

# Cherwell Local Plan 2011 – 2031 (Part 1)

## Partial Review – Oxford's Unmet Housing Need

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Proposed Submission Plan

July 2017

**Cherwell**

DISTRICT COUNCIL  
NORTH OXFORDSHIRE



## Foreword

Foreword .....	3
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## Executive Summary

Executive Summary .....	6
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## Section 1 - Working in Partnership to Meet Oxford's Needs

What is the Partial Review of the Local Plan? .....	12
Why has this Plan been prepared? .....	15
What is Oxford's Unmet Housing Need? .....	19

## Section 2 - Preparing the Plan

How has this Plan been prepared? .....	24
What does the Plan include? .....	27
What Options were considered? .....	29

## Section 3 - Setting the Scene

The Oxfordshire Context .....	32
The Cherwell Context .....	37
The Oxford Context .....	41
The Wider Context .....	53

## Section 4 - Our Vision and Objectives

A Vision for Meeting Oxford's Unmet Housing Needs .....	58
Our Objectives for Achieving the Vision .....	59

## Section 5 - Delivering the Vision and Meeting Our Objectives

A Spatial Strategy for North Oxford, Kidlington and the A44 Corridor .....	62
Achieving Sustainable Development for Oxford's Needs .....	69

# Contents

<b>Housing Mix, Tenure and Size</b> .....	<b>71</b>
<b>The Oxford Green Belt</b> .....	<b>75</b>
<b>Transport Infrastructure</b> .....	<b>79</b>
<b>A Connected Green Infrastructure</b> .....	<b>85</b>
<b>North Oxford</b> .....	<b>87</b>
<b>Kidlington</b> .....	<b>103</b>
<b>Begbroke</b> .....	<b>117</b>
<b>Yarnton</b> .....	<b>127</b>
<b>Woodstock</b> .....	<b>135</b>
<b>Providing the Infrastructure</b> .....	<b>145</b>
<b>Maintaining Housing Supply</b> .....	<b>149</b>

## **Section 6 - Monitoring and Securing Delivery**

<b>Our commitment to deliver</b> .....	<b>154</b>
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## **Appendices**

<b>Appendix 1 - Policies Map</b> .....	<b>157</b>
<b>Appendix 2 - Green Belt Plan</b> .....	<b>159</b>
<b>Appendix 3 - Housing Trajectory</b> .....	<b>161</b>
<b>Appendix 4 - Infrastructure Schedule</b> .....	<b>163</b>
<b>Appendix 5 - Monitoring Framework</b> .....	<b>183</b>
<b>Appendix 6 - Thematic Maps</b> .....	<b>189</b>
<b>Appendix 7 - Evidence Base</b> .....	<b>193</b>
<b>Appendix 8 - Glossary</b> .....	<b>195</b>

## Foreword

**Councillor Barry Wood**  
**Leader, Cherwell District Council**

Oxford is a world class university city. Its economy is one of the major drivers of the county economy. Cherwell has always had a close relationship with Oxford.

There are many inter-dependencies between Cherwell and Oxford. Oxford is important to many Cherwell based businesses and residents, as a place to work, to company supply chains and as a place to study and visit. The growth of Kidlington and neighbouring communities has resulted from their proximity to Oxford as desirable places to live though they remain separate, distinctive communities.

Oxford has a high level of housing need which it cannot meet itself. This Plan has been prepared to meet a commitment Cherwell made to our neighbouring Councils to provide our share of Oxford's unmet housing need.

This Plan supplements the adopted Cherwell Local Plan (2015) and is the culmination of a lengthy period of preparation, evidence gathering and consultation.

We are of the view that development must be provided so that it is well connected to Oxford and supports the city's economy, universities and its local employment base. In addition, growth must ensure that people have convenient, affordable and sustainable travel opportunities to the city's places of work and to its services and facilities.

We have considered options across the district for achieving this and are of the view that there are clear, exceptional reasons for providing development within the Oxford Green Belt.

The Plan seeks to deliver growth for Oxford so that it fits with and helps deliver the city's sustainable transport strategy, builds communities related to Oxford and so that its relates to key assets important to both Oxford and Cherwell. These assets include the Oxford University research facility at Begbroke, London-Oxford Airport, together with the Langford Lane employment area at Kidlington and within Oxford, the Northern Gateway site.

The Plan proposes that all development is of exemplar design which responds distinctively and sensitively to the local built, historic and environment context. It requires necessary infrastructure to be provided including new schools and facilities and identified improvements to the A44 transport corridor with new rapid bus routes, rail facilities and cycle connections into Oxford.

The Plan also requires substantial levels of affordable housing to be provided and extensive green infrastructure including parkland for public use by the residents of Kidlington, Begbroke and Yarnton and the new communities that will be created.

# 4 Foreword



## Executive Summary

i. In the Cherwell Local Plan adopted in 2015, the Council committed to working on an on-going basis under a legal Duty to Cooperate with all other Oxfordshire local authorities to address the need for housing across the Oxfordshire housing market area.

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

iii. The Plan made clear that if joint work between the authorities revealed that Cherwell and other districts needed to meet additional need for Oxford, this would trigger a 'Partial Review' of the Local Plan.

iv. This document is that Partial Review – a Plan to provide Cherwell's share of the unmet housing needs of Oxford to 2031.

v. The Plan has been informed by cooperative work between the Oxfordshire councils on the level of unmet need and how much of that need should be 'apportioned' to each district. It has been informed by an examination of the critical and cross boundary issues which are relevant to meeting those needs. It has been informed by public consultation and engagement and by evidence gathering. We have produced what we consider to be a 'sound' Plan; one that is positively prepared, justified, effective and consistent with national policy.

vi. The Plan does the following:

Section 1 - explains in further detail why the plan has been produced and how an understanding of Oxford's unmet housing need has been arrived at

Section 2 - explains how the Plan has been prepared including the options considered in arriving at our development strategy

Section 3 - sets the scene for the Plan; describing the county, Cherwell and Oxford context and the wider cross-regional issues

Section 4 - describes a vision and objectives for helping to meet Oxford's unmet housing need within Cherwell

Section 5 - provides our strategy for meeting the vision and objectives in a way that achieves sustainable development including policies for strategic development sites to provide the required homes

Section 6 - explains how we will ensure that the strategy is delivered.

vii. Our vision for meeting Oxford's unmet housing needs by 2031 seeks to be aspirational but realistic. It responds specifically to the focused task of this Partial Review (Oxford's housing needs) and to the issues identified.

viii. The vision seeks to:

1. support Oxford's world class economy, its universities and employment base



2. ensure that people have convenient, affordable and sustainable travel opportunities to the city's places of work, study and recreation and to its services and facilities
3. deliver development that is well connected to Oxford
4. provide for a range of household types and incomes reflecting Oxford's diverse needs.

ix. In doing so it seeks to:

1. create balanced and sustainable communities
2. provide for exemplar design which responds distinctively and sensitively to the local built, historic and environmental context
3. ensure development is supported by necessary infrastructure
4. contribute to improving health and well-being
5. conserve and enhance the natural environment.

x. Specific strategic objectives (SO16-SO19) are identified for meeting the vision which supplement those in the existing Local Plan (2015).

xi. The objectives relate to:

1. partnership working to meet needs and required infrastructure by 2031 (objective SO16)
2. providing development so it supports the projected economic growth which underpins the housing needs and local Oxford and Cherwell economies (objective SO17)
3. substantively providing affordable access to new homes for those requiring affordable housing, new entrants to the housing market, key workers and those requiring access to Oxford's key employment areas; and, providing well-designed development that responds to the local context (objective SO18)
4. providing development so that it complements the County Council's Local Transport Plan (including the Oxford Transport Strategy) and facilitates demonstrable and deliverable improvements to the availability of sustainable transport for access to Oxford (objective SO19).

xii. The Plan includes a strategy - a collection of policies - for delivering the vision and objectives having considered options for accommodating development across the district. The Plan builds upon the options, those areas of the district that most directly relate to Oxford's sustainable

transport strategy, that offer the opportunities for building communities that are well related to Oxford and have a clear relationship to the key economic assets at the interface between Cherwell and Oxford.

xiii. The Plan includes a coherent, holistic, and joined-up approach which prioritises the need for development to be well connected to Oxford. We are planning for development in the area of the district that has the strongest economic and social relationships with Oxford and which is fully integrated with the County Council's sustainable transport policies. We are grasping the opportunities for distinctive place-shaping, for a consolidated approach to green infrastructure and for the achievement of net gains in biodiversity.

xiv. The Plan therefore focuses development on a geographic area extending north from Oxford to south Kidlington, along the A44 corridor to Yarnton and Begbroke, and up to Woodstock in West Oxfordshire.

xv. This involves development in the Oxford Green Belt - a designated area of land around Oxford in which planning policies have the fundamental aim of preventing urban sprawl by keeping land permanently open. Under national policy Green Belt boundaries should only be altered in exceptional circumstances through the preparation or review of a Local Plan.

xvi. The Plan explains that there are exceptional circumstances for development in the Green Belt to help meet Oxford's needs within Cherwell. Other examined options would not deliver development that specifically relates to Oxford in the same way and would not deliver the Plan's vision.

xvii. The Plan also avoids undermining the strategy of the existing Cherwell Local Plan (2015) and the delivery of planned growth at Bicester, Banbury and Former RAF Upper Heyford.

xviii. The policies included in this Partial Review seek to do the following:

1. deliver the required homes for Oxford by 2031 in a form that achieve sustainable development (policy PR1)
2. deliver a mix, tenure and size of homes that responds to identified needs (policy PR2)
3. exceptionally allow for development in the Green Belt having considered all other reasonable options and the vision and objectives we need to achieve (policy PR3)
4. maximise the opportunity for affordable and sustainable transportation from development areas to Oxford's key employment areas, services and facilities (policy PR4a)
5. use the advantage of sustainable transport opportunities to help strengthen Kidlington centre in accordance with the existing Local Plan (2015) and the Kidlington Framework Masterplan (policy PR4b – Kidlington Centre)
6. provide a consolidated and integrated approach to the provision of green infrastructure alongside new development, particularly within the Green Belt (policy PR5)

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

Table I

Area	Policy / Site	No. of Homes
North Oxford	Policy PR6a - Land East of Oxford Road	650
	Policy PR6b - Land West of Oxford Road	530
	Policy PR6c - Land at Frieze Farm (reserved site for replacement Golf Course)	-
Kidlington	Policy PR7a - Land South East of Kidlington	230
	Policy PR7b - Land at Stratfield Farm	100
Begbroke	Policy PR8 - Land East of the A44	1950
Yarnton	Policy PR9 - Land West of Yarnton	530
Woodstock	Policy PR10 - Land South East of Woodstock	410
<b>Total</b>		<b>4400</b>

xx. The Plan seeks to ensure that the developments will be supported by necessary infrastructure through a coordinated and planned approach (policy PR11). This will be assisted by a requirement for development briefs for each site and by working with service providers such as the County Council on matters including highways and education and on necessary financial contributions for other supporting infrastructure.

xxi. The Plan seeks to ensure that the necessary housing supply will be maintained by managing planned delivery and maintaining a separate five year supply of housing sites to specifically meet Oxford's unmet needs within Cherwell (policy PR12a). It also makes clear that applications for planning permission for development to meet Oxford's needs that is not allocated in the Plan will not be supported unless the Council has taken a formal decision that additional land beyond that allocated is required to ensure the requisite housing supply, that the demonstrable support of the local community has been gained through pre-application consultation and subject to other criteria.

xxii. Finally, we have a policy (PR13) for closely monitoring delivery, to achieve the timely production of development briefs and the consideration of planning applications, for reporting on progress and for ensuring that all the homes are delivered by 2031. The policy makes it clear that if monitoring indicates that the vision and objectives cannot be met, the Council will consider whether it wishes to ask the Secretary of State for Communities and Local Government to revoke the Partial Review under Section 25 of the Planning and Compulsory Purchase Act 2004 in the interest of releasing alternative sites that will achieve delivery by 2031.

xxiii. This is a Plan to provide homes for Oxford within Cherwell in time and in full accordance with our strategy.

# Section I - Working in Partnership to Meet Oxford's Needs



## What is the Partial Review of the Local Plan?

1.1 The Cherwell Local Plan 2011-2031, which was adopted by Cherwell District Council in July 2015, provides for Cherwell's development needs to the year 2031<sup>(1)</sup>.

1.2 In the Local Plan the Council committed to working jointly with the other Oxfordshire councils to assess the extent of the housing need that could not be met elsewhere in the Oxfordshire Housing Market Area. In particular, it was understood that there could be a need arising from Oxford that could not be met by Oxford City Council due to its tight administrative boundary and its limited supply of land. Cherwell District Council's commitment was to consider the extent of the need and, if necessary, to 'partially review' its Local Plan within two years from its adoption in July 2015.

1.3 This document is that 'review'. The Partial Review is effectively a supplement or addendum to the adopted Cherwell Local Plan 2011-2031 which becomes part of the statutory Development Plan for the district.

1.4 The Partial Review provides a vision, objectives and specific policies for delivering additional development to help meet Oxford's housing needs. It seeks to do this in a way that will best serve Oxford's needs and provide benefits for existing communities in Cherwell and adjoining areas. The Partial Review is a positively prepared Plan. It avoids undermining the existing Local Plan's development strategy for meeting Cherwell's needs and detracting from the delivery of growth at Bicester, Banbury and former RAF Upper Heyford. The Plan aims to achieve sustainable development which will be deliverable by 2031.

1.5 Applications for planning permission for housing in Cherwell to meet Oxford's needs will be considered having regard to the policies in this Partial Review and to other relevant policies from the adopted Development Plan. The Council will need to assess whether or not development proposals meet the vision and objectives of this Partial Review (and relevant objectives of the existing Local Plan 2015) in determining whether or not permission should be granted.

1.6 The Partial Review should therefore be considered alongside the existing Local Plan. It should also be read alongside national policy and guidance – the National Planning Policy Framework (NPPF) and Planning Policy Guidance (PPG) – and in conjunction with other Supplementary Planning Documents produced by the Council such as the Cherwell Design Guide.

1.7 The Partial Review means change for the area of the district which adjoins north Oxford and that which focuses on the A44 corridor from Oxford to Woodstock in West Oxfordshire. It does this to deliver homes that will enable people to live near Oxford, to travel sustainably into Oxford to access employment, services and facilities and to provide new housing in a way that builds upon Cherwell's strongest geographic, economic and social relationships with Oxford.

1.8 Most of this area has for many years lain within the Oxford Green Belt - a designated area of land around Oxford in which planning policies have the fundamental aim of preventing urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and their permanence. Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of a Local Plan.

<sup>1</sup> Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR55

1.9 The boundaries of the Oxford Green Belt within Cherwell have not changed since the inner boundary was established in 1992. The Partial Review of the Local Plan provides for specific sites to be developed in the Green Belt and for changes to the Green Belt boundaries because of the exceptional circumstances that exist (see section 5).

# 14 What is the Partial Review of the Local Plan?



## Why has this Plan been prepared?

1.10 There are three reasons why this Partial Review of the Local Plan has been prepared:

1. Oxford needs additional homes
2. there is a need to meet national policy and legal requirements
3. Cherwell was required to make a commitment to undertaking the review.

### Oxford needs additional homes

1.11 Oxford has a high level of housing need and problems of affordable access to the housing market. The city, county and wider regional economies are growing. New homes are required urgently to meet Oxford's existing and future needs to meet demographic demand, to help access to the housing market and to support economic growth.

#### **Oxford City Council First Steps Consultation Booklet, 2016**

*'Oxford currently has 55,000 households and 160,000 people live in the city. One of the biggest issues in Oxford is the lack of housing and the unaffordability of housing, to rent or to buy. Oxford is experiencing a housing crisis. Factors such as increasing land values and reducing land availability have led to a shortage of homes, and housing that is so expensive that it prices many people out of the market. We need enough housing, of the right type, in the right locations, that is affordable and suitable for different sectors of the community and meets varied needs.'*

1.12 There is a very high level of housing need to be met across the county. This was the clear finding of an Oxfordshire wide housing study, the Strategic Housing Market Assessment or 'SHMA' which was produced in 2014 as required by Government policy. The SHMA provided an objective assessment of need for housing in the Oxfordshire market area to 2031. It is for Local Plans to then determine whether development can be provided to meet needs by considering environmental and other constraints and potential opportunities.

1.13 The SHMA examined population and household projections and considered whether adjustments were needed to take into account the need to deliver affordable homes, to address past under-provision or improve affordability and to support the expected growth in jobs.

# 16 Why has this Plan been prepared?

Table 2

<b>Objectively Assessed Housing Need per Local Authority 2011-2031 (source: Oxfordshire SHMA 2014, adapted)</b>			
	<b>Housing Need Per Year (Net) 2011-2031</b>	<b>Mid-point of Range</b>	<b>Total 2011-2031</b>
Cherwell	1090-1190	1140	22,800
<b>Oxford</b>	<b>1200-1600</b>	<b>1400</b>	<b>28,000</b>
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

1.14 The mid-point of the assessed housing need for Oxford City is 28,000 additional homes from 2011-2031. The SHMA remains the most up-to-date objective assessment of housing need for the housing market area.

## Meeting national policy and legal requirements

1.15 The Council is required to meet Government and legal requirements in preparing Local Plans:

### National Planning Policy Framework (NPPF, 2012)

The NPPF requires the Council to:

1. have a clear understanding of housing needs in their area
2. to prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries
3. 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
4. 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

5. to produce Local Plans in accordance with a statutory Duty to Cooperate with prescribed bodies (including Oxford City Council and the other Oxfordshire Councils)
6. to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

1.16 The Duty to Cooperate requires the Council to cooperate with other Local Planning Authorities and other prescribed bodies when it undertakes certain activities, including the preparation of Local Plans and in relation to cross-boundary strategic matters. This is to maximise the effectiveness with which activities are undertaken.

### Duty to Cooperate

Local Planning Authorities are required 'to engage constructively, actively and on an on-going basis'

*Planning and Compulsory Purchase Act 2004, Section 33A (2)*

### Cherwell's commitment to the Partial Review

1.17 All of Oxfordshire's councils have accepted that Oxford cannot fully meet its own housing needs (approximately 28,000 homes). They collectively committed to consider the extent of Oxford's unmet need and how that need might be sustainably distributed to the neighbouring districts so that this could be tested through their respective Local Plans.

1.18 When the existing Local Plan (2015) was being prepared, the Council proposed a commitment to the Partial Review of the Local Plan in the event that there was a need to provide additional housing for Oxford.

1.19 The Government appointed Planning Inspector who examined the Plan stated, "...It is ...essential for clarity and soundness that the Council's firm commitment to help meet the needs of Oxford city as part of the countywide housing market area, jointly with other relevant authorities including through the Oxfordshire Growth Board, as well as in respect of the Oxford and Oxfordshire City Deal (2014), is formally recorded in the plan..."<sup>(2)</sup>

1.20 His Non-Technical Summary records: "Add a formal commitment from the Council, together with other relevant Councils, to undertake a joint review of the boundaries of the Oxford Green Belt, once the specific level of help required by the city of Oxford to meet its needs that cannot reasonably be met within its present confines, is fully and accurately defined"<sup>(3)</sup>

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

<sup>2</sup> Evidence List - <http://www.cherwell.gov.uk/index.cfm?Article=11183> - PR45, p.15, para 62  
<sup>3</sup> Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR45, p.3

# 18 Why has this Plan been prepared?

## **Adopted Cherwell Local Plan 2011-2031, Para. B.95**

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

## What is Oxford's Unmet Housing Need?

### Working cooperatively

1.22 In March 2014, prior to publication of the Strategic Housing Market Assessment, the Oxfordshire councils collectively agreed a headline process, as part of a Statement of Cooperation, setting out how to address the SHMA's conclusions on housing need and in anticipation that there would be unmet need arising from Oxford.

#### **Oxfordshire Statement of Cooperation, 2014<sup>(4)</sup>**

*'The purpose of this Statement of Cooperation is to set out the scope and structure of cooperation between the Parties on a range of issues. In particular, it outlines the process and arrangements for cooperation between local authorities should one of the Parties be unable to accommodate their objectively assessed need identified in the Oxfordshire Strategic Housing Market Assessment (SHMA)'*

1.23 The Councils had been working together for some time as the Spatial Planning and Infrastructure Partnership. In 2014, this became the Oxfordshire Growth Board which became a Joint Committee of all six Oxfordshire Councils. These are the core, voting members. The Growth Board also includes co-opted, non-voting members - the Oxfordshire Local Enterprise Partnership (OxLEP), the Oxfordshire Skills Board, Oxford Universities, the Homes and Communities Agency, the Environment Agency, Network Rail and Highways England.

1.24 In November 2014, the Growth Board noted a general agreement that there was limited capacity within Oxford to accommodate the number of homes required to meet its needs. There was a significant potential shortfall which would need to be provided for in neighbouring districts.<sup>(5)</sup>

1.25 A joint work programme was agreed for considering the level of unmet need and how that need could be distributed to the individual district councils.

### The urban capacity of Oxford

1.26 Oxford's December 2014 Strategic Housing Land Availability Assessment (SHLAA)<sup>(6)</sup> detailed the City Council's view on its potential sources of housing supply - a total supply of 10,212 homes from 2011 to 2031.

1.27 This view was tested through the Growth Board work programme by the other Oxfordshire authorities. Consultants were appointed to help 'check and balance'<sup>(7)</sup> the findings and to help reach an agreed understanding<sup>(8)</sup>.

4 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR01  
5 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR05  
6 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR08  
7 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR09  
8 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR11

1.28 On 19 November 2015 the Oxfordshire Growth Board agreed a total working figure for Oxford's unmet housing need of 15,000 homes<sup>(9)</sup>. On the basis of Oxford's overall need being 28,000 homes from (2011-2031), this meant approximately 13,000 homes being provided within Oxford's administrative boundary.

### Agreement on Oxford's unmet housing need

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

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

*Report to the Oxfordshire Growth Board, 19 November 2015, para's. 5&6*

1.29 The precise urban housing capacity or potential of Oxford will change as the City Council prepares and completes its next Local Plan, as new land supply studies are produced and as applications for planning permission are considered. Should a significant change in circumstances occur in the future, this would need to be considered by the Growth Board.

### The apportionment of Oxford's unmet housing need

1.30 On 26 September 2016, the Oxfordshire Growth Board considered a report<sup>(10)</sup> summarising the output of the countywide work programme. The programme included:

1. the review of the urban capacity of Oxford to inform agreement on the level of unmet housing need<sup>(11)</sup>
2. a Green Belt Study to assess the extent to which the land within the Oxford Green Belt performs against the purposes of the Green Belt as defined in national policy<sup>(12)</sup>
3. the sustainability testing of spatial options to help inform the apportionment of unmet need to the rural districts<sup>(13)</sup>
4. a high level transport assessment of spatial options<sup>(14)</sup>
5. an education assessment of spatial options<sup>(15)</sup>.

1.31 The Growth Board decided on an apportionment of 14,850 homes to the district and city councils. Cherwell District was asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments (some 22,840 homes).

9 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR12  
 10 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR27  
 11 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR11  
 12 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR13  
 13 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR14  
 14 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR15  
 15 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR16

**Table 3**

<b>Oxfordshire Growth Board Apportionment of Oxford's Unmet Housing Needs</b>	
<b>District</b>	<b>Apportionment - No. of Homes (Net)</b>
<b>Cherwell</b>	<b>4400</b>
Oxford	550
South Oxfordshire*	4950
Vale of White Horse	220
West Oxfordshire	2750
<b>Total</b>	<b>14850</b>
*Note: South Oxfordshire District Council did not agree to the apportionment	

1.32 The Growth Board work programme enabled a countywide, cooperative decision to be made on how the unmet housing need should be accommodated at a district level. It has informed the Partial Review plan making process but as a non-statutory planning process it does not bind the Council to a prescribed approach as to how the Council should provide for Oxford's unmet housing need. The Partial Review process does this on a statutory plan making basis.

1.33 Following the apportionment decision, a Memorandum of Cooperation<sup>(16)</sup> was signed by the Leaders of all the Oxfordshire Councils (except South Oxfordshire) making clear the agreed position.

### **Memorandum of Cooperation, November 2016**

*'...This apportionment is based upon a common assumed start date of 2021 for the commencement of development after the adoption of the respective Local Plan review or Local Plan update/refresh. This assumption does not preclude earlier delivery, but does recognise the complexity of the issues being considered and has sought to factor in reasonable lead times to enable options to come forward and to be fully considered through the Local Plan process.*

*The Programme does not seek to identify, propose or recommend any site or sites for additional housing within any district. Each LPA will remain responsible for the allocation of housing sites within any district. Each LPA will remain responsible for the allocation of housing sites within its own district and through its own Local Plan process.'*

*Extract from Memorandum*

## 22 What is Oxford's Unmet Housing Need?

*Signed by Oxford City Council, Cherwell District Council, West Oxfordshire District Council, Vale of White Horse District Council, Oxfordshire County Council*





## How has this Plan been prepared?

2.1 This Partial Review of the Local Plan has been prepared in accordance with the statutory Duty to Cooperate, legal and procedural requirements and in conformity with national planning policy and guidance.

2.2 As required by national policy, the Plan has been:

1. positively prepared – to help meet Oxford’s objectively assessed, unmet housing needs; to provide supporting infrastructure and in a way that complements wider infrastructure delivery; and, to achieve sustainable development which responds to the Cherwell, Oxford and Oxfordshire contexts
2. justified by evidence – in order to arrive at the most appropriate strategy having considered reasonable alternatives and the outcome of consultation and engagement
3. prepared to be effective – to ensure that the required homes are viably delivered by 2031 in accordance with cross-boundary strategic priorities and so that the vision and objectives are achieved without undermining the existing Cherwell Local Plan (2015)
4. prepared to be consistent with national policy – to meet the apportioned housing requirements so that they meet core planning principles and demonstrate clear, exceptional circumstances for development within the Oxford Green Belt.

2.3 Working with the Oxfordshire Growth Board and individual partner authorities, the Council has sought from the outset to meet national objectives, the commitments set out both on a countywide basis and in the adopted Cherwell Local Plan 2011-2031, the expectations of those in housing need, and the requirements of the development industry in terms of providing homes to support economic growth. The Council has sought to prepare a sound and sustainable strategy which directly meets Oxford needs and which complements the existing Cherwell Local Plan.

2.4 The strategy has been positively prepared to help meet the objectively assessed development requirements of Oxford and to provide supporting infrastructure in places and in a form that will achieve sustainable development. It has been prepared with the benefit of consultation and engagement as set out in a Statement of Consultation<sup>(17)</sup>.

2.5 Alternative spatial approaches were considered for meeting those requirements with the benefit of a robust evidence base and in the interest of identifying the most appropriate strategy. The Partial Review is supported by a Sustainability Appraisal<sup>(18)</sup> that documents that process and includes the reasoning for the selected approach.

2.6 The Partial Review establishes a deliverable strategy for ensuring that Cherwell's contribution to meeting Oxford's needs will be delivered by 2031 and with the continued commitment to a cooperative approach across administrative boundaries and strong partnership working.

2.7 Key areas of Plan preparation have included:

17 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR24 & PR46  
18 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR43

1. cross-boundary and cooperative working through the Oxfordshire Growth Board work programme and individual meetings with partners and other bodies as detailed in the Statement of Consultation
2. identifying the Plan's scope, key issues and opportunities through consultation from January to March 2016 on an 'Issues' document<sup>(19)</sup> and a Sustainability Appraisal scoping report<sup>(20)</sup>, including a 'call for sites' informing land availability
3. consulting on the outcome of the Oxfordshire Growth Board work programme, a draft vision and objectives and reasonable options through an 'Options' document from November 2016 to January 2017<sup>(21)</sup> and informed by an Initial Sustainability Appraisal<sup>(22)</sup> and Interim Transport Report<sup>(23)</sup>
4. evidence gathering including: Transport Assessment and Modelling, Strategic Flood Risk Assessment, Landscape Sensitivity and Capacity Assessment, a Housing and Economic Land Availability Assessment; a Strategic Economic Growth Study; a Green Belt Study; and a Habitats Regulations Assessment. A full list of the evidence supporting this Plan is provided online at <http://www.cherwell.gov.uk/index.cfm?Articleid=11183>.
5. the development of the vision and objectives with the benefit of consultation feedback, evidence and the continuation of the Sustainability Appraisal process
6. the further testing of options, including the overall amount of housing to be planned for, through a Sustainability Appraisal and Habitats Regulations Assessment<sup>(24)</sup>
7. identifying proposed development sites and preparing policies with the benefit of evidence, consultation feedback results and sustainability appraisal
8. ensuring that the Plan could be viably delivered<sup>(25)</sup>.

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19 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR20  
 20 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR25  
 21 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR47  
 22 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR23  
 23 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR22  
 24 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR30 & PR44  
 25 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR49 & PR54

## 26 How has this Plan been prepared?

## What does the Plan include?

2.8 The Partial Review includes a clear vision for how Oxford's unmet housing needs will be met within Cherwell. The vision, set out in section 4, seeks to respond to the key issues faced by Oxford in providing new homes, in addressing the unaffordability of housing, in supporting economic growth and in dealing with its land supply constraints.

2.9 The vision also seeks to respond to the issues involved in accommodating further development in a strongly and rapidly growing Cherwell with the need to protect its environment, to achieve more use of sustainable transport and to protect the identity of existing communities. This vision needs to be read in addition to the existing vision for Cherwell set out at paragraphs A.8 to A.27 of the existing Local Plan (2015).

2.10 The Partial Review provides four strategic objectives (SO16 to SO19) for achieving the Partial Review's vision which supplement those (SO1 to SO15) of the existing Local Plan. It provides overarching and site specific policies for delivering 4,400 homes and achieving the vision and objectives. Seven residential development areas are identified in a geographic area extending north from Oxford (either side of the A4165 Oxford Road) along the A44 corridor and to Woodstock in West Oxfordshire:

1. Land East of Oxford Road, North Oxford (policy PR6a) - Gosford and Water Eaton Parish
2. Land West of Oxford Road, North Oxford (policy PR6b) - Gosford and Water Eaton Parish
3. Land at South East Kidlington (policy PR7a) - Gosford and Water Eaton Parish
4. Land at Stratfield Farm Kidlington (policy PR7b) - Kidlington Parish
5. Land East of the A44 at Begbroke/Yarnton (policy PR8) - Yarnton and Begbroke Parishes (small area in Kidlington Parish)
6. Land West of the A44 at Yarnton (policy PR9) - Yarnton and Begbroke Parishes
7. Land East of Woodstock (policy PR10) - Shipton-on-Cherwell and Thrupp Parish

# 28 What does the Plan include?

## What Options were considered?

2.11 The Sustainability Appraisal supporting the Plan<sup>(26)</sup> tested the likely environmental, social and economic effects of providing for 4,400 homes and the effects of providing significantly more or less.

2.12 Nine Areas of Search across Cherwell were considered as potential broad locations for accommodating the additional growth. These were:

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

2.13 Within these Areas of Search were 147 possible sites, each comprising at least two hectares of land.

2.14 The outcome of the plan preparation process, informed by the evidence base (including the Sustainability Appraisal) and the outcome of consultation, was that Options C to I were not considered to be suitable for accommodating housing to help meet Oxford's unmet housing needs for the following reasons:

1. they were less well situated to build communities associated with Oxford
2. they were less well situated to assist with the delivery of the Oxford Transport Strategy, in terms of existing sustainable travel connectivity and the opportunity for sustainable commuter travel behaviour
3. they were more likely to result in a higher level of commuting to Oxford by private motor vehicle
4. they were likely to result in less affordable transport options for accessing Oxford for potential occupiers of affordable and low cost housing
5. more dispersed options provided less opportunity for strategic infrastructure investment (e.g transport and education)
6. the likelihood that significant additional development could not be built at Bicester, Banbury and RAF Upper Heyford by 2031 in addition to that in the existing Local Plan (2015).

2.15 It was therefore concluded that options C to I, or a combination of any options including C to I, would not sufficiently deliver the vision and objectives which underpin the Partial Review.

## 30 What Options were considered?

2.16 Additionally, it was concluded that options C to I would have a greater detrimental impact on the development strategy for Cherwell set out in the existing Local Plan (2015).

2.17 Option A (Kidlington & Surrounding Area) and Option B (North & East of Kidlington) were considered to be suitable for Oxford's needs.

2.18 In summary, this was because of:

1. the proximity to Oxford, the existing availability of public transport and the opportunity to maximise the use of sustainable and affordable transport in accessing Oxford's key employment areas and services and facilities
2. the opportunity to achieve an overall, proportionate reduction in reliance on the private motor vehicle in accessing Oxford's key employment areas and services and facilities and to achieve further investment in sustainable transport infrastructure
3. the deliverability of sustainable transport improvements in comparison to other Areas of Search
4. relationship of existing communities to Oxford
5. existing economic relationship between the areas of search and Oxford
6. the opportunity to provide affordable homes to meet Oxford's identified need close to the source of that need.

2.19 It was therefore concluded that Options A and B could deliver the vision and objectives which underpin the Partial Review. Furthermore, it was considered that they would not significantly undermine the delivery of the development strategy for meeting Cherwell's needs set out in the existing Local Plan (2015). In the absence of other suitable options, Areas A and B were taken forward.

2.20 Within Areas A and B a total of 41 sites were considered and assessed for inclusion in the Partial Review. These sites were assessed through the consideration of range of evidence (<http://www.cherwell.gov.uk/index.cfm?Articleid=11183>) including landscape, transport, land availability, flood risk and green belt studies. They were also assessed with the benefit of feedback from consultation, through the preparation of an Habitats Regulations Assessment, and through a Sustainability Appraisal detailing the likely environmental, social and economic effects of developing each site and the cumulative effect of the proposed growth.

2.21 Many of the sites identified were situated within the Oxford Green Belt. Two sites outside the Green Belt were considered and 39 sites within. In addition to their overall sustainability, sites were considered for their suitability in meeting the Partial Review's vision and objectives. Sites within the Green Belt were only taken forward in the absence of other suitable alternatives.





## The Oxfordshire Context

### Controlling the growth of Oxford

3.1 The growth of Oxford over the decades is central to the Oxfordshire planning context.

3.2 Since the post-war period, the planning system has sought to protect Oxford's historic architectural assets and setting and to control the city's expansion into the surrounding countryside.

3.3 The Town and Country Planning Act 1947 provided for new local planning authorities to produce comprehensive development plans and Green Belt proposals. There was an understanding that alongside the post-war reconstruction and growth there was a need to restrict the growth of larger cities to control urban sprawl.

3.4 In 1955, advice was provided on Green Belts by the Ministry of Housing and Local Government (Circular 42/55) including on their three main functions:

1. to check the growth of a large built-up area
2. to prevent neighbouring settlements from merging into another
3. to preserve the special character of a town.

3.5 Proposals for an Oxford Green Belt were submitted to the Minister in 1958. It was not until 1975 that an outer boundary was approved passing through new district authorities and covering a distance from Oxford ranging between approximately 6.5 and 10 km. Smaller villages were 'washed over' or covered by the Green Belt. The larger villages and their immediate areas (including Kidlington and Yarnton) were excluded from the Green Belt to allow for population expansion and associated development needs.

3.6 Areas were also identified where restrictive Green Belt policy would apply pending the preparation of new county Structure Plans and district Local Plans. A definitive inner boundary was in effect deferred for local consideration.

3.7 The first Oxfordshire Structure Plan was approved by the then Secretary for State for the Environment in 1979. The Secretary of State endorsed the need for a Green Belt of about 6.5 to 10 km wide and expressed the view that the growth of Oxford should not be allowed to continue indefinitely.

3.8 A similar view was stated when the Secretary of State approved alterations to the Structure Plan in 1987: "...The unique historic character of Oxford and its setting in its natural environment should be conserved and protected, and...the growth of the City should not continue indefinitely...there is now only very limited scope for further development in and around Oxford" (Central Oxfordshire Local Plan, 1992).

3.9 The Central Oxfordshire Local Plan (Cherwell) defined new inner boundaries of the Green Belt, which were confirmed when the Plan was adopted in December 1992.

### Central Oxfordshire Local Plan, para, 2.2

*'The conservation of Oxford's heritage, which is of international importance, has been recognised in planning policy since the war. The achievement of that objective for the benefit of future generations cannot be realised without strict restraint of the development pressures which threaten to damage the character of the city through increased scale of activity, traffic and the outward sprawl of the urban area. Similarly, the character of Oxford in a rural setting cannot be maintained without the protection of the spatial relationship of Oxford and nearby settlements and the maintenance of the character of the intervening countryside'*

3.10 Those defined boundaries were carried forward into the Cherwell Local Plan 1996 (adopted in November 1996) and no changes were made to the Green Belt in the Cherwell Local Plan 2011-2031 adopted in July 2015.

### A changing context for growth

3.11 For the past few decades, planning policies have largely sought to restrict the outward growth of Oxford in the interests of concentrating development, preventing encroachment into the surrounding countryside and protecting the designated Green Belt. Instead, successive 'country town' strategies have sought to grow the market towns of Banbury, Bicester, Witney and Didcot (and later Grove) within a countywide housing market area.

### 2011 Oxfordshire Structure Plan (1998), p.26

*'Since the mid 1970s development in Oxfordshire has been guided by the 'country towns' strategy which identified Banbury, Bicester, Didcot and Witney as the preferred locations for new development. The strategy has sought to protect the environment, character and agricultural resources of the county by restraining the overall level of development.*

*One of the key elements in the strategy has been the recognition of Oxford as a city of international architectural and cultural significance. The Green Belt has been successful in preventing major development that would have been detrimental to the character and landscape setting of Oxford...'*

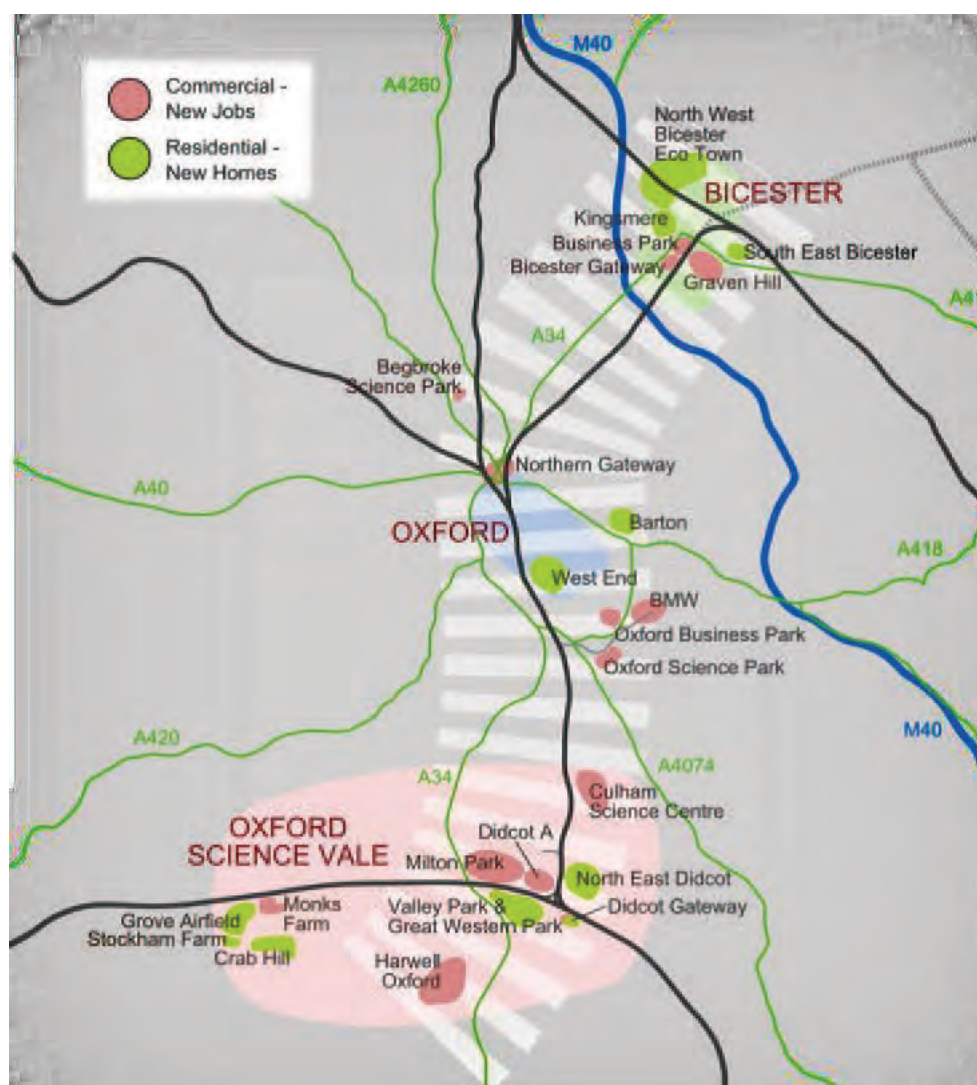
3.12 The Oxfordshire Structure Plan 2016 (adopted in 2005) increased the proportion of additional growth for Oxford but essentially retained the county town approach. A regional South East Plan (replacing the Structure Plan) introduced the concept of a Central Oxfordshire sub-region centred on Oxford including a focus on growth at Bicester. However, outside the sub-region significant growth was still allocated for Banbury.

3.13 The abolition of regional planning and the introduction of the National Planning Policy Framework in 2012 led to new requirements for local, objective assessments of need (including for housing) and cooperation between neighbouring authorities. New national Planning Practice Guidance (PPG) was published in 2014 with a methodology for producing Strategic Housing Market Assessments which required regard to be given to the future change in job numbers based on past trends and/or economic forecasts.

3.14 The Oxfordshire SHMA published in April 2014<sup>(27)</sup> was supported by economic forecasting work<sup>(28)</sup> which concluded that across the county, some 80,000 jobs could be created for the period 2011-2031. This represents employment growth of 1.0% per annum. The work highlighted the potential of key economic assets such as Begbroke Science Park, London-Oxford Airport and the growth of Bicester.

3.15 Underpinning those forecasts is the county's Strategic Economic Plan (SEP)<sup>(29)</sup> prepared by the Oxfordshire Local Enterprise Partnership (OxLEP). This highlights the economic influence and potential of priority localities at 'Science Vale', an important centre for scientific research in the south of the county, Oxford and Bicester - investment centres forming a 'Knowledge Spine' along which further economic growth is to be encouraged. It also highlights the importance of other projects in market towns and rural areas which support the objectives of the SEP and which are well connected to the Knowledge Spine (and elsewhere). OxLEP's priorities inform the work of the Oxfordshire Growth Board and 'Local Growth Deals' with Government.

Figure 1: The Oxfordshire Knowledge Spine (source: Local Transport Plan, 2016)



27 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR04  
 28 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR03  
 29 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR06 & PR17

3.16 Having regard to the economic growth of the county, the total housing need for the county identified by the SHMA was about 100,060 homes (5003 per annum) including 22,800 for Cherwell and approximately 28,000 for Oxford.

3.17 In this growth context, the Oxfordshire councils continue to cooperate on cross-boundary strategic matters, including on an Oxfordshire Infrastructure Strategy (OxIS)<sup>(30)</sup>, the first stage of which was completed in April 2017.

3.18 This level of identified housing need is, for Oxfordshire, unprecedented in modern times. The Partial Review has been prepared with the understanding that a development strategy based mainly on the 'country towns' approach would not be sufficient to meet both Cherwell's and Oxford's needs.



## The Cherwell Context

### A growing district

3.19 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. Cherwell has over 90 villages and hamlets. Protecting and respecting the identity of individual settlements is an important aim of the existing Local Plan's policies for the built environment.

3.20 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. A new Oxford Parkway railway station has been constructed in Cherwell between Kidlington and the northern edge of Oxford. It links Oxford to London Marylebone and forms part of the first phase of East-West Rail connecting Oxford to Bicester and, in time, Milton Keynes and Cambridge.

3.21 Banbury and Bicester have their own rural hinterlands but the district has a geographic, social, economic and historic relationship with Oxford. Cherwell borders the northern built-up edge of the city and includes the land south of the A34 immediately north of The Oxford neighbourhoods of Cutteslowe and Upper Wolvercote. An area of land south of the A40 also lies within Cherwell - Pixie and Yarnton Meads - a Site of Special Scientific Interest which is part of the Oxford Meadows Special Area of Conservation alongside the River Thames (see figure 2).

3.22 Kidlington is Cherwell's smallest urban centre and largest village with a population (2011) of about 14,000. Together with the neighbouring villages of Yarnton and Begbroke, it has an immediate and close relationship with Oxford. The Cherwell parish of Gosford and Water Eaton comprises the area north of Cutteslowe and includes part of the built-up area of Kidlington.

3.23 Kidlington functions as a local shopping and employment centre. The Kidlington/Begbroke area also includes London-Oxford Airport, the University of Oxford's Begbroke Science Park, Oxford Spires Business Park and other commercial development along Langford Lane (north Kidlington). All have a shared economic relationship with Oxford.

3.24 The existing Local Plan (2015) seeks to strengthen Kidlington's village centre and to maximise the economic opportunities presented by the village's location on the Oxfordshire 'knowledge spine'.

3.25 A Kidlington Framework Masterplan has been completed by the Council and adopted as a Supplementary Planning Document (2016)<sup>(31)</sup>. The existing Local Plan includes a commitment to provide land for high value employment uses within two areas of search in the vicinity of Langford Lane, Kidlington and Begbroke Science Park (policy Kidlington 1). It provides for a small scale Green Belt Review to be undertaken in a Part 2 of the Local Plan. Since the Plan was adopted, a new Technology Park has been granted planning permission on land to the south of Langford Lane.

3.26 Approximately 14% of Cherwell lies within the Oxford Green Belt (see Appendix 2). A large number of villages (or parts of them) are 'washed over' by the Green Belt designation. Kidlington, Yarnton and the eastern side of Begbroke are surrounded by Green Belt.



3.27 The vision for Cherwell expressed in the 2015 Local Plan includes:

1. developing a sustainable economy with sound infrastructure
2. providing vital town centres
3. a stronger, sustainable, more diverse rural economy
4. improved road, rail and public transport links and service
5. sustainable communities and a high-quality of life
6. providing a range and choice of good quality, market and affordable housing
7. investment in social and physical infrastructure, addressing inequalities in health and maximising well-being
8. protecting and enhancing the natural and built environment and heritage
9. protecting natural resources, embracing environmental technologies meet the challenge of climate change.

3.28 The Plan's adopted development strategy provides for:

1. 10,129 homes at Bicester
2. 7,319 homes at Banbury
3. 2,361 homes at former RAF Upper Heyford
4. 3,031 homes in the remaining rural areas.

3.29 This is a much higher level of growth than seen in recent decades, reflecting both economic potential of Cherwell and the high level of housing need. The development strategy will result in over 20,000 additional people living at Bicester and over 14,000 at Banbury by 2031. Cherwell's two 'country towns' will grow at a faster rate than seen during the era of the former Structure Plans and the South East Plan.



**Cherwell Local Plan 2011-2031, Inspector's Report, para. 212**

*'The plan's overall strategy sustainably focusses most new development on the two towns of Bicester and Banbury, with about 5,400 new homes in the rural areas, including at Kidlington and the former RAF Upper Heyford to 2031. This is clearly the most sustainable strategy for the district over the plan period and reflects the guidance in paras 17 and 30 of the NPPF. It properly seeks to alter the local pattern of recent housing growth, as a disproportionate percentage (almost half) has taken place in the smaller settlements, adding to commuting by car and congestion on the road network at peak hours. The number of new homes outside the two towns would be around a quarter of the overall total for the plan period taking into account the significant level of housing land supply already available in the rural areas.'*

3.30 Key issues for accommodating additional housing for Oxford's needs have therefore included the relationship with the existing Cherwell strategy and the ability to deliver the homes by 2031 having regard to the growth already committed.

3.31 The pattern since the establishment of the Green Belt of accommodating required development at Banbury and Bicester is continuing, albeit at a higher rate of growth than previously experienced. This is not, however, sufficient to help meet Oxford's needs. The rate of potential economic growth in Oxfordshire, Oxford's own growth needs, and the continuing need to respond to what is often described as a housing crisis, means that a new dimension to the Cherwell growth strategy is required.

# 40 The Cherwell Context

## The Oxford Context

### Oxford's planning challenge

3.32 Oxford is a world renowned university city. It is the only city in Oxfordshire; a driver of the county economy with a regional shopping centre. Oxford receives 9.3 million tourists every year (Oxford Core Strategy 2026, adopted 2011)<sup>(32)</sup>.

3.33 The city has an historic core and employment centres focused on the city centre, Cowley and Headington (see figure 2). Its parks and nature conservation areas (including a European Union protected Special Area of Conservation (SAC) and several Sites of Special Scientific Interest or 'SSSIs') create pockets and corridors of green space within the city boundary.

3.34 The Oxford Green Belt has a tight inner boundary round the built-up area of the city and extends outwards for about 6.5 to 10 km 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 presented a major constraint on the city's expansion in addition to the floodplain and sensitive ecological and historic areas.

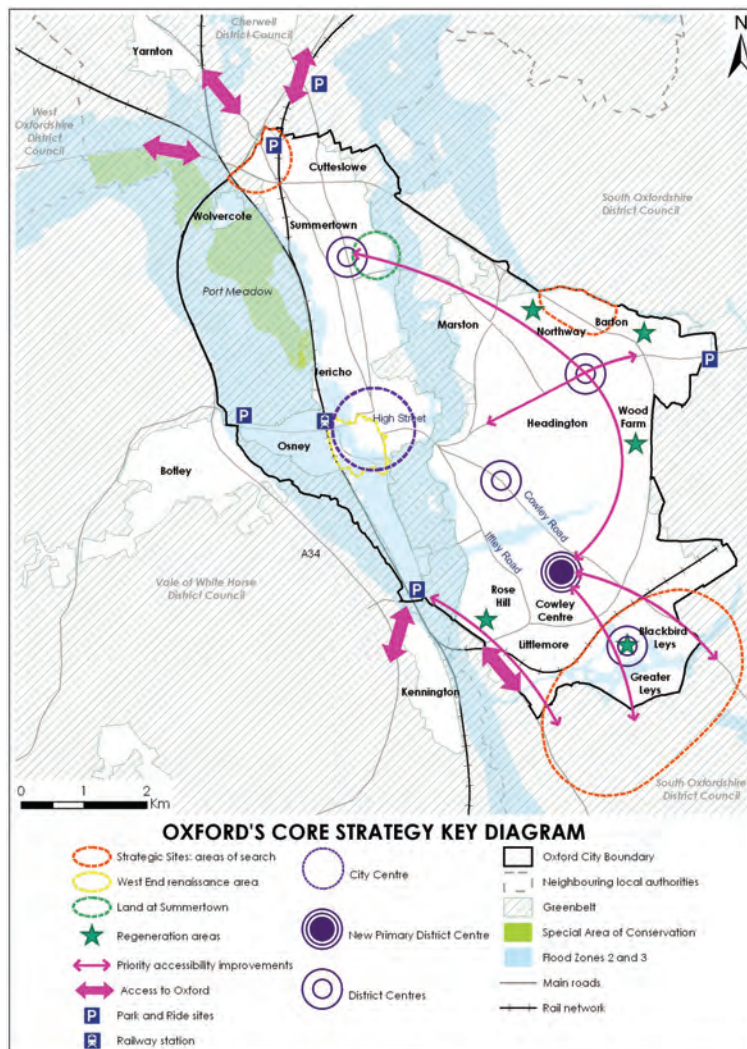
3.35 One of the City Council's key objectives is ensuring a balanced housing supply. Its 'issues and challenges' from a planning perspective include:

1. development pressures
2. the huge demand for market housing
3. the pressing need for affordable housing
4. the need to support its key employment sectors
5. development constraints and the scarcity of and competition for land.

### Oxford Core Strategy 2026

*'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'*

**Figure 2: Oxford City Council Core Strategy Key Diagram, 2011 (Reproduced with the permission of Oxford City Council)**



### 3.36 Oxford's existing development strategy seeks to:

1. ensure that new developments are in accessible locations so as to minimise overall travel demand
2. maximise the reuse of previously developed land and make full and efficient use of all land
3. ensure an appropriate balance of housing and employment growth in the context of other competing land uses.

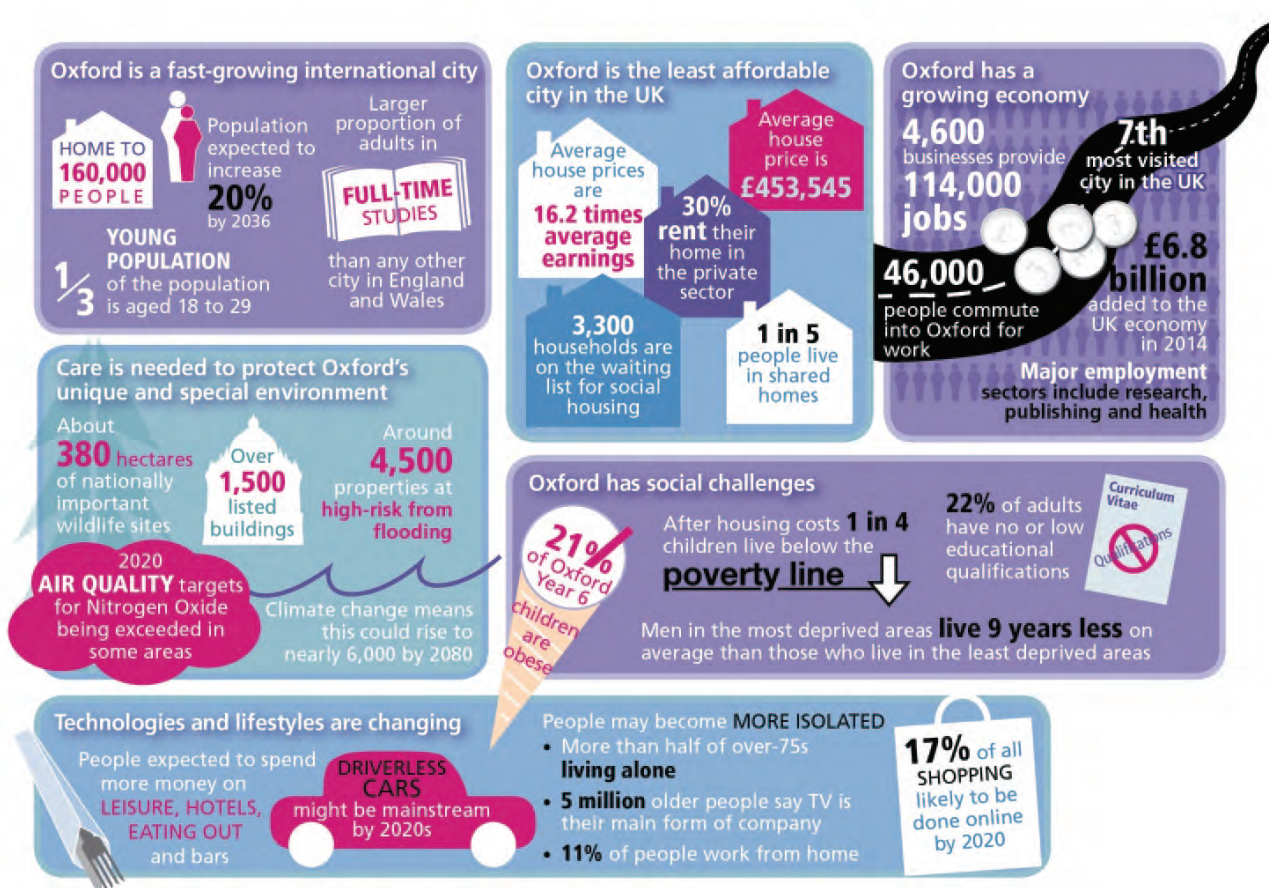
3.37 The development site at Oxford that has the most direct relationship with Cherwell is known as the Northern Gateway, located next to the Peartree interchange. An Area Action Plan adopted by the City Council provides for 90,000 sqm of development for employment purposes linked to the 'knowledge economy', with 500 dwellings, local retailing, and a hotel<sup>(33)</sup>.



An urban extension is under construction at Barton, at the northern edge of Oxford<sup>(34)</sup>. Within the city centre, redevelopment of the Westgate Shopping Centre is at an advanced stage<sup>(35)</sup>. Oxford's key sites are shown on figure 2.

3.38 The City Council is preparing a new Local Plan for Oxford. A consultation document published in 2016<sup>(36)</sup> highlighted some of the key issues that the city faces:

Figure 3: Oxford's Key Issues (reproduced with the permission of Oxford City Council) Oxford City Council First Steps Consultation Booklet, 2016



3.39 The Oxfordshire Strategic Housing Market Assessment 2014 (SHMA) highlighted key housing issues and characteristics that have been relevant in preparing the Partial Review. They include:

1. housing market values are higher in Oxford compared to the rest of the Oxfordshire housing market area
2. the strongest demand pressures in Oxfordshire are at Oxford
3. 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

34 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR59  
 35 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR60  
 36 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR61

4. the housing mix in Oxford differs markedly from other areas: it is focused towards higher density development and typically smaller homes
5. from 2001-2011, Oxford's population grew by 13%, compared to 8% in Cherwell and Oxfordshire
6. 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
7. Oxford has a greater need for smaller homes in comparison to the rural districts - an estimated need for approximately 36% of market housing to be one and two-bedroomed properties which rises to 62% for affordable housing (affordable housing is defined in national policy as being '*Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market...*')
8. detached housing in Oxford makes up a low proportion of stock (9%)
9. Oxford's population is notably more ethnically diverse than the rest of Oxfordshire and the South East
10. Oxford has the highest percentage of households in unsuitable housing in Oxfordshire (4.6%)
11. the net need for affordable housing in Oxford is significantly higher than in the rest of the county
12. only 19.2% of Oxford's population is aged 55 and over (27% or above in the other districts)
13. there is a significantly lower level of projected need for specialist housing for older people in Oxford than in Cherwell.

### Oxford's Housing Strategy

3.40 Oxford's acute housing shortage and affordability problems are considered in the City Council's Housing Strategy (2015-2018)<sup>(37)</sup>. The strategy takes account of the SHMA and includes the following priorities:

1. increase the supply of, and improve access to, affordable housing
2. meet the housing needs of vulnerable groups
3. support the growth of a balanced housing market
4. support sustainable communities.

3.41 The Housing Strategy has an action plan which includes working with Registered Providers of affordable housing and others to bring forward development schemes to address shortfalls in housing delivery.

3.42 It refers to owner occupation levels dropping over the previous 10 years and an 'explosion' in the private rented sector which now represents 28% of Oxford's total housing market. It describes the difficulty of affordable access to housing within Oxford and of achieving balanced housing markets.

3.43 The Strategy highlights that the City Council's existing planning policy requires 50% of all new housing to be delivered as 'affordable homes' - 20% of which as 'intermediate' tenure such as shared ownership (its Supplementary Planning Document on Affordable Housing and Planning Obligations provides further planning guidance)<sup>(38)</sup>.

3.44 It considers that traditional shared ownership may be unaffordable for a large number of the households unable to compete in the housing market, the need for careful examination of possible alternative housing models, such as rent to buy or community based housing, and whether measures to provide options for key workers could be supported.

### **Transport connectivity with Cherwell**

3.45 Oxford and Cherwell are connected by the A4165 (Oxford/Banbury Road) and the A44 (Woodstock Road).

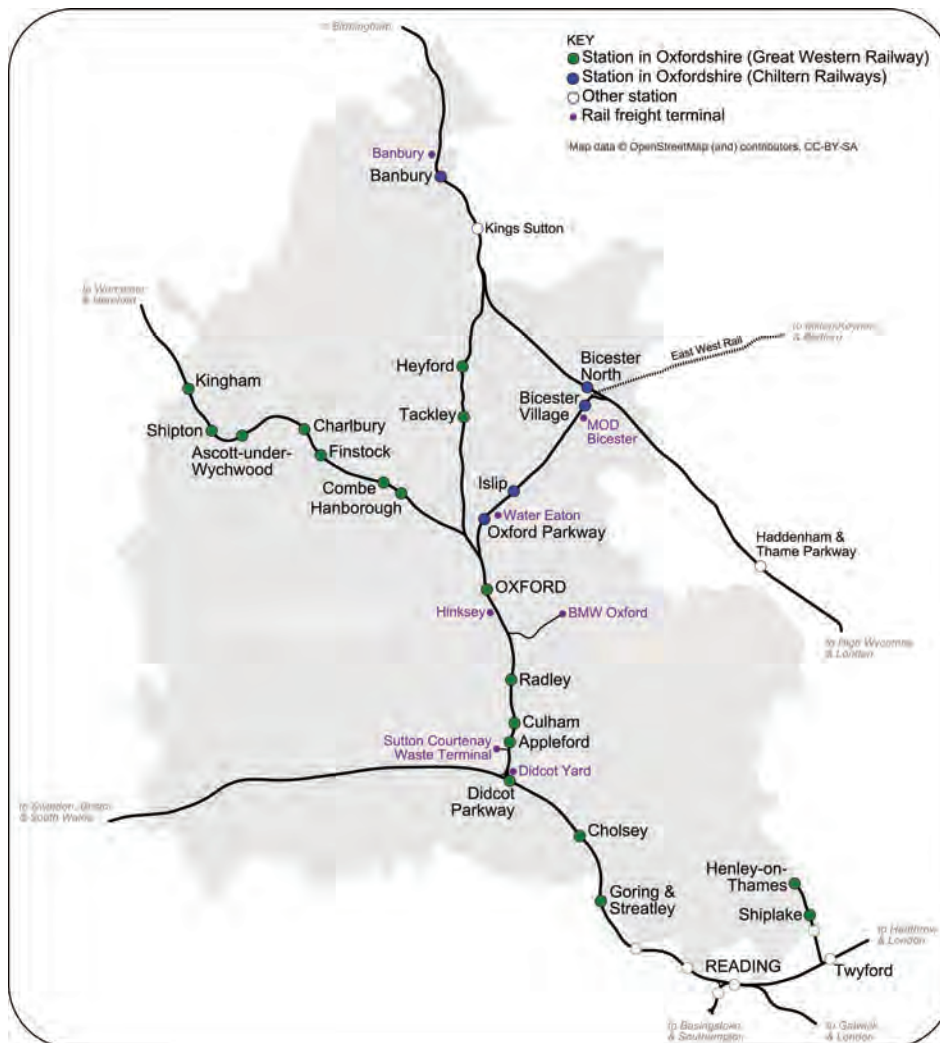
3.46 The A4165 connects Kidlington to the Cutteslowe area of Oxford, crossing the A34 and passing the Oxford Parkway Railway Station and Water Eaton Park and Ride facility. The road becomes the A4260 at the Kidlington roundabout, passes through the centre of Kidlington and continues on through Cherwell to Banbury. The A44 connects Woodstock (in West Oxfordshire) to the Wolvercote area of Oxford, passing the western edge of Kidlington, Begbroke, Yarnton and the Peartree Park and Ride facility.

3.47 Oxford city centre, its northern neighbourhoods and the city's northern and western by-passes can be accessed from each route. The A44 is also used as a north/south route to Oxford via the A4095 (Upper Campsfield Road) which connects the A4260 (north of Kidlington) to the A44 at Woodstock. The route avoids the centre of Kidlington and provides more direct access to Oxford's western by-pass and the A34.

3.48 The A34 connects north and south Oxfordshire via north Oxford and south Cherwell to the motorway network at junction 9 of the M40.

3.49 Three railway lines connect Oxford to Cherwell – the Oxford to Bicester line passing through Oxford Parkway and Islip, the London-Oxford-Birmingham mainline which passes between Kidlington and Yarnton and on to Banbury, and the Cotswold line from Oxford to Worcester with a station at Hanborough in West Oxfordshire to the south west of Woodstock and close to the Cherwell border.

**Figure 4: Oxfordshire Rail Network Local Transport Plan, 2016, reproduced with the permission of Oxfordshire County Council**



3.50 Existing bus services operating between south Cherwell and Oxford include the S3 to Woodstock and S4 to Banbury and Kidlington. Oxford has a network of commercial bus services, including regular services from the city centre to the Park and Ride sites and the new Oxford Parkway Railway Station. Most radial routes have stretches of bus lane but these are not continuous. A Quality Bus Partnership has led to a joint smartcard ticketing arrangement and the consolidation of services on larger vehicles. The use of electric-hybrid buses has been established and is encouraged by Oxford’s ‘Low Emission Zone’ in the city centre.

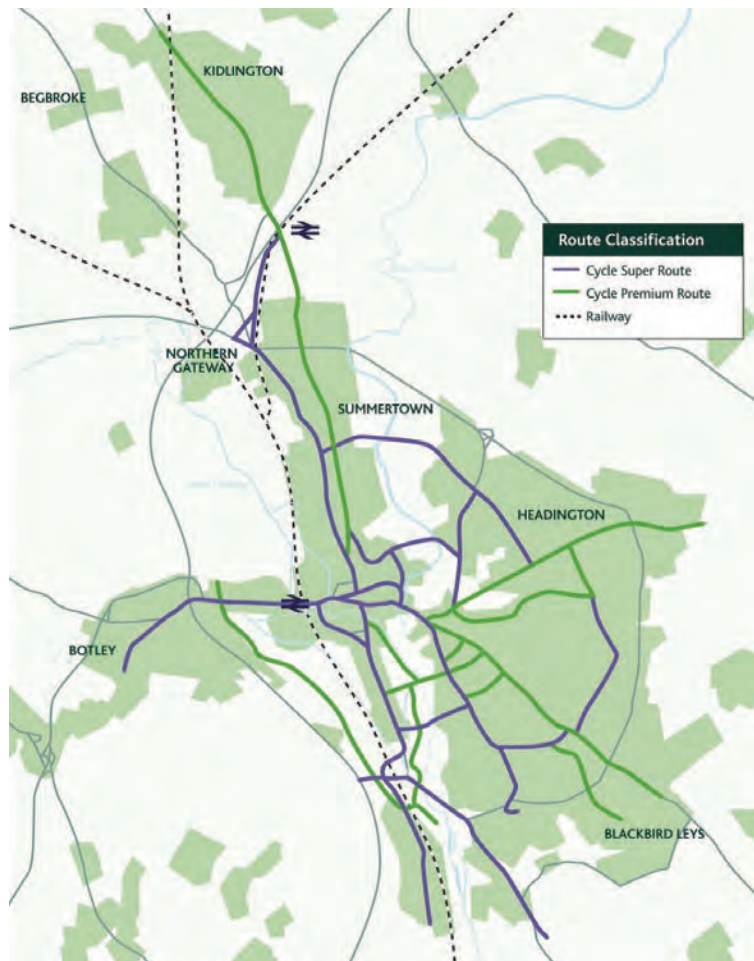
3.51 National Cycle Route 5 links Woodstock to Oxford mostly along a segregated route alongside the western side of the A44. It passes the airport, Langford Lane (Kidlington), Begbroke and Yarnton before crossing the A40 and A34 into Oxford. National Cycle Route 51 connects the centre of Kidlington to Oxford, through the built-up area of the village and crossing the A4260 and A34 next to Oxford Parkway.

3.52 The Oxford Canal and River Cherwell connect Oxford and Cherwell. The river flows to the north-east of Kidlington. The canal with its towpath adjoins the western edge of the built-up area of Kidlington. The canal provides a direct route into central Oxford from Kidlington.



3.53 There is also some shared footway / cycleway links along main corridors such as A44 and A4260 but no provision in other areas such as along the A34.

**Figure 5: Oxford / South Cherwell Cycle Network Local Transport Plan, 2016, (reproduced with the permission of Oxfordshire County Council)**



### Oxford Transport Strategy

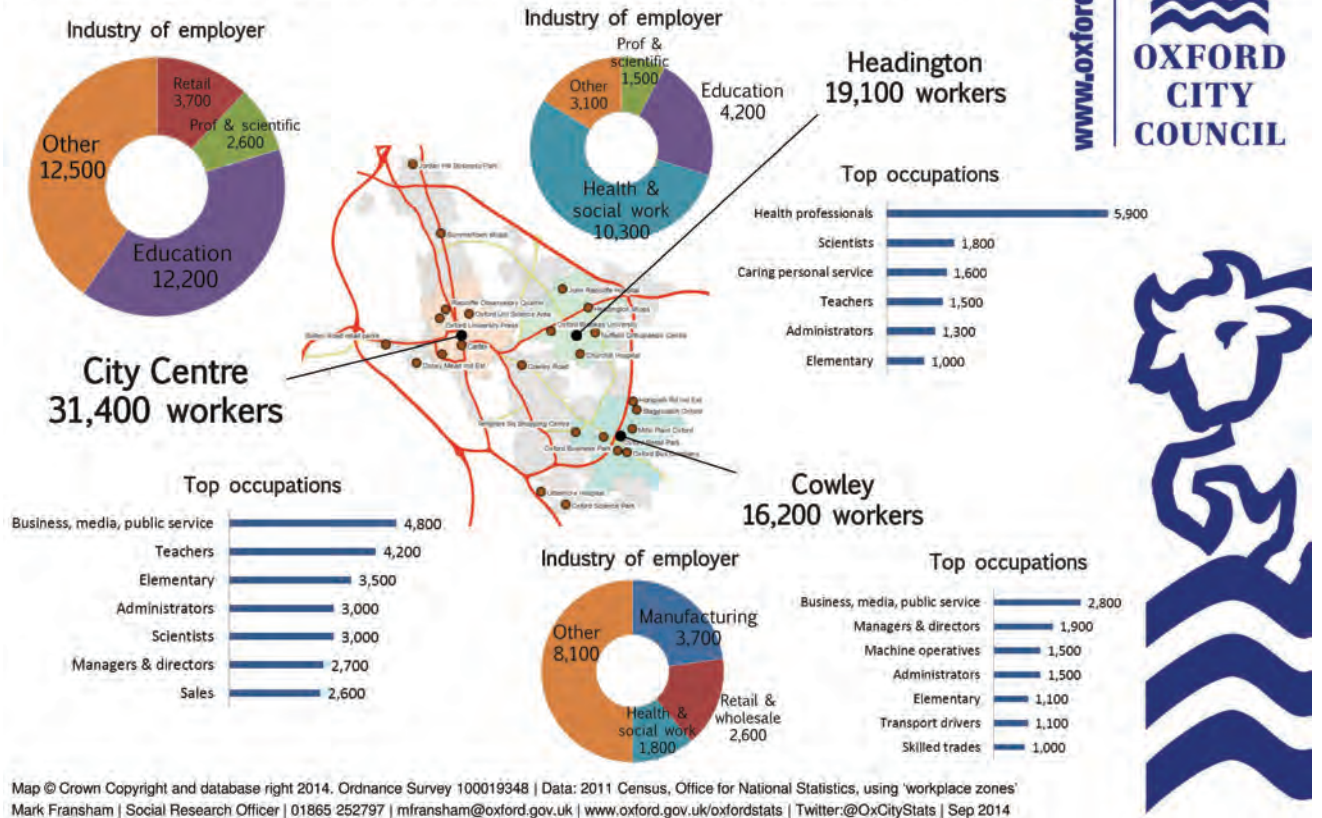
3.54 The County Council as Highway Authority has a responsibility for producing a Local Transport Plan (LTP) for Oxfordshire within which are a number of Area Strategies.

3.55 One of the main aims of the Local Transport Plan remains 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 and in places where people will be able to use high-quality public transport to get to work.

Figure 6: Oxford's Employment Areas (Reproduced with permission of Oxford City Council)

### Where do people work in Oxford?

At the 2011 Census around 100,000 workers had their main job in Oxford, 46,000 of whom commuted from outside the city. Two thirds of these 100,000 workers were employed in one of three locations – the city centre, Headington or Cowley. This chart shows the types of industry and top occupations in each.



Map © Crown Copyright and database right 2014. Ordnance Survey 100019348 | Data: 2011 Census, Office for National Statistics, using 'workplace zones' | Mark Fransham | Social Research Officer | 01865 252797 | mfransham@oxford.gov.uk | www.oxford.gov.uk/oxfordstats | Twitter:@OxCityStats | Sep 2014

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

3.56 In addition to developing route strategies for the A40 and A34 which affect both Cherwell and Oxford, the Local Transport Plan includes an 'Oxford Transport Strategy' (OTS)<sup>(39)</sup> 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 the area north of the outer ring road.

### 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 by encouraging and enabling cycling, walking and door-to-door travel.

3.57 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 rail, Rapid Transit (RT) and buses and coaches.

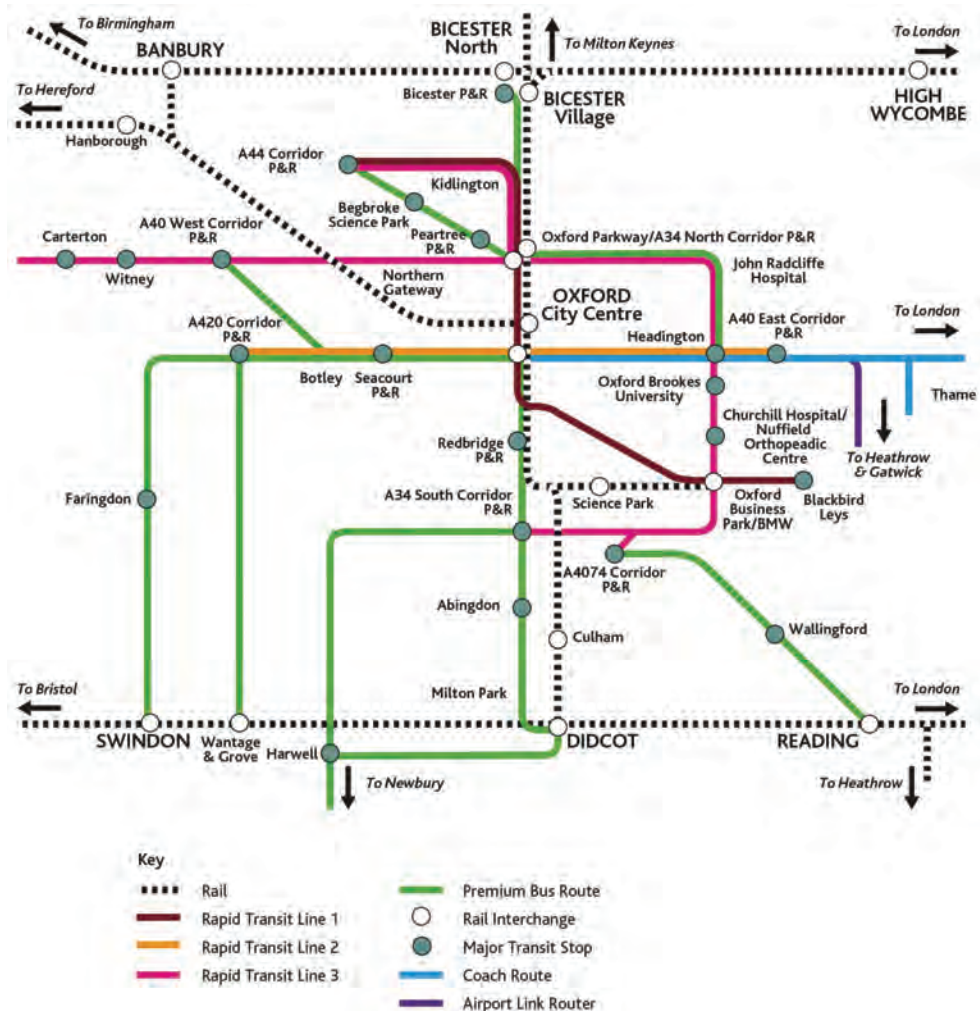
3.58 The County Council wishes to develop a new Rapid Transit network providing '*...fast, high-capacity, zero emission transport on the city's busiest transport corridors, offering a tram-equivalent (or in future potentially tram) level of service and passenger experience...*'

3.59 Three RT lines have been identified for the city, linking a potential network of new outer Park & Ride sites including on the A44 corridor near London-Oxford Airport at Kidlington. The County Council's strategy is to move Park and Ride facilities further away from Oxford to improve operation of the A34 and other road intersects. The OTS states that future housing



and employment growth within Oxfordshire is set to further exacerbate congestion on the A34, the outer ring-road and other corridors that feed into the city, unless traffic can be captured before it reaches them.

**Figure 7: Oxford Transport Strategy - Rapid Transport Routes Local Transport Plan 2016, (reproduced with permission of Oxfordshire County Council)**



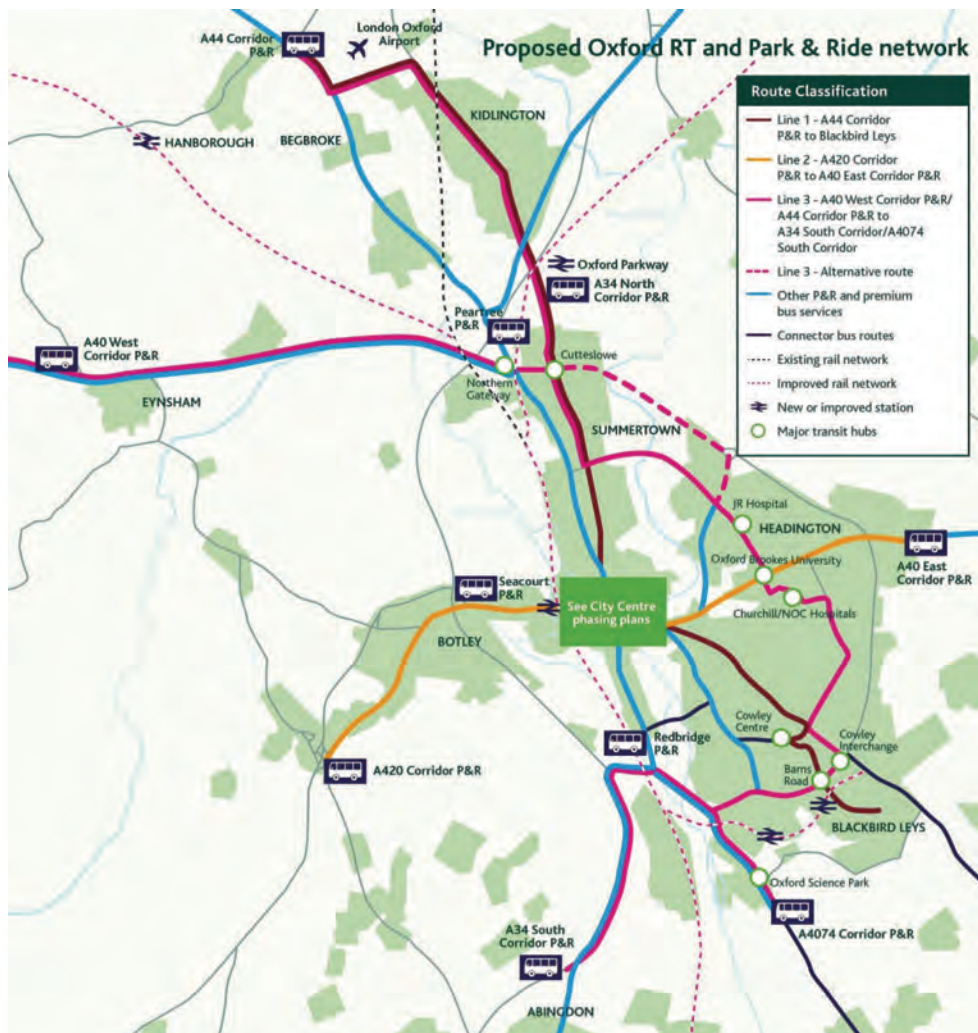
3.60 The County Council has undertaken a study to understand the Park and Ride options. New sites are expected to be particularly important in providing attractive points for drivers to transfer from their cars to mass transit services across the city: either making use of direct services or being able to seamlessly transfer between services at key interchanges across the network.

3.61 The County Council states that in order to build upon the success of Park & Ride, attract new users and cater for the new demand generated by growth, the new sites will provide almost double the existing capacity. This increased capacity is considered to be essential as more of Oxford’s visitors and workforce originate from outside the city.

3.62 Facilities at the Park & Ride sites are expected by the County Council to fulfil the criteria required at high-quality interchange hubs with significant provision for those wishing to cycle for part of the journey.

3.63 The Oxford Transport Strategy indicates the development of a new Park and Ride next to the A44/Woodstock roundabout. An extension to the Water Eaton Park and Ride next to Oxford Parkway Railway Station is also being considered. The future of other existing Park and Rides is also being considered in the context of potential new sites further away from the city boundary.

**Figure 8: Proposed Oxford Rapid Transit and Park and Ride Network Local Transport Plan 2016, (reproduced with the permission of Oxfordshire County Council)**





## The Wider Context

### West Oxfordshire

3.64 The challenges of growth affect other areas nearby. West Oxfordshire shares a border with Cherwell at the edge Woodstock on the A44, immediately north of London-Oxford Airport and next to the Blenheim Palace World Heritage Site. The border is approximately 7km from Cherwell's border with Oxford.

3.65 West Oxfordshire's existing Local Plan (2011) has focused the majority of new house building at Witney and four of its largest towns and key service centres - Carterton, Chipping Norton, Eynsham and Woodstock.

3.66 Woodstock is a focus for growth in West Oxfordshire's new, emerging Local Plan. The draft Plan includes more extensive growth at Witney and Chipping Norton, growth at Carterton comparable to that at Woodstock and less significant growth in the Burford-Charlbury Area. Larger strategic development is planned at Eynsham on the A40 to the west of Oxford, the majority of which is intended to address West Oxfordshire's contribution (2750 homes) to Oxford's unmet housing need.

### Oxford-Milton Keynes- Cambridge corridor

3.67 The Oxford-Milton Keynes-Cambridge corridor has for some years been the subject of consideration through the development of East-West Rail. The first stage of East-West Rail (Oxford to Bicester and Marylebone) has been completed and includes the construction of the Oxford Parkway Railway Station to the south of Kidlington next to the long-established Water Eaton Park and Ride and resulting in more frequent services in and out of Oxford. The final route is expected to open new links from Oxford and Oxford Parkway to Milton Keynes and Bedford by 2019 and onto Cambridge in due course.

3.68 The need to invest in the A34 trunk road has been recognised in recent Government transport policy and funding announcements. These include Route Based Strategies from Highways England and the Road Improvement Strategy (RIS)<sup>(40)</sup>.

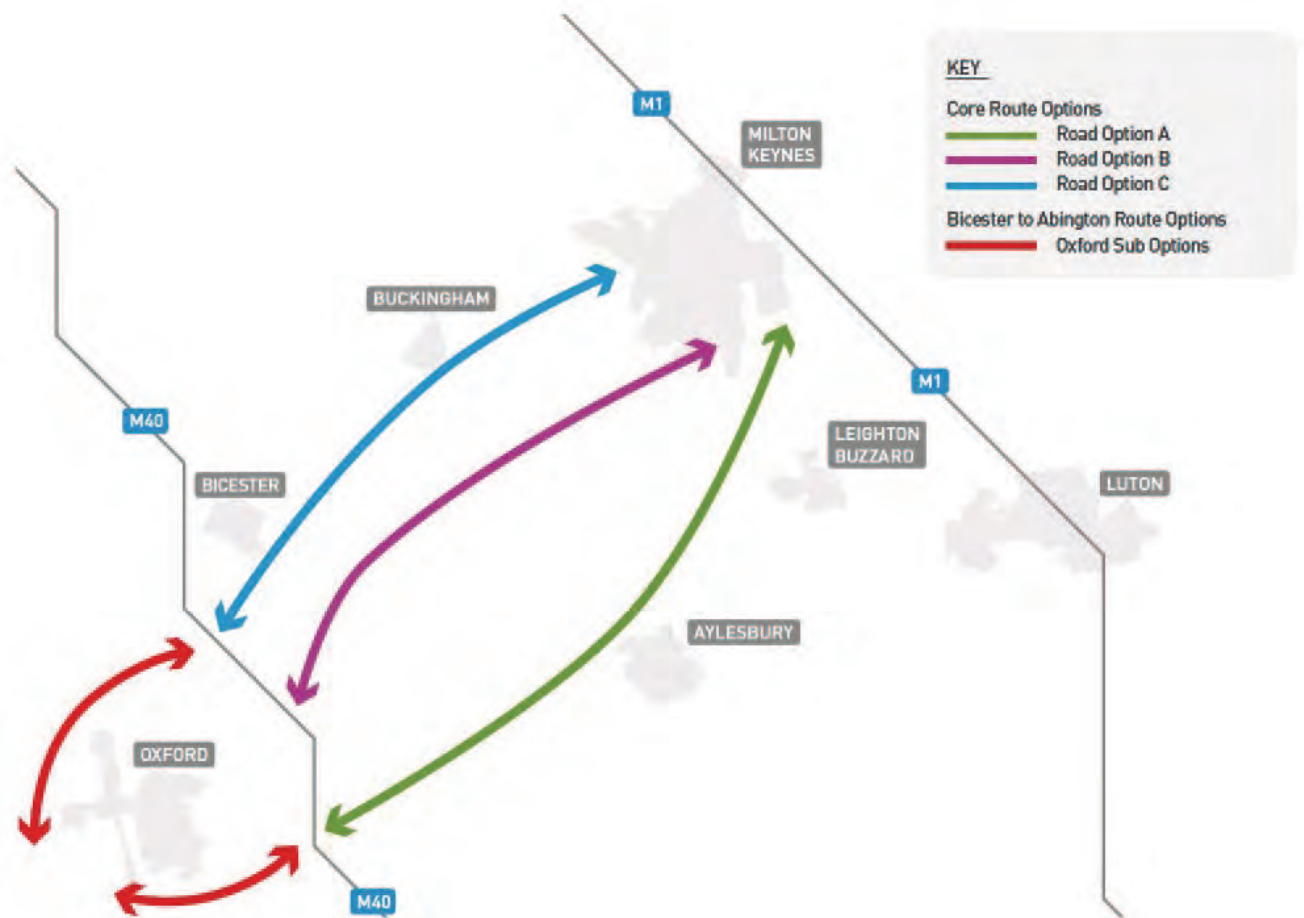
3.69 More recently, the National Infrastructure Commission (NIC), the Department for Transport (DfT) and Highways England have examined in more detail the effect of poor east-west connectivity as a major barrier to housing and economic growth as part of the Oxford to Cambridge Expressway Strategic Study Stage 3 Report<sup>(41)</sup> published in November 2016 by DfT and Highways England.[

3.70 In 2016, in the Autumn Budget Statement, the Government announced a commitment and support to deliver a new Oxford to Cambridge 'Expressway' including development funding for the evaluation of route options.

3.71 The Department for Transport (DfT) published a study on the proposed scheme, which set out three shortlisted route options for an Expressway, as well as sub-options to route around Oxford.

40 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR64  
41 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR38

**Figure 9: Oxford to Cambridge Expressway - Route Options (Strategic Study Stage 3 Report, DfT/HE (2016))**



3.72 Regardless of the option chosen, it is expected that an Oxford to Cambridge Expressway would help address constraints along the A34, a key strategic route connecting Oxfordshire with the south of the country and the wider Strategic Road Network.

3.73 A National Infrastructure Commission (NIC) report is expected by the end of 2017 including recommendations to the Government linking east-west transport improvements with wider growth and investment opportunities along this corridor.

### Aylesbury Vale

3.74 Aylesbury Vale adjoins Cherwell to the south east and Oxford to the north east and is located in the Oxford to Cambridge corridor. Aylesbury town connects to Oxford along the A418/A40 (41 km) and to Bicester via the A41 (29 km).

3.75 The completion of East West Rail Phase 2 will improve its public transport accessibility connecting Aylesbury to Oxford, Bicester and Milton Keynes by 2020.

3.76 The emerging Vale of Aylesbury Local Plan (Draft Plan, 2016) proposes 33,300 new homes to be built in the district in the period to 2033. The focus of the growth will be at Aylesbury which has recently been granted Garden Town status.



3.77 The draft Plan seeks stronger public transport links to Milton Keynes, Oxford and the Thames Valley. This is likely to be helped by planned rail investment and potential investment as part of the Oxford to Cambridge corridor.





## A Vision for Meeting Oxford's Unmet Housing Needs

4.1 The key issues and context, the evidence we have gathered and the consultation feedback we have received, have shaped our vision for how the Council will seek to meet Oxford's unmet housing needs. The vision responds to the specific needs and growth of Oxford, the relationship between housing and employment and the importance of building sustainable communities that are well related to Oxford.

### Vision for Meeting Oxford's Unmet Housing Needs in Cherwell

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

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

## Our Objectives for Achieving the Vision

4.2 The existing Cherwell Local Plan (2015) provides fifteen strategic objectives for Cherwell (SO1 to SO15) in the interest of developing a sustainable local economy, for building sustainable communities and for ensuring sustainable development. Although tailored to meeting Cherwell's needs, all of the objectives remain relevant in planning for the additional housing. However, there are a number of particular relevance in planning for Oxford's housing needs within Cherwell:

### Key Objectives from the existing Local Plan (2015)

SO6 - To accommodate new development so that it maintains or enhances the local identity of Cherwell's settlements and the functions they perform

SO8 – 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

SO10 - To provide sufficient accessible, good quality services, facilities and 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

SO11 – To incorporate the principles of sustainable development in mitigating and adapting to climate change impacts including increasing local resource efficiency (particular water efficiency), minimising carbon emissions, promoting decentralised and renewable or low carbon energy where appropriate and ensuring that the risk of flooding is not increased.

SO12 – To focus development in Cherwell's sustainable locations, making efficient and effective use of land, conserving and enhancing the countryside and landscape and the setting of its towns and villages

SO13 – To reduce the dependency on the private car as a mode of travel, increase the attraction of and opportunities for travelling by public transport, cycle and on foot, and to ensure high standards of accessibility to services for people with impaired mobility

SO14 – To create more sustainable communities by providing high-quality, locally distinctive and well-designed environments which increase the attractiveness of Cherwell's towns and villages as places to live and work which contribute to the well-being of residents

SO15 – To protect and enhance the historic and natural environment and Cherwell's core assets, including protecting and enhancing cultural heritage assets and archaeology, maximising opportunities for improving biodiversity and minimising pollution in urban and rural areas.

4.3 In developing the Partial Review, we consulted on additional objectives to specifically achieve the vision for accommodating development for Oxford. Our final objectives take into account the feedback we received and our evidence base.

## **Strategic Objectives in Meeting Oxford's Unmet Housing Needs**

### **Strategic Objective SO16**

To work with Oxford City Council and Oxfordshire County Council, and other neighbouring authorities as required, in delivering Cherwell's contribution to meeting Oxford's unmet housing needs with its required infrastructure by 2031.

### **Strategic Objective SO17**

To provide Cherwell's contribution to meeting Oxford's unmet housing needs so that it supports the projected economic growth which underpins the agreed Oxfordshire Strategic Housing Market Assessment 2014 and the local economies of Oxford and Cherwell

### **Strategic Objective SO18**

To provide housing for Oxford so that it substantively provides affordable access to new homes for those requiring 'affordable' housing, new entrants to the housing market, key workers and those requiring access to Oxford's key employment areas, and to provide well-designed development that responds to both needs and the local context.

### **Strategic Objective SO19**

To provide Cherwell's contribution to meeting Oxford's unmet housing needs in such a way that it complements the County Council's Local Transport Plan, including where applicable, its Oxford Transport Strategy and so that it facilitates demonstrable and deliverable improvements to the availability of sustainable transport for access to Oxford.



## A Spatial Strategy for North Oxford, Kidlington and the A44 Corridor

### Our core principles for delivering the vision and objectives

5.1 Our development strategy to meet the vision and objectives is based on a coherent, holistic, and joined-up approach which prioritises the need for development to be well connected to Oxford, to be related to the area of the district that has the strongest economic and social relationships with Oxford, which is fully integrated with the County Council's sustainable transport policies, which seeks to grasp the opportunities for distinctive place-shaping and to provide a consolidated approach to green infrastructure and for the achievement of net gains in biodiversity.

5.2 Our strategy is part of a wider economic context. Oxfordshire's Strategic Economic Plan (2016) highlights the county's important strategic location in relation to London, Heathrow Airport and as part of the UK's 'Golden Triangle' between Oxford, London and Cambridge. It highlights the economic potential of the Oxford - Milton Keynes – Cambridge corridor, a focus of work undertaken by the National Infrastructure Commission.

5.3 Oxford's importance as a key economic driver directly influences the rest of Oxfordshire; particularly where, as in Cherwell's case, there are significant, shared economic assets at the interface between the city and the districts or along main transportation corridors.

5.4 Oxford's Northern Gateway site on the border with Cherwell will be a key growth area. Within Cherwell, the new Oxford Parkway Railway Station, Oxford University's Begbroke Science Park, London-Oxford Airport and the commercial area at Langford Lane, Kidlington have clear relationships with economic growth of Oxford. Our strategy builds on these relationships.

5.5 The County Council's sustainable transport strategy for Oxford is part of the same context. It seeks to support the growth of the Oxford economy and ensure that business sectors are well connected to each other and are provided with effective travel choices for all movements into and within the city (see section 3). In accordance with the strategy we are seeking to focus development in locations which minimise the need to travel and encourage trips by sustainable modes of transport.

5.6 We are seeking to benefit from and to help deliver the County Council's rapid transit proposals, to take advantage of the new Oxford Parkway Railway Station, to complement the proposal for a new Oxford Park and Ride facility off the Woodstock/Bladon/A44 roundabout, to capitalise on the provision of improved cycle routes into Oxford and help deliver an significant increase in the proportion of people accessing Oxford by non-car modes of transport.

5.7 Our strategy strives to assist the County Council in meeting its vision for Oxford to '*... have a progressive transport network, providing reliable and sustainable methods of movement, enabling growth and comprehensively linking all communities.*' In doing so, we are also seeking to improve connectivity between existing communities - to provide new walking, cycling and wheelchair routes between Begbroke, Yarnton and Kidlington, the need for which was highlighted in the Kidlington Framework Masterplan. The County Council's proposals in the A44/A4260 Corridor Study<sup>(42)</sup> for improved traffic management and public transport prioritisation through Kidlington also presents wider opportunities for improving the built-up environment of Kidlington.



5.8 Our strategy also seeks to make more of the 'natural' environment in planning for new development through the protection and enhancement of existing 'green' assets and the water environment but also to make green infrastructure and biodiversity core principles central in how we plan for new development, connect new places and in the layout and appearance of the new buildings and spaces.

5.9 We are seeking to improve access to the countryside, to provide new opportunities for nature conservation and enhancement, to respond to the historic context and to improve provision for outdoor sport and recreation. We have used our evidence base to do this and have been assisted by parallel projects such as the Oxfordshire Historic Landscape Characterisation Study<sup>(43)</sup>, the Oxford Canal Conservation Area Appraisal<sup>(44)</sup> and the Kidlington Framework Masterplan.

5.10 Our strategy for meeting Oxford's unmet needs seeks to avoid undermining the strategy of the existing Local Plan (2015) and the delivery of planned growth at Bicester, Banbury and Former RAF Upper Heyford.

5.11 The existing Plan provides for extensive residential and employment growth at Bicester and Banbury which will take to 2031 to deliver. Former RAF Upper Heyford, a conservation area, is being developed as a new settlement involving three times the level of growth originally envisaged. This will also take to 2031 to deliver. The existing Local Plan also responds to relatively high levels of growth in rural areas with a housing distribution that seeks to retain an urban focus.

5.12 We do not consider that the same strategy will deliver the vision for Oxford's needs, nor that this could be achieved without putting at risk the delivery by 2031 of the growth for Cherwell's needs already committed to, or without adversely affecting the planned balance between homes, jobs and infrastructure.

5.13 Instead, our new strategy is Oxford specific; to provide homes where people can most readily connect to Oxford and sustainably access the city's employment areas, its universities and its services and facilities.

## **Our policies for delivering the vision and objectives**

5.14 Our strategy for delivering the additional growth for Oxford incorporates these principles. It comprises a collection of policies which will be used in working cooperatively with key partners, in helping to shape specific proposals, in considering applications for planning permission and in ensuring that delivery is secured in accordance with this Partial Review.

5.15 We set our policies out below. In summary they seek to achieve the following:

1. deliver the required homes for Oxford by 2031 in a form that achieve sustainable development (policy PR1)
2. deliver a mix, tenure and size of homes that responds to identified needs (policy PR2)
3. exceptionally allow for development in the Green Belt having considered all other reasonable options and the vision and objectives we need to achieve (policy PR3)

43 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR43 and PR50  
44 Evidence List - <http://www.cherwell.gov.uk/index.cfm?Articleid=11183> - PR63

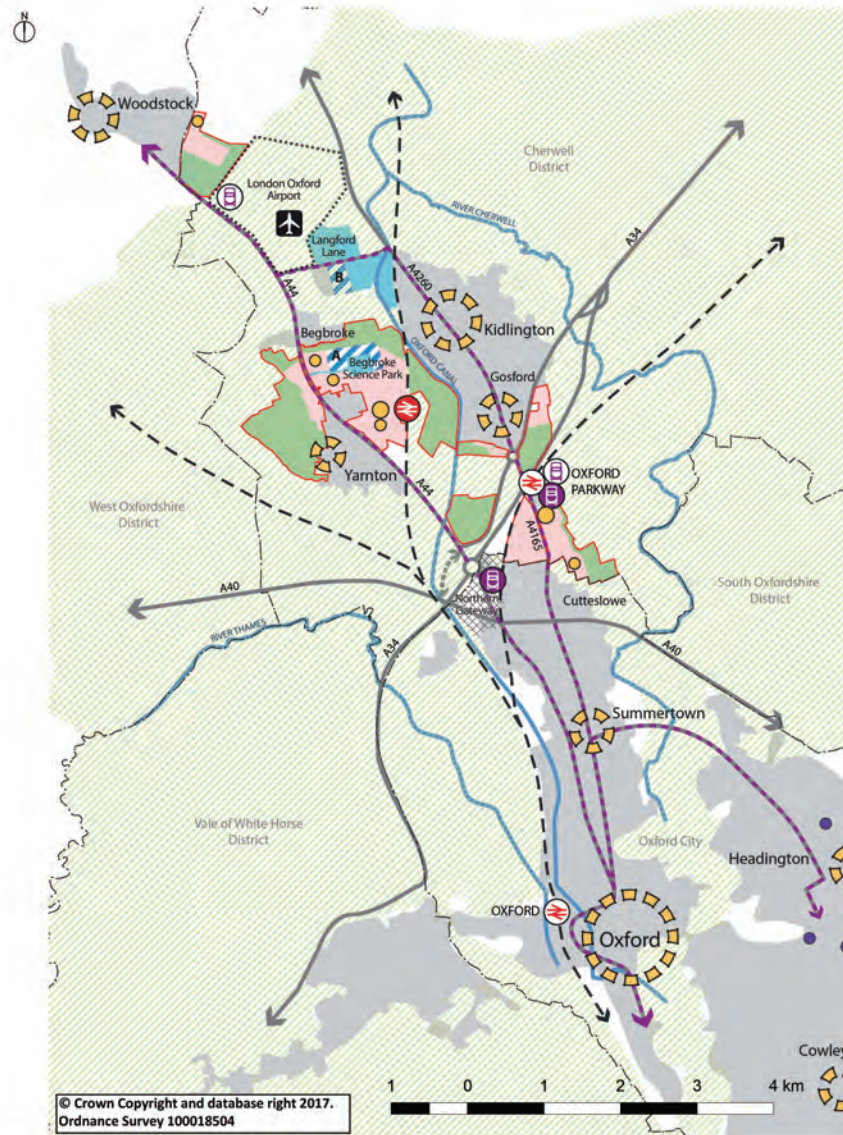
# A Spatial Strategy for North Oxford, Kidlington and the A44 Corridor

4. seek to maximise the opportunity for affordable and sustainable transportation from development areas to Oxford's key employment areas, services and facilities (policy PR4a)
5. seek to use the advantage of sustainable transport opportunities to help strengthen Kidlington centre in accordance with the existing Local Plan (2015) and the Kidlington Framework Masterplan (policy PR4b – Kidlington Centre)
6. seek to provide a consolidated and integrated approach to the provision of green infrastructure alongside new development, particularly within the Green Belt (policy PR5)
7. the delivery of strategic development sites that best achieve our vision and objectives and the achievement of sustainable development in the Oxfordshire, Cherwell, Oxford and wider context. The sites are:

Table 4

Area	Policy / Site	No. Of Homes
North Oxford	Policy PR6a - Land East of Oxford Road	650
	Policy PR6b - Land West of Oxford Road	530
	Policy PR6c - Land at Frieze Farm (reserved site for replacement Golf Course)	-
Kidlington	Policy PR7a - Land South East of Kidlington	230
	Policy PR7b - Land at Stratfield Farm	100
Begbroke	Policy PR8 - Land East of the A44	1950
Yarnton	Policy PR9 - Land West of Yarnton	530
Woodstock	Policy PR10 - Land South East of Woodstock	410
<b>Total</b>		<b>4400</b>

Figure 10: Spatial Strategy - Key Diagram



Key Diagram - For Illustrative Purposes Only

<b>Key</b>	Existing centres	Sustainable movement corridors
Allocation site boundaries	Proposed local centres and schools	Rail lines
District boundaries	Existing hospitals	Existing rail station
Green Belt	Existing employment area	Potential new rail station
Existing settlement	Proposed employment area A: land reserved for extension to Science Park B: permission granted for Technology Park	London Oxford Airport
Proposed growth	Oxford City proposed Northern Gateway development	Existing Park & Ride
Proposed green infrastructure and formal recreation provision		New or expanded Park & Ride
		County Council proposed link road

5.16 Figure 10 illustrates our strategy for accommodating growth for Oxford. It shows the geographic relationship between Cherwell, Oxford and West Oxfordshire and specifically the proximity of north Oxford with Kidlington, Yarnton, Begbroke and Woodstock along the A44

corridor. Key economic drivers, transport connections and environmental assets are shown and the diagram illustrates how the principles which support the strategy underpin the development sites we have identified. Our statutory policies maps provide a more detailed illustration of the specific requirements for each development site.

## **The exceptional circumstances for the removal of land from the Oxford Green Belt**

5.17 All of the sites we have identified, other than land to the south-east of Woodstock lie within the Oxford Green Belt. We consider that there are exceptional circumstances for the removal of these sites (either in full or in part) from the Green Belt. These are:

1. the urgent and pressing need to provide homes for Oxford including the exceptionally high need for affordable homes
2. the clear inability for Oxford City Council to fully meet its own needs
3. that the consideration of all other reasonable options did not suggest that a sustainable, deliverable alternative could be provided without unacceptable harm to the existing Cherwell development strategy
4. the immediate relationship of the north Oxford and south-east Kidlington area to the existing built-up area of Oxford, the allocated strategic development area of Northern Gateway and the new Oxford Parkway railway station / park and ride interchange
5. the clear economic and social relationships that exist between Oxford and Cherwell's local communities at Begbroke, Yarnton, Kidlington and at Gosford and Water Eaton, and the clear potential to develop these relationships;
6. the significance of the north Oxford - A44 Oxford to Woodstock corridor to the economic forecasting work which informed the countywide assessment of housing need including the Oxford's Northern Gateway site, the University of Oxford's Begbroke Science Park, London-Oxford Airport and the Langford Lane area of Kidlington
7. the unique place shaping potential for the area of land next to the University of Oxford's Begbroke Science Park; land situated next to Yarnton and Begbroke village and close to Kidlington. The Begbroke Science Park is a facility of international significance and is of great importance to the local and Oxfordshire economy. Its location close to Oxford and Kidlington and next to the Oxford Canal and railway provide for an exceptional opportunity to meet Oxford's needs in parallel with the expansion of the Science Park
8. the need to ensure a cautious approach at Woodstock (in terms of the number of new homes) due to the presence of international and national heritage assets while responding to the proximity and connectivity of a growing town to both Oxford and the growth areas on the A44 corridor
9. the improvement of transport infrastructure in the north Oxford /A44 corridor area
10. the strengthening of Kidlington village centre related to sustainable transport improvements including access to employment areas and the appearance of the built environment/public realm



11. the opportunity to provide improvements to the quantity and quality of new public open space and green infrastructure, access to the countryside; and, the provision of additional facilities that will benefit Kidlington, Gosford, Begbroke and Yarnton
12. the ability to create a sustainable, holistic, joined-up vision for the whole of the north Oxford /Kidlington/A44 corridor area.

5.18 Land to the south-east of Woodstock lies outside but next to the Oxford Green Belt. Land at Frieze Farm is to remain in the Green Belt as we consider that its possible use as a replacement Golf Course would be compatible with the purposes of Green Belts.



## Achieving Sustainable Development for Oxford's Needs

5.19 There is a pressing need to deliver 4,400 homes to help Oxford meet its housing needs. In doing so we need to work closely with key partners to ensure effective and timely delivery. To deliver sustainable development, proposals will need to accord with the Partial Review's vision, objectives and policies, must be tailored to meet Oxford's needs but must appropriately respond to the Cherwell context.

5.20 Development must not adversely affect delivery of the strategy for meeting Cherwell's needs in the existing Local Plan (2015). Furthermore, proposals will need to comply with relevant existing policies including for transport (policy SLE4) community facilities and well-being (Policies BSC7 to BSC12 of the existing Local Plan); for the built, natural and historic environment (policies ESD1 to ESD 13 and Policies ESD15 to 17); and, for Kidlington (policies Kidlington 1 and 2).

### **Policy PRI: Achieving Sustainable Development for Oxford's Needs**

**Cherwell District Council will work with Oxford City Council, West Oxfordshire District Council, Oxfordshire County Council, and the developers of allocated sites to deliver:**

- (a) 4,400 homes to help meet Oxford's unmet housing needs by 2031**
- (b) the Vision, Objectives and Policies set out in this Partial Review of the Local Plan**

**Development proposals to meet Oxford's needs will be supported if they:**

- (1) Accord with the Vision, Objectives and Policies of this Partial Review,**
- (2) Comply with other material Development Plan policies, and**
- (3) If it is demonstrated that they will achieve sustainable development.**

**For the purpose of the Partial Review, the definition of sustainable development includes development that meets Oxford's housing needs and does not cause harm to the delivery of the Cherwell Local Plan 2011-2031 (adopted July 2015).**





## Housing Mix, Tenure and Size

5.21 Oxford's Local Plan, its Housing Strategy and the Oxfordshire Strategic Housing Market Assessment (2014) describe the city's housing needs in detail.

5.22 High affordable housing needs have led to higher overall housing requirements for Oxford. Affordable housing, as defined by national policy, needs to be provided at an optimum level which responds both to the local level of need and the necessity of ensuring that development can be viably delivered.

5.23 As a focused Plan with a specific number of development sites, we have identified a specific affordable housing requirement (as a percentage of the total number of dwellings) for each site. The requirements are supported by a viability assessment of the Plan and we sought to meet Oxford's requirement for 50% of its housing to be provided as affordable homes (see site specific policies).

5.24 Because Oxford's affordable housing need is so high, we are prescribing the mix of housing sizes needed for the defined 'affordable' element of the new housing supply. We have based these on the affordable housing requirements for the Housing Market Area as specified in the SHMA 2014. We are also requiring a higher level of affordable rent/social rented accommodation (80% of the total affordable housing requirement) than Cherwell's 70% requirement.

5.25 The allocation of affordable housing to those in need is a matter of housing policy rather than planning policy. Allocations will be made in accordance with an approach to be agreed between Cherwell District and Oxford City Councils.

5.26 For market housing, it is important to respond to identified needs while recognising that an overall increase in supply will facilitate movement in the housing market and 'free up' housing stock within Oxford and that market conditions will fluctuate.

5.27 A more flexible approach is therefore provided for which will need to take into account the most up to date information on need and market conditions. The mix requirements for as defined by the SHMA 2014 for the Housing Market Area were 5% as one bed roomed houses, 25% two bed roomed houses, 45% as three bed roomed houses and 25% as four plus bed roomed houses.

5.28 The need for key worker housing has been highlighted in the analyses of Oxford's needs. The City Council's Sites and Housing Plan (2011-2016) states that it will "...agree to restrictions on the occupancy of any housing development meant for key workers, including for affordable homes, provided that the affordable homes still meet the definitions of affordable housing..."

5.29 The provision of both affordable and market housing will therefore be expected to include specific provision for key workers. The City Council's definition of a key worker as highlighted in its adopted Sites and Housing Plan<sup>(45)</sup> is provided below.

## Oxford's Definition of a Key Worker

*"...any person who is in paid employment solely within one or more of the following occupations:*

- NHS: all clinical staff except doctors and dentists*
- Schools: qualified teachers in any Local Education Authority school or sixth form college, or any state-funded Academy or Free School; qualified nursery nurses in any Oxfordshire County Council nursery school*
- Universities and colleges: lecturers at further education colleges; lecturers, academic research staff and laboratory technicians at Oxford Brookes University or any college or faculty within the University of Oxford*
- Police & probation: police officers and community support officers; probation service officers (and other operational staff who work directly with offenders); prison officers including operational support*
- Local authorities & Government agencies: social workers; occupational therapists; educational psychologists; speech and language therapists; rehabilitation officers; planning officers; environmental health officers; Connexions personal advisers<sup>(46)</sup>; clinical staff; uniformed fire and rescue staff below principal level*
- Ministry of Defence: servicemen and servicewomen in the Navy, Army or Air Force; clinical staff (with the exception of doctors and dentists)."*

5.30 In the interest of meeting Oxford's identified, unmet housing need and the specific purpose of the Partial Review of the Cherwell Local Plan, only individual self-contained dwellings (use class C3) will be permitted.

5.31 Additionally, in the interest of responding to local housing need and the desire to both increase the variety of housing stock and to increase local employment and training opportunities, scope for community self-build and/or self-finish housing will be expected to be made.

<sup>46</sup> The national Connexions Service no longer exists. For the purpose of the Partial Review 'Connexions personal advisers' is replaced with 'Careers Advisers registered with the Careers Development Institute'

**Policy PR2: Housing Mix, Tenure and Size**

The strategic developments provided for under Policies PR6 to PR10 will be expected to meet the following requirements to help meet Oxford's housing needs:

- 1. All housing to be provided as self-contained dwellings (use class C3) only**
- 2. Provision of 80% of the affordable housing as affordable rent/social rented dwellings and 20% as other forms of intermediate affordable homes**
- 3. Delivery of 25 to 30% of the affordable homes as one-bedroomed properties, 30 to 35% as two-bedroomed properties, 30 to 35% as three-bedroomed properties and 5 to 10% as four+ bedroomed properties unless otherwise agreed with Cherwell District Council in consultation with Oxford City Council**
- 4. Delivery of a mix of sizes of market homes to meet current and future needs and to create socially mixed and inclusive communities. The mix of housing is to be agreed with Cherwell District Council in consultation with Oxford City Council having regard to the most up-to-date evidence on Oxford's housing need and available evidence on local market conditions**
- 5. Provision for key workers as part of both the affordable and market housing mix. The provision shall be made in accordance with Oxford City Council's definition of key workers unless otherwise agreed with Cherwell District Council in consultation with Oxford City Council**
- 6. Provision of an opportunity for community self-build or self-finish housing to be agreed with Cherwell District in consultation with Oxford City Council**



## The Oxford Green Belt

5.32 Policy ESD14 of the existing Local Plan (2015) seeks to maintain the boundaries of the Oxford Green Belt in order to:

1. Preserve the special character and landscape setting of Oxford
2. Check the growth of Oxford and prevent ribbon development and urban sprawl
3. Prevent the coalescence of settlements
4. Assist in safeguarding the countryside from encroachment
5. Assist in urban regeneration, by encouraging the recycling of derelict and other urban land

5.33 The policy highlights that a small scale local review of the Green Belt boundary in the vicinity of Langford Lane, Kidlington and Begbroke Science Park will be undertaken as part of Local Plan Part 2 to accommodate high value employment needs as provided for by policy Kidlington 1 of the existing Local Plan (2015). A study has been produced which considers those employment needs and how parcels of land within the two areas of search contribute in meeting Green Belt purposes.

5.34 A separate Green Belt study<sup>(47)</sup> has been prepared to consider how sites promoted for development within the Green Belt to meet Oxford's unmet housing needs performed in relation to Green Belt purposes.

5.35 As explained at (paragraph 5.17) we have concluded that there are exceptional circumstances (as required to be demonstrated by national policy) why we need to provide for development in the Green Belt to meet Oxford's unmet housing needs. We have also highlighted that the Planning Inspector who examined the existing Local Plan (2015) had anticipated that a Green Belt boundary review would be required (para. 1.20).

5.36 The results of the two Cherwell Green Belt studies, and a countywide study commissioned by the Oxfordshire Growth Board, have been considered in the interest of understanding the likely impact on the Green Belt of site options, in order to assist the selection of sites, in identifying necessary revisions to the Green Belt boundaries and in requiring developments to be provided in a form that minimises the impact on the Green Belt.

5.37 Policy PR3 seeks to modify the Green Belt boundaries in order to:

1. accommodate the planned development in this Partial Review of the Local Plan in the interest of meeting identified housing need and the achievement of sustainable development;
2. ensure that the Green Belt does not include land which it is unnecessary to keep permanently open
3. ensure that the Green Belt boundaries are clearly defined

4. ensure that the revised Green Belt boundaries are capable of permanently enduring beyond the plan period
5. safeguard land that may be required in the future at a non-strategic level.

5.38 The Oxford Green Belt in Cherwell presently comprises some 8409 hectares of land. Policy PR3 sets out the area of land for each strategic development site that we are removing from the Green Belt to accommodate residential and associated land uses to help meet Oxford's unmet housing needs. In total it comprises 253 hectares of land – a 3% reduction. Consequently, the total area of Cherwell that comprises Green Belt falls from 14.3% to 13.9%.

5.39 In making changes to the Green Belt we need to ensure that clear, permanent boundaries are re-established for the affected areas. This includes safeguarding any land for the future to avoid the need for further changes. All of the land that is being removed from the Green Belt is shown on the Green Belt Plan at Appendix 2. It includes land specifically allocated for residential and ancillary development and that removed to re-establishing permanent Green Belt boundaries. The policies maps show the revised boundaries. There are also a number of other consequential changes required which are explained below and shown on the site policies maps as PR3(a) to PR3(e):

PR3(a) – we are safeguarding this land beyond the Plan period. The triangle of land is situated to the south of the land allocated under policy PR8. In this location the railway line to the east of Yarnton forms a consistent and strong Green Belt boundary down to the A44. PR3(a) is safeguarded for future consideration as it will make little contribution to Green Belt purposes following the development of land east of the A44. The land is not required to meet Oxford's development needs within this Plan period.

PR3(b) – we are removing a small area of land from the Green Belt to the east of Yarnton adjacent to, and to the west of, the railway line. As a result of development to the east of the A44 (policy PR8), the railway line will become the consistent and strong Green Belt boundary at the eastern edge of the development site. There is no need for PR3(b) to be allocated, reserved or safeguarded for development.

PR3(c) – we are removing an area of land from the Green Belt to the south of the A34 to the west of the strategic development site allocated under policy 6b. Following the development of land to the north of Oxford and to the west of Oxford Road, the A34 will form the logical, permanent Green Belt boundary at this location. PR3(c) is not considered to be suitable for residential development but connectivity will be expected through the site to Oxford's Northern Gateway site to the south.

PR3(d) – we are removing the existing Oxford Parkway Railway Station and the Water Eaton Park and Ride from the Green Belt. The development of land in north Oxford to the east of Oxford Road (policy PR6a) results in other land in this area being removed from the Green Belt. Again, the A34 to the north will form the logical, permanent boundary.

PR3(e) – we are removing land from the Green Belt to the north, east and west of Begbroke Science Park to ensure that a logical and permanent Green Belt boundary is established. This is in the context of, and in response to, development to the east of the

A44 (policy PR8) and the conclusion of the Small Scale Green Belt Review<sup>(48)</sup> which considers the high value employment needs at Kidlington-Begbroke. The potential extension of the Science Park will be considered further in Local Plan Part 2. Policy PR8 seeks reservation of the land for the potential expansion of the Science Park.

5.40 We are also seeking to enhance the beneficial use of the Green Belt in planning for development through net gains in biodiversity by delivering publicly accessible open space, through the provision of sport and recreation facilities and with the use of green infrastructure. This will also help mitigate the impact of development, protect visual amenity and protect and enhance existing assets.

5.41 It is not the role of the Partial Review to determine whether a wider review of the Oxford Green Belt is required in relation to the future growth of Oxford beyond the plan period. The Oxfordshire Growth Board has agreed (April 2017) the principle of producing a Joint Oxfordshire Plan which would consider these longer term issues.

### **Policy PR3: The Oxford Green Belt**

**The Oxford Green Belt boundary in Cherwell District is revised as shown on the Policies Maps and on the Green Belt Plan at Appendix 2**

**Within the allocated strategic development sites, the areas of land removed from the Green Belt are as follows:**

**Policy PR6a - removal of 32.1 hectares of land as shown on inset Policies Map PR6a**

**Policy PR6b - removal of 31.6 hectares of land as shown on inset Policies Map PR6b**

**Policy PR7a - removal of 10.8 hectares of land as shown on inset Policies Map PR7a**

**Policy PR7b - removal of 4.3 hectares of land as shown on inset Policies Map PR7b**

**Policy PR8 - removal of 111.8 hectares of land as shown on inset Policies Map PR8**

**Policy PR9 - removal of 17.7 hectares of land as shown on inset Policies Map PR9**

**In addition, the following land is removed from the Green Belt and safeguarded beyond the Plan period:**

**(a) 7.8 hectares of land east of the A44 and north-west of the railway line (to the south of the strategic development site allocated under policy PR8 as shown on inset Policies Map PR8)**



**The following land is removed from Green Belt:**

**(b) 0.7 hectares of land adjoining and to the west of the railway (to the east of the strategic development site allocated under policy PR8 as shown on inset Policies Map PR8)**

**(c) 11.8 hectares of land south of the A34 and west of the railway line (to the west of the strategic development site allocated under policy PR6b as shown on inset Policies Map PR6b)**

**(d) 9.9 hectares of land comprising the existing Oxford Parkway Railway Station and the Water Eaton Park and Ride (as shown on inset Policies Map 6a)**

**(e) 14.7 hectares of land to north, east and west of Begbroke Science Park (as shown on inset Policies Map PR8).**

**In order to compensate for loss of Green Belt land, development proposals on land to be removed from the Green Belt will be required to contribute to improvements to the environmental quality and accessibility of land remaining in the Green Belt, as detailed in the strategic site allocation policies.**

## Transport Infrastructure

5.42 Policy SLE4 of the existing Local Plan (2015) supports an overall strategy where growth is directed to the most sustainable locations in Cherwell, facilitates the use of sustainable modes of transport and encourages measures which help reduce greenhouse gas emissions.

5.43 The policy requires new development to provide contributions to mitigate transport impacts and favours the implementation of proposals in the Oxfordshire Local Transport Plan (LTP)<sup>(49)</sup> which provides for the delivery of key transport infrastructure and increased use of sustainable transport.

5.44 The Partial Review locates growth close to Oxford to minimise the impact of vehicle trips on the road network. It focuses on improving non-car travel options, safety of movement and improved journey times for existing residents, key employment locations and new residents.

5.45 The road network around north Oxford suffers from high levels of traffic congestion and delay exacerbated by major road and rail intersections. Oxford is covered by a city-wide Air Quality Management Area (AQMA) supported by a Management Plan intending to improve city-wide low air quality and congestion by prioritising sustainable transport measures. Within south Cherwell, a small section of the Bicester Road at the edge of Kidlington is also designated as an AQMA.

5.46 As explained in section 3, the Oxford Transport Strategy (part of the Local Transport Plan) responds to these issues with proposed 'Rapid Transit' routes including improved and priority bus services (including electric vehicles), a new Park and Ride facility at the Woodstock/A44 roundabout and an extension of the Water Eaton Park and Ride next to Oxford Parkway Railway Station.

5.47 Traffic modelling suggests that under the highway circumstances that existed in 2013, the 4,400 new homes we are planning for would increase car journeys by 1.3-1.4% - a relatively small percentage change but one that must be seen in the context of a wider picture of existing traffic congestion and delay experienced on the network. Our development strategy provides the opportunity to reduce this percentage and to help deliver the transport changes provided for by the Oxford Transport Strategy in the interest of reducing the proportion and overall number of car journeys.

5.48 One of the aims of the Local Transport Plan is that: *'most new development in Oxfordshire will be located where it can be served by existing high quality public transport services, especially the designated Rapid Transit, Rail and Premium bus routes, and close to our main transport hubs and interchanges'*.

5.49 In accordance with the Local Transport Plan and the National Planning Policy Framework (NPPF), the Partial Review seeks to make the fullest possible use of public transport, walking and cycling, and focuses development in locations which are, or can be made, sustainable. It will deliver exemplar sustainable communities close to Oxford and well-connected to key employment locations and services and facilities within the city as well to other locations of mutual economic interest – the University Science Park, London-Oxford Airport and Langford Lane, Kidlington – all accessible by sustainable transport with the potential for sustainable transport improvements.

5.50 Locating new development elsewhere in Cherwell (further away from Oxford) would not help minimise the significant number of vehicular trips generated by jobs in Oxford nor provide the same opportunity to assist with the delivery of the Oxford Transport Strategy. Increased congestion would be likely as there would be fewer opportunities for higher levels of walking, cycling and public transport use from new residential developments.

5.51 The development sites we have identified relate well to main roads leading into Oxford – the A44 and the A4165 and existing bus routes serving the city centre. They also relate well to the Oxford Parkway Railway Station and existing Water Eaton and Peartree Park and Ride facilities. The development of sites along these corridors makes use of existing services and provides the opportunity to build upon the current high level of use of sustainable transport. 20-25% of trips to work are presently made on foot or by cycle in areas near Oxford with a similar percentage using public transport for daily commuting.

5.52 The County Council's A44/A4260 Corridor Study builds upon the Local Transport Plan objectives for Rapid Transit, bus, cycle and pedestrian movements and considers the feasibility of options along and across the two corridors for prioritising sustainable transport measures. It follows work on a Kidlington Framework Masterplan, adopted by the Council as a Supplementary Planning Document, which identified the planning challenges facing the centre of Kidlington.

5.53 The Kidlington Framework Masterplan notes, *“The A4260 is used by through traffic and local traffic with annual average daily motor vehicle flows of 13,400 vehicles in 2014 down from a peak of 16,000 in 2002. Cars and taxis make up the greatest proportion of traffic (81%) and there is a noticeably higher proportion of light goods vehicles (15%) than the A44 and A34. HGVs account for 3% of flows in comparison to 11% on the A34 and 4% on the A44”*

5.54 The Masterplan describes how character of the A4260 reflects its strategic highway function and contrasts this with the village centre and residential environments on either side of the road. The character of the road is influenced by slip lanes, central reservations, service roads, a lack of street enclosure, limited pedestrian crossing points and congestion at peak hours. It also describes how cycling infrastructure is piecemeal with junctions on to the A4260 and parking on southern service roads creating hazards.

5.55 The Masterplan also highlights that Sustrans, the national sustainable transport organisation, suggests that there is a good case for having a 20 mph speed limit through Kidlington to increase safety and encourage cycling.

5.56 Sustrans notes that the A44 (Woodstock Road) is also a designated cycle route but that its appeal to cyclists is presently limited. It advises that the Woodstock Road could potentially form part of a link between Kidlington and Oxford if cycle routes were to be developed between Kidlington and the A44 via Sandy Lane (including the Begbroke Science Park) and/or Green Lane and/or the Oxford Canal and/or Frieze Way.

5.57 Sustrans advises that the pedestrian/cycle route to Oxford Parkway and from Oxford is in need of upgrading to make it attractive to users. In particular cycle improvements between Oxford Parkway Cutteslowe Roundabout could help to complete an improved route between Kidlington and Oxford.

5.58 The Masterplan notes that Langford Lane, with its strategic employment locations, is an important movement corridor which currently has no formal cycle provision between the A44 and the A4260 which could be addressed by improvement schemes possibly including a formalised crossing of the A44.

5.59 The A44/A4260 Corridor Study explores these issues further. It focuses on measures to assist the implementation of Rapid Transit proposals (designated, high-quality bus routes), improved traffic management and maximising the opportunities for the use of sustainable public transport, cycling and walking. In particular, it takes account of the potential to re-route private through traffic wishing to access Oxford away from central Kidlington to the A44 via Upper Campsfield Road and the proposed new Park and Ride facility at the A44/Woodstock roundabout.

5.60 The study notes the potential of the A4260 (Oxford Road) to become a more local route serving Kidlington village centre but also the main Rapid Transit route into Oxford. The Rapid Transit route would connect the new Park and Ride to Kidlington via the A44 and Langford Lane. The route has potential to lower traffic speeds within Kidlington to make cycling more favourable. There is potential for a 'Super Cycle way' through the village on to Oxford connected to the existing segregated cycleway on the western side of the A44 which runs between Oxford and Woodstock via Sandy Lane.

5.61 This Plan seeks to respond to these issues by:

1. integrating the County Council's sustainable transport proposals into the planning of new development
2. assisting with the implementation of Rapid Transit proposals and the delivery of new infrastructure and facilities for cycling, walking and wheelchair users
3. reducing traffic impacts including on air quality
4. improving priority for pedestrians, cyclists and wheelchair users
5. helping to improve connectivity between Kidlington, existing employment areas, Begbroke and Yarnton
6. helping to achieve improvements to the routing of traffic and traffic management
7. improving the quality and usability of connections to Oxford
8. planning for a more integrated network for pedestrians, cyclists and wheelchair users
9. helping to deliver sustainable transport improvements through the centre of Kidlington in a way that will achieve improvements to the central Kidlington and the public realm

5.62 More specifically, with the County Council, we are seeking to help deliver:

1. a bus Rapid Transit route along the A4260/Banbury Road corridor into Oxford supported by a dedicated (segregated) Super Cycleway into Oxford (over the A34)

2. a linear 'greenway' through Land East of the A44 (policy PR8) along Sandy Lane to connect new housing/community facilities with the A4260 (and Super Cycle way) via a pedestrian/cycle bridge over the railway line. This is further supported by improvements and new provision of Shared Use Paths along the A44 enabling good cycling and pedestrian connections.
3. pedestrian, cycle and wheelchair bridges over the Oxford Canal to enable connections between the proposed sites, public rights of way and Kidlington
4. the introduction of bus priority measures including the modification of the A44/Langford Lane junction
5. improved cycling, walking and wheelchair connectivity with Oxford including with the City Council's Northern Gateway site
6. high-quality public transport, cycling, pedestrian and wheelchair routes networks within development sites integrated with green infrastructure

5.63 We will continue to work with Network Rail, rail service providers and the County Council to explore the feasibility of a new station and services to Oxford in the Kidlington/Begbroke area that further reduces the reliance on private car.

5.64 We will also continue to work with Highways England, the County Council, the Oxfordshire Local Enterprise Partnership, the National Infrastructure Commission and other partner authorities to deliver schemes to improve the strategic highway network including for key junctions and traffic management of the A34. The economic growth of Oxfordshire and the implications of cross-regional growth require cooperation and coordination on continuous basis. Examples of such projects include the suggested A40–A44 link road included in the Local Transport Plan and the Oxford to Cambridge Expressway.

5.65 Policies PR4a and PR4b below together with the spatial strategy in the existing Local Plan (2015) aim to reduce the need to travel and provide travel choices which will enable people to use sustainable modes of transport. Site specific transport measures are identified in Policies PR6a, PR6b, PR7a, PR7b, PR8, PR9, and PR10.

5.66 The Infrastructure Schedule in Appendix 4 identifies measures to improve the road network and sustainable transport initiatives supporting the growth identified in the Local Plan.

### **Policy PR4a: Sustainable Transport**

**The strategic developments provided for under Policies PR6 to PR10 will be expected to provide proportionate financial contributions directly related to the development in order to secure necessary improvements to, and mitigations for, the highway network and to deliver necessary improvements to infrastructure and services for public transport. Where necessary, the provision of land will be required to support the implementation of relevant schemes set out in the Local Transport Plan 4 (including the Oxford Transport Strategy), the A44/A4260 Corridor Study and Local Plan Partial Review Transport Mitigation Assessment. These schemes shall include:**

**(a) improved bus services and facilities along:**

**i. the A44/A4144 corridor linking Woodstock and Oxford**

**ii. the A4260/A4165 (Oxford Road) linking Kidlington, Gosford, Water Eaton and Oxford**

**iii. Langford Lane**

**(b) the enhancement of the off-carriageway Cycle Track/ Shared Use Path along the western side of the A44 and the provision of at least one pedestrian and cycle and wheelchair crossing over the A44**

**(c) the prioritisation of the A44 over the A4260 as the primary north-south through route for private motor vehicles into and out of Oxford**

**(d) improved rapid transit/bus services and associated Super Cycleway along the A4260 into Oxford**

**(e) improvements to the public realm through the centre of Kidlington associated with (d) above**

**(f) the provision of new and enhanced pedestrian, cycling and wheelchair routes into and out of Oxford.**

#### **Policy PR4b: Kidlington Centre**

**Proposals to support sustainable transport improvements and associated infrastructure, to reduce private motorised through traffic along the A4260 in Kidlington and improve the built and natural environment along this corridor which are consistent with the themes and objectives of the adopted Kidlington Masterplan SPD will be supported.**





## A Connected Green Infrastructure

5.67 A connected green infrastructure network is an integral part of our vision, of what we must achieve in providing additional development. The provision of green infrastructure involves:

1. making the most of existing 'natural' assets (including the water environment)
2. maximising the opportunity to appropriately connect these assets
3. creating wildlife movement corridors
4. enhancing biodiversity
5. integrating with other planning requirements such as:
  - i. the provision of open space and outdoor sport facilities
  - ii. creating routes for pedestrians, wheelchair users, cyclists and horse riders
  - iii. helping to assist with the control of pollution
  - iv. responding to climate change
  - v. creating high-quality built and natural environments, and
  - vi. protecting heritage assets.

5.68 Green infrastructure provides opportunities for recreation and public access. It can assist with drainage and in the provision of transport infrastructure. It can be used to improve visual amenity and to protect enhance the landscape. Green infrastructure can be used in local food production whether through private or community allotments, orchards or wild plants. It can be provided to meet a specific purpose such as the protection of individual species or to assist with the multi-functional use of land.

5.69 In this Plan we are seeking to deliver green infrastructure in order to:

1. protect existing wildlife and biodiversity
2. achieve net gains in biodiversity at a site specific and Plan level
3. help compensate for the loss of Green Belt
4. make more positive use of the Green Belt and the best use of land generally
5. improve the quality of place making and the siting, design, appearance and landscaping of new development
6. improve appropriate access to the countryside and to areas of open space

7. make the most appropriate use of, and to connect, 'green' assets and the Oxford Canal
8. protect and enhance existing designated areas such as Sites of Special Scientific Interest, Local Nature Reserves and Local Wildlife Sites and to create new opportunities for additional areas to be provided
9. achieve maximum connectivity between development sites
10. achieve multi-functional use of green infrastructure and spaces.

### **Policy PR5: Green Infrastructure**

The strategic developments provided for under Policies PR6 to PR10 will be expected to protect and enhance green infrastructure (GI) and incorporate green assets and the water environment into the design approach for each site. Provision will be expected to be made on site. Financial contributions in lieu of on-site provision will only be allowed in exceptional circumstances and where it is agreed that it will not be possible to provide on-site net biodiversity gains.

Applications will be expected to:

- (1) Identify existing GI and its connectivity and demonstrate how this will, as far as possible, be protected and incorporated into the layout, design and appearance of the proposed development
- (2) Show how existing and new GI will be connected including the opportunities for off-site connectivity and improvement
- (3) Show how restored or re-created habitats can be accommodated into the development and how biodiversity will be improved
- (4) Show how existing trees will be protected and the opportunities for planting new trees
- (5) Demonstrate the opportunities for improving the existing and proposed built and natural landscape through the provision of GI and for the protection or enhancement of the historic environment
- (6) Demonstrate how GI will be provided along movement corridors (including for motor vehicles, pedestrians, cycles and wheelchairs) and to benefit the provision of informal and formal open space, play areas and gardens
- (7) Demonstrate how the provision of GI will assist in the beneficial use and permanence of the Green Belt
- (8) Demonstrate where multi-functioning GI can be achieved
- (9) Provide details of how GI will be maintained and managed.

## North Oxford

5.70 The northern fringe of Oxford includes neighbourhoods either side of the A4165 Oxford/Banbury Road - the main arterial route into north Oxford from Kidlington to the north.

5.71 To the east is the residential area of Cutteslowe, an inter-war development including detached and semi-detached properties and areas of more recent higher density development. At the eastern edge of the built-up area is Cutteslowe Park with sports pitches and pavilions, play areas, miniature golf and railway, a skate park, significant wildlife areas and community woodland. The Park is home to a number of sports clubs (hockey, tennis and football) and hosts regular community events. Cutteslowe extends southward to the A40. To the south of the A40 are the Sunnymead and Summertown areas in which are a wide range of services and facilities including Primary and Secondary Schools and a busy neighbourhood centre.

5.72 The edge of Cutteslowe marks the boundary between Oxford and Cherwell. To the north and east is open agricultural land leading eastwards, to the Grade II\* Listed St. Frideswide Farmhouse (and Listed wall) and on into the River Cherwell valley, and northwards, to the new (2015) Oxford Parkway Railway Station, Water Eaton Park and Ride and the A34 trunk road. There are train and regular bus services into central Oxford. This transport infrastructure and the existing built-up area of Oxford are strong urbanising influences.

5.73 The arable fields to the east of the A4165 are large with weak boundaries, creating an open, exposed landscape but becoming more intricate further into the Cherwell Valley beyond St. Frideswide Farmhouse. There are views out to the wider countryside and higher ground across the valley. The village of Islip (to the east) and Oxford's John Radcliffe Hospital (south-east) are prominent.

5.74 To the west of the A4165 are residential neighbourhoods built during the second half of the 20th century, Jordan Hill Business Park, Wolvercote Cemetery and a Recreation Ground. The heavily treed and historic North Oxford Golf Club lies within Cherwell. It comprises some 31 hectares of land and operates with the benefit of a rolling lease from the University colleges.

5.75 Immediately to the west is the Oxford-Bicester railway line over which is a footbridge connecting to a relatively small area of agricultural land between the railway and the A34. That land connects to Oxford's Northern Gateway development area immediately to the south. National Cycle Network Route 51 runs along the A4165.

5.76 The southernmost edge of Cherwell to the south of the A34 therefore has the perception of being part of Oxford. The existing urban environment of the Cutteslowe and Wolvercote areas, the heavily urbanising influence of the Park and Ride, new railway station and other transport infrastructure contribute to this.

5.77 The area's immediate relationship with Oxford provides the most sustainable opportunity to create a new gateway neighbourhood either side of the A4165 Oxford Road with direct access to central Oxford, Summertown, to employment opportunities including at Northern Gateway and to services and facilities nearby within Oxford. In this location, sustainable travel choices can be strongly encouraged and car use for local journeys discouraged. There is a clear opportunity to integrate with the existing north Oxford communities.

5.78 Although development in this area will result in the loss of agricultural land and a golf course, some landscape and heritage impact and the loss of/harm to Green Belt, we consider that first, the benefits of developing in this area far outweigh the those adverse effects and second, that the developments can be provided in a form that minimises the impacts, secures mitigation and achieves social, environmental and economic benefits.

5.79 The development of land to the east of the A4165 (Oxford Road) will result in a considerable reduction in the settlement gap between Oxford and Kidlington and will also weaken the justification for retaining the Green Belt status of the Park and Ride site. However, there is a clear opportunity to provide an urban extension for Oxford with very high levels of sustainability in transport terms and that results in a community integrated with Oxford and with access to potential jobs and amenities.

5.80 Development can be provided while avoiding the more sensitive landscape of the Cherwell Valley, planning for a soft urban edge to the east, protecting the Grade 2\* Listed St Frideswide Farmhouse and the existing public rights of way, providing for an extension to Cutteslowe Park, integrating with the existing built environment and creating green infrastructure so that it helps achieve high-quality development, net gains in biodiversity and clearly defined, permanent Green Belt boundaries. The land is available and deliverable.

5.81 The historic golf course to the west of the A4165 (Oxford Road) presently provides a recreation facility for Oxford. It comprises an important buffer feature on the urban edge, limiting perception of the city, and helps to maintain the gap with Kidlington.

5.82 However, there is a pressing need to provide homes for Oxford and the land is also being made available by Oxford University colleges. The existing urbanising influences and the clear opportunity to develop a consolidated new neighbourhood to the north of Oxford, with the opportunity for connectivity to the Northern Gateway development site, to the proposed development to the east of Oxford and to the Oxford Parkway railway station, outweigh the loss of this area as a buffer.

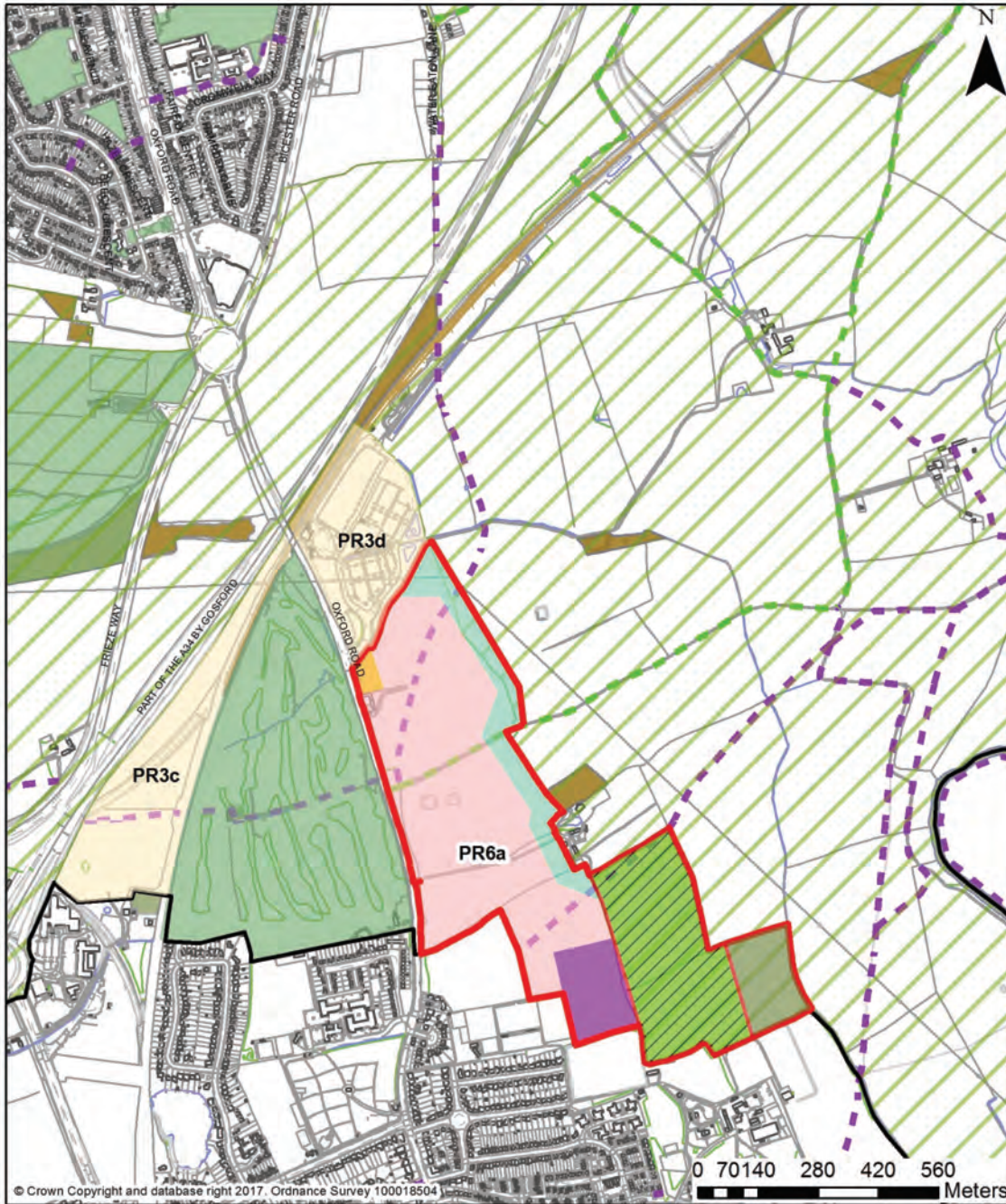
5.83 We consider that a lower density approach on this site will enable important features of this mature, albeit artificial landscape can be retained and incorporated as part of a wider green infrastructure approach which will help mitigate the impact of development and maintain the appearance of a treed landscape. Exeter College, one of the owners of the golf course, also own land immediately north of the A34. This provides a deliverable opportunity to provide a comparably sized replacement course nearby should the need for this be demonstrated while retaining that land within the Green Belt.

5.84 Our policies for developing a new North Oxford neighbourhood are set out below. There is an opportunity to connect the whole of this area comprehensively with pedestrian, cycling and wheelchair routes, direct links to Northern Gateway, Wolvercote and Cutteslowe and to support development with highly sustainable public transport accessibility including improvements in the interest of delivering the Oxford Transport Strategy.

5.85 Design principles which seek to deliver a connected and integrated urban extension to Oxford will be required. It will be necessary to have regard to adopted Development Plan policies for design and the built environment for both Cherwell and Oxford, to the emerging Cherwell Design Guide Supplementary Planning Document (SPD) and to Oxford City Council's SPD - High Quality Design in Oxford - Respecting Heritage and Achieving Local Distinctiveness. A requirement for a Development Brief will be used to secure an agreed design approach.



Policy PR6a - Policies Map - Land East of Oxford Road



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Key			
	Land East of Oxford Road		Green space
	Residential		Parkland
	Local Centre		Retained agricultural land
	Primary School Use		Policy PR3
			Revised Green Belt
			Conservation Target Areas
	Oxford Canal Trail		Ancient Woodland
	Public Footpath		BAP Habitat
	Public Bridleway		Cherwell District
	Restricted Byways		
	Byway Open to all Traffic		

### **Policy PR6a - Land East of Oxford Road**

**An urban extension to Oxford city will be developed on 48 hectares of land to the east of Oxford Road as shown on inset Policies Map PR6a. Development proposals will be permitted if they meet the following requirements:**

#### **Key Delivery Requirements**

- 1. Construction of 650 dwellings (net) on approximately 24 hectares of land (the residential area as shown). The dwellings are to be constructed at an approximate average net density of 40 dwellings per hectare**
- 2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework**
- 3. The provision of a primary school with at least three forms of entry on 3.2 hectares of land in the location shown**
- 4. The provision of a local centre on 0.5 hectares of land in the location shown unless the location is otherwise agreed with Cherwell District Council. The Local Centre shall include provision for local convenience retailing (use class A1 - no more than 500 square metres net floorspace and no less than 350 square metres), ancillary business development (use class B1(a) only) and/or financial and professional uses (use class A2); a café or restaurant (use class A3); the provision of a community building to required standards providing the opportunity for social and childcare facilities, the opportunity for required health facilities to be provided and provision for required emergency services infrastructure**
- 5. The provision of facilities for formal sports, play areas and allotments to adopted standards within the developable area**
- 6. The provision of public open green space as an extension to Cutteslowe Park on 11 hectares of land in the location shown and including land set aside for the creation of wildlife habitats and for nature trail/circular walks accessible from the new primary school**
- 7. The creation of a green infrastructure corridor on 8 hectares of land incorporating a pedestrian, wheelchair and all-weather cycle route along the site's eastern boundary as shown. The route will connect Cutteslowe Park with Oxford Parkway Railway Station/Water Eaton Park and Ride and provide connection with the public rights of way network**
- 8. The retention of 3 hectares of land in agricultural use in the location shown**

#### **Planning Application Requirements**

- 9. The application(s) shall be supported by, and prepared in accordance with, a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the**

landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council and Oxford City Council.

**10. The Development Brief shall include:**

- (a) A scheme and outline layout for delivery of the required land uses and associated infrastructure
- (b) Points of vehicular access and egress from and to existing highways, primarily from Oxford Road
- (c) An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site, to the built environment of Oxford, to Cutteslowe Park, to the allocated site to the west of Oxford Road (policy PR6b) enabling connection to Oxford City Council's allocated 'Northern Gateway' site, to Oxford Parkway and Water Eaton Park and Ride, and to existing or new points of connection off-site and to existing or potential public transport services.
- (d) Protection and connection of existing public rights of way and an outline scheme for pedestrian and cycle access to the surrounding countryside
- (e) Design principles which seek to deliver a connected and integrated urban extension to Oxford and which respond to historic setting of the city
- (f) Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (11) below
- (g) The sites for the required school and the Local Centre
- (h) An outline scheme for vehicular access by the emergency services

**11. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology) to be agreed with Cherwell District Council**

**12. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and to be agreed before development commences. The BIMP shall include:**

- (a) measures for securing net biodiversity gain within the site and within the residential area and for the protection of wildlife during construction
- (b) measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development
- (c) demonstration that designated environmental assets will not be harmed, including that there will be no detrimental impacts down-river in the Cherwell Valley through hydrological, hydro-chemical or sedimentation impacts



(d) measures for the protection and enhancement of existing wildlife corridors

(e) the creation of a green infrastructure network with connected wildlife corridors, including within the residential area, and the improvement of the existing network including through the protection/enhancement of the existing hedgerow network and the protection of mature trees

(f) measures to minimise light spillage and noise levels on connective features and other habitat features of biodiversity value

(g) The protection of the orchard and waterbody adjoining the site at St. Frideswide Farm

(h) Farmland bird compensation

(i) Proposals for long-term wildlife management and maintenance including for the wildlife habitats accessible from the primary school

(j) A scheme for the provision for in-built bird and bat boxes, for wildlife connectivity between gardens and for the viable provision of designated green walls and roofs

13. The application(s) shall be supported by a phase I habitat survey including habitat suitability index (HSI) survey for great crested newts, great crested newt presence/absence surveys (dependent on HSI survey), surveys for badgers, breeding birds and reptiles, an internal building assessment for roosting barn owl, a tree survey and an assessment of the watercourse that forms the south-eastern boundary of the site and Hedgerow Regulations Assessment

14. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development

15. The application shall be supported by a Heritage Impact Assessment which will include measures to avoid or minimise conflict with the identified heritage assets within the site, particularly the Grade 2\* Listed St Frideswide Farmhouse

16. The application shall be supported by a Flood Risk Assessment informed by a suitable ground investigation, and having regard to guidance contained within the Council's Level 2 Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run-off rates to greenfield run-off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 and Level 2 SFRA's.

17. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network

18. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures.

19. The application(s) shall include proposals for securing the long-term use, management and maintenance of the community building, formal sports provision and play areas

20. The application(s) shall include proposals for securing the use, management and maintenance of the public open green space / extension to Cuttelowe Park and agricultural land in perpetuity

21. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement. The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year

22. The application shall include an Employment, Skills and Training Plan to be agreed with the Council

#### Place shaping principles

23. A layout, design and appearance for a contemporary urban extension to Oxford city that responds to the 'gateway' location of the site, is fully integrated and connected with the existing built environment, maximises the opportunity for sustainable travel into Oxford, provides a high-quality, publicly accessible and well connected green infrastructure and ensures a sensitive relationship with the site's Cherwell Valley setting

24. The provision of a landscaped green infrastructure corridor at the eastern settlement edge which links Cutteslowe Park to Oxford Parkway, minimises the visual and landscape impact of the development, creates an appropriate setting to the Listed St. Frideswide Farmhouse and Wall, and provides a clear distinction between the site and the Green Belt

25. The provision of connecting green infrastructure corridors running east-west across the site

26. The provision of an active frontage along Oxford Road while maintaining a well treed streetscape

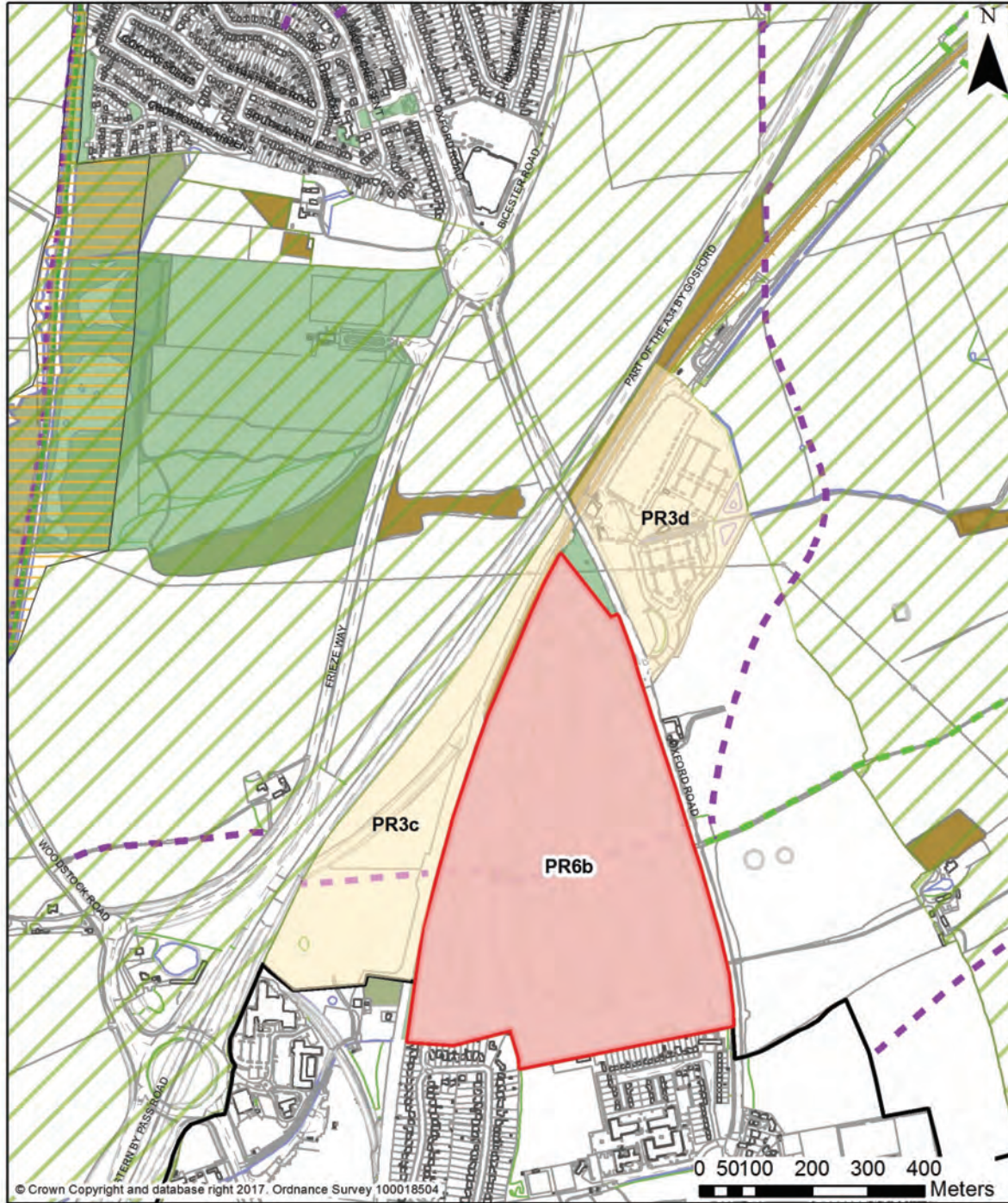
27. The public open green space/extension to Cutteslowe Park and agricultural land to be kept free of buildings to avoid landscape impact

**28. The location of archaeological features, including the tumuli to the east of the Oxford Road, should be made evident in the landscape design of the site**

**29. Layout and design that encourages the sustainable and safe management of waste by individual households and by residents collectively while minimising the visual and pollution impacts.**



Policy PR6b - Policies Map - Land West of Oxford Road



Key			
	Land West of Oxford Road		Conservation Target Areas
	Residential		BAP Habitat
	Policy PR3		Oxford Canal Trail
	Revised Green Belt		Existing Green Space
	Restricted Byways		Public Footpath
	Ancient Woodland		Public Bridleway
	Byway Open to all Traffic		Cherwell District

### **Policy PR6b - Land West of Oxford Road**

An urban extension to Oxford City will be developed on 32 hectares of land to the west of Oxford Road as shown on inset Policies Map PR6b. Development proposals will be permitted if they meet the following requirements:

#### **Key Delivery Requirements**

1. Construction of 530 dwellings (net) on 32 hectares of land (the residential area as shown). The dwellings are to be constructed at an approximate average net density of 25 dwellings per hectare.
2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework
3. Proportionate financial contributions to the delivery of the local centre services and facilities and school on Land to the East of Oxford Road (Policy PR6a) in accordance with adopted standards
4. Land to be reserved within the site to facilitate improvements to the existing footbridge over the railway on the western boundary of the site to make it wheelchair and cycle accessible and so improve links to Oxford City's allocated 'Northern Gateway' site
5. Provision for required emergency services infrastructure
6. The provision of facilities for formal sports, play areas and allotments to adopted standards within the developable area

#### **Planning Application Requirements**

7. The application(s) shall be supported by, and prepared in accordance with, a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council and Oxford City Council.
8. The Development Brief shall include:
  - (a) A scheme and outline layout for delivery of the residential development and associated infrastructure
  - (b) Points of vehicular access and egress from and to existing highways

(c) An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site, to the built environment of Oxford, to the allocated site to the east of Oxford Road (policy PR6a) enabling connection to Cutteslowe Park, to provide accessibility to Oxford City Council's allocated 'Northern Gateway' site from Oxford Road, to Oxford Parkway and Water Eaton Park and Ride, and to existing or new points of connection off-site and to existing or potential public transport services.

(d) The protection of existing public rights of way and an outline scheme for pedestrian and cycle access to the surrounding countryside

(e) Design principles which seek to deliver a connected and integrated urban extension to Oxford and which respond to the historic setting of the city

(f) Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (9) below

(g) An enhanced area of woodland along the northern boundary of the developable area to provide a clear distinction between the site and the Green Belt to the north

(h) An outline scheme for vehicular access by the emergency services

9. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology), to be agreed with Cherwell District Council

10. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and submitted Tree Survey and to be agreed before development commences. The BIMP shall include:

(a) measures for securing net biodiversity gain within the site and for the protection of wildlife during construction. Measures for off-site biodiversity offsetting if a net gain within the site is shown to be unviable

(b) measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development

(c) a scheme identifying significant trees, areas of woodland and hedgerows for retention and protection, and those for removal to be agreed with the Council and for the incorporation of mature trees into the public realm or private gardens

(d) demonstration that designated environmental assets will not be harmed, including no detrimental impacts down-river in the Cherwell Valley through hydrological, hydro-chemical or sedimentation impacts

(e) measures for the protection and enhancement of wildlife corridors including linear woodland and scrub, along the boundary with the railway line and existing water habitats



(f) measures to minimise light spillage and noise levels on habitats especially along wildlife corridors

(g) A scheme for the provision for in-built bird and bat boxes, for wildlife connectivity between gardens and for the viable provision of designated green walls and roofs

(h) the creation of a green infrastructure network with connected wildlife corridors within the site and the improvement of the existing network

(i) proposals for wildlife compensation from the loss of trees and wildlife management and maintenance

(j) examination of the opportunity to provide wildlife corridors over or under the A34 and A4260 (Frieze Way) to Stratfield Brake District Wildlife Site

11. The application(s) shall be supported by a phase I habitat survey including habitat suitability index (HSI) survey for great crested newts, great crested newt presence/absence surveys (dependent on HSI survey), surveys for badgers, breeding birds and reptiles, an internal building assessment for roosting barn owl, a tree survey and an assessment of water bodies

12. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development

13. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures

14. The application shall be supported by a Flood Risk Assessment, informed by a suitable ground investigation and having regard to guidance contained within the Council's Level I Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run off rates to greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Level I SFRA.

15. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network.

16. The application(s) shall include proposals for securing the long-term use, management and maintenance of the formal sports provision, play areas and other informal open space

17. The application shall be supported by sufficient information to demonstrate that the tests contained in paragraph 74 of the NPPF are met to enable development of the golf course



**18. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement**

**19. The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year.**

**20. The application shall include an Employment, Skills and Training Plan to be agreed with the Council**

**21. A programme for the submission of proposals and the development of land at Frieze Farm as a replacement golf course (under policy PR6c) before development of land west of Oxford Road commences, or the submission of evidence to demonstrate that a replacement course is not required**

#### **Place shaping principles**

**22. A layout, design and appearance for a contemporary urban extension to Oxford city that responds to the 'gateway' location of the site, is fully integrated and connected with the existing built environment, maximises the opportunity for sustainable travel into Oxford, provides high-quality, publicly accessible and well connected green infrastructure and maintains a well treed landscape to reflect the historic use of the site and protect biodiversity**

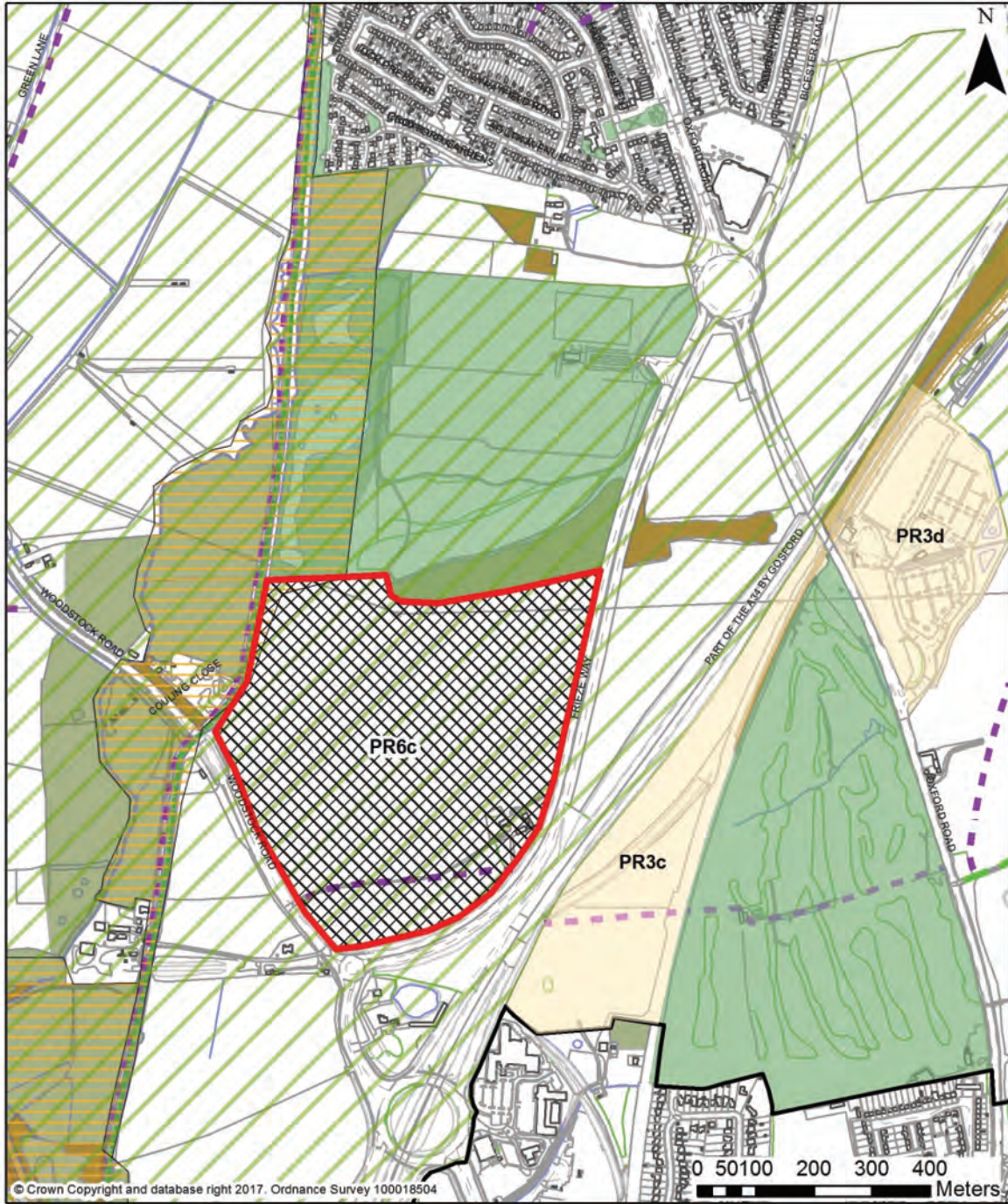
**23. The establishment of a connecting pedestrian, cycle and wheelchair accessible route from Oxford Road to the point of the existing footbridge on the western boundary of the site to enable linkages with the wider area including the Northern Gateway site**

**24. The provision of an active frontage along Oxford Road while maintaining a well treed streetscape**

**25. The accommodation of larger plots and wider streets to accommodate the mature trees of the former golf course and ensure a well-treed character for the new development**

**26. Layout and design that encourages the sustainable and safe management of waste by individual households and by residents collectively while minimising the visual and pollution impacts.**

## Policy PR6c - Policies Map - Land at Frieze Farm



Key			
	Reserved site for replacement for Golf Course		Oxford Canal Trail
	Policy PR3		Public Footpath
	Revised Green Belt		Public Bridleway
	Conservation Target Areas		Restricted Byways
	Existing Green Space		Ancient Woodland
	BAP Habitat		Byway Open to all Traffic
	Cherwell District		

**Policy PR6c – Land at Frieze Farm**

Land at Frieze Farm will be reserved for the potential construction of a golf course should this be required as a result of the development of Land to the West of Oxford Road under Policy PR6b.

The application will be expected to be supported by, and prepared in accordance with, a Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council and in consultation with Oxfordshire County Council.

The Development Brief shall incorporate design principles that respond to the landscape and Green Belt setting and the historic context of Oxford.





## Kidlington

5.86 We have explained the close relationship that exists between Kidlington and Oxford –geographically, socially and economically (Section 3.2). Located immediately north of Oxford, and well-connected to the city by public transport, the Oxford Parkway Railway Station is situated between Kidlington and Oxford. As Cherwell’s third urban area, Kidlington has its own village centre, employment areas, schools and other community facilities. The Kidlington Framework Masterplan emphasises the importance of maintaining Kidlington as a distinctive community with its own identity.

### Kidlington Framework Masterplan – Vision Statement

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

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

5.87 The Masterplan highlights the importance of the River Cherwell and Oxford Canal as important green infrastructure corridors for biodiversity and human movement connecting Kidlington towards Oxford and giving access to the wider countryside beyond. It describes how the village has a high-quality and varied landscape setting and a number of important areas of ecological value such as the Rushy Meadows Site of Special Scientific Interest and Stratfield Brake District Wildlife Site, in addition to the river and canal corridors. It notes that the Green Belt has served to prevent urban sprawl and coalescence.

5.88 The Masterplan highlights the need for improved connectivity between the built-up area of Kidlington and nearby employment areas and to reduce the highways dominance of Oxford Road (A4260) while integrating planned improvements to public transport in line with the County Council’s Oxford Transport Strategy. Having examined existing provision for sport and recreation and consulted widely, the Masterplan notes that the facilities at Stratford Brake Sports Ground are at capacity and that there are ‘...clear aspirations for further improvements to the quality of the open space, sport and recreation provision at Kidlington’, without loss to existing facilities.

5.89 Two areas of land to the south of Kidlington provide the opportunity to provide homes in locations very well related to Oxford while helping to achieve some of the Masterplan’s objectives.

5.90 To the south east of Kidlington, to the east of Bicester Road and to the west of the A34, an affordable housing scheme was developed in 2009 for 36 affordable homes. Since then a small cemetery and allotments have been developed. We consider that there is an opportunity to provide additional homes in this location while retaining an important Green Belt gap and without compromising the identity of Kidlington. A clearly defined field boundary marks the extent of the area that is identified for development.

5.91 To the south of the identified area for housing, there is an opportunity to provide much needed sports facilities as identified by the Masterplan and a substantial gain in net biodiversity including through tree planting. Whilst there would be some weakening of the Green Belt in this area, the sports pitches will remain in the Green Belt and enable positive use of that land. This would avoid the potential vulnerability to unanticipated housing development should there be a housing supply shortage at some point in the future.

5.92 To the west of the A4260 Oxford Road, abutting the southern edge of Kidlington, is Stratfield Farm. The land lies between the existing built-up area to the north and Stratfield Brake Sports Ground to the south and extends from Kidlington roundabout in the east to the Oxford Canal in the west. The canal corridor is a Conservation Area. On its western side is the allocated site 'Land east of the A44' (policy PR8).

5.93 The westernmost section of the site alongside the canal comprises part of the Lower Cherwell Valley Conservation Target Area (CTA). A strong hedgerow still separates this area from the remainder of the site. CTAs were identified to restore biodiversity through the maintenance, restoration and creation of nationally defined priority habitats. They seek to address habitat fragmentation through the linking of sites to form strategic ecological networks which can help species adapt to the impact of climate change. CTAs represent the areas of greatest opportunity for strategic biodiversity improvement in the District.

5.94 The eastern part of the site is the least constrained in terms of accommodating development and is accessible from the A4260 and Kidlington (A4260/A44) roundabout slip road. A northern and central part of the site has the potential to connect to Croxford Gardens, a suburban residential street within the 'Garden City' area of Kidlington. Towards the centre of the site is the Grade II listed Stratfield Farmhouse. The farmhouse and its out-buildings are generally in a poor state of repair and the allocation of this site will ensure the renovation of these buildings and their long term future.

5.95 The farmhouse looks south across land planted as a traditional protected orchard which forms an important part of its historic setting. To the west of the farmhouse is an area of trees protected by a Tree Preservation Order. Until very recently, the more central areas of the site had long established hedgerows but these have substantially been removed.

5.96 We consider that only limited areas of the site should be developed to ensure that the following is achieved:

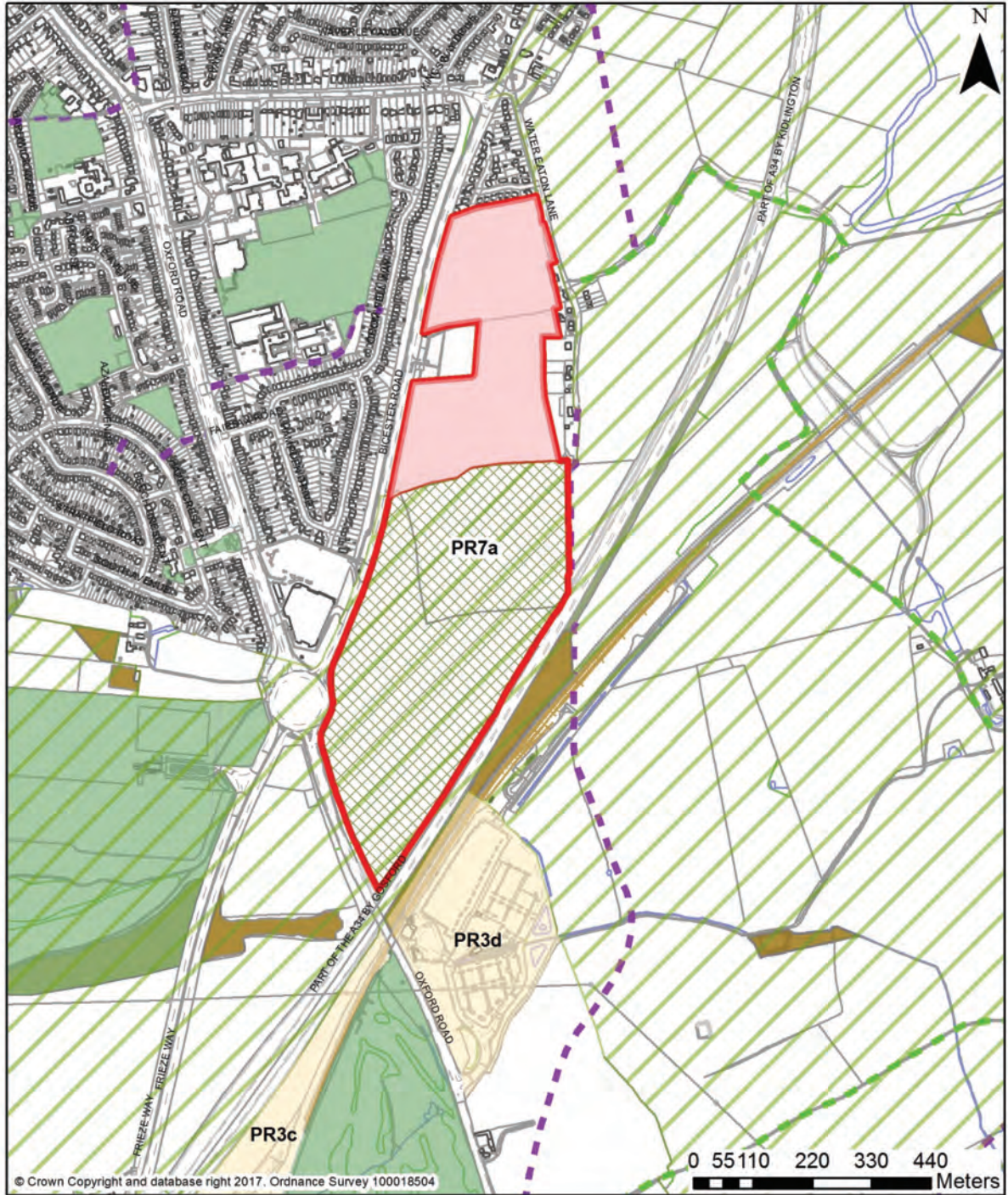
1. The provision of a public pedestrian, cycle and wheelchair route through the site for recreational use, connecting the A4260 with land on the western side of the Oxford Canal (also proposed for allocation) and supported by the provision of a pedestrian, cycle and wheelchair bridge over the canal and a green infrastructure corridor
2. Retention of the part of the site within the Conservation Target Area as an undeveloped area with net biodiversity improvement
3. Preservation and enhancement of the Oxford Canal Conservation Area
4. Net biodiversity improvements across the site including through the restoration and improvement of hedgerow habitats and the establishment of new green infrastructure
5. The protection and extension of the existing orchard

6. The protection of existing 'green' assets and the water environment
7. The opportunity to extend Stratfield Brake District Wildlife Site (managed by the Woodland Trust) into the site
8. A sensitive transition from the built-up edge of Kidlington to the wildlife site, the sports ground and the canal corridor

5.697 Overall, we consider that at the southern side of Kidlington, there is an opportunity to provide housing to help meet Oxford's needs so that it contributes significantly to the overall vision, provides benefits for the local community and achieves positive use of land within the Green Belt.



Policy PR7a - Policies Map - Land South East of Kidlington



Key			
	Land South East of Kidlington		Revised Green Belt
	Residential		Existing Green Space
	Outdoor Sports Provision		Ancient Woodland
	Policy PR3		BAP Habitat
			Public Footpath
			Public Bridleway
			Restricted Byways
			Byway Open to all Traffic
			Cherwell District

### **Policy PR7a – Land South East of Kidlington**

**An extension to Kidlington will be developed on 32 hectares of land to the east of Bicester Road as shown on inset Policies Map PR7a. Development proposals will be permitted if they meet the following requirements:**

#### **Key delivery requirements**

- 1. Construction of 230 dwellings (net) on 11 hectares of land (the residential area as shown). The dwellings to be constructed at an approximate average net density of 35 dwellings per hectare.**
- 2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework**
- 3. The provision of 0.7 hectares of land within the developable area for an extension to Kidlington Cemetery.**
- 4. The provision of 21.5 hectares of land to provide formal sports facilities for the development and for the wider community and green infrastructure within the Green Belt**
- 5. Provision for required emergency services infrastructure**
- 6. The provision of facilities for play areas and allotments to adopted standards within the developable area**
- 7. Contributions to the provision of community facilities in accordance with the Council's adopted standards**

#### **Planning Application Requirements**

**8. The application(s) shall be supported by and prepared in accordance with, a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council and Oxford City Council.**

**9. The Development Brief shall include:**

- (a) A comprehensive scheme and outline layout for delivery of the residential development, formal sports provision and associated infrastructure**
- (b) The site for the cemetery extension**
- (c) Points of vehicular access and egress from and to existing highways**



(d) An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site, to the built environment of Kidlington, to Oxford Parkway Railway Station and Water Eaton Park and Ride, to enable the crossing of Bicester Road, to achieve public accessibility between the residential development and the land for formal sports, and to existing or new points of connection off-site and to existing or potential public transport services.

(e) The protection of the existing public right of way on the eastern boundary of the site and an outline scheme for pedestrian and cycle access to the surrounding countryside

(f) Design principles which seek to deliver a connected and integrated extension to Kidlington while being sensitive to the historic development pattern of Water Eaton Lane

(g) Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (10) below

(h) An enhanced area of woodland along the south-eastern boundary of the site and the establishment of a new area of woodland planting

(i) The maintenance and enhancement of the tree lines and hedgerows

(j) An outline scheme for vehicular access by the emergency services

10. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology), to be agreed with Cherwell District Council

11. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and submitted Tree Survey and to be agreed before development commences. The BIMP shall include:

(a) measures for securing net biodiversity gain within the site and within the residential area and for the protection of wildlife during construction

(b) measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development

(c) demonstration that designated environmental assets will not be harmed, including no detrimental impacts down-river in the Cherwell Valley through hydrological, hydro-chemical or sedimentation impacts

(d) measures for the protection and enhancement of existing wildlife corridors

(e) the creation of a green infrastructure network with connected wildlife corridors, including within the residential area, and the improvement of the existing network including through the protection/enhancement of the existing hedgerow network and the protection of mature trees

**(f) Measures to minimise light spillage and noise levels on habitats especially along wildlife corridors**

**(g) The protection of the water environment**

**(h) Farmland bird compensation**

**(i) Proposals for long-term wildlife management and maintenance**

**(j) A scheme for the provision of in-built bird and bat boxes, wildlife connectivity between gardens and for the viable provision of designated green walls and roofs**

**12. The application(s) shall be supported by a phase I habitat survey including habitat suitability index (HSI) survey for great crested newts, great crested newt presence/absence surveys (dependent on HSI survey), surveys for badgers, breeding birds and reptiles, an internal building assessment for roosting barn owl, a tree survey and an assessment of water bodies**

**13. A Flood Risk Assessment shall be submitted with the application(s). The application shall be supported by a Flood Risk Assessment, informed by a suitable ground investigation and having regard to guidance contained within the Council's Level 2 SFRA. A surface water management framework shall be prepared to maintain run off rates to greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 and Level 2 SFRA's. Residential development should be located outside the modelled Flood Zone 2 and 3 envelope which extends into the north eastern corner of the site.**

**14. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network.**

**15. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development**

**16. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures**

**17. The application(s) shall include proposals for securing the long-term use, management and maintenance of the formal sports provision and play areas**

**18. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement**

19. The application(s) shall be supported by a **Delivery Plan** demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The **Delivery Plan** shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year

20. The application shall include an **Employment, Skills and Training Plan** to be agreed with the Council

#### **Place Shaping Principles**

21. A layout, design and appearance for an extension to Kidlington that seeks to improve the appearance of, and is fully integrated and connected with, the existing built environment, which maximises the opportunity for walking, cycling and wheelchair use, which provides for a modern, highly functioning outdoor sports facility, which provides high-quality, publicly accessible and well connected green infrastructure and which provides for well-designed connectivity and interface between the residential development and the sport facilities

22. The establishment of a connecting pedestrian, cycle and wheelchair route from the site across the **Bicester Road** and from the sports pitches and residential development to **Water Eaton Lane** and the public right of way along the eastern boundary of the site

23. The provision and maintenance of enhanced native landscaping to help emphasise the **Green Belt** location of the outdoor sports facilities, to minimise the urbanising influence of the sports pitches, to maintain openness and to enhance the distinction between the site and land to the south of the **A34**

24. Protection of the residential amenities of properties on **Water Eaton Lane**

25. Layout and design that encourages the sustainable and safe management of waste by individual households while minimising the visual and pollution impacts.



Policy PR7b - Policies Map - Land at Stratfield Farm



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Key			
	Land at Stratfield Farm		Revised Green Belt
	Residential		Conservation Target Areas
	Green Space		Oxford Canal Trail
	Nature Conservation Area		Existing Green Space
	Ancient Woodland		Public Footpath
	BAP Habitat		Restricted Byways
	Public Bridleway		Byway Open to all Traffic
			Cherwell District

### **Policy PR7b – Land at Stratfield Farm**

**An extension to Kidlington will be developed within 10.5 hectares of land at Stratfield Farm as shown on the inset Policies Map PR7b. Development proposals will be permitted if they meet the following requirements:**

#### **Key delivery requirements**

- 1. Construction of 100 homes (net) on 4 hectares of land (the residential area). The dwellings to be constructed at an approximate average net density of 25 dwellings per hectare.**
- 2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework**
- 3. Land and proportionate financial contributions to secure a foot, cycle and wheel chair accessible bridge over the Oxford Canal to enable the site to be connected to the allocated site to the east of the A44 (policy PR8)**
- 4. Provision for required emergency services infrastructure.**
- 5. The provision of facilities for play areas and allotments to adopted standards within the developable area and contributions for off-site formal sports provision**
- 6. The improvement, extension and protection of the existing orchard marked on the inset Policies Map for community benefit**
- 7. Creation of a nature conservation area on 6.3 hectares of land as shown on the inset Policies Map, incorporating the community orchard and with the opportunity to connect to and extend Stratfield Brake District Wildlife Site**
- 8. A new public bridleway/green link suitable for all-weather cycling and connecting Land at Stratfield Farm with Land East of the A44 (PR9) across the Oxford Canal, and key facilities on the A4165 including proposed sporting facilities at Land at South East Kidlington (PR7a) and Oxford Parkway.**

#### **Planning Application Requirements**

**9. The application(s) shall be supported by, and prepared in accordance with a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council and Oxford City Council.**

**10. The Development Brief shall include:**

- (a) A scheme and outline layout for delivery of the required land uses and associated infrastructure**



(b) Points of vehicular access and egress from and to existing highways with at least two separate points: first, from the Kidlington Roundabout junction, and second, from Croxford Gardens.

(c) An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site, to the built environment of Kidlington, to the allocated site to the east of the A44 (Policy PR8) enabling access over the Oxford Canal and to existing or new points of connection off-site and to existing or potential public transport services. The scheme shall include an access road from the Kidlington Roundabout to the easternmost development parcels and the Stratfield Farm building complex only, as shown on the inset Policies Map.

(d) An outline scheme for pedestrian and cycle access to the surrounding countryside

(e) Design principles which seek to deliver a connected and integrated extension to Kidlington and a high quality landscape setting which responds to the historic environment of the farm and the Oxford Canal

(f) Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (11) below

(g) The maintenance and enhancement of the protected trees, existing tree lines and hedgerows

(h) An outline scheme for vehicular access by the emergency services

11. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology), to be agreed with Cherwell District Council

12. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and submitted Tree Survey and to be agreed before development commences. The BIMP shall include:

(a) measures for securing net biodiversity gain within the site and for the protection of wildlife during construction

(b) measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development

(c) the re-creation and restoration of hedgerows reflecting the historic field pattern and enhancement of existing grassland habitats

(d) demonstration that designated environmental assets will not be harmed, including no detrimental impacts on down-canal Sites of Special Scientific Interest and Local Wildlife Sites through hydrological, hydro-chemical or sedimentation impacts

(e) measures for the protection and enhancement of wildlife corridors and existing water habitats

(f) measures for enhancing existing designated and non-designated environmental assets

(g) A scheme for the provision of in-built bird and bat boxes, wildlife connectivity between gardens and the viable provision of designated green walls and roofs

(h) the creation of a green infrastructure network with connected wildlife corridors, including within the residential area, and the improvement of the existing network including within the Lower Cherwell Conservation Target Area and to the Meadows West of the Oxford Canal Local Wildlife Site

(i) Measures to minimise light spillage and noise levels on habitats and wildlife corridors including to maintain connectivity for nocturnal species in an east-west direction

(j) Measures for the protection and enhancement of the Oxford Canal corridor and towpath including the creation and restoration of water vole habitat in the Lower Cherwell Conservation Target Area and the maintenance of a dark canal corridor through the minimisation of light pollution

(k) Farmland bird compensation

(l) Proposals for wildlife management in conjunction with conservation organisations

(m) The protection and enhancement of the part of the site within the Lower Cherwell Conservation Target Area. There shall be no building in the CTA other than for a fenced footpath/cycle/wheelchair path and for the construction of the canal bridge

13. The application(s) shall be supported by a phase I habitat survey including an habitat suitability index (HSI) survey for great crested newts, great crested newt presence/absence surveys (dependent on HSI survey), hedgerow and tree survey, surveys for badgers, water vole, otter, invertebrate, dormouse, breeding birds and reptiles, an internal building assessment for roosting barn owl, and an assessment of water bodies

14. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development

15. The application shall be supported by a Flood Risk Assessment informed by a suitable ground investigation and having regard to guidance contained within the Council's Level I Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run off rates to

greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 SFRA.

16. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network.

17. The application shall be supported by a Heritage Impact Assessment which will include measures to avoid or minimise conflict with the identified heritage assets within the site, particularly Stratfield Farmhouse.

18. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures

19. The application(s) shall include proposals for securing the long-term use, management and maintenance of public open green space and play area/public open green space

20. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement.

21. The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year

22. The application shall include an Employment, Skills and Training Plan to be agreed with the Council

23. The nature conservation area shall be kept free from built development and the application for planning permission shall include proposals for securing the area for that use in perpetuity

#### **Place Shaping Principles**

24. A layout, design and appearance for an extension to Kidlington that seeks to improve the appearance of, and is fully integrated and connected with, the existing built environment, which maximises the opportunity for walking, cycling and wheelchair use, which provides for a development that is integrated with high-quality, publicly accessible and well connected green infrastructure and which provides a transitional interface with Stratfield Brake Sports Ground and Stratfield Brake District Wildlife Site and protects and enhances the Oxford Canal Conservation Area

**25. The establishment of a connecting pedestrian, cycle and wheelchair route from the site's junction with Kidlington Roundabout to the allocated site to the East of the A44 (policy PR8)**

**26. The maintenance and enhancement of native landscaping to emphasise the Green Belt location of the land outside of the residential area and to provide for the potential accommodation of that land within the Stratfield Brake District Wildlife Site**

**27. The character and appearance of the Grade II Listed Stratfield Farmhouse and its setting is to be enhanced through appropriate building restoration and landscaping**

**28. Layout and design that encourages the sustainable and safe management of waste by individual households while minimising the visual and pollution impacts.**

## Begbroke

5.98 The existing Local Plan (2015) explains the important economic roles of Kidlington, London-Oxford Airport and the University of Oxford's Begbroke Science Park. It describes the Science Park's potential for further growth to support the provision of land for hi-tech university spin-outs to help develop a high value economic base. The Plan recognises that the University of Oxford plays a significant and leading role in research both in the UK and worldwide and in this context the University Science Park is an important site.

5.99 The existing Local Plan provides for a small-scale Green Belt Review to be undertaken through a separate Local Plan Part 2, to help meet high value employment needs in an area of search centred on the Science Park and to help plan strategically for the facility to be at the forefront of leading research establishments.

5.100 We have published a study produced to inform that review which considers the Science Park's needs and ambitions and which concludes that approximately 14 hectares of land are required. The study then examines how parcels of land perform in meeting the defined purposes of Green Belts. In general terms, the study shows that there would be less harm to the Green Belt by extending the Science Park to the north, east and west.

5.101 Begbroke village is situated to the north-west of the Science Park. The village straddles the A44 which forms a physical and visual barrier between the historic core to its west and the suburban residential development to the east. Begbroke Conservation Area to the west comprises the original historic village core.

5.102 North of the Science Park and Begbroke village (east) is Langford Lane which connects the A44 and Kidlington immediately to the south of London-Oxford airport. Langford Lane is a focus of commercial activity providing access to the airport, Oxford Spires Business Park, Oxford Motor Park and Langford Locks Industrial Estate. This area has also been identified in the existing Local Plan (2015) as an area of search for a small-scale Green Belt Review for high value employment uses. A Technology Park has since been granted planning permission within that area to the south of Langford Lane.

5.103 In terms of providing housing to help meet Oxford's needs, there are clear advantages by the area being situated next to the University Science Park and on the A44 economic corridor between north Oxford and Woodstock.

5.104 There is a close social and economic relationship with Oxford. There is potential to integrate with sustainable transport improvements associated with the Oxford Transport Strategy and the A44/A4260 Corridor Study and there is an opportunity to build upon those improvements and to increase the level of connectivity with Kidlington. The Oxford Canal corridor provides a landscape setting to the area, an interface between Kidlington and Begbroke/Yarnton and connectivity with Oxford.

5.105 This means that the land to east of the A44 in the vicinity of Begbroke Science Park offers a unique opportunity for place shaping, to help meet Oxford's unmet housing needs and to do this in close association with the expansion of one of the University of Oxford's key economic assets.

5.106 Begbroke east, Kidlington and Yarnton have each been separated by Green Belt land since the inner boundary was established in 1992, with Green Belt policy applying to these areas on an interim basis prior to that from 1975. Their built-up areas are surrounded by the Green Belt.

5.107 Between the Science Park and Begbroke is Rowel Brook, a stream with associated tree cover which spans the gap between the edge of Kidlington and the A44 and continues in a north-westerly direction. Between Begbroke and Kidlington, the Brook connects with Rushy Meadows Site of Special Scientific Interest.

5.108 Agricultural land separates the Science Park from the Oxford Canal and the built-up area of Kidlington to the east and south-east, and from Yarnton (east) to the south-west. Sandy Lane, a minor but well-used road, links Yarnton to Kidlington via a level crossing on the London-Oxford-Birmingham railway line. Sandy Lane has a difficult, narrow bend as it crosses the canal into Kidlington. Formerly accessed from Sandy Lane, the Science Park now has its own designated access off the A44. Within Yarnton (east), a Garden Centre (Yarnton Nurseries) and residential properties are accessed from Sandy Lane. To the south of Sandy Lane agricultural land (predominantly) lies between Yarnton and the railway line and between the railway line and Kidlington within the canal's flood zone.

5.109 Although development in this area will result in a significant reduction of the Green Belt between Begbroke, Yarnton and Kidlington we consider that there is a clear opportunity here to create a very distinctive place and community that departs from the suburban development that has typified post-war residential development along the A44 prior to Green Belt designation.

5.110 In this location there are the 'ingredients' for a contemporary, higher density, environmentally responsible, landmark development which marks a new approach along the A44 to Oxford and which becomes the connecting centre piece of the Partial Review's vision for area. These 'ingredients' are:

1. the influence of a University Science Park
2. the rare opportunity to integrate from the outset with an overarching, planned sustainable transport strategy.
3. the proximity of canal and stream corridors
4. the availability of a wider area of land and the existing environmental assets to achieve significant net gains in biodiversity
5. the necessity to retain the separate identities of Begbroke, Yarnton and Kidlington.

5.111 Land in the vicinity of the Science Park, to the north and south of Sandy Lane and to the west and east of the railway line has been promoted as being available and deliverable, mostly by the University colleges. We consider that the necessary housing development to help meet Oxford's needs can be accompanied by fully integrated sustainable transport infrastructure and services, landmark public open space, a comprehensively designed and substantial green infrastructure integral to the development and the achievement of modern, high-quality design that will benefit not only the new residents but the wider communities.

