

# Cherwell District Council

## Executive

5 December 2016

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

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

This report is public

#### Purpose of report

To seek approval of proposed changes to the draft Banbury Vision & Masterplan Supplementary Planning Document (SPD) following stakeholder and public consultation and to propose the Executive recommends adoption of the Masterplan incorporating these changes at the meeting of the Full Council on 19 December 2016.

#### 1.0 Recommendations

The meeting is recommended:

- 1.1 To approve changes to the draft Banbury Masterplan Supplementary Planning Document (at Appendix 1) following consultation.
- 1.2 To recommend Council agree to adopt the Banbury Masterplan (Appendix 1) as a Supplementary Planning Document at the meeting of Full Council on 19 December 2016.
- 1.1 To authorise the Head of Strategic Planning and the Economy to publish an Adoption Statement and to make any further minor changes to the Masterplan before the meeting of the Full Council.

#### 2.0 Introduction

- 2.1 Consultants WYG were commissioned by the Council to produce a Masterplan for Banbury in 2012. The adopted Cherwell Local Plan 2015 together with the Banbury Vision & Masterplan establishes the long term 'VISION' for the town and identifies the main projects and initiatives to support the growth of the town and to help strengthen its economy.
- 2.2 Stakeholder consultation has taken place on a continuous basis since 2012 and public consultation on the draft Masterplan between March and April 2016. A

Consultation Statement setting out the consultation that has taken place is at appendix 2 to this report.

### **3.0 Report Details**

- 3.1 The vision for Banbury in the Masterplan is *‘A premier regional centre with a fast growing economy developed from the strengths of the area; and at its heart, a vibrant and attractive town centre, set in a high quality and distinctive environment with greater housing choice, improved accessibility and a reduction in traffic congestion’*. Six Objectives are also identified which will help support the sustainable growth of Banbury.
- 3.2 A number of challenges are identified including traffic congestion and how areas of the town require improvement. The Masterplan identifies five key initiatives:
- To take advantage of the locations for housing to deliver the Cherwell Local Plan housing requirements to 2031;
  - A range of employment opportunities that will reinforce the role of Banbury in the regional economy;
  - A transport and movement strategy that addresses congestion and assists in delivering sustainable growth;
  - A Town Centre Action Area to manage a co-ordinated and comprehensive regeneration and improvement of Banbury town centre; and,
  - A ‘green lung’ to the town created from the enhancement of the canal and riverfront area together with a network of open spaces to improve the setting of the town and to address the shortfall of public open space, amenity and sports facilities.
- 3.3 The chapters of the Masterplan reflect these initiatives. It also contains a Delivery Chapter and Action Plan. The Masterplan contains design principles for sites identified in the Local Plan, building on the Local Plan policies. It aims to bring together land use matters and proposals, which are set out in often more detailed documents, to provide a vision and strategy for the town which can be used for planning and investment. The Masterplan also reflects the main proposals for Banbury in the County Council’s latest Local Transport Plan (LTP4) such as proposals to the east of the M40 junction.
- 3.4 The Masterplan has helped inform Local Plan Part 1, now builds on it and will help inform Local Plan Part 2. It reflects policies in the Local Plan. It has identified areas for potential change in order to deliver the Vision, however it does not contain policies or allocate sites which is the role of Local Plan Part 1 and Local Plan Part 2. The Masterplan is capable of being a material consideration in the determination of planning applications. Unlike a Local Plan, the Masterplan will not form part of the Development Plan for the District.
- 3.5 Building on Local Plan Part 1 the County Council are undertaking work exploring options for a ‘south east relief road’ which would inform any updates to their Local Plan Transport Plan. The potential south east link road options shown in the Masterplan are indicative and are not proposals. The Local Transport Plan is where any new road proposal would be identified following the undertaking of the necessary procedural and legal requirements by the County Council. There is an opportunity to safeguard any routes proposed in the LTP in Local Plan Part 2.

- 3.6 The Masterplan identifies the potential to strengthen the town centre through an Action Area. The Council and partners, such as Banbury Town Council, are establishing work promoting the town centre through initiatives such as the proposed Business Improvement District (BID), encouraging visiting markets and events such as Canal Day. The Council will be examining potential changes to the town centre boundaries for Local Plan Part 2. Proposals for enhancement of the Oxford Canal, river corridor, green spaces/linkages, transport improvements, providing new homes in the town centre and enhancing the museum will be important.
- 3.7 The Masterplan contains an initial action Plan for its delivery. The Council recognises that its full implementation will require collaboration and partnership with other bodies such as the County Council and Town Council. Further proposals for how the implementation of the Masterplan will be supported by CDC will be reported to a future meeting of the Executive.
- 3.8 An SEA Screening Statement was published at the same time as the public consultation and sent to Historic England, the Environment Agency and Natural England. It concluded that a Sustainability Appraisal to meet the requirements of the SEA Directive is not required for the Banbury Masterplan. These consultees have not identified a requirement to produce a sustainability appraisal to meet the requirements of the SEA Directive. The proposed changes to the Masterplan do not change this position. A revised final Screening Statement (November 2016) has been produced and is at appendix 3 to this report. The Council has undertaken sustainability appraisal (SEA) of its Local Plan documents which this Masterplan is related to.
- 3.9 The Masterplan cannot on its own identify and address all issues. To help ensure delivery the Action Plan in the Masterplan will be implemented by the private sector, the Council and partners, subject to resources. The Council will bring the full range of planning powers and other responsibilities to drive the delivery of this Masterplan. The objectives of the Masterplan will be achieved through the delivery of the Local Plan sites identified in the Masterplan. Supplementary Planning Documents (as identified in the Council's Local Development Scheme) for specific development sites in Banbury including for Banbury Canalside will also be produced adding detail at the site level. The Masterplan will inform any bids to secure funding from central government and other sources such as the Local Enterprise Partnership (LEP).

### **Consultation**

- 3.10 Stakeholder consultation has taken place on a continuous basis for Masterplan and this is set out in the Consultation Statement. Meetings and workshops have been held with a number of stakeholders including; Banbury Town Council, the County Council, OLEP, SEMLEP, landowners, Chiltern Railways, Network Rail, Stage Coach.
- 3.11 Public consultation took place on the draft document between March and April 2016 including a public exhibition in Banbury's Castle Quay shopping centre. The public notice and other material are available on the Council's website:  
<http://www.cherwell.gov.uk/index.cfm?articleid=11505>

3.12 There is support for the principle of preparing a vision and Masterplan document and its draft proposals but concerns expressed in some areas. Comments from the consultation included:

- Views that there is no detailed timing, realisation strategy or resources identified in the document
- The document does not provide further guidance to the policies contained in the Cherwell Local Plan Part 1 or the Oxfordshire Local Transport Plan
- The Masterplan should identify priorities for change
- There should not be over emphasis on one sector and a broad economy is more resilient
- There should be more emphasis on the town's cultural and historical heritage, the environment and education
- Traffic and congestion in Banbury needs to be resolved including through new roads and more sustainable methods
- The town centre should be enhanced
- The Masterplan should reflect current proposals on sites

3.13 Representations and stakeholder contributions have informed changes to the Masterplan. The Consultation Statement sets out the responses to the representations received and how these issues, where appropriate, have been addressed in the SPD. These changes are not considered to be significant with the Masterplan (appendix 1) setting out the same main initiatives.

3.14 The main changes include:

- Further consideration of the historic core of Banbury and the protection of conservation areas, listed and locally listed buildings
- Further consideration of areas within the town centre and their role
- Retention of the Town Centre Action area as an initiative but with no specific boundary
- Reference to the scope of the Build! project and the opportunity for high quality housing in the town centre
- References to events and schemes in central Banbury
- Further emphasis on seeking a new railway station and allowing for potential other uses such as shops
- Changes to the Masterplan to inform a coherent green infrastructure network
- Further detail on how tourism, including the museum, can play an important role
- Inclusion of transport updates from the Local Transport Plan, Oxfordshire County Council and Chiltern Railways
- Review of the information provided on bus services and a focus on main routes following recent cuts in subsidies and services
- Clear development principles for sites at Canalside, Spiceball and Bolton Road including changes to reflect current planning permissions and events including the demolition of the multi-storey car park
- Reference to Air Quality Action Plans in response Air Quality Management Areas within Banbury
- Changes to allow for potential bus 'pick up' from the railway station
- Changes to allow for the possibility of Tramway being opened up to allow for buses to travel through to Bridge Street
- Proposals for free car parking periods and Smart parking

- Reference to the Infrastructure Delivery Plan (IDP), developer contributions and CIL
- Updates to the Action Plan including changes to explain funding and delivery

3.15 Other changes to the SPD include presentational changes such as improvements to the photographs and maps to ensure they are clear and accurate.

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

4.1 Following stakeholder and public consultation representations have been considered and changes made to the draft Banbury Masterplan Supplementary Planning Document. Adoption of the Masterplan (as shown at Appendix 1) by the Council at the meeting of the Full Council on 19 December 2016 is recommended.

## **5.0 Consultation**

Public consultation as set out in section 3

Internal briefing: Councillor Colin Clarke, Lead Member for Planning and Banbury Developments Board

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

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

Option 1: Not to recommend adoption of the SPD. The SPD is identified in the Council's Local Development Scheme (LDS) (schedule and timetable for the Council's Local Development Documents) and this option would be inconsistent with public expectations that the Masterplan is to be adopted and would reduce the potential for the delivery of proposals and initiatives at Banbury.

Option 2: Not to recommend adoption of the SPD in its current form (at appendix 1) by proposing significant changes to the draft SPD. Significant changes at the stage may lead to a requirement for further public consultation before the SPD could be recommended for adoption and adopted which would involve a delay to the timetable.

## **7.0 Implications**

### **Financial and Resource Implications**

7.1 Preparation of the Masterplan can be met from existing budgets.

Comments checked by: Paul Sutton, Chief Finance Officer, 0300 0030106, paul.sutton@cherwellandsouthnorthants.gov.uk

### **Legal Implications**

- 7.2 The Masterplan is a Supplementary Planning Document (SPD) and is produced under the Town and Country Planning (Local Planning) (England) Regulations 2012. The SPD is capable of being a material consideration in the determination of planning applications.

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

## 8.0 Decision Information

### Key Decision

**Financial Threshold Met:** No

**Community Impact Threshold Met:** Yes

### Wards Affected

All (including all Banbury wards directly)

### Links to Corporate Plan and Policy Framework

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

### Lead Councillor

Councillor Colin Clarke, Lead Member for Planning

### Document Information

Appendix No	Title
Appendix 1	Banbury Vision and Masterplan
Appendix 2	Consultation Statement
Appendix 3	SEA Screening Document
Background Papers	
None	
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