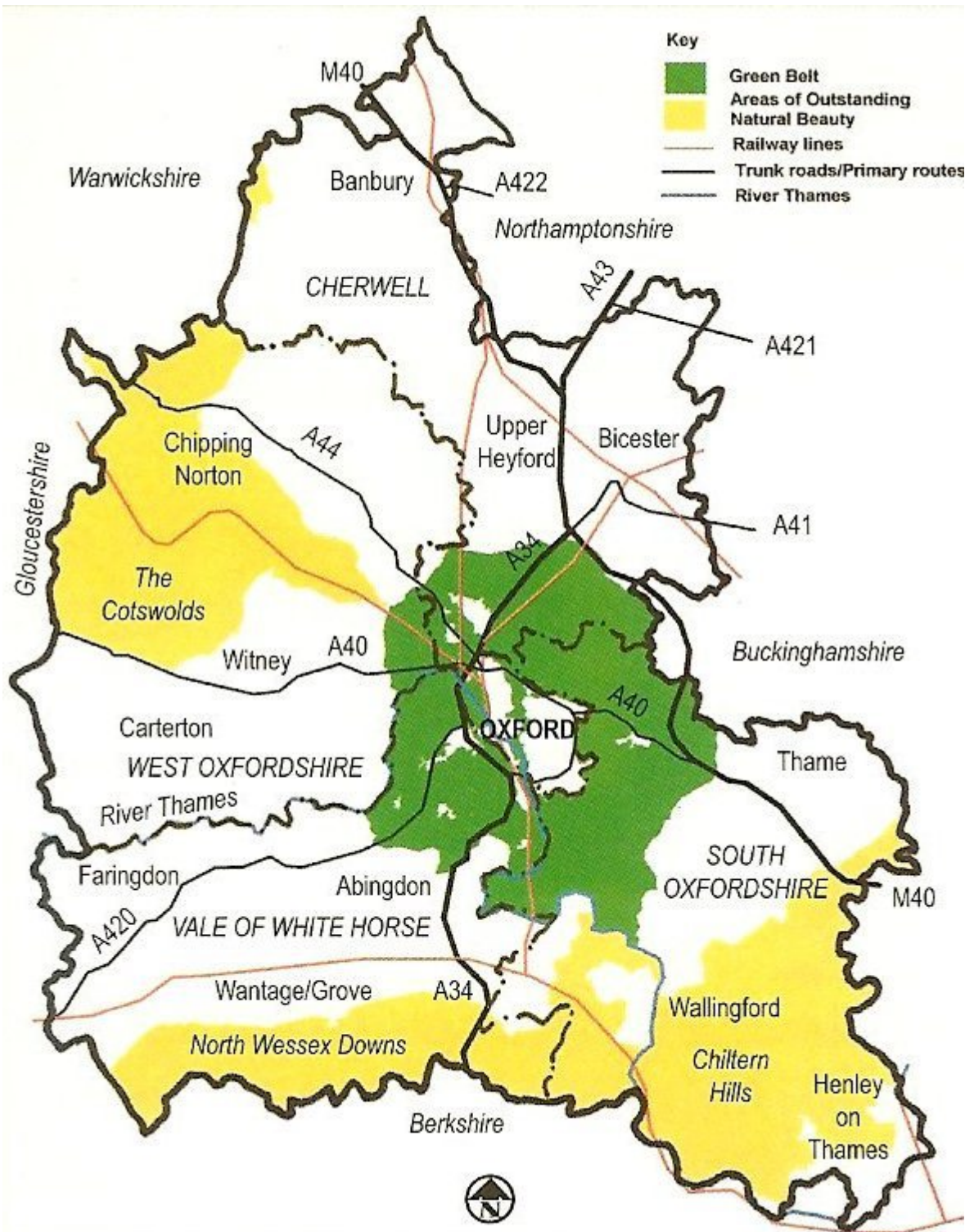
Oxford Green Belt

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

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

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

Map of Oxford Green Belt - for illustrative purposes only



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

Box 4

The Five Green Belt Purposes

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

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

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

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

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

- at that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term so that they should be capable of enduring beyond the plan period
- when drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development
- they should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary
- when defining boundaries, local planning authorities should:
 - ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;
 - not include land which it is unnecessary to keep permanently open;

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

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

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

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

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

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

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

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

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

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

Question 6

Defining an 'Area of Search' or Plan Area

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

Question 7

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

Question 8

Would a district-wide area be appropriate?

Question 9

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

5 Key Themes

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

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

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

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

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

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

5.1 Housing

National Policy Context

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

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

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

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

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

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

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

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

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

5.12 The NPPF also requires the Council to:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities.

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

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

Question 10

Identifying a Deliverable and Developable Supply of Land

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

Question 11

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

The Cherwell Context

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

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

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

5.16 These recently adopted objectives will remain relevant to the Cherwell context but will need to be supplemented by specific objectives for addressing Oxford's unmet needs.

The Oxford Context

5.17 Sections 1 and 2 set out the key findings of the Oxfordshire Strategic Housing Market Assessment (2014) – the SHMA - particularly the high level of housing need for Oxford and the social and economic importance of providing new homes to meet that need.

5.18 Oxford City’s adopted Core Strategy (2011) sets out its objective for maintaining a balanced housing supply:

“Oxford has a major housing shortage, and a key priority will be to provide more affordable and family homes. We want to establish mixed communities to help create a sense of place and build local identities. Much of the new housing will be on infill sites throughout the city, but strategic sites at Barton and in the West End will contribute significantly. Good housing will improve our social, environmental and economic well-being, and through good design it will reduce our carbon footprint”.

5.19 Its other objectives include responding to climate change, providing infrastructure to support new development, promoting social inclusion and improving the quality of life and strengthening prosperity.

5.20 Some key findings from the SHMA on housing market characteristics and issues relating to Oxford are set out in Box 5 below.

Box 5

Housing Market Issues at Oxford

- There is an Oxford-focused sub-regional housing market extending across much of

Oxfordshire, which has previously been identified by research at both a national and regional level

- The Oxford-focused housing market area reflects the economic influence of the City
- There are three overlapping housing markets within the wider area:
 - Banbury and North Cherwell;
 - Oxford; and
 - South Oxfordshire
- The housing market geography reflects the unique characteristics of the City in terms of its housing mix, but also its economic strengths and presence of two universities
- The housing market geography also reflects subtle differences between the housing mix and pricing between the north and south of the County
- In 2011 Oxford had a housing stock of 58,330 homes with 23.3% in public ownership (60,420 in Cherwell with 12.4% in public ownership)
- Housing market values are higher in Oxford compared to the rest of the Oxfordshire housing market area
- The strongest demand pressures in Oxfordshire are at Oxford
- Almost half of households in Oxford rent - a very significant level reflecting in part the size of the student rental market and the number of young working households
- The housing mix in Oxford differs markedly from other areas: it is focused towards higher density development and typically smaller homes

- From 2001-2011, Oxford's population grew by 13%, compared to 8% in Cherwell and Oxfordshire
- Overcrowding is at 6.2% in Oxford compared to the national average of 4.8%. This reflects a younger population structure, multi-occupancy lettings, smaller properties and higher housing costs
- In terms of market housing, the estimated dwelling requirement is for 10.7% 1 bed's, 24.9% for 2 bed's, 38.9% for 3 bed's and 25.5% for 4+ bed's. In terms of affordable housing the respective figures are 29%, 32.7%, 32.2% and 6.1%.
- Detached housing in Oxford makes up a low proportion of stock (9%)
- Oxford's population is notably more ethnically diverse relative to the rest of Oxfordshire and the South-East
- National data for 2001-2012 suggests a fairly constant net internal out-migration from the City with international in-migrants out-numbering out-migrants
- The assumed rate for vacant and second homes in Oxford is the same as for Cherwell (4%)
- Oxford has the highest percentage of households in unsuitable housing in Oxfordshire (4.6%)
- The net need for affordable housing in Oxford is significantly higher than in the rest of the County
- Only 19.2% of Oxford's population is aged 55 and over (27% or above in the other districts)
- There is a significantly lower level of projected need for specialist housing for older people in Oxford than in Cherwell.

Other findings from interviews with estate agents, letting agents and sales staff:

- Oxford's cultural attractions, proximity to London and situation on the River Thames influence the market
- Its local housing market extends well beyond the City's boundary
- Beyond the City, Oxfordshire's towns fall into two main groups - those with rail links to Oxford and London and those without.

5.21 These characteristics and issues will need to be considered in forming a strategy for meeting Oxford's unmet needs and in shaping policies for additional homes. Oxford City Council's views on these issues will be important but there will be others that we need to take into account.

The Geographic Context

5.22 Cherwell District and Oxford City authority boundaries meet at the Peartree road interchange to the south of Kidlington and Yarnton (see the map in Section 3). Kidlington is a large (Category A) village and urban area with a population of about 14,000 people. Centre to centre, Kidlington and Oxford are approximately 8km (5 miles) apart. However, the built-up edges of each are only 1.5 km apart, separated by fields, road and rail infrastructure, the new Oxford Parkway Railway Station, the neighbouring Water Eaton Park and Ride and the North Oxford Golf Course (all within Cherwell). The Oxford Parkway station opened on 26 October 2015 and currently offers two trains per hour between Oxford Parkway, Bicester Village and London Marylebone. A direct line into Oxford City is expected to open in 2016.

5.23 Oxford's district and neighbourhood residential centres of Summertown and Cutteslowe and Wolvercote adjoin the Cherwell boundary, creating a relatively low density suburban edge to Oxford City. There are a number of large open spaces on the northern approach into Oxford from Kidlington including the North Oxford Golf Course, and Wolvercote Cemetery and Five Mile Drive recreation ground on the western side of Banbury / Oxford Road. A small business park is situated within Oxford off Banbury Road (the Oxford / Jordan Hill Business Park). Cutteslowe Park lies at the northern edge of Oxford on the eastern side of Banbury Road. Oxford's planned Northern Gateway site (mixed use including housing and employment) is adjacent to the Peartree interchange on the A34 and the Peartree Park and Ride.

5.24 To the north and east of Cutteslowe Park lies the open countryside and landscape setting of Water Eaton and the River Cherwell valley with the Cherwell villages of Islip and Noke in the Green Belt beyond. Near here, Cherwell borders South Oxfordshire at Woodeaton. Further north and east is the Ot Moor area of Cherwell with the M40 beyond. Beyond this is easternmost edge of the district at Piddington (near Aylesbury Vale district) and the MoD estate at Arncott and Ambrosden near Bicester.

5.25 Kidlington has a role as an employment and service centre. The local shopping centre primarily serves customers from the local area. Kidlington is home to London-Oxford Airport, and a concentration of employment development close to the airport including Langford Business Parks, Spires Business Park, and the Oxford Motor Park. Part of Kidlington lies in the Parish of Gosford and Water Eaton.

5.26 Yarnton is a larger Category A village which is approximately 6km from Oxford centre to centre. Their built up edges are about 2km apart separated by road, rail and utility infrastructure and fields. Yarnton has a range of services and facilities supporting the local village community.

5.27 Both Kidlington and Yarnton are surrounded by the Green Belt. The Green Belt separates the two villages with the narrowest distance between the two being about 900m and typically about 1.2 km.

5.28 About 700m to the north of Yarnton along the A44 corridor is the small Category A village of Begbroke which is partly within the Green Belt and partly excluded from it. The northern edge of Begbroke is only about 200m to the south of the westernmost edge of Kidlington in the vicinity of Langford Lane. London-Oxford Airport (within Cherwell) lies immediately to the north. The land between Kidlington, Begbroke and Yarnton is often referred to in planning terms as 'the Kidlington gap'.

5.29 Within the 'gap', to the west of Kidlington, south east of Begbroke and north-east of Yarnton, is Oxford University's Begbroke Science Park, an important research, business and academic centre and the only science park in Oxfordshire wholly owned and managed by the University. The specific employment needs of the Science Park and indeed the area at Langford Lane and the airport at Kidlington are separately provided for by the adopted Local Plan Part 1 with an associated small scale Green Belt review being undertaken through Local Plan Part 2 and not through the Partial Review.

5.30 To the north-west and west of the airport are the West Oxfordshire villages of Woodstock and Bladon. Both have an integral relationship with the Blenheim Palace World Heritage Site.

5.31 To the east of the airport lie Cherwell villages on the Oxford Canal / River Cherwell corridor including Shipton-on-Cherwell (with an extensive adjoining quarry) and Thrupp.

5.32 The A4260 road comprises the main rural, south-north arterial route from Kidlington in the south of Cherwell to Banbury in the north, with villages in Cherwell's rural core situated either side. The distance between Banbury to Oxford (centre to centre) is about 47 km (29 miles) and there are direct rail services.

5.33 Bicester is situated about 24 km (15 miles) (centre to centre) to the north-east of Oxford accessible via the A34 and the A41 via junction 9 of the M40. From 2016, Bicester will have a direct train service to Oxford.

5.34 In the rural centre of the district is Former RAF Upper Heyford, identified as a growth location in the adopted Local Plan. The former cold-war airbase is some 26 km (16 miles) from Oxford but is not situated on an 'A' road. There is a railway station nearby at Lower Heyford.

5.35 In addition to Kidlington, Yarnton and Begbroke, there are Category A villages in the south of Cherwell at Bletchingdon, Kirtlington and Weston-on-the-Green. To the east of the district the Category A villages are Ambrosden, Arncott, Chesterton, Finmere, Fringford, Fritwell, and Launton. To the north are Adderbury, Bloxham, Bodicote, Cropredy, Deddington, Hook Norton, Milcombe, Sibford Ferris/Sibford Gower and Wroxton. More centrally there is Steeple Aston.

5.36 The Council needs to consider all reasonable locations for contributing in meeting Oxford's unmet needs. As already explained, a criteria based plan area or 'area

of search' is one way in which the possibilities could be narrowed down. The area of Cherwell that is geographically closest to Oxford will require consideration including any potential consequences for the Green Belt. However, there are other areas of the district that might need consideration because of their existing or potential relationship.

5.37 The Partial Review will need to accommodate additional housing growth in a way that complements the Local Plan Part I's approach of creating and supporting inclusive communities in quality urban and rural environments; avoiding sprawl and harm to the identity of settlements including through coalescence; minimising adverse environmental impacts; provide access to employment, services and facilities; and ensuring sufficient infrastructure is provided.

Question I2

Housing Issues

Do you have any comments on the housing issues identified above?

Question I3

Are there any additional issues that Cherwell District Council needs to consider?

Question 14

Housing Objectives

What are the specific housing objectives for meeting Oxford's unmet needs within Cherwell that we need to consider?

Question 15

Housing Locations

What locations should the Council be considering for the identification of strategic housing sites to meet Oxford's unmet needs?

5.2 Transport

National Policy Context

5.38 It is important to locate development in sustainable locations in transportation terms - where there is choice in how to travel, where the need for travel by private car is reduced to minimise carbon emissions and congestion and where public transport exists or can be provided. The availability of adequate transport infrastructure is a key factor in determining the most appropriate locations for growth.

5.39 National planning policy is aimed at reducing the need to travel and promoting travel by more sustainable modes. The National Planning Policy Framework (NPPF) sets out the core planning principles including that planning should “*actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable*”.

5.40 The NPPF states that the balance must be set in favour of sustainable transport modes to give people real choice in how they travel. Key principles include reducing the need to travel through mixed use development, actively promoting sustainable transport and access to it and ensuring development is facilitated by viable infrastructure proposals. Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

The Cherwell Context

5.41 Map 1 in Section 3 illustrates the transportation infrastructure within Cherwell and on the administrative boundary with Oxford City. Cherwell District has good

transport links. The adopted Local Plan locates the majority of new development at Bicester and Banbury where road, rail and public transport infrastructure most able to provide access to employment, services and facilities.

5.42 Since the adoption of the Local Plan Part 1, Oxfordshire County Council as Highway Authority has adopted its fourth Local Transport Plan (LTP4) covering the period 2015 – 2031. One of the main aims of LTP4 is to reduce pressure on the road network by encouraging the location of housing close to jobs where people can more easily walk or cycle to work, in places where people will be able to use high quality public transport to get to work.

5.43 At Bicester, the County Council is consulting on options for a new south east perimeter road, through the strategic development site at Graven Hill, and connecting to the A41 leading to the M40. A new road will also be provided through the planned South East Bicester urban extension.

5.44 Works at the North West Bicester eco-town development include increasing capacity at the Howes Lane/Bucknell Road junction and realigning Howes Lane/Lords Lane.

5.45 At south west Bicester, the Kingsmere urban extension has delivered a new perimeter road. A Park & Ride has also recently been constructed adjacent to the A41 to alleviate congestion into Bicester and Bicester Village.

5.46 Improvements to Junction 9 of the M40 and Phase 1 of improvements to Junction 10 are complete, with the potential for additional improvements at Junction 10. A new motorway junction near Arncott is also to be investigated.

5.47 Investigations also are underway, led by the Department for Transport, regarding better improving road connectivity between Bicester and Milton Keynes as part of a 'Cambridge – Oxford Expressway'.

5.48 Banbury is situated on the M40 and is strategically located on the national rail network between London and Birmingham which is planned for electrification. The road improvements proposed for Banbury include a potential new link road east of Junction 11 and measures to tackle town centre congestion. A spine road is to be built as part of strategic development to the south of Salt Way which will link the A4260 Oxford Road and A361 Chipping Norton Road. There is a focus on improving bus use in and around Banbury. The Government's plans to electrify the rail line through Banbury will provide a catalyst for economic growth and higher passenger levels at the railway station.

5.49 At Kidlington, an increased role can be expected for London-Oxford Airport. LTP4 identifies that the airport has the capacity for many more short-haul flights without the need to extend the runway. Two new Park & Ride locations are also suggested by the County Council for Kidlington, subject to further examination (see 'The Oxford Context'). Improved public transport connectivity to Oxford University's Begbroke Science Park is expected.

5.50 In relation to rail, East West Rail Phase 1 has involved the opening of the new Oxford Parkway station (south of Kidlington) linking Oxford, Bicester and London Marylebone. A connection with Milton Keynes is planned when Phase 2 opens in 2019. Legislation relating to the construction of High Speed Rail 2 continues to progress through Parliament, with construction of Phase 1 (London to Birmingham) due to commence from 2026.

5.51 Elsewhere, LTP4 sets out the options for improving capacity on the A34 including, potentially, an improved A34 Oxford bypass in the long term. A potential new link road between the A40 and A44 north of Oxford is proposed by the County Council which would affect Cherwell District.

5.52 In summary, there are significant improvements proposed to the transport network in and around the District focused on the three urban areas. There are opportunities and constraints associated with Cherwell's current and planned transport infrastructure that will influence the options for further growth.

The Oxford Context

5.53 In addition to developing route strategies for the A40 and A34 affecting both Cherwell and Oxford, LTP4 includes an 'Oxford Transport Strategy' which identifies the current and future challenges for transport in the city and sets out a strategy based on a combination of infrastructure projects and supporting measures to enable economic and housing growth. The strategy includes a focus on north Oxford including Cutteslowe and Wolvercote and major corridors into Oxford from north of the outer ring road.

5.54 Having regard to the SHMA and job growth within and outside Oxford, the County Council estimates that there could be 26,000 additional journeys within the city boundary by 2031 – a 25% increase from 2011. It also suggests that, without improvements to the transport network and changes of travel behaviour, this could result in approximately 13,000 more commuter car trips each day.

5.55 The County Council's vision and objectives for Oxford as Highway Authority are set out below:

The Highway Authority's Vision for Oxford

By 2035 Oxford will have a progressive transport network, providing reliable and sustainable methods of movement, enabling growth and comprehensively linking all communities. This network will support:

- a thriving knowledge-based economy, by enabling businesses to draw on a wide pool of talented people, innovate and collectively grow through strong connections and interactions and trade within global markets;
- an enviable quality of life for Oxford's people, by providing safe, inclusive, healthy and convenient travel choices providing access for all to employment, services, retail and leisure opportunities; and
- Oxford as a city which best promotes its outstanding heritage through an attractive and vibrant public realm which offers a highly attractive environment to live and work and a visitor experience of global renown.

The Highway Authority's Objectives for Oxford

- Support the growth of Oxford's economy by providing access to appropriately skilled employees and key markets
- Ensure business sectors are well connected to each other and are provided with effective and reliable access to strategic networks
- Provide effective travel choices for all movements into and within the city To

support the transition to a low carbon future

- Promote modes of travel and behaviours which minimise traffic and congestion
- Focus development in locations which minimise the need to travel and encourage trips by sustainable transport choices
- Provide a fully accessible transport network which meets the needs of all users
- Provide an accessible city centre which offers a world class visitor experience
- Tackle the causes of transport-related noise and poor air quality within the city.

5.56 The Oxford Transport Strategy has three components: mass transit, walking and cycling, and managing traffic and travel demand. Mass transit in Oxford is planned to consist of three modes:

- Rail;
- Rapid Transit; and
- Buses and coaches.

5.57 The County Council wishes to develop a new Rapid Transit network providing '*...fast, high-capacity, zero emission transport on the city's busiest transport corridors, offering a tram-equivalent (or in future potentially tram) level of service and passenger experience..*'

5.58 Three RT lines have been identified for the city, linking a potential network of new Park & Ride sites including at Langford Lane, Kidlington and to the east of Kidlington off the A34. The County Council's strategy is to move Park and Ride facilities further away from Oxford to improve operation of the A34 and other roads intersects.

5.59 However, the County Council acknowledges in the strategy that a 'comprehensive Park & Ride study' is required to confirm the future role of Park & Ride for the city and which will 'assess the viability of an outer ring of Park & Ride sites including potential locations, size and design'. It also states that the future need at existing city-edge Park & Ride sites will also be considered, including whether these should be closed or reduced in size. The potential opportunity to redevelop existing sites is highlighted but the County Council states that Water Eaton (in Cherwell) will remain a major transport hub and interchange, but car parking would be for rail use only.

Question 16

Transport

Are there any transport issues you would like to raise?

Question 17

How do these issues affect the potential development locations to meet Oxford's unmet needs?

5.3 Infrastructure

National Policy Context

5.60 One of the core planning principles of the National Planning Policy Framework (NPPF) is that planning should proactively drive and support the provision of infrastructure, including delivering sufficient community and cultural facilities and services to meet local needs.

5.61 Local Plan policies should deliver necessary infrastructure and ensure that there are not infrastructure related barriers to investment in the area. Local Plans should set out a strategic approach for the provision of infrastructure (including green infrastructure) and ensure an integrated approach to the location of housing, economic uses and community facilities and services, as part of creating healthy, inclusive communities. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well being of communities. Infrastructure considerations will be a key factor in determining suitable locations for growth.

The Cherwell Context

5.62 Infrastructure delivery is critical to underpinning the existing development strategy for Cherwell. In addition to transport (see previous section), infrastructure such as energy, water, waste, and communications, as well as community and social infrastructure such as education and health, is essential to meet the needs of residents and businesses. Ultimately, infrastructure means that development can be successfully delivered.

5.63 The Infrastructure Delivery Plan (IDP) prepared as part of the Cherwell Local Plan Part I identifies the infrastructure necessary for the delivery of the proposals in the adopted Local Plan to meet Cherwell's needs. It identifies indicative costs, and considers how and when the infrastructure should be provided having regard to the phasing of development and possible funding opportunities. The IDP is monitored and, if necessary, updated through the Council's Annual Monitoring Report process. A supplemental IDP will need to accompany the Partial Review of the Local Plan.

5.64 There will be significant investment in infrastructure across the Cherwell District to 2031. In 2015, Bicester was awarded 'Garden Town' status, enabling central Government funding of infrastructure and transport improvements alongside the housing and employment growth in Bicester.

5.65 In terms of education facilities at Bicester, the IDP highlights the delivery of three primary schools as part of North West Bicester (in addition to the Phase 1 exemplar site, and a secondary school; expansion and relocation of St Edburg's Primary at Kingsmere Phase 1, a further primary school at Phase 2 and a secondary school; a primary school at South East Bicester; and two primary schools at Graven Hill. A relocated and expanded library forms part of the Phase 2 redevelopment at Bicester Town Centre.

5.66 For Banbury, the IDP highlights a new primary school at South of Salt Way, one at Bankside, one at Southam Road, one at Drayton Lodge Farm, and a new secondary school for the town. A new library is proposed for Banbury as part of the Spiceball Development Area.

5.67 Additional growth will inevitably create a need for additional capacity, something the Local Plan acknowledges for the growth already planned in rural areas.

5.68 The existing Plan states that the Council will support the provision of health facilities in sustainable locations which contribute towards health and well-being. In particular, there will be investment in health infrastructure at Bicester with a new surgery to serve North West Bicester and South West Bicester (Kingsmere) development sites. The replacement of Bicester Community Hospital has been completed. Again, the health care implications of additional growth will need to be considered.

5.69 The Plan seeks upgrading to water supply links and network upgrades across Banbury and Bicester, to ensure that utilities infrastructure grows at the same rate as communities. In terms of energy utilities, work is ongoing to investigate the use of waste heat from the Ardley Energy from Waste plant (incinerator) to supply the energy for North West Bicester, and, potentially, at Former RAF Upper Heyford.

5.70 The adopted Local Plan provides for additional burial space to be provided at Bicester and Banbury. In terms of open space and green infrastructure, the Council identified some current deficiencies in open space and recreation provision across the district. The adopted Local Plan includes policies for new open space at the new strategic development sites, new community woodland between the South West Bicester link road and Chesterton, and encouragement for the restoration and use of Stratton Audley Quarry for informal outdoor recreation. At Banbury, the Local Plan allocates land for the relocation of Banbury United Football Club, and seeks to establish a green infrastructure network across the town based on the Oxford Canal and River Cherwell.

5.71 In summary, there is significant investment expected in Cherwell related to infrastructure provision in the interest of meeting Cherwell's identified needs. The Council is working on a potential Community Infrastructure Levy (CIL) - a planning charge to help deliver infrastructure needed to support new development, and it will be producing a new Supplementary Planning Document for developer contributions.

5.72 It will be important that any additional growth planned to meet Oxford's needs is supported by the necessary infrastructure, does not impede the delivery of infrastructure needed for growth already

planned and does not exacerbate any infrastructure challenges to an unacceptable level. The adequacy of the existing and planned infrastructure, and the feasibility of providing new infrastructure will therefore be of central importance in determining where growth should be located.

The Oxford Context

5.73 Oxford's Core Strategy included a section on providing new infrastructure to support new development. It is aimed at supporting development within the city's boundary and reflects the position at the time the strategy was produced (2011). It includes a focus on primary health care including on providing capacity at GP practices and health centres, providing premises that are suitable for modern health care and which meet accessibility requirements (having regard to the constraints of historic buildings). It also reflects an approach which seeks the provision of more integrated and comprehensive facilities at neighbourhood level.

5.74 The Core Strategy also requires new school facilities in Oxford to provide for shared community use and seeks to improve access to all levels of education.

5.75 As in Cherwell's case Oxford seeks to ensure that new development is supported by all necessary physical, social, economic and green infrastructure.

5.76 Potentially meeting Oxford's needs near the city may mean that Oxford's existing infrastructure would help support development. Conversely, it could increase the pressure on existing services. These issues will need to be explored in identifying any options for growth.

Question 18

Infrastructure

Are there any infrastructure issues you would like to raise?

Question 19

How do these issues affect the potential development locations to meet Oxford's unmet needs?

5.4 Economy

National Policy Context

5.77 The National Planning Policy Framework (NPPF) has a strong focus on delivering sustainable economic growth. It includes a presumption in favour of sustainable development and requires the vision and strategy for an area to positively and proactively encourage sustainable economic growth.

5.78 The NPPF emphasises that the Government wishes to create jobs and prosperity while also bringing about a low carbon future. It states that investment in business should not be over-burdened by the combined requirements of planning policy expectations and that planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.

5.79 In drawing up Local Plans, Local Planning Authorities are expected to support existing business sectors, taking account of

whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances. Local Planning Authorities should also plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries; identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and, facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

5.80 The NPPF also states that planning policies should promote competitive town centre environments. The planning system should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality. Local plans should promote the retention and development of local service and community facilities in villages, such as local shops, cultural buildings, and public houses. Residential development can play an important role in ensuring the vitality of centres. Tourism is acknowledged in the NPPF as a 'main town centre use'. National Planning Practice Guidance advises that the planning system should consider the specific needs of the tourist industry and the opportunities for tourism to support local services, vibrancy and enhance the built environment.

The Cherwell Context

5.81 The adopted Cherwell Local Plan supports economic growth and the competitiveness of the district. It seeks to reduce the level of out-commuting and to provide a more locally self-sufficient and

sustainable economy. It seeks a broad balance between labour supply and jobs. It also emphasises that Cherwell wishes to be as business-friendly as possible in support of job creation and prosperity, taking advantage of its locational characteristics.

5.82 The adopted Plan seeks to secure dynamic town centres that are the focus for commercial, retail and cultural activity and identifies areas of search for strengthening the district's urban centres (to be examined through Local Plan Part 2, not the Partial Review).

5.83 Banbury has seen significant retail growth since the mid 1990s with the expansion of the Castle Quay Shopping Centre. A new out of centre retail park (Banbury Gateway) to the north-east of the town opened in October 2015. The Plan provides for further expansion of the Castle Quay shopping centre, involving a retail food store, hotel, cinema, restaurants and cafes and allocates a further town centre site for redevelopment at Bolton Road.

5.84 At Bicester, there has been a substantial increase in the retail offer with the completion of Phase 1 of the town centre redevelopment, and Phase 2 (a civic centre, hotel and library) now underway. Away from the town centre, the Bicester Village Outlet Shopping Centre was opened in 1995 and has been expanded several times. Bicester Village serves both national and international retail catchments and makes a significant contribution to the local economy.

5.85 Kidlington village centre is considerably smaller than Banbury and Bicester town centres, however, it plays an important role in serving the local population. There is capacity for further retail floorspace to be provided in the period up to 2031.

5.86 The Cherwell Local Plan Part I highlights the importance of tourism to the local economy. Currently tourism is worth over £300 million in Cherwell District. The District has a distinctive natural environment, with many areas of high ecological and landscape value, and also has a rich historic heritage including listed buildings and conservation areas.

5.87 Tourism resources in the District include the Oxford Canal – using the towpath for walking and cycling as well as the water for boating; Cherwell’s villages, which are attractive and distinctive and have many places and sites of interest; Banbury’s historic town centre; Bicester Village Shopping Outlet; Former RAF Bicester and potentially Former RAF Upper Heyford.

5.88 One of the aims of the Local Plan is to boost tourism in the District including by supporting the diversification of Cherwell’s rural economy; maintaining and enhancing the distinctiveness of the District’s urban centres; conserving and enhancing the countryside, landscape and the setting of towns and villages; and by providing well designed environments which increase the attractiveness of Cherwell, including by protecting and enhancing the historic and natural environment and Cherwell’s core assets.

5.89 The Council belongs to two Local Enterprise Partnerships (LEPs) which are formed by local government and business and responsible for producing Strategic Economic Plans (SEPs) important for securing funding and in the implementation of projects.

5.90 The Oxfordshire SEP focuses on priority localities of Science Vale in the south of the county, Oxford and a corridor to

Bicester – the Oxfordshire 'knowledge-spine'. Many of the economic drivers that feature in the SEP were highlighted in a report by SQW and Cambridge Econometrics on Economic Forecasting⁽¹¹⁾ produced to inform the both the SEP and the Oxfordshire Strategic Housing Market Assessment (SHMA). 'Above trend' growth in employment in Oxfordshire is a key factor in stimulating housing need, including in the following areas:

- expansion of University of Oxford
- growth in research activities in Oxfordshire
- space science and satellite technologies
- bioscience cluster including 1000 additional jobs within Cherwell and 1000 in Oxford
- advanced manufacturing including 1000 additional jobs in Cherwell
- environmental technologies and green construction with particular growth associated with the North West Bicester eco-development
- other sectors including growth at London Oxford Airport and a nearby technology park within Cherwell.

5.91 The South East Midlands LEP (SEMLEP) area includes the towns of Luton, Bedford, Northampton, Milton Keynes, Aylesbury, Towcester, Daventry, Kettering and Amptill as well as Banbury and Bicester. Its also includes Silverstone in South Northamptonshire.

5.92 Banbury and Bicester's geographic and economic relationships are strongest with Silverstone, Northampton, Milton Keynes, Aylesbury, Towcester and Daventry. The SEMLEP area benefits from its links to both the midlands and the south east, and its proximity to London, the Thames Valley, Oxford and Cambridge.

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

Cherwell's links with the area are strengthened by the Council's joint management and working arrangements with South Northamptonshire Council in which lie the towns of Brackley and Towcester, both of which are close to Cherwell.

5.93 The strategic direction for SEMLEP is a focus on supporting business investment and private sector and jobs growth to drive economic success, including the acceleration of housing growth and employment through investment in the enabling infrastructure. SEMLEP has a number of strategic objectives designed to improve business productivity, market penetration, workforce skills development and infrastructure investment.

5.94 The Cherwell Local Plan Part 1 directs most employment growth to Bicester, Banbury, Kidlington and to a lesser extent at former RAF Upper Heyford. The Plan provides for much more limited employment generating development across the rest of the District focusing on meeting local community and business needs.

5.95 At Bicester, Banbury, and the Former RAF Upper Heyford, the Local Plan identifies nine strategic employment areas to meet employment needs over the plan period. This includes a mix of types of employment development covering over 138 hectares (ha) at Bicester and 48ha at Banbury.

5.96 At Bicester, there are strategic proposals relating to a business park at North West Bicester; the creation of high quality job opportunities at Graven Hill linked to other infrastructure including the incorporation of a rail freight interchange; Bicester Business Park adjoining the A41; the creation of knowledge economy employment at the Bicester Gateway site also off the A41; a mixed employment site at North East

Bicester; and, 40ha of employment land as part of a mixed use site at South East Bicester.

5.97 At Banbury, the two strategic employment sites are both on land east of Banbury, one west of the M40 and one north east of Junction 11.

5.98 Specific, high value employment needs are accommodated at Kidlington and Begbroke. The adopted Local Plan separately provides for a small scale Green Belt review to meet those needs and provide a strategic economic cluster in the vicinity of Begbroke Science Park, Langford Lane and London-Oxford airport. That Green Belt review is being pursued through Local Plan Part 2. The airport is a key economic asset and attractor for Cherwell but is also important to Oxford's economy.

5.99 The adopted Local Plan seeks to support growth and a sustainable balance between homes and jobs. Cherwell's economic attractors may influence how Oxford's housing need is accommodated, but again a solution will be needed that is mutually beneficial to the two authority areas.

The Oxford Context

5.100 Oxford, as the only City in Oxfordshire and with its universities and history, is the economic centre of the county. Its economy is based on higher education, health services, car manufacturing, high-tech and medical scientific research. It has a regional shopping centre and receives 9.3 million tourists every year (Oxford Core Strategy, 2011).

5.101 While the adopted Cherwell Local Plan is focused on meeting Cherwell's needs, there are inevitably links and overlapping influences with the local economies of

Cherwell's neighbours, particularly Oxford City. Markets, whether for employment, housing or other land uses, do not respect administrative boundaries.

5.102 The proximity of Kidlington, London-Oxford Airport and Begbroke Science Park to Oxford, Bicester's growing influence and accessibility on the 'Oxfordshire knowledge-spine' and the 'Oxford-Cambridge Arc', and the international draw of both Oxford and Bicester Village, means that there are a number of shared economic influences.

5.103 Immediately adjoining Cherwell, is a 44 hectare site off the Peartree Interchange, the 'Northern Gateway' site, allocated by Oxford City for mixed use development. This site adjoins Cherwell District. The vision for the site is to create a high quality 'gateway' development to build on the strengths of Oxford's economy in the key sectors of education, health, research and development, and knowledge based businesses linked to the City's two universities and hospitals.

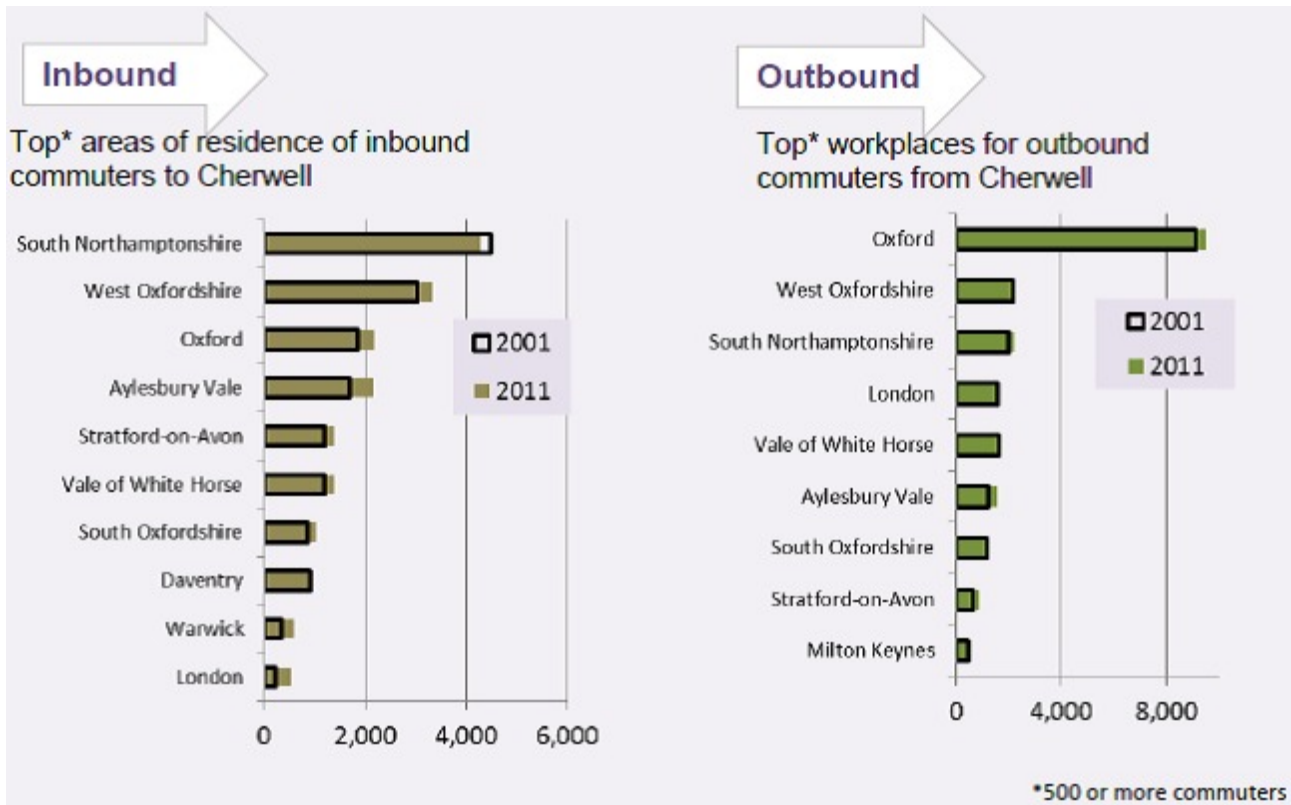
5.104 The Area Action Plan prepared by the City Council states that the Northern Gateway development will be a '*vital component in the growth of Oxfordshire more widely*'. It will also deliver housing

development (500 dwellings) and retain the Park & Ride/Services/Hotel uses currently on the site, as well as introducing a range of local scale retail uses.

5.105 The allocation of the site required removing land from the Oxford Green Belt, justified by exceptional circumstances relating to the regional imperative to deliver economic growth, the lack of alternative sites to accommodate economic growth, poor housing affordability in Oxford, the pressing need to meet a backlog of housing needs and worsening traffic congestion as a result of unsustainable patterns of development. Its development, and the County Council's plan to develop an A40-A44 link road nearby within Cherwell, will be factors requiring consideration in identifying possible growth locations.

5.106 Other economic relationships between the two authority areas are demonstrated by commuting data. The 2011 census showed that more people travel out of Cherwell to work than travel in - a net outflow of 2,978 commuters on a daily basis with the greatest number travelling to Oxford. Cherwell is the second highest source of inbound commutes into Oxford City (after the Vale of White Horse). Further information is presented in the graphic below.

(Source: Oxfordshire Insight)



5.107 A number of observations in the Oxfordshire SHMA are also relevant to considering the relationship between employment and new locations for housing but also to the type of housing that might be required:

- Oxford has a particularly high job density;
- Oxford has the highest percentage of residents with the highest level of qualifications;
- Oxford has the highest proportion of residents employed in managerial and professional occupations;
- the employment rate in Oxford is below average which is likely to be an effect of the resident student population;

- unemployment has been higher in Oxford than elsewhere in Oxfordshire;
- analysis suggests greater capacity for people to move back into work in Oxford.

Question 20

Economy

Are there any economic issues you would like to raise?

Question 21

How do these issues affect the potential development locations to meet Oxford's unmet needs?

5.5 Sustainability & the Natural Environment

Sustainability

National Policy Context

5.108 The National Planning Policy Framework (NPPF) emphasises that responding to climate change is central to the economic, social and environmental dimensions of sustainable development. The planning system plays a key role in helping to secure carbon and other greenhouse gas emissions, minimising vulnerability and providing resilience to, the impacts of climate change. The planning system is required to support the move to a low carbon future, including by planning for new development in locations and ways which reduce greenhouse gas emissions. New development should be planned to avoid increased vulnerability to the impacts of climate change.

5.109 National Planning Practice Guidance emphasises that effective spatial planning is an important part of a successful response to climate change as it can influence the emission of greenhouse gases. It provides guidance on taking into account issues of climate change adaptation and mitigation when determining development locations, including considering the impact of flood risk and water infrastructure availability.

The Cherwell Context

5.110 One of the main themes of the adopted Cherwell Local Plan Part I is ensuring sustainable development, including managing resources such as energy, water and waste more efficiently. There is an emphasis in the Plan on reducing carbon dioxide emissions associated with new development and moving to a 'low carbon economy'.

5.111 At a strategic level, this includes distributing growth to the most sustainable locations (as defined in the adopted Local Plan), delivering development that seeks to reduce the need to travel and which encourages sustainable travel options, as well as designing developments to use resources more efficiently.

5.112 The strategy in the Local Plan promotes the efficient and effective use of land. New development needs to be resilient to climate change impacts, and so physical and environmental constraints should be taken into account when identifying locations for development, including the potential effects of future climate change.

5.113 The strategy seeks to lower the risk of flooding and protect biodiversity (including designated and non designated sites) wherever possible. There are policies in the Plan to conserve and enhance the distinctive and highly valued local character of the District. The Local Plan will help to ensure that growth and development does not take place at the expense of the very features which make Cherwell unique, for example, by avoiding coalescence between the areas for development and neighbouring villages.

5.114 The development of the North West Bicester Eco Town is central to the adopted Local Plan strategy, and this together with the 'One Shared Vision' for Eco Bicester will act as a catalyst for the transition of the

town as a whole towards a more sustainable community, underpinned by Bicester's 'Garden Town' status.

5.115 The development of 6,000 homes at the North West Bicester site will be 'zero carbon', in that the net carbon dioxide emissions from all energy use within the buildings on the eco-town development as a whole are zero or below.

5.116 Homes and buildings at the North West Bicester site are to meet specific sustainable construction standards whilst 40% of the total site area will be provided as green space. The development will be designed as an exemplar, incorporating best practice, and will provide a showcase for sustainable living.

5.117 Sustainability standards at developments other than the North West Bicester site will be achieved through a combination of national policy and the Local Plan policies. However, at a strategic level the most significant contribution to reducing carbon emissions will be achieved by distributing growth to the most sustainable locations, reducing the need to travel, and encouraging sustainable travel options. This will also result in other sustainability benefits including reducing pollution and improving air quality, and can support health and well-being by promoting more 'healthy' travel choices.

5.118 Identifying additional locations for growth to meet Oxford's unmet needs will require policies that support the sustainable Cherwell strategy.

The Oxford Context

5.119 Oxford's Core Strategy includes a commitment to making Oxford more sustainable. It promotes low and zero carbon developments and places mitigation

and adaptation to climate change at the centre of the development strategy and policies. It seeks to create a built environment that can cope and respond to future climate impacts, to reduce the risk of flooding and to protecting and enhancing ecologically important sites. Other policies include those for minimising carbon emissions and for the sustainable management of waste.

5.120 Oxford has a 'Natural Resource Impact Analysis' Supplementary Planning Document (SPD) which sets out the standards and requirements for new developments in terms of energy efficiency and adaptive capacity of buildings; renewable and low-carbon energy; water consumption; and use of materials. When major development is proposed within Oxford, an evaluation is required of the use of natural resources and the environmental impacts and benefits arising from a proposed development, both at the construction phase and through the subsequent day-to-day running of the buildings.

5.121 The Oxford Transport Strategy within the County Council's Local Transport Plan describes major challenges with the urban environment and air quality in Oxford. It explains how the city is affected by notable problems with airborne pollution which are a cause of health problems in some areas. Traffic noise affects some residential areas and certain city centre streets with high traffic or bus flows.

5.122 A citywide Air Quality Management Area was declared in 2010, with targets set for keeping Nitrogen Dioxide emissions at safe levels and reducing emissions of Carbon Dioxide, Nitrogen Oxide and Particulate Matter.

5.123 Motorised vehicles are a key contributor to noise and poor air quality and the County Council's strategy is focused on a lasting solution requiring a 'step-change' in emission levels from vehicles within the built up area. The County Council states that this will require measures to reduce traffic and to promote quieter, lower emission vehicles.

5.124 The Sustainability Appraisal report for the Oxford Core Strategy (adopted in 2011) identified a number of key sustainability issues for Oxford including poor air quality in central Oxford and reliance on energy generated from fossil fuels with low levels coming from renewable energy.

Question 22

Sustainability

Are there any sustainability issues you would like to raise?

Question 23

How do these issues affect the potential development locations to meet Oxford's unmet needs?

Natural Environment

National Policy Context

5.125 One of the core planning principles in the National Planning Policy Framework (NPPF) is that planning should recognise the intrinsic character and beauty of the countryside. The NPPF states that the planning system should contribute to and enhance the natural and local environment

by protecting and enhancing valued landscapes, minimising impacts on biodiversity.

5.126 The aim should be to minimise pollution and other adverse effects on the local and natural environment. Plans should allocate land with the least environmental or amenity value and plan positively for the protection and enhancement of biodiversity. The NPPF discourages development that would result in the loss or deterioration of irreplaceable habitats, including ancient woodland.

5.127 The NPPF states that great weight should be given to conserving designated Areas of Outstanding Natural Beauty (part of the Cotswolds AONB is situated within north-west Cherwell). The planning system should also contribute to and enhance the natural and local environment by protecting and enhancing other valued landscapes (which may not be formally designated).

5.128 Local Planning Authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.

5.129 Three of the purposes of the Green Belt (as stated in the NPPF) are directly related to protection of the countryside:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment.

The Cherwell Context

5.130 Cherwell is a rural district with attractive built and natural environments of high quality. The District contains many areas of high ecological value, including sites of international and national importance. Part of the Oxford Meadows Special Area of Conservation lies in the south of the district - designated for European protection due to the lowland hay meadow habitats it supports.

5.131 A number of Conservation Target Areas have been identified across the district and these represent the areas of greatest opportunity for strategic biodiversity improvement in the District. The Oxford Canal, which runs the length of the District, is of ecological, recreational and historical significance and has been designated as a Conservation Area, and the Local Plan seeks to protect and enhance the Canal corridor.

5.132 Farming remains of vital importance to Cherwell's rural identity and to local food production and the District contains best and most versatile agricultural land. The landscapes of the District are of high local value, and there is also a small area of landscape of national importance in the north west of the District within the Cotwolds Area of Outstanding Natural Beauty (AONB).

5.133 The District has a dispersed rural settlement pattern and the countryside surrounding the towns and villages plays an important part in the open and agricultural setting and identity of these locations. The adopted Local Plan seeks to strictly control development in the open countryside for this and other sustainability reasons including reducing the need to travel.

5.134 A key feature of Cherwell's rural landscape is the presence of large extensive floodplains, and the risk of flooding from

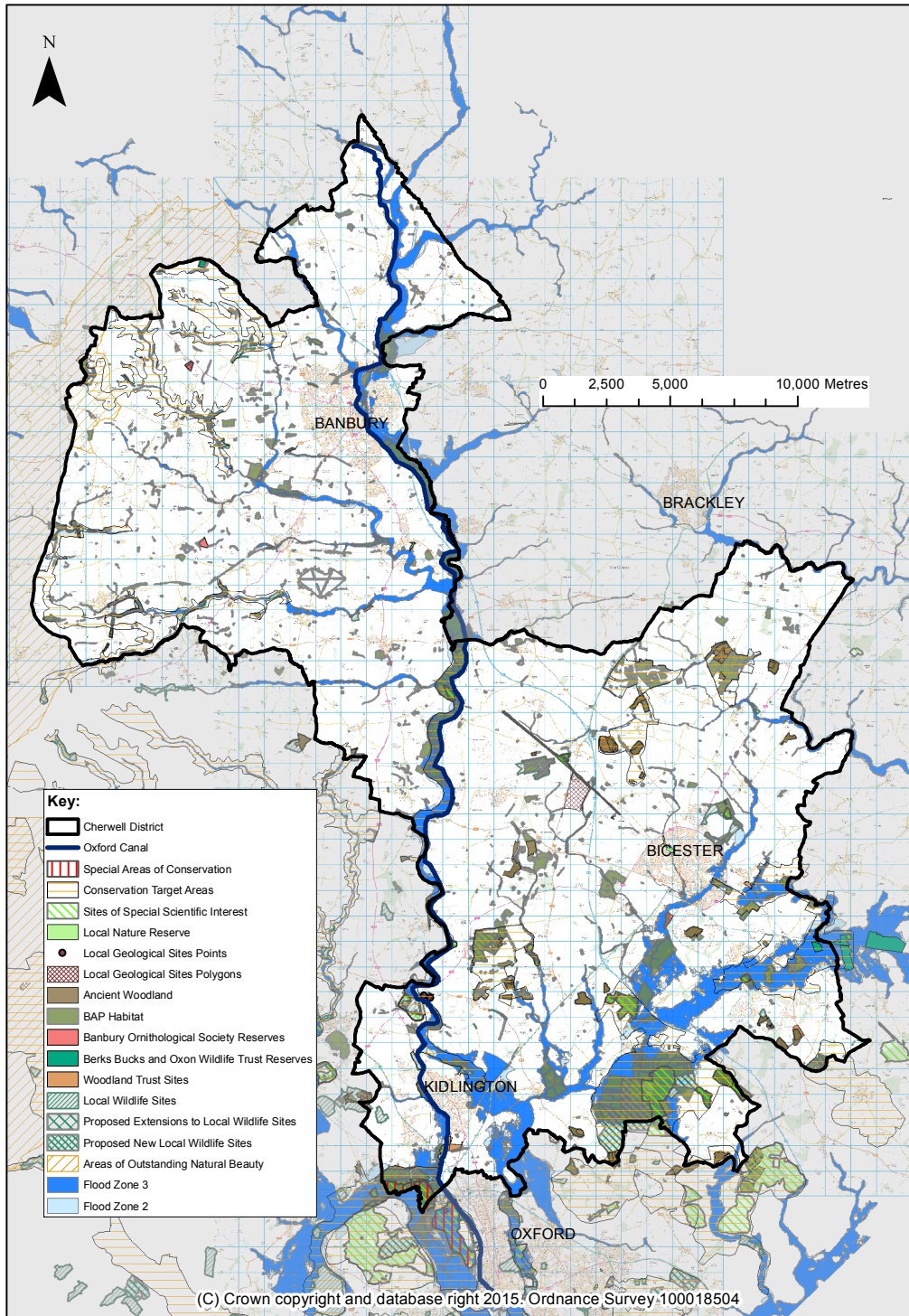
ivers and watercourses across the District is high. There are higher risk flood zones around the district particularly along the River Cherwell and Oxford Canal corridor including at Banbury, east and west of Kidlington and to the south of Yarnton. Some rural settlements are also potentially at risk from fluvial (river) flooding.

5.135 A Flood Alleviation Scheme to protect Banbury town centre and surrounding businesses from flooding has been completed. Increases in rainfall and flood risk are a potential future impact of climate change and so sustainable flood risk management is an important part of adaptation and delivering sustainable development (see the 'Sustainability' issues, above). At the same time, Cherwell District is in an area of water stress, with water resources at a premium.

5.136 In the south of the District, to the north of Oxford, are a number of nature conservation areas in the vicinity of Kidlington and Yarnton. These include Conservation Target Areas, priority habitats for biodiversity and wildlife sites including Sites of Special Scientific Interest. A constraints map showing this area is provided below. Countryside immediately adjacent to Kidlington and Yarnton comprises part of the setting of the two villages and helps retain their separate identity.

5.137 Overall, the District is of a high environmental quality and the Local Plan Part I seeks to strike a balance between environmental protection and accommodating necessary development. The constraints (shown in the following map) and opportunities presented by the District's quality natural environment will need to be a key consideration in determining where to locate new growth.

Map 2 Natural Environment - Context



The Oxford Context

5.138 Oxford City has a tight administrative boundary with a surrounding, designated Green Belt. The city has areas of flood plain within the river valleys of the Thames and Cherwell and areas of nature conservation importance.

5.139 The Oxford Meadows SAC is located to the north-west of Oxford (comprising lowland hay meadows and creeping marshwort). This area is also part of the Oxford Meadows and Farmoor Conservation Target Area which includes Port Meadow and Wolvercote Common and Green Site of Special Scientific Interest (SSSI) with its grassland habitat. Port Meadow is also a Scheduled Ancient Monument, due to its ring ditches, barrows and ancient enclosures from its history of grazing. It includes a number of priority habitats for biodiversity.

5.140 Also in the vicinity of north Oxford are the Wolvercote Meadows SSSI, designated for its improved and semi-improved neutral grassland, the Canalside Meadow/Oxford Canal Marsh Local Wildlife Site Goose Green Local Wildlife Site. To the east of Cutteslow is the Thames and Cherwell Conservation Target Area.

5.141 The landscape setting to north Oxford comprises land within these areas, particularly in the vicinity of the Oxford Meadows SAC to the west and the Cherwell Valley to the east. The setting of Oxford immediately to the north is affected by transport and other infrastructure.

Question 24

Natural Environment

Are there any natural environment issues you would like to raise?

Question 25

How do these issues affect the potential development locations to meet Oxford's unmet needs?

5.6 Built and Historic Environment

National Policy Context

5.142 The NPPF makes clear that pursuing sustainable development involves seeking positive improvements in the quality of the built and historic environments as well as the natural environment. It emphasises that the Government attaches great importance to the design of the built environment and that good design is indivisible from good planning and should contribute positively to making places better for people.

5.143 The appropriate conservation of heritage assets forms one of the NPPF's 'Core Planning Principles'. Local Plans should have a positive strategy for the conservation and enjoyment of the historic environment and heritage assets, designated and undesignated. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. It notes the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.

National Planning Practice Guidance provides further advice on taking the importance of the historic environment into account in plan making and decision taking.

The Cherwell Context

5.144 The Local Plan seeks to protect the historic environment, secure high quality urban design and make Cherwell an attractive place to live and work. The quality of the built and historic environment contributes to the local distinctiveness of the District.

5.145 The District is composed of four landscape character areas, which each display distinct settlement patterns, building materials and styles of vernacular architecture which create a rural environment that is strongly locally distinctive. Each of the three urban areas also displays its own unique character.

5.146 The District has a number of designated heritage assets including over 2,200 listed buildings, currently 60 conservation areas, 36 Scheduled Ancient Monuments, 5 registered Historic Parks and Gardens and a Historic Battlefield, and a number of non-designated heritage assets. Many of the District's settlements have Conservation Areas and the wider countryside settings of Cherwell's villages play an important role in their identity. Land in the south of the District, which is included in the Oxford Green Belt, plays a part in preserving the setting and special character of historic Oxford. Beyond the District boundary lies Blenheim Palace, a World Heritage Site.

5.147 Policy ESD 15 of the adopted Local Plan promotes the importance of high quality design standards to complement the District's historic assets. This includes reinforcing local distinctiveness and

respecting local settings, topography and landscape features. All development should be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development should be designed to improve the quality and appearance of an area and the way that it functions.

5.148 Protecting and improving the built and historic environments will be essential in identifying locations for additional development.

The Oxford Context

5.149 Oxford is a world-renowned historic city, with over 1,500 listed buildings and 16 conservation areas, which cover 17.3% of the total area of the city. A large number of unlisted historic buildings are of local importance. Other elements contribute to Oxford's historic character including the public spaces, road layouts and surfaces, rivers and canal, street furniture and the use of materials.

5.150 The Oxford Green Belt has a tight inner boundary around the built-up area of the city which extends outwards for about five to six miles in every direction and into each of Oxford's neighbouring districts. Although it contains or surrounds other smaller settlements, the Green Belt provides a generally open setting to the urban area of Oxford and has prevented coalescence with neighbouring towns and villages. It has also presented a major constraint on the City's expansion along with the floodplain and sensitive ecological and historical areas.

5.151 The built-up area extends to the administrative boundary along much of the eastern side of the city, and the river corridors of the Thames to the west and Cherwell to the east have created extensive green wedges running north-south through

the city. This gives Oxford a distinctive physical form, with much of the residential population concentrated to the east of the city centre. Around 27% of Oxford is in the Green Belt, with much of this land being floodplain associated with the two river corridors. The historic city parks and nature conservation areas (including a Special Area of Conservation (SAC) and several Sites of Special Scientific Interest (SSSIs)) create pockets and corridors of green space within the city boundary.

5.152 These assets are a large part of what makes the City a major tourist destination. The City is also an important retail centre with a successful economy based on higher education, health services, car manufacturing, high-tech and medical scientific research. The potential of Oxford and its sub-region to act as a catalyst for growth and investment is recognised in past and present planning policy.

5.153 The Oxford City Core Strategy (2011) highlights that Oxford's historic environment and local townscapes are the product of change, and, in accommodating new development the emphasis should be on positive management reflecting the city's capacity to move forward while preserving its irreplaceable heritage. Good design which respects and enhances the unique historic character of the city will be important in maintaining its significance and how it is valued.

5.154 Providing sufficient homes to meet Oxford's needs, and the constraints to development presented by natural and historic assets as well as the Green Belt, are a significant challenge for the five local planning authorities in Oxfordshire and for Cherwell in pursuing the Partial Review of the Local Plan.

Question 26

Built and Historic Environment

Are there any built and historic environment issues you would like to raise?

Question 27

How do these issues affect the potential development locations to meet Oxford's unmet needs?

6 Call for Sites

6.1 As part of this consultation we are inviting the submission of sites with potential to deliver housing development in the District in the interest of meeting Cherwell's contribution to Oxford's unmet housing needs.

6.2 The Partial Review will need to identify deliverable and developable sites to deliver Cherwell's contribution.

6.3 Site submissions for housing will be used to inform a new Strategic Housing Land Availability Assessment (SHLAA).

6.4 Sites that are determined to be reasonable options will be subject of detailed testing supported by new evidence as required and by the process of Sustainability Appraisal.

6.5 The adopted Cherwell Local Plan 2011-2031 applies a threshold for allocated strategic sites of 100 dwellings or more. Once site submissions have been received, the Council will consider what the appropriate threshold might be for the potential allocation of sites for the Partial Review having regard all relevant considerations.

6.6 However, in the interest of a ensuring a manageable, realistic plan-making process, and in ensuring that the Partial Review is as focused as possible, the Council does not encourage the submission of sites for less than ten dwellings.

6.7 Submissions for mixed use and employment sites are not precluded but we are seeking views elsewhere in this paper (Section 2) on whether or not additional employment land should be identified in meeting Oxford's housing needs.

6.8 Site submissions should be accompanied by the necessary forms which are available to download at www.cherwell.gov.uk/policypublicconsultation.

Question 28

Site Submissions

Do you wish to submit details of sites to deliver housing development to meet Oxford's unmet housing needs within Cherwell? Please use the necessary Site Submission forms at www.cherwell.gov.uk/policypublicconsultation

7 Summary of the Consultation Questions

7.1 This section draws together all the questions asked in this document. The relevant consultation forms to complete are available online at www.cherwell.gov.uk/policypublicconsultation. Representations should be headed 'Partial Review of the Cherwell Local Plan' and sent to:

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

Or by email to:

planning.policy@cherwell-dc.gov.uk

Representations should be received no later than xxx.

Consultation Questions

Cherwell's Contribution to Oxford's Housing Needs

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

Providing for Employment

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

Oxford's Key Issues

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

Establishing a Vision

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

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

Defining a Plan Area or Area of Search

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

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

8. Would a district-wide area be appropriate?

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

Key Themes:

Housing

Identifying a Deliverable and Developable Supply of Land

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

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

Housing Issues

12. Do you have any comments on the housing issues identified?

13. Are there any additional issues that Cherwell District Council needs to consider?

Housing Objectives

14. What are the specific housing objectives for meeting Oxford's unmet needs within Cherwell that we need to consider?

Housing Locations

15. What locations should the Council be considering for the identification of strategic housing sites to meet Oxford's unmet needs?