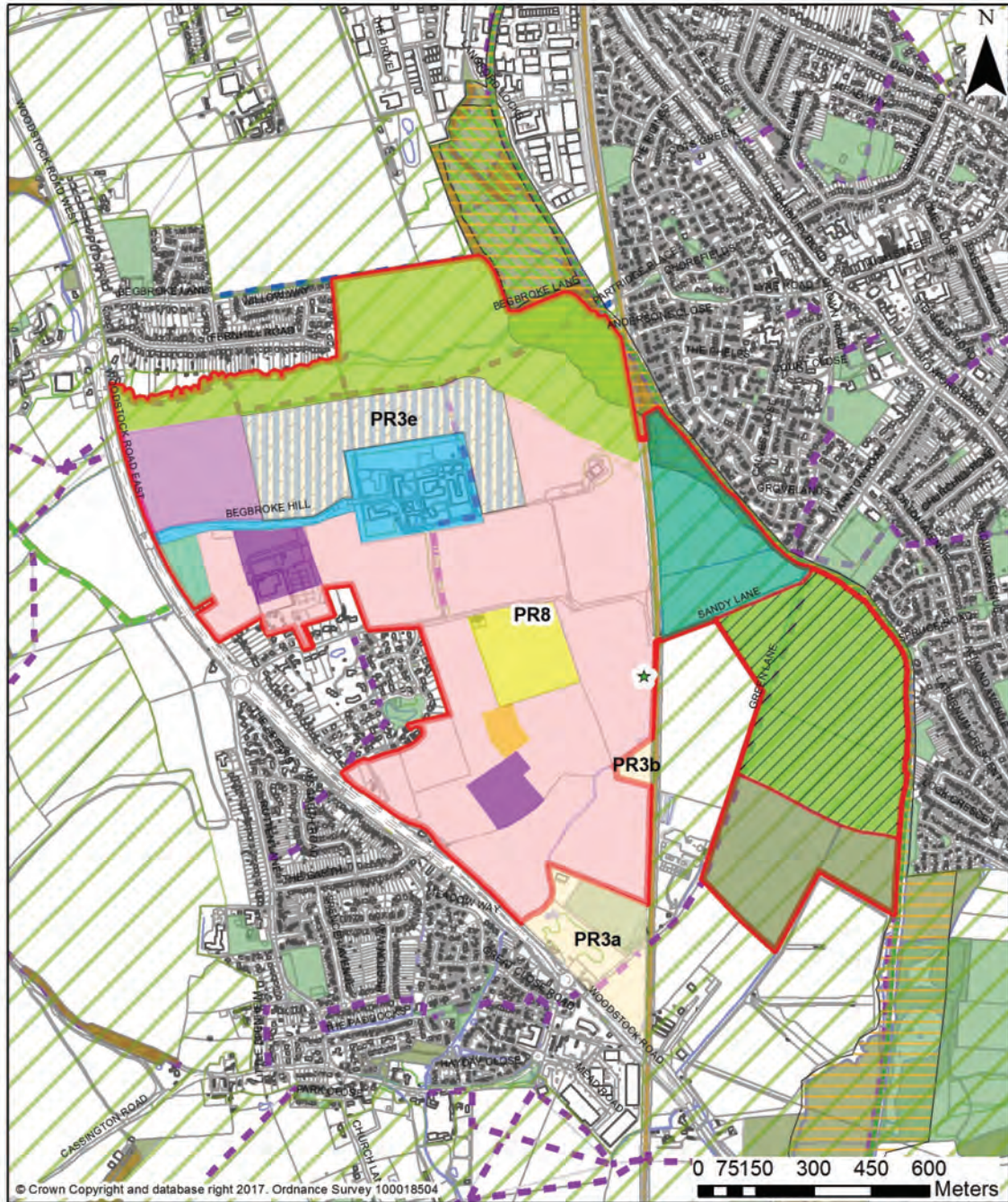


5.112 To do this we must achieve the following:

1. Residential-led development that is planned to respond to, and which is influenced by, the presence of a growing University Science Park in terms of its design, appearance and landscaping
2. A development that represents the 'best fit' with the County Council's Oxford Transport Strategy, its proposals for rapid transit into Oxford, which contributes in achieving an overall modal shift in the proportion of commuters accessing Oxford by public transport rather than by car, in the delivery of cycling improvements along the A44 and in improving sustainable transport connections between Kidlington, Begbroke and Yarnton
3. A new, balanced and cohesive community responding to both Oxford's housing needs and the economic attraction of the Science Park as a place to work and live
4. A minimal environmental footprint and the protection and enhancement of existing 'green' and 'blue' assets
5. The creation of a new, strong network of green infrastructure including the establishment of a canal-side park/public open space, the delivery of new nature conservation areas and recreational corridors and routes connecting to other development sites, enabling positive use of the Green Belt
6. The achievement of a contemporary, distinctive, higher density development; a community in its own right which helps retain the identity of surrounding settlements but which is connected to them and which encourages wider use of the development's green infrastructure, public open space and recreational routes by pedestrians, cyclists and wheelchair users from the wider Begbroke, Yarnton and Kidlington community.
7. The provision of new schools so that they benefit educationally from the expanding Science Park

5.113 Policy PR8 sets out how we intend to deliver this. The preparation of a comprehensive Development Brief will ensure a well-planned approach. We are also reserving land within the site to assist with the possible future development of a railway station/halt. Interest has been expressed by the university in exploring the possibility of an Oxford train service associated with the development and the expected expansion of the Science Park. We will continue to explore this with Network Rail, Oxfordshire County Council and rail service providers.

## Policy PR8 - Policies Map - Land East of the A44



Key			
	Land East of the A44		Former Landfill Site
	Residential		Green Space
	Land Reserved for Employment		Local Nature Reserve
	Primary School Use		Nature Conservation Area
	Secondary School Use		Parkland
	Local Centre		Retained agricultural land
	Existing Begbroke Science Park		Reserved Land for Railway Station/Halt
	Land East of the A44		Policy PR3
	Residential		Revised Green Belt
	Land Reserved for Employment		Conservation Target Areas
	Primary School Use		Sites of Special Scientific Interest
	Secondary School Use		Oxford Canal Trail
	Local Centre		Existing Green Space
	Existing Begbroke Science Park		Ancient Woodland
	Local Nature Reserve		BAP Habitat
	Nature Conservation Area		Public Footpath
	Parkland		Public Bridleway
	Retained agricultural land		Restricted Byways
	Reserved Land for Railway Station/Halt		Byway Open to all Traffic
			Cherwell District



## **Policy PR8 - Land East of the A44**

**A new urban neighbourhood will be developed on 190 hectares of land to the east of the A44 as shown on inset Policies Map PR8. Development proposals will be permitted if they meet the following requirements:**

### **Key Delivery Requirements**

- 1. Construction of 1,950 dwellings (net) on approximately 66 hectares of land (the residential area as shown). The dwellings are to be constructed at an approximate average net density of 45 dwellings per hectare**
- 2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework**
- 3. A secondary school on 8.2 hectares of land in the location shown, to incorporate a four court sports hall to Sport England specification, made available for community use**
- 4. The provision of a primary school with at least three forms of entry on 3.2 hectares of land in the location shown**
- 5. The provision of a primary school with at least two forms of entry on 2.2 hectares of land in the location shown if required in consultation with the Education Authority and unless otherwise agreed with Cherwell District Council**
- 6. The provision of a local centre on one hectare of land in the location shown unless the location is otherwise agreed with Cherwell District Council. The Local Centre shall include provision for local convenience retailing (use class A1 - no more than 500 square metres net floorspace and no less than 350 square metres), ancillary business development (use class B1(a) only) and/or financial and professional uses (use class A2); a café or restaurant (use class A3); the provision of a community building to required standards providing the opportunity for social and childcare facilities, the opportunity for required health facilities to be provided and provision for required emergency services infrastructure**
- 7. The provision of facilities for formal sports and play areas to adopted standards within the developable area**
- 8. The creation of a publicly accessible Local Nature Reserve on 29.2 hectares of land based on Rowel Brook in the location shown**
- 9. The creation of a nature conservation area on 12.2 ha of land to the east of the railway line, south of the Oxford Canal and north of Sandy Lane as shown**
- 10. The provision of public open green space as informal canalside parkland on 23.4 hectares of land as shown**
- 11. The retention of 12 hectares of land in agricultural use in the location shown**

**12. New public bridleways suitable for pedestrians, all-weather cycling and wheelchair users connecting with the existing public right of way network.**

**13. Provision for a pedestrian, cycle and wheelchair bridge over the Oxford Canal to enable the site and public bridleways to be connected to the allocated site at Stratfield Farm (policy PR7b)**

**14. The reservation of 0.5 hectares of land within the developable area for a future railway halt/station in the approximate location shown unless otherwise agreed with Cherwell District Council in consultation with Oxfordshire County Council, Network Rail and rail service providers**

**15. The reservation of 14.7 hectares of land for the potential expansion of Begbroke Science Park**

**16. The provision of a limited number of new homes, to be agreed with the Council, to provide for students and those working for the University at the Science Park to support its expansion and reduce car journeys**

#### **Planning Application Requirements**

**17. The application(s) shall be supported by, and prepared in accordance with, a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council and Oxford City Council.**

**18. The Development Brief shall include:**

**a. A scheme and outline layout for delivery of the required land uses and associated infrastructure**

**b. Points of vehicular access and egress from and to existing highways with at least two separate points from and to the A44 including the use of the existing Science Park access road**

**c. An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site (including for public transport services), to the built environments of Begbroke, Kidlington, Yarnton and to existing or new points of connection off-site and to existing or potential public transport services**

**d. Protection of existing public rights of way and an outline scheme for pedestrian and cycle access to the countryside surrounding Begbroke, Kidlington and Yarnton**

**e. Accommodation of the pedestrian, cycle and wheelchair accessible bridge over the Oxford Canal**

f. In consultation with Oxfordshire County Council, proposals for the closure/unadoption of Sandy Lane, the closure of the Sandy Lane level crossing to motor vehicles (other than for direct access to existing properties on Sandy Lane), and the use of Sandy Lane as a 'green' pedestrian, cycle and wheelchair route between the development and the built-up area of Kidlington including the incorporation of a bridge or subway

g. Design principles which seek to deliver an urban neighbourhood that responds positively to the Science Park and canal location and which respects the historic development of nearby villages

h. Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (19) below

i. The sites for the required schools and the Local Centre

j. Proposals for the safe remediation and use of the former landfill site as shown including as a wildlife 'stepping stone' within the development

k. The retention or replacement (to an equivalent quantity and quality) of the existing allotments and proposals for extending the allotment space in accordance with adopted standards

l. The reserved land within the site for the future railway halt/station

m. A outline scheme for vehicular access by the emergency services

**19. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology), prepared in consultation and agreed with Cherwell District Council. The BIA shall include investigation of any above or below ground hydrological connectivity between Rowel Brook and Rushy Meadows SSSI**

**20. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and to be agreed before development commences. The BIMP shall include:**

a. measures for securing net biodiversity gain within the site and within the residential area and for the protection of wildlife during construction

b. measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development

c. demonstration that designated environmental assets will not be harmed, including no detrimental impacts on down-canal Sites of Special Scientific Interest and Local Wildlife Sites through hydrological, hydro-chemical or sedimentation impacts

**d. Measures to minimise light spillage and noise levels on habitats especially along wildlife corridors**

**e. measures for enhancing existing designated and non-designated environmental assets**

**f. A scheme for the provision for in-built bird and bat boxes, for wildlife connectivity between gardens and for the viable provision of designated green walls and roofs**

**g. measures for the protection and enhancement of Sandy Lane and Yarnton Lane as green links and wildlife corridors and wildlife connectivity from Sandy Lane to the required Local Nature Reserve**

**h. the creation of a green infrastructure network with connected wildlife corridors, including within the residential area and alongside the railway line, and the improvement of the existing network including within the Lower Cherwell Conservation Target Area and to the Rushy Meadows Site of Special Scientific Interest, the Meadows West of the Oxford Canal Local Wildlife Site and to Stratfield Farm (policy PR7b)**

**i. a scheme and programme for the creation of the required Local Nature Reserve and nature conservation area to be agreed with the Council. The scheme for the LNR shall include habitats to be restored to SSSI quality and measures for the protection of the Rushy Meadows SSSI. Both schemes shall provide for works to be undertaken outside of the bird nesting season.**

**j. measures for the protection and enhancement of the Oxford Canal corridor and towpath including the creation and restoration of water vole habitat in the Lower Cherwell Conservation Target Area and the maintenance of a dark canal corridor through the minimisation of light pollution**

**k. farmland bird compensation**

**l. proposals for wildlife management in conjunction with conservation organisations including for the Local Nature Reserve and nature conservation area. The proposals shall include measures for restricting public access to sensitive habitats**

**21. The application(s) shall be supported by a phase I habitat survey and surveys for badgers, nesting birds, amphibians (in particular Great Crested Newts), reptiles and for bats including associated tree assessment, hedgerow regulations assessment.**

**22. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development**



23. The application shall be supported by a Flood Risk Assessment informed by a suitable ground investigation, and having regard to guidance contained within the Council's Level 2 Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run off rates to greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 and Level 2 SFRA's.

24. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network.

25. The application shall be supported by a Heritage Impact Assessment which will include measures to avoid or minimise conflict with the identified heritage assets within the site, particularly the Oxford Canal Conservation Area and the listed structures along its length.

26. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures.

27. The application(s) shall include proposals for securing the long-term use, management and maintenance of the community building, formal sports provision and play areas

28. The application(s) shall include proposals for securing the use of the Local Nature Reserve, nature conservation area, public open green space/informal canalside parkland and agricultural land in perpetuity

29. In the interest of encouraging an educational relationship between the secondary school and the University of Oxford's Begbroke Science Park, the application(s) should demonstrate that the secondary school site has been designed in consultation with the University of Oxford

30. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement. The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year.

31. The application shall include an Employment, Skills and Training Plan to be agreed with the Council

Place shaping principles

**32. A layout, design and appearance for a contemporary urban neighbourhood in a high-quality, publicly accessible and well connected green infrastructure and canal-side setting and for a location associated with a University Science Park and a primary transport corridor to Oxford**

**33. A sensitively designed approach to the provision of the pedestrian, cycling and wheelchair route connecting the development, Sandy Lane and the canal-side parkland/public open space to the canal corridor and the new bridge over the canal to Stratfield Farm (policy PR7b)**

**34. Improved east-west pedestrian, cycle and wheelchair connections between the built-up areas of Yarnton, Begbroke and Kidlington**

**35. The development of the secondary school shall include provision for out-of-school hours shared community use including indoor sports and provision for controlled pedestrian, cycle and wheelchair access between the site and Begbroke Science Park. The playing pitches should be located to help maintain a gap between the development and Begbroke village (east).**

**36. The Local Nature Reserve, nature conservation area, public open green space/informal canal-side parkland shall be designed to reflect and enhance local landscape character and wildlife including that of the Oxford Canal and Rowel Brook. These areas and the agricultural land shall be kept free of buildings to avoid harm to the remaining Green Belt**

**37. The contrast between the dense urban development and canal-side parkland setting should be used as a positive and integral design feature.**

**38. The development must be designed to have a sensitive interface with Yarnton village (east). Development should provide an attractive frontage to the A44, to support a change in character away from a highways dominated environment, with appropriately located crossing points for pedestrians, cyclist and wheelchair users**

**39. Development must not prevent the continued use of Begbroke Science Park or its potential expansion into the reserved area shown. It must not cause harm to the Grade II Listed Begbroke Farmhouse**

**40. Layout and design that encourages the sustainable and safe management of waste by individual households and by residents collectively while minimising the visual and pollution impacts.**

## Yarnton

5.114 Yarnton is a large Category A village which has access to a range of services and facilities including a primary school. It is well connected to Oxford being in close proximity to sustainable transport routes which run through the village and along the A44 corridor. Yarnton is separated from Kidlington and Begbroke by Green Belt (approximately 1.5km and 800m gaps respectively). Yarnton is approximately 2 km from the city boundary.

5.115 Cassington Lane runs east-west through the southern part of the village. It is constrained from a highway perspective by its character, width and the presence of historic properties. However, Yarnton's location on the A44 means it is well situated to take advantage of sustainable transport improvements arising from the Oxford Transport Strategy and associated A44/A4260 Corridor Study.

5.116 Development east of the A44 in the vicinity of Begbroke Science Park also provides the potential to have a combined sustainable transport response to the planning of new development. The existing Woodstock-Oxford cycleway on the western side of the A44, part of National Cycle Route 5, is to be improved and new traffic management measures for the A44 are to be introduced.

5.117 The improved cycleway will link to a new 'Super Cycleway' to Oxford via Kidlington. This will be provided alongside the County Council's Rapid Transit proposals for enhanced bus infrastructure and services to the city. There is a clear opportunity to provide development on the western side of the A44 that is mutually compatible with and complements new development to the east and which could also bring some benefits for Yarnton.

5.118 The site to be allocated is predominantly farmland which lies to the west and north of the village. The eastern edge is defined by the built-up edge of Yarnton and the A44. To the north the edge of the site is close to but separated from Begbroke. Begbroke Wood, an ancient woodland and District Wildlife Site lies immediately to the north-west. Frogwelldown Lane, a public right of way and District Wildlife Site forms the south west boundary.

5.119 In landscape terms there is a strong sense of distinction between the elevated farmland to the west, north and south and the low lying situation of Yarnton to the east. There is the opportunity for some residential development on the lower slopes immediately to the north and west of the village without undue harm to the purposes of the Green Belt in that location and the wider landscape more generally. The development area will also have a strong visual link with the site to the east of the A44 (policy PR8).

5.120 This limited release of land will also provide the mechanism to secure much needed improvements to the local William Fletcher Primary School with land being reserved for its use – the replacement and improvement of playing fields and amenity space and to enable the potential expansion of the existing school buildings on the existing site.

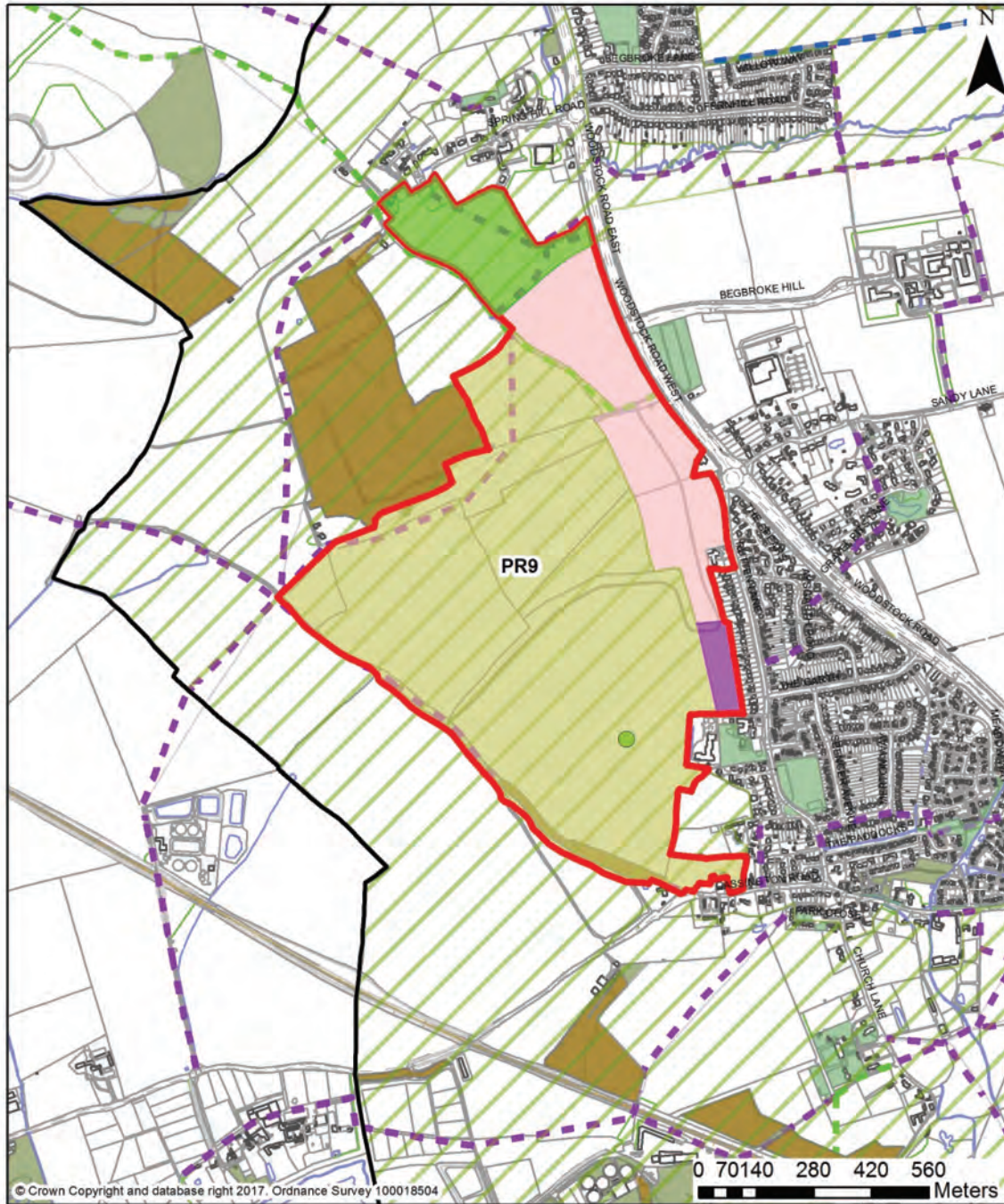
5.121. We are also seeking to enhance the beneficial use of the Green Belt within the site by requiring improved informal access to the countryside and significant ecological and biodiversity gains. The Council's priority will be the creation of a new Local Nature Reserve at the southern end of the site with good access to the primary school and existing public rights of way.

5.122 At the northern end of the site, to the north west of the development area, the Council will seek the provision of land to create new community woodland between Begbroke Wood and Dolton Lane which will help secure net biodiversity and provide a buffer for both Begbroke village and to help protect the ancient woodland

5.123 There are also important green links/ wildlife corridors such as Frogwelldown Lane, within and adjacent to the site, the character of which the Council will seek to protect and enhance.



Policy PR9 - Policies Map - Land West of Yarnton



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Key			
	Land West of Yarnton		Community Woodland
	Residential		Ancient Woodland
	Primary School Use		Public Access Land
	Local Nature Reserve		BAP Habitat
	Revised Green Belt		Public Bridleway
	Existing Green Space		Restricted Byways
			Public Footpath
			Byway Open to all Traffic
			Cherwell District

### **Policy PR9 - Land West of Yarnton**

**A village extension to Yarnton will be developed within 99 hectares of land to the west of Yarnton as shown on inset Policies Map PR9. Development proposals will be permitted if they meet the following requirements:**

#### **Key Delivery Requirements**

- 1. Construction of 530 dwellings (net) on approximately 16 hectares of land (the residential area as shown). The dwellings are to be constructed at an approximate average net density of 35 dwellings per hectare**
- 2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework**
- 3. The provision of 1.6 hectares of land for use by the existing William Fletcher Primary School to enable potential school expansion within the existing school site and the replacement of playing pitches and amenity space**
- 4. The provision of facilities for formal sports, play areas and allotments to adopted standards within the developable area (unless shared or part shared use with William Fletcher Primary School is agreed with the Education Authority)**
- 5. Public access within the 74 hectares of land to the west of the residential area and a new Local Nature Reserve accessible to William Fletcher Primary School**
- 6. The creation of an area of a community woodland within 7.8 hectares of land to the north-west of the developable area and to the east of Dolton Lane**

#### **Planning Application Requirements**

- 7. The application(s) shall be supported by, and prepared in accordance with a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council and Oxford City Council.**
- 8. The Development Brief shall include:**
  - (a) A scheme and outline layout for delivery of the required land uses and associated infrastructure**
  - (b) Points of vehicular access and egress to and from the A44**



(c) An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site (including public transport), to services and facilities in Yarnton, including William Fletcher Primary School, to the allocated site to the east of the A44 (Policy PR8) and to existing or new points of connection off-site and to existing or potential public transport services.

(d) Protection of existing public rights of way and an outline scheme for the creation of new pedestrian, cycle and wheelchair routes through the publicly accessible open space and to the surrounding countryside, including new public bridleways for horse riding, and connecting with the existing public right of way network.

(e) Design principles which seek to deliver a village extension to Yarnton which responds positively to development planned to the east of the A44 and the historic context of Begbroke (west)

(f) Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (9) below

(g) The land reserved for education use by William Fletcher Primary School

(h) An outline scheme for vehicular access by the emergency services

9. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology) and agreed with Cherwell District Council

10. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and agreed before development commences. The BIMP shall include:

(a) measures for securing net biodiversity gain within the site and within the residential area and for the protection of wildlife during construction

(b) measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development

(c) demonstration that designated environmental assets will not be harmed, including no detrimental impacts to watercourses through hydrological, hydro-chemical or sedimentation impacts

(d) measures for the protection and enhancement of existing wildlife corridors, including along Frogwelldown Lane District Wildlife Site and Dolton Lane, and the protection of existing hedgerows and trees

(e) the creation of a new green infrastructure network with connected wildlife corridors, including within the developable area. The improvement of the existing network including hedgerows between the required Community Woodland and Begbroke Wood

(f) Measures to minimise light spillage and noise levels on habitats especially along wildlife corridors

(g) A scheme for the provision for in-built bird and bat boxes, for wildlife connectivity between gardens and for the viable provision of designated green walls and roofs

(h) Farmland bird compensation

(i) proposals for wildlife management in conjunction with conservation organisations including for the Local Nature Reserve and community woodland

11. The application(s) shall be supported by a phase I habitat survey including habitat suitability index survey for great crested newts, great crested newt presence/absence surveys (dependent on HSI survey), for badgers, breeding birds, internal building assessment for roosting barn owl, dormouse, reptile, tree and building assessment for bats, bat activity, hedgerow regulations assessment and assessment of water courses

12. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development

13. The application shall be supported by a Flood Risk Assessment informed by a suitable ground investigation and having regard to guidance contained within the Council's Level 2 Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run off rates to greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 and Level 2 SFRA's.

14. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network.

15. The application shall be supported by a Heritage Impact Assessment which will include measures to avoid or minimise conflict with identified heritage assets within or adjacent to the site

16. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures.

17. The application(s) shall include proposals for securing the long-term use, management and maintenance of the formal sports provision and play areas

18. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement The application(s) shall be supported by a Delivery Plan demonstrating how the

implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year

19. The application shall include an Employment, Skills and Training Plan to be agreed with the Council

#### Place shaping principles

20. A layout, design and appearance to achieve an extension to Yarnton village that responds to the site's prominent position on the A44 corridor, its proximity and connectivity to the allocated site Land to the East of the A44 (policy PR8), the need to protect the identity of Begbroke village (west), the opportunity for sustainable travel into Oxford and the provision of green infrastructure and access to the countryside for the local community

21. A layout, design and appearance that responds sensitively to the topography and landscape character of Frogwelldown Lane

22. A landscaping structure for the community woodland which helps retain the perceived separation between Yarnton and Begbroke (west) and helps protect Begbroke Wood Local Wildlife Site

23. Development which provides a frontage to the A44 which both reflects the character of Yarnton and responds to the planned development to the east of the A44

24. The historic hedge lined bridleway of Dolton Lane shall be extended southwards through the developable area to create a potential connection to William Fletcher Primary School

25. Layout and design that encourages the sustainable and safe management of waste by individual households and by residents collectively while minimising the visual and pollution impacts.



## Woodstock

5.124 Woodstock is one of West Oxfordshire's most sustainable settlements, a rural service centre just outside the Oxford Green Belt, bordering Cherwell District to the north-west of London-Oxford airport. Woodstock is located on the A44 corridor connecting the airport with Begbroke, Yarnton and Oxford. The edge of Woodstock is approximately 7km from north Oxford.

5.125 As already highlighted, the A44 is featured in the Local Transport Plan's Oxford Transport Strategy in the interest of accommodating 'rapid transit' connections to Oxford and developing a new Park and Ride strategy. Land at the Woodstock/Bladon/airport junction on the A44 is identified in the Oxford Transport Strategy as a location for a new Park and Ride facility.

5.126 The County Council's A44/A4260 Corridor Study also identifies improvements to the A44 corridor in the interest of achieving a 'modal shift' to more sustainable forms of transport. It seeks to re-prioritise the route for through traffic away from the A4260 and the centre of Kidlington to the A44. This will enable use of the new Park and Ride and improvements to the built-up area of Kidlington associated with new public transport infrastructure.

5.127 The study also provides for the upgrading of the existing national cycle way between Woodstock and Oxford along the western side of the A44 and linking to a new 'Super Cycleway' serving Oxford via Kidlington. The combined effect of these measures makes Woodstock a sustainable location in transport terms for accommodating some growth to help meet Oxford's housing needs.

5.128 In section 3, we explain that Woodstock is a focus for growth in West Oxfordshire's emerging Local Plan in order to meet its own needs. Although a small town, Woodstock has a good range of services and facilities helped by its function as a tourist destination.

5.129 The World Heritage Site of Blenheim Palace, with its Grade I Registered Park, is located to the south west of Woodstock and is of international and national heritage significance. There is an important physical and historical inter-relationship between Woodstock and the Blenheim estate.

5.130 The estate is making land available for development to the south east of Woodstock in addition to land it has put forward within West Oxfordshire. The land in Cherwell mostly comprises a large (49 hectares) arable field bounded by the A4095 (Upper Campsfield Road) to the south-east, Shipton Road to the north-east and by the A44 to the south-west.

5.131 The site has an open and flat character bounded by a good tree belt frontage along Campsfield Road and Shipton Road and a high (2.5m) agricultural hedgerow fronting the A44. The land's containment by woodland is a key landscape characteristic and it relates well to Campsfield Wood on the opposite side of Oxford Road, as well as with the wooded nature of Bladon Heath and High Lodge to the south. A smaller area of land (3 hectares) immediately to the north of and east of Shipton Road, adjoining the north-eastern most part of Woodstock is also available – part of separate field parcel contained by a hedgerow to the east.

5.132 The area adjoins land to the north-west that has recently been approved (subject to legal agreement) by West Oxfordshire District Council for up to 300 homes including local retail, office and community facilities and public open space (WODC ref. 16/01364/OUT). The

development of that site would extend Woodstock up to the Cherwell boundary and result in the construction of houses opposite Blenheim Park which is situated to the south west of the A44.

5.133 We consider that there is further potential for development in this location outside but next to the Oxford Green Belt. The reasons for this are:

1. the relationship of Woodstock to the A44 corridor
2. the sustainability of Woodstock in terms of it being a well-served, small town and the potential for integration with West Oxfordshire's extended built-up area
3. the proposals in the Oxford Transport Strategy and the A44/A4260 Corridor Study for sustainable transport improvements and traffic management measures along the corridor facilitating improved access to Oxford and providing the opportunity for a modal shift in the proportion of people accessing the city by means other than the private car
4. the provision of a Park and Ride facility for Oxford next to Woodstock and improvements to the cycleway to Oxford alongside the A44
5. the immediate access to the A44 corridor from the south-eastern edge of Woodstock
6. the compatibility of the location with our vision and objectives
7. the need to ensure that sustainable options for accommodating the required growth for Oxford within Cherwell outside the Green Belt are utilised to minimise any need to provide development within the Green Belt.

