

Cherwell District Council

Full Council

21 October 2013

The draft Submission Local Plan
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Report of Head of Strategic Planning and the Economy

This report is public

Purpose of report

To endorse the draft Submission Local Plan for the Cherwell District for submission to the Secretary of State for Communities and Local Government.

1.0 Recommendations

The meeting is recommended:

- 1.1 To endorse the draft Submission Local Plan for submission to the Secretary of State for Communities and Local Government.
- 1.2 To note that the Infrastructure tables in the draft Local Plan are to be replaced in due course by a full Infrastructure Delivery Plan (IDP) prior to Examination.
- 1.3 To delegate approval of minor text changes (including updating the thematic maps and final Monitoring Framework) to the draft Submission Local Plan text to the Head of Strategic Planning and the Economy in consultation with the Lead Member for Planning Councillor Gibbard and its transfer in its publication format for Submission.

2.0 Introduction

- 2.1 Securing the adoption of a 'sound' up to date Local Plan for the District is a priority for Cherwell District Council as it will guide the growth of the District over the next 18 years.
- 2.2 Without this the District faces an imminent challenge of piecemeal development by appeal, in which Cherwell District Council would lose the ability to ensure that development takes place in the most sustainable locations and future community needs are properly planned for and maximum community gain (and mitigation) secured.
- 2.3 The District faces a number of current challenges:

- A time expiered Local Plan, which dates back to 1996.
- Recession leading to planned strategic sites being delayed or with slower development profiles.
- Identifying sites sufficient to meet local demographic needs over the next 19 years for both housing and employment.
- Providing a 5 year land supply (an obligation retained through the recent planning reforms) to ensure growth takes place at Banbury and Bicester and at more sustainable levels at the villages.
- The passage of the Localism (2011) Act introducing major changes to the planning system in England.
- The revocation of the Regional Spatial Strategies in 2012 and the move to a housing growth based on an assessment of local need (Locally derived growth).
- The introduction of the National Planning Policy Framework (NPPF) in 2012 which introduces new advice around the need to have 5 year land supply, the 'duty to cooperate' and the 'presumption in favour of sustainable development'.

2.4 The draft Submission Local Plan aims to:

- Address recent reforms of the Planning system.
- Set out clear ambitions for the District and the 2 towns in particular.
- Provide certainty for communities and developers as to what will /can be developed and where.
- Focus development growth at the 2 towns of Bicester and Banbury.
- Control the level of proposed growth at the villages.
- Create a major platform to help deliver economic development in a recession.
- Strengthen the Town Centres.
- Avoid coalescence with villages, by introducing new green buffers around the towns.
- Emphasise high environmental standards and design quality.
- Promote area renewal and regeneration.
- Support development innovation such as Community Self build.

3.0 Report Details

3.1 This report updates members on the preparation of the draft Submission Local Plan. It reviews the Sustainability Appraisal, Viability Assessment, the development of the evidence base, representations received, the draft Submission Local Plan itself and the next steps prior to public Examination.

The National Planning System

3.2 Local Plans need to meet the provisions of National Regulations and Guidance. During the preparation of the Cherwell Local Plan, the planning system has been reformed. The Cherwell Local Plan takes account of those changes.

3.3 The reforms of the planning system has three main drivers:

- Localism Act (Nov 2011)
- Local Plan Regulation (the Town and Country Planning (Local Planning) (England) Regulations (March 2012)

- National Planning Policy Framework (NPPF) – in place from 27th March 2012

Localism Act

3.4 The key provisions of the Act as far as Plan-Making is concerned are as follows:

- new powers for the Secretary of State to revoke regional strategies through Parliament (following strategic environmental assessments)
- a Duty to Cooperate requiring local authorities and other public bodies to work together on planning issues
- the introduction of neighbourhood planning providing a new right for communities to draw up a Neighbourhood Development Plan and to determine for themselves where they most want development (provided it accords with national policy and the Local Plan)
- the introduction of Neighbourhood Development Orders enabling local communities to permit the development they wish to see without the need for planning applications (provided it accords with national policy and the Local Plan)
- the introduction of a Community Right to Build allowing certain community organisations to bring forward smaller-scale development on a specific site, without the need for planning permission (provided it accords with national policy and the Local Plan).
- reform of the Community Infrastructure Levy giving the government the power to require that some of the money raised from the levy go directly to the neighbourhoods where development takes place
- a new limit on the discretion of planning inspectors to insert their own wording into local plans.

Local Plan Regulations

3.5 The key provisions of the new Regulations are:

- Changes to the procedures for preparing Local Plans and Supplementary Planning Documents.
- New Language – a return to the phrase ‘Local Plan’. This Local Plan will ultimately be accompanied by a set of documents that provide the development framework for the District as set out in the accompanying Local Development Scheme.
- Prescription of key bodies to be included in the ‘Duty to Cooperate’.

The Impact of the National Planning Policy Framework (NPPF)

3.6 The NPPF sweeps away the micro control of planning including over 1000 pages of guidance in PPSs and PPGs. Although it provides local flexibilities, there must be objective evidence to support the local policy positions adopted. We are required to produce an evidence based Plan that accords with the NPPF. More recently additional draft guidance has been published – the Planning Policy Guidance (PPG) which clarifies aspects of the NPPF.

3.7 Central to the NPPF is a presumption in favour of sustainable development, a so called ‘golden thread’ running through plan-making and decision-taking. Pursuing

'sustainable development' involves positive improvements in the quality of the built, natural, and historic environment, as well as in people's quality of life.