Transport

16. Are there any transport issues you would like to raise?

17. How do these issues affect the potential development locations to meet Oxford's unmet needs?

Infrastructure

18. Are there any infrastructure issues you would like to raise?

19. How do these issues affect the potential development locations to meet Oxford's unmet needs?

Economy

20. Are there any economic issues you would like to raise?

21. How do these issues affect the potential development locations to meet Oxford's unmet needs?

Sustainability

22. Are there any sustainability issues you would like to raise?

23. How do these issues affect the potential development locations to meet Oxford's unmet needs?

Natural Environment

24. Are there any natural environment issues you would like to raise?

25. How do these issues affect the potential development locations to meet Oxford's unmet needs?

Built and Historic Environment

26. Are there any built and historic environment issues you would like to raise?

27. How do these issues affect the potential development locations to meet Oxford's unmet needs?

Call for Sites

28. Do you wish to submit details of sites to deliver housing development within the District? Please use the necessary Site Submission forms at www.cherwell.gov.uk/policypublicconsultation

8 Next Steps

8.1 The responses received to this consultation will be used to inform the preparation of the next stage of the Partial Review: consultation on the spatial options for accommodating the additional growth.

8.2 Work will continue under the Oxfordshire Growth Board on the countywide distribution of Oxford's unmet housing need including spatial options testing, countywide transport modelling and the preparation of an infrastructure delivery framework. The conclusion of this work in

Summer 2016 will be important evidence for the preparation of the Partial Review as a statutory Development Plan Document and will inform the next consultation.

8.3 It is anticipated that the next consultation on the Partial Review will be from August to September 2016. The timetable for the production of the document, through to its final adoption, is set out below, according to the Local Development Scheme January 2016. The programme is subject to change if countywide working is delayed. Examination and Hearing dates are to be confirmed.

Countywide working on identifying the unmet need and preferred spatial options	On-going to Summer 2016
Formal Commencement (adoption of Local Plan Part I)	20 July 2015
District Wide Issues Consultation (Regulation 18)	January - February 2016
District Wide Issues and Options Consultation (Regulation 18)	August - September 2016
Preparation of Proposed Submission DPD	October 2016 - March 2017
Consultation on Proposed Submission DPD	April 2017 - May 2017
Submission (Regulation 22)	June 2017
Examination (Regulation 24) (TBC)	June 2017 - February 2018
Examination Hearings (Regulation 24) (TBC)	October 2017
Receipt and Publication of the Inspector's Report (Regulation 25)	February 2018
Adoption (Regulation 26)	March 2018
Legal Challenge Period (6 weeks)	March 2018 - May 2018
Final Publication	May 2018

Further Information

8.4 For further information about this consultation, please contact the Council's Planning Policy Team.

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

planning.policy@cherwell-dc.gov.uk
www.cherwell.gov.uk/planningpolicy
01295 227985

Appendix I Glossary

Phrase	Definition
Adoption	The formal approval, after independent examination, of the final version of a Local Plan by a local planning authority for future planning policy and decision making.
Affordable Housing	Includes affordable rented, social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.
Annual Monitoring Report (AMR)	A report produced at least annually assessing progress of the LDS and the extent to which policies in Local Development Documents are being successfully implemented.
Appropriate Assessment	A process required by European Directives (Birds Directive 79/409/EEC and Habitats Directive 92/43/EEC) to avoid adverse effects of plans, programmes and projects on Natura 2000 sites and thereby maintain the integrity of the Natura 2000 network and its features.
Area Action Plan (AAP)	A type of Development Plan Document focused upon an area which will be subject to significant change
Area of Outstanding Natural Beauty (AONB)	Areas of national importance for their landscape character and appearance, within which the conservation and enhancement of their natural beauty is a priority. A small area of the Cotswolds AONB falls within the District.
Biodiversity	A collective term for plants, animals, micro-organisms and bacteria which, together, interact in a complex way to create living ecosystems.
Climate Change	The lasting and significant change in weather patterns over periods ranging from decades to hundreds of years, impacting on river and sea levels and the rate of flows on watercourses.
Conservation Area	A locally designated area of special architectural interest, where the character or appearance is desirable to preserve or enhance.

Phrase	Definition
Development Plan	The statutory term used to refer to the adopted spatial plans and policies that apply to a particular local planning authority area. This includes adopted Local Plans (including Minerals and Waste Plans) and Neighbourhood Development Plans and is defined by Section 38 of the Planning and Compulsory Purchase Act 2004.
Development Plan Documents (DPDs)	Documents which make up the Local Plan. All DPDs are subject to public consultation and independent examination.
Duty to Cooperate	A statutory duty placed on public bodies to cooperate constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
Evidence Base	The information and data collated by local authorities to support the policy approach set out in the Local Plan.
Examination	The process by which an independent Planning Inspector considers whether a Development Plan Document is 'sound' before it can be adopted.
Flood Zones	Areas of land assessed as being of low risk (Flood Zone 1), medium (Flood Zone 2), high (Flood Zone 3a) and the functional floodplain (Flood Zone 3b).
Green Belt	A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped.
Habitats Regulations Assessments (HRA)	HRA is required under the European Directive 92/43/ECC on the "conservation of natural habitats and wild fauna and flora for plans" that may have an impact of European (Natura 2000) Sites. HRA is an assessment of the impacts of implementing a plan or policy on a Natura 2000 Site.
Infrastructure	All the ancillary works and services which are necessary to support human activities, including roads, sewers, schools, hospitals, etc.
Infrastructure Delivery Plan (IDP)	The IDP's role is to identify all items of infrastructure needed to ensure the delivery of the growth targets and policies contained in the Local Plan. This ensures that an appropriate supply of essential infrastructure is provided alongside new homes, workplaces and other forms of development.

Phrase	Definition
Local Development Scheme (LDS)	A Local Development Scheme is a statutory document required to specify (among other matters) the documents which, when prepared, will comprise the Local Plan for the area. It sets out the programme for the preparation of these documents.
Local Plan	The plan for the local area which sets out the long-term spatial vision and development framework for the District and strategic policies and proposals to deliver that vision. The Cherwell Local Plan Part I was adopted in July 2015 and is available on the Council's website.
Local Transport Plan (LTP)	A transport strategy prepared by the local highways authority (the County Council).
Localism Act 2011	The Localism Act introduced changes to the planning system (amongst other changes to local government) including making provision for the revocation of Regional Spatial Strategies, introducing the Duty to Cooperate and Neighbourhood Planning.
National Planning Policy Framework (NPPF)	A document setting out the Government's planning policies.
National Planning Practice Guidance (NPPG or PPG)	The Government's planning guidance supporting national planning policy
Objectively Assessed Need (OAN)	The scale and mix of housing and the range of tenures that is likely to be needed in the housing market area over the plan period. The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.
Oxford/Cambridge corridor	A spatial concept focused on the economic influence of Oxford and Cambridge. The aim of this is to promote and accelerate the development of the unique set of educational, research and business assets and activities.
Performance Engineering	Advanced manufacturing / high performance engineering encompasses activities which are high in innovation and the application of leading edge technology, and which form a network of businesses which support, compete with and learn from each other.

Phrase	Definition
Planning & Compulsory Purchase Act 2004	This Act amended the Town & Country Planning Act 1990. The Planning and Compulsory Purchase Act 2004 introduced a new statutory system of regional and local planning and has since been amended by the Localism Act 2011.
Planning Inspectorate	The Government body responsible for providing independent inspectors for planning inquiries and for examinations of development plan documents.
Policies Map	Maps of the local planning authority's area which must be reproduced from, or based on, an Ordnance Survey map; include an explanation of any symbol or notation which it uses; and illustrate geographically the application of the policies in the adopted development plan. Where the adopted policies map consists of text and maps, the text prevails if the map and text conflict.
Site Specific Allocations	Site specific proposals for specific or mixed uses or development. Policies will identify any specific requirements for individual proposals.
Special Areas of Conservation (SAC)	A SAC is an area which has been given special protection under the European Union's Habitats Directive.
Starter Homes	A new national scheme relating to homes for first time home buyers under the age of 40, available for sale at a minimum 20% discount below open market value, which are exempt from developer contributions. The price reduction is to last for 5 years after which they homes are resellable at full market rate.
Strategic Environmental Assessment (SEA)	An assessment of the environmental effects of policies, plans and programmes, required by European legislation, which will be part of the public consultation on the policies.
Strategic Flood Risk Assessment (SFRA)	An assessment carried out by local authorities to inform their knowledge of flooding, refine the information on the Flood Map and determine the variations in flood risk from all sources of flooding across and from their area.
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the land capacity across the District with the potential for housing.

Phrase	Definition
Strategic Housing Market Assessment (SHMA)	SHMAs are studies required by Government of local planning authorities to identify housing markets, and their characteristics, that straddle District boundaries. Their purpose is to inform Local Plans in terms of housing targets, housing need, demand, migration and commuting patterns and the development of planning and housing policy.
Submission	The stage at which a Development Plan Document is sent to the Secretary of State for independent examination.
Supplementary Planning Documents (SPDs)	Documents which provide guidance to supplement the policies and proposals in Development Plan Documents.
Sustainability Appraisal (SA)	The process of assessing the economic, social and environmental effects of a proposed plan. This process implements the requirements of the SEA Directive. Required to be undertaken for all DPDs.
Windfalls	Unidentified sites that are approved for development.