5.134 We have discussed the issue of development at Woodstock with West Oxfordshire District Council officers, with the Blenheim estate and with Historic England. We are particularly conscious that Woodstock is already growing through West Oxfordshire's own plans and decisions; that considerations associated with Blenheim Palace's 'Outstanding Universal Value', the protection of its registered park and their associated settings are of very high significance; and that the heritage issues associated with the Blenheim Villa Scheduled Ancient Monument to the north of the A44 must be given full regard. We are also mindful that the Council has previously refused planning permission for the development of approximately 1000 homes in this area (including on land within West Oxfordshire), albeit in the context of Cherwell's existing Local Plan (2015) and prior to the decision of West Oxfordshire District Council to allow the scheme for some 300 homes.

5.135 Detailed issues include the historic character of Woodstock itself; that land to the south east of the town forms part of the setting of Blenheim Park and of the town itself; the positive effect that existing woodland belts have on containing views of the approach to Woodstock and the collective association of those wooded areas with other areas of woodland such as Campsfield Wood off the A44. The setting of the Scheduled Ancient Monument (forming a low mound within the site), the ancient route of the 'Ridgeway' along the West Oxfordshire/Cherwell Border and the proximity of the Bladon Conservation Area are also relevant.



5.136 Nevertheless, we consider that a sensitively planned and designed development of limited scale can be achieved that relates well to Woodstock, delivers required facilities and responds positively to the historic environment and results in significant improvements to the natural environment to deliver a net increase in biodiversity.

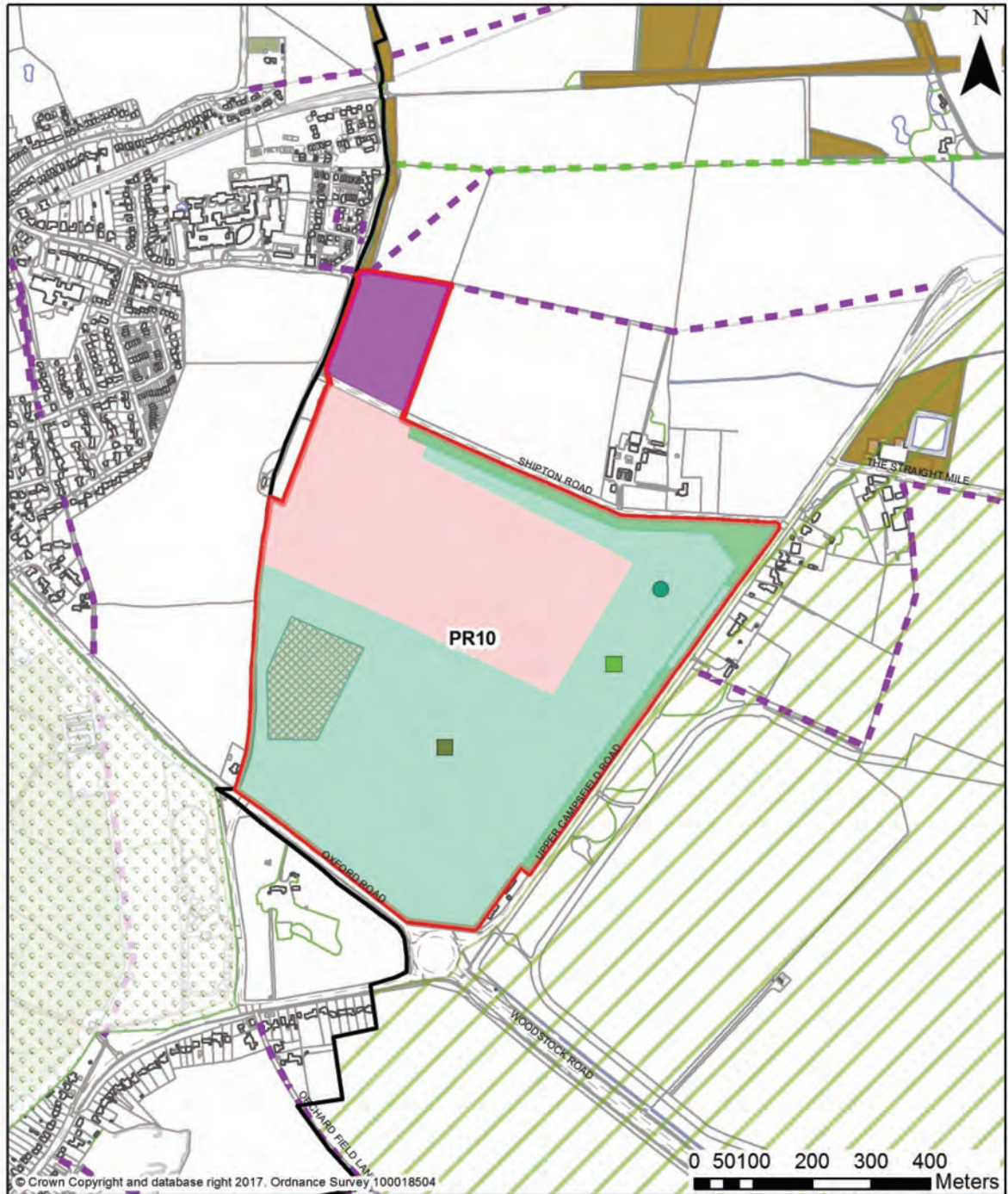
5.137 To achieve this we are seeking to:

1. focus development well away from the southern boundary of the site and the A44 to avoid any influence on the setting of Blenheim Park and to avoid any negative impact on the experience of visiting Blenheim Palace / Blenheim Park, on their appreciation and on material levels of tranquillity
2. achieve development that does not compromise the historic and aesthetic connection of the area with Blenheim Palace / Blenheim Park
3. supplement existing tree belts to enhance visual containment of the setting of Blenheim Park
4. provide complementary green infrastructure which assists in providing further distinction from Green Belt land to the south of Upper Campsfield Road
5. focus development to the north of the SAM, retaining its open setting and assisting with historical/cultural interpretation of heritage assets
6. integrate development with the expanding eastern edge of Woodstock and enable the provision on new school facilities to support the development and wider community needs
7. deliver development that is designed, built and landscaped to a standard that befits and fully responds to the historic and landscape context and improves the built-up edge of Woodstock.

5.138 We are therefore identifying a limited developable area for 410 homes within a wider site in which heritage and environmental gains will be sought. Land is also safeguarded for primary education use either to provide for a primary school serving the development and wider community needs or to allow school provision on existing playing field with replacement as part of the planned development.

5.139 Design principles for the development will be expected to have regard to the West Oxfordshire Design Guide and the emerging Cherwell Design Guide and will be agreed with through the preparation of a Development Brief.

## Policy PR10 - Policies Map - Land South East of Woodstock



Key			
<span style="border: 2px solid red; padding: 2px;"> </span>	Land South East of Woodstock	<span style="color: blue;">●</span>	Nature Conservation Area
<span style="background-color: #FFC0CB; border: 1px solid black; padding: 2px;"> </span>	Residential	<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"> </span>	Retained agricultural land
<span style="background-color: #DDA0DD; border: 1px solid black; padding: 2px;"> </span>	Primary School Use	<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"> </span>	Revised Green Belt
<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"> </span>	Green Space	<span style="background-color: #8B4513; border: 1px solid black; padding: 2px;"> </span>	Ancient Woodland
<span style="background-color: #3CB371; border: 1px solid black; padding: 2px;"> </span>	Community Woodland	<span style="background-color: #8B4513; border: 1px solid black; padding: 2px;"> </span>	BAP Habitat
<span style="border: 1px dashed red; padding: 2px;"> </span>	Scheduled Ancient Monument	<span style="border: 1px dashed green; padding: 2px;"> </span>	Public Bridleway
<span style="border: 1px dashed blue; padding: 2px;"> </span>	Public Footpath	<span style="border: 1px dashed blue; padding: 2px;"> </span>	Restricted Byways
<span style="border: 1px solid black; padding: 2px;"> </span>	Cherwell District	<span style="border: 1px dashed orange; padding: 2px;"> </span>	Byway Open to all Traffic

## **Policy PR10 – Land South East of Woodstock**

**An extension to Woodstock village West Oxfordshire will be developed within 52 hectares of land as shown on the inset Policies Map PR10. Development proposals will be permitted if they meet the following requirements:**

### **Key delivery requirements**

- 1. Construction of 410 dwellings (net) on 16 hectares of land (the residential area as shown). The dwellings to be constructed at an approximate average net density of 30 dwellings per hectare**
- 2. Delivery of 50% of the homes as affordable housing as defined by the National Planning Policy Framework**
- 3. 3.1 hectares of land and financial contributions for a new primary school with at least 2.2 forms of entry. The school buildings should be provided on site unless provision is made elsewhere and required education/sports facilities are instead provided in agreement between the Council, West Oxfordshire District Council and Oxfordshire County Council.**
- 4. Provision of a community facility in accordance with adopted standards**
- 5. The provision of formal sports facilities, play areas and allotments to adopted standards within the developable area**
- 6. Creation of a community woodland and the retention of land in agricultural use**
- 7. Creation of a nature conservation area accessible by the local community**

### **Planning Application Requirements**

- 8. The application shall be made in full and for the entire site. All matters shall be included in the application.**
- 9. The application(s) shall be supported by, and prepared in accordance with, a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with West Oxfordshire District Council, Historic England and Oxfordshire County Council**
- 10. The Development Brief shall include:**
  - a. A scheme and outline layout for delivery of the required land uses and associated infrastructure which unambiguously responds to the internationally and nationally significant heritage of the Blenheim Palace World Heritage Site,**

the **Grade I Registered Park and Garden** and the **Blenheim Villa Scheduled Ancient Monument**, their settings and influences on the historic, built and natural environments

- b. points of vehicular access and egress from and to existing highways
  - c. an outline scheme for public vehicular, cycle and pedestrian connectivity within the site, to the built environment of **Woodstock** including the approved development immediately to the west of the site, to existing or new points of connection off-site and to existing or potential public transport services
  - d. An outline scheme for pedestrian and cycle access to the surrounding countryside
  - e. Design principles which seek to deliver a connected and integrated extension to **Woodstock** and which respond with the utmost sensitivity to the proximity of **Blenheim Palace** and **Blenheim Park** and the public approaches to the town
  - f. Outline measures for securing net biodiversity gains informed by a **Biodiversity Impact Assessment** in accordance with (11) below
  - g. the site for the required school provision/facilities
  - h. The maintenance and enhancement of existing tree lines and hedgerows
  - i. An outline scheme for vehicular access by the emergency services
11. The application(s) shall be supported by the **Biodiversity Impact Assessment (BIA)** based on the **DEFRA** biodiversity metric (unless the Council has adopted a local, alternative methodology), to be agreed with **Cherwell District Council**
12. The application(s) shall be supported by a proposed **Biodiversity Improvement and Management Plan (BIMP)** informed by the findings of the **BIA** and habitat surveys and submitted **Tree Survey** and to be agreed before development commences. The **BIMP** shall include:
- a. measures for securing net biodiversity gain within the site and within the residential area and for the protection of wildlife during construction
  - b. measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development
  - c. demonstration that designated environmental assets will not be harmed, including no detrimental impacts through hydrological, hydro chemical or sedimentation impacts
  - d. farmland bird compensation
  - e. measures for the protection and enhancement of existing wildlife corridors and water habitats



f. measures for enhancing existing designated and non-designated environmental assets

g. A scheme for the provision for in-built bird and bat boxes, for wildlife connectivity between gardens and for the viable provision of designated green walls and roofs

h. the creation of a green infrastructure network with connected wildlife corridors, including within the residential area, and the improvement of the existing network

i. Measures to minimise light spillage and noise levels on habitats especially along wildlife corridors

j. Contributions towards measures for the creation/protection/enhancement/restoration of important habitat (wetland, hedgerow, woodland and species specific) in the Blenheim and Ditchley Parks Conservation Target Area

k. Create crossings which link new development to existing and proposed networks including Oxford Road and Campsfield Road.

13. The application(s) shall be supported by a phase I habitat survey including habitat suitability index (HSI) survey for great crested newts, great crested newt presence/absence surveys (dependent on HSI survey), hedgerow and tree survey, surveys for badgers, breeding birds and reptiles

14. The green infrastructure, woodland and agricultural land outside of the developable area to be kept free from development and the application for planning permission shall include proposals for securing those uses in perpetuity

15. The south and east boundaries to address the open aspect and landscape sensitivity for this area of land at the edge of Woodstock town and the Green Belt to the east by maintaining its openness, providing a Green Belt buffer and protecting the setting of Blenheim Palace World Heritage Site and Grade I Registered Park and Garden

16. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development

17. The application shall be supported by a Heritage Impact Assessment which will include measures to avoid or minimise conflict with identified heritage assets within and adjacent to the site

18. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures in particular around the Scheduled Ancient Monument

**19. The application will be supported by a Flood Risk Assessment, informed by a suitable ground investigation and having regard to guidance contained within the Council's Level 1 Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run off rates to greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 SFRA.**

**20. The application should demonstrate that Thames Water has agreed in principle that foul drainage from the site will be accepted into its network.**

**21. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement. The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year**

**22. The application shall include an Employment, Skills and Training Plan to be agreed with the Council**

#### **Place Shaping Principles**

**23. A layout, design and appearance for an extension to Woodstock that responds to the internationally and nationally significant heritage of the Blenheim Palace World Heritage Site, the Grade I Registered Park and Garden and of Woodstock town. An approach that is fully integrated and connected with, the existing and planned built environment, which maximises the opportunity for walking, cycling and wheelchair use, which provides for a development that is integrated with a high-quality green infrastructure and sensitive landscape setting, that fully protects the setting of the WHS and the Blenheim Villa Scheduled Ancient Monument and which greatly enhances the eastern built-up edge of Woodstock**

**24. Development that causes no harm to Blenheim Palace World Heritage Site and the Grade I Registered Park and Garden and their settings**

**25. Development that enhances the built and natural environment and provides a green infrastructure that responds to the local historic context**

**26. Creation of routes/green infrastructure links to ensure a layout that affords good access to Woodstock**

**27. The siting, layout, and design of buildings and of green infrastructure to be the subject of design panel review. The panel shall be appointed by Cherwell and West Oxfordshire District Councils in consultation with Historic England.**



**28. Development that fully integrates with the approved development to the west and the wider area through provision of public footpath and cycle ways and connectivity to public transport services**

**29. The cultural value of the Scheduled Ancient Monument should be reinforced through the design of public open space around the SAM appropriate to its setting and the setting of Blenheim Park. The provision of interpretation material should be accommodated**

**30. Development should create an attractive built frontage to the north of the open space surrounding the Scheduled Ancient Monument.**

**31. The existing wooded edges of the site to the A44 and Upper Campsfield Road are to be strengthened with new woodland planting creating a landscape buffer which limits views from the site towards the proposed Park & Ride to the south and from the World Heritage Site to the west. The character of the woodland should mirror the character of woodland to the west of the A44 including an avenue of larger trees planted on the road frontage, creating a distinctive gateway to Woodstock.**

**32. Pedestrian, cycle and wheelchair connections are to be created across the site connecting the public open space with the wider footpath network and A44 cycle route via new crossing points over the A44 and Upper Campsfield Road**

**33. Layout and design that encourages the sustainable and safe management of waste by individual households and by residents collectively while minimising the visual and pollution impacts.**



## Providing the Infrastructure

5.140 To ensure that all 4,400 homes are delivered by 2031, there is a need to ensure a co-ordinated and planned approach to the provision of supporting infrastructure.

5.141 The responsibility for ensuring that the infrastructure necessary to support the planned developments is provided in a timely manner rests with the Council as local planning authority. Developers have a responsibility to provide infrastructure required to support new development when and how it is required. To ensure this happens we will:

1. work with site promoters/developers on development briefs for each site
2. ensure that applications for planning permission and associated legal undertakings are only approved / entered into if proposed developments comply with relevant planning policies and if the required infrastructure and its phasing is clearly secured
3. ensure that developments are implemented in accordance with planning permissions and legal agreements.

5.142 The Council and site promoters liaise with service providers such as the County Council on matters including highways and education and on necessary financial contributions to other supporting infrastructure. The District Council also has responsibilities as a service provider in ensuring that the required sport, recreation, community facilities and affordable housing are provided by developers together with any 'commuted sums' of money for the maintenance of facilities for a defined period.

5.143 The Council's emerging Supplementary Planning Document provides guidance on Developer Contributions associated with new development. The Council has consulted on a draft Charging Schedule for a possible Community Infrastructure Levy, a potential complementary means of acquiring funds for infrastructure. However, it has not yet been determined whether the Council will introduce CIL, particularly as the Government is reviewing how CIL functions, and its relationship with securing developer contributions through 'Section 106' legal obligations and options for reform. An announcement is expected by the Government at the Autumn Budget 2017.

5.144 The strategies of service providers, such as the County Council's Local Transport Plan and its accompanying Oxford Transport Strategy, are important documents in understanding infrastructure needs.

5.145 The consideration of wider, cumulative infrastructure issues has been important in shaping the policies in this Plan. The infrastructure requirements of a growth area such as Oxfordshire are shaped not only by the specific requirements of individual developments, but by the incremental issues and deficiencies that arise from the processes of growth and change, the need for renewal and changes to national and local investment capabilities and priorities.

5.146 Consideration of these wider issues has been assisted by cooperative working (including with the Local Enterprise Partnership) and the completion of a countywide Oxfordshire Infrastructure Strategy (OxIS, 2017).

## Oxfordshire Infrastructure Strategy

*'Growth in Oxfordshire over recent decades has created a deficit in existing infrastructure. In particular the growth in journeys by road and rail has not been matched by sufficient government investment to enhance the network'*

OxIS 2017, p.6

5.147 OxIS identifies, maps and prioritises Oxfordshire's infrastructure requirements to 2040 and beyond. It seeks to:

1. set out the core projects and investment required to ensure Oxfordshire can continue to grow sustainably and successfully
2. strengthen the justification and evidence for securing funding, e.g. from strategic development sites or in business case development for external funding
3. promote the Oxfordshire 'brand' within the England's Economic Heartland (EEH) as well as within the sub-national, national and international contexts
4. develop the attractiveness of Oxfordshire as a business investment location
5. facilitate informed dialogue with communities, developers and key stakeholders on the growth planned and the challenges and opportunities this brings
6. deliver sustainable development of Oxfordshire, for both housing and employment, by identifying the infrastructure requirements to support it.

5.148 In delivering the developments identified in this Plan, liaison on infrastructure issues will be required with partner authorities including the County Council, Oxford City Council and West Oxfordshire District Council - for example to ensure a joined-up approach to the provision of additional school places and public open space where there are cross-boundary implementation matters to consider.

5.149 The cumulative impact of planned growth also requires cooperative working with Highways England, Network Rail and rail service providers. It informs local authority discussions with OxLEP and the National Infrastructure Commission to ensure that wider infrastructure needs arising from regional growth are considered at the national level.

5.150 In some cases, infrastructure issues will require the phasing of development to ensure that necessary services, facilities or apparatus are provided in advance. Evidence documents such as the Council's Water Cycle Study and transport report will be informative and planning applications for each site are required to be supported by Delivery Plans demonstrating how the implementation and phasing of the development shall be secured comprehensively.

5.151 The accommodation of growth in Cherwell to meet Oxford's needs will be accompanied by growth for the same purpose in the other Oxfordshire districts. The Oxfordshire Growth Board, the Oxfordshire Local Enterprise Partnership and the County Council as Highway Authority will therefore be important in ensuring a coordinated response to wider infrastructure needs and in making funding bids to central Government.

5.152 The clear relationship of the Partial Review's strategy to the growth of Oxford and the Oxford Transport Strategy creates further opportunities for securing combined infrastructure improvements to assist with the cumulative transport and highway issues faced by the north Oxford/south Cherwell area.

5.153 The County Council's A44/A4260 Corridor Study provided an assessment of the improvements that could be achieved by re-prioritising private through traffic from the A4260 (Kidlington centre) to the A44 and the implementation of the Rapid Transit proposals for public transport contained within the Oxford Transport Strategy. The development proposals in this Plan provide for those proposals to be enhanced and capitalised upon in the interest of achieving a significant increase in the percentage of people using public transport in the south Cherwell/North Oxford area and in terms of maximising the opportunities for cycling and walking.

5.154 Policy PR11 provides the Councils' commitment to securing the necessary infrastructure to help meet Oxford's needs. It supplements the similar Policy INF1 of the existing Local Plan for meeting Cherwell's needs.

5.155 The Partial Review is also supported by an infrastructure schedule for the planned development and the delivery of the 4,400 homes by 2031. This supplements the updated Infrastructure Delivery Plan (IDP) for the existing Local Plan. The delivery of infrastructure will be monitored through the Council's Annual Monitoring Report process.

5.156 The Council will also monitor the delivery of strategic infrastructure emerging from countywide needs including that identified in the Oxfordshire Infrastructure Strategy and the emerging Oxford to Cambridge Expressway as part of its Annual Monitoring Report.

## **Policy PR11 - Infrastructure Delivery**

**The Council's approach to infrastructure planning to contribute in meeting Oxford's unmet housing needs will be to ensure delivery by:**

**1. Working with partners including central Government, the Local Enterprise Partnership, Oxford City Council, West Oxfordshire District Council, Oxfordshire County Council and other service providers to:**

**(a) provide physical, community and green infrastructure**

**(b) identify infrastructure needs and costs, phasing of development, funding sources and responsibilities for delivery**

**2. Completing and keeping up-to-date a Development Contributions Supplementary Planning Document setting out the Council's approach to the provision of essential infrastructure including affordable housing, education, transport, health, flood defences and open space**

**3. Development proposals will be required to demonstrate that infrastructure requirements can be met including the provision of transport, education, health, social, leisure and community facilities, wastewater treatment and sewerage, and with necessary developer contributions in accordance with adopted requirements.**



## Maintaining Housing Supply

5.157 We need ensure that the homes we are planning for are delivered by 2031. We must also ensure that there is a sufficient supply of deliverable sites to maintain a five year requirement and an additional 5% buffer moved forward from later in the plan period. This is to meet national policy requirements for housing supply, including to provide for choice and competition. The buffer must increase to 20% if there is persistent under-delivery.

5.158 We need to plan our housing supply and monitor delivery to ensure that we meet our requirements. Developers, the Council and partners need to provide homes for those in need in a timely manner and to respond to the market demand.

5.159 The Partial Review of the Local Plan is a focused Plan to help meet the identified unmet needs of Oxford. We have developed a specific strategy to meet Oxford's needs; to fulfil our objectives and achieve a defined vision that does not undermine the delivery of the separate strategy for meeting Cherwell's needs.

5.160 Consequently, it is appropriate and necessary that the monitoring of housing supply for Oxford's needs is undertaken separately from that for Cherwell and only housing supply that meets the vision and objectives for Oxford is approved.

5.161 The Partial Review is a time limited plan. It has been prepared for a specific purpose and to ensure delivery by 2031. There may not be another Cherwell plan that is prepared specifically to meet Oxford's needs. The Oxfordshire Growth Board has agreed in principle to prepare a Plan on a joint basis which may change how Oxford's needs are planned for in the longer term. The five year requirement for Oxford's needs will therefore end in the last five years of the Plan period (2026-2031). Within those last five years the number of years of supply will be equal to the number of remaining years.

5.162 Until that time, we need to maintain a five year supply on a continuous basis. The Oxfordshire Growth Board agreed upon a common assumed start date of 2021 for the commencement of development after the adoption of the respective Local Plan reviews or updates without precluding earlier delivery. This recognised the complexity of the issues involved and to allow for reasonable 'lead-in' times.

5.163 In the interest of achieving well planned, high-quality development, our policies require development briefs to be prepared for each site. Applications for planning permission need to be prepared and considered. This is also a wholly new source of housing supply. There is no previous plan for Oxford's need in Cherwell with 'overspill' housing supply already identified. We therefore agree that the first five year period for monitoring delivery should be 2021 to 2026.

5.164 We need to plan our housing supply through use of a housing trajectory which must:

1. show that the required supply can be delivered by 2031
2. show that a five year supply of deliverable sites can be provided
3. show that there is provision to increase supply over the plan period if for an unanticipated reason the projected rate of housing delivery fall.

5.165 Because the Partial Review is a time limited, focused Plan we have built in a number of measures in the housing trajectory and policy PR12a to ensure that supply can be maintained:

1. we have defined a specific deliverable requirement of 1700 homes for the period 2021-2026
2. we are phasing the delivery of two sites which could be brought forward for earlier delivery if supply was not maintained at the required rate
3. we are requiring developers to clearly show that they can maintain a five year supply for their own sites

5.166 Nevertheless, the Council cannot control the rate at which houses are delivered. If a five year supply cannot be raised for reasons outside the Council's control, planning applications for unplanned development might be submitted. We need to ensure that our objectives and vision are achieved and to avoid harm to the strategy for Cherwell. Consequently, policy PR12b necessitates a formal Council decision that additional land beyond that allocated in the Partial Review is needed to ensure the requisite housing supply and that the proposed developments comply with policy PR1 ('Achieving Sustainable Development for Oxford's needs').

## **Policy PR12a - Delivering Sites and Maintaining Housing Supply**

**The Council will manage the supply of housing land for the purpose of constructing 4,400 homes to meet Oxford's needs. A separate five year housing land supply will be maintained for meeting Oxford's needs.**

**At least 1700 homes will be delivered for Oxford for the period 2021 to 2026 for which a five year land supply shall be maintained on a continuous basis from 1 April 2021. The remaining homes will be delivered by 2031.**

**Land South East of Kidlington (Policy PR7a - 230 homes) and Land South East of Woodstock (Policy PR10 - 410 homes) will only be permitted to commence development before 1 April 2026 if the calculation of the five year land supply over the period 2021 to 2026 falls below five years.**

**For the period 2026-2031, the Council will maintain a land supply equivalent to the number of remaining years of that period taking into account any delivery surplus or shortfall and a 5% additional requirement. If there has been a record of persistent under delivery of housing in meeting Oxford's needs, the Council will increase the buffer to 20%.**

**Permission will only be granted for any of the allocated sites if it can be demonstrated at application stage that they will deliver a continuous five year housing land supply on a site specific basis (i.e. measured against the allocation for the site).**

**In the interest of securing delivery, planning conditions will be used to place time restrictions on the unimplemented 'life' of planning permissions.**

Should planning permission be granted for housing that will be delivered beyond 2031 and which results in the requisite 4,400 homes for Oxford being exceeded, this will be taken into account in meeting Cherwell's housing need in the next Local Plan review.

Should the 4400 homes not be fully delivered by 2031, they will continue to be developed but will not contribute in meeting Cherwell's housing need in the next Local Plan review.

## Policy PR12b –Sites Not Allocated in the Partial Review

Applications for planning permission for the development of sites to meet Oxford's needs that are not allocated in the Partial Review will not be supported unless:

1. Cherwell District Council has taken a formal decision that additional land beyond that allocated in the Partial Review is required to ensure the requisite housing supply
2. the proposed developments comply with Policy PR1
3. the site has been identified in the Council's Housing and Economic Land Availability Assessment as a potentially developable site
4. that prior consultation has been undertaken with the local community in a form to be agreed with the Council and the proposed development has the demonstrable support of the local community
5. the application is supported by:
  - (a) a comprehensive Development Brief to be agreed by the Council in consultation with Oxfordshire County Council and Oxford City Council
  - (b) a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how a five year supply of housing (for the site) will be maintained year on year
  - (c) a Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology) to be agreed with Cherwell District Council
  - (d) a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and to be agreed with the Council before development commences.
  - (e) a phase I habitat survey and other ecological surveys as appropriate

**(f) The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development**

**(g) a Flood Risk Assessment**

**(h) a Heritage Impact Assessment which will include measures to avoid or minimise conflict with identified heritage assets within or adjacent to the site**

**(i) a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures**

**(j) proposals for securing the long-term use, management and maintenance of the formal sports provision and play areas**

**(k) draft Heads of Terms for developer contributions to be secured by way of legal agreement.**



## Our commitment to deliver

6.1 We need to monitor this plan to check the effectiveness of the policies and in particular whether it is delivering sustainable development. Monitoring assesses whether policies are being implemented and if targets are being met. If policies are not being implemented monitoring can explain why and assesses whether specific actions are required.

6.2 For each policy in the Partial Review of the Local Plan we have developed an indicator and a target which will be used to measure the policy's effectiveness and to assess whether or not the objectives are being met.

6.3 The SEA Directive requires monitoring of the significant environmental effects of the implementation of a plan or programme and this monitoring framework is set out in the Sustainability Appraisal accompanying the Partial Review. The SA lists a number of 'significant effects indicators'.

6.4 Data collected on monitoring indicators will be reported on in the Council's Annual Monitoring Report. The monitoring framework is provided at Appendix 5.

6.5 The housing trajectory at Appendix 3 will also be monitored each year in the Annual Monitoring Report in to ensure that the requisite rate of delivery is being achieved.

6.6 The progress in delivering supporting infrastructure, as set out in the Infrastructure Schedule, will also be reported on annually in consultation with service providers including the County Council through our monitoring reports.

6.7 The monitoring results will be reported upon alongside those for the existing, adopted Local Plan and used to assess whether specific actions are required.

6.8 At strategic level, the Oxfordshire Councils work cooperatively through the Oxfordshire Growth Board. The Council will need to ensure that Oxford City Council and its other partners are updated regularly on progress in delivering the allocated sites.

6.9 Policies PR12a and PR12b seek to maintain housing supply in the interest of ensuring that the Partial Review's objectives and vision are achieved. This is a focused Plan which includes changes to the Green Belt for exceptional reasons. It seeks to achieve specific objectives and a vision which are a response to the particular needs of Oxford. Ultimately, if it was clear to the Council that for unanticipated reasons, the vision and objectives could not be met, the Council would need to consider whether to seek revocation of the Plan by the Secretary of State primarily in the interests of protecting the Green Belt and releasing alternative sites.



### **Policy PRI3 - Monitoring and Securing Delivery**

The delivery of the policies within this Partial Review of the Local Plan will be monitored at least annually against the framework at Policy PRI2a in order to complete the construction of 4,400 homes by 2031, to meet the strategic objectives and achieve the vision.

The Council will work closely with relevant site promoters, developers and landowners to ensure that Development Briefs and applications for planning permission are prepared and considered within a timescale that will facilitate the delivery of homes required to deliver the Plan requirement and the maintenance of land supply.

The Council will work in partnership with the Oxfordshire local authorities and other stakeholders to address strategic requirements arising from the cumulative effect of growth in the County. This will include the implementation of Local Plans and County wide strategies such as the Local Transport Plan and the Oxfordshire Infrastructure Strategy.

The results of monitoring will be used to assess:

1. whether there are any obstacles to development that the Council can act upon
2. whether there are any obstacles to development that require discussion with site promoters, developers, service and infrastructure providers or Government agencies
3. whether there is a significant risk to the delivery of the Plan's requirements or the maintenance of land supply
4. delivery progress including for reporting to the Oxfordshire Growth Board

If monitoring indicates that the vision and objectives cannot be met, the Council will consider whether it wishes to ask the Secretary of State for Communities and Local Government to revoke the Partial Review under Section 25 of the Planning and Compulsory Purchase Act 2004 in the interest of releasing alternative sites that will achieve delivery by 2031.