3.8 The NPPF contains 12 core planning principles. In summary these are that planning should:

- be genuinely plan-led, empowering local people to shape their surroundings and providing a positive vision for the future. Plans should be kept up to date, based on joint working and co-operation and provide a practical framework for decision-making;
- be a creative exercise in finding ways to enhance and improve places;
- proactively drive and support sustainable economic development to deliver homes, employment, infrastructure and thriving local places. Objectively identifying and meeting needs, responding positively to wider opportunities for growth, taking account of market signals and setting out a clear strategy for allocating sufficient suitable land;
- secure high quality design and a good standard of amenity;
- take account of the different roles and character of different areas, promote the vitality of our main urban areas, protect Green Belts, recognise the intrinsic character and beauty of the countryside and support thriving rural communities;
- support the transition to a low carbon future in a changing climate, taking full account of flood risk, encouraging the re-use of existing resources, the conversion of existing buildings and the use of renewable resources;
- contribute to conserving and enhancing the natural environment and reducing pollution. Preferably allocate land of lesser environmental value where consistent with other policies;
- encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
- promote mixed use developments, encourage multiple benefits from the use of land in urban and rural areas, recognise that some open land can perform many functions;
- conserve heritage assets in a manner appropriate to their significance;
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
- take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

3.9 The NPPF requires Local Plan making to:

- contribute to the achievement of sustainable development
- reflect vision and aspirations of local people
- achieve economic, social and environmental gains
- avoid significant adverse impacts and to consider development options
- involve meaningful engagement
- as far as possible develop a collective vision and agreed priorities
- develop strategic policies to cover the homes and jobs needed; retail, leisure and commercial development; the provision of infrastructure; the provision of community and cultural facilities including health and local facilities; climate

change mitigation and adaptation; and the conservation and enhancement of the natural and historic environment including landscape.

3.10 Local Plans are crucially expected to:

- be positive
- have an appropriate timescale
- take account of longer term requirements
- be based on co-operation with neighbouring authorities and key organisations
- identify broad locations for strategic development
- allocate sites to promote development and the flexible use of land providing detail where appropriate
- identify areas where it may be necessary to limit freedom to change and where development would be inappropriate
- have a clear strategy for enhancing the natural, built and historic environment

3.11 Plans must create the context for Development Management decisions to be taken in a positive way, translating plans into high quality development on the ground and enabling applications for sustainable development to be approved where possible.

3.12 Procedurally, Local Plans must:

- have a proportionate evidence base “...based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area”
- be sound, namely, positively prepared, justified, effective and consistent with national policy
- take into account the Duty to Cooperate. The new planning system requires CDC to engage with all neighbouring Councils.

3.13 The NPPF raises a number of new issues and changes of emphasis for the Local Plan:

- a clear presumption in favour of sustainable development
- a more pro-development policy context requiring local development to be supported where possible
- a clear direction to promote sustainable economic growth
- a requirement to plan strategically across local boundaries
- retention of the requirements for at least 15 years of housing provision and a continuous 5 year land supply of deliverable housing sites, but an additional buffer of 5% against 5 year requirements or 20% if there has been persistent under-delivery
- the potential to include an allowance for windfall sites in the 5 year supply where there is compelling evidence
- no ‘brownfield’ first policy but encouragement for the effective use of previously developed land and the possibility of a locally set appropriate target
- in rural areas, consideration of whether allowing some market housing would facilitate provision of significant additional affordable housing to meet local needs

- avoiding the long-term protection of employment land where there is no reasonable prospect of a site being used for that purpose
- a clear direction not to refuse planning permission for sustainable buildings (or infrastructure) due to concerns relating to incompatibility with an existing townscape if those concerns have been mitigated by good design
- ensuring plans are viable and deliverable
- establishing the foundation for Neighbourhood Planning and community led development

Plan stages

3.14 The development of the Cherwell Local Plan has progressed through five distinct stages and associated period of public consultation. These stages have been:

- Issue and Options. Consultation period between 27 February – 10 April 2006
- Options for Growth. Consultation period between 29 September – 24 November 2008
- Draft Core Strategy. Consultation period between 22 February – 19 April 2010
- Proposed Submission Local Plan. Consultation period between 29 August – 10 October 2012
- Proposed Submission Local Plan Focused Consultation. Consultation period between 28 March – 23 May 2013 (extended period)
- Draft Submission Local Plan. Consideration at Executive and Full Council during October 2013.

Structure of the Cherwell Local Plan

3.15 The structure of the Local Plan reflects the district's challenges and priorities. It defines:

- What we want to achieve
- Where we want to achieve it
- How it will be delivered

3.16 The Plan contains:

- Policies for the District – the policies which apply to all developments
- Policies for Places – the places where strategic (large) housing and employment growth will be supported.

3.17 The Plan contains five distinct sections:

- Section A: Strategy for Development in Cherwell including our vision, overall spatial strategy and our objectives.
- Section B: Policies for Development in Cherwell with three themes:
 - Theme One: Policies for Developing a Sustainable Local Economy including policies on:
 - employment development, town centre and tourism
 - transport and connections, High Speed Rail 2
 - Theme Two: Policies for Building Sustainable Communities including policies on:

- housing distribution, the efficient use of Land
 - affordable housing, housing mix, area renewal, travelling communities
 - education needs, health and well-being
 - public services and utilities
 - open space, sport, recreation facilities
- Theme Three: Policies for Ensuring Sustainable Development including policies on:
 - climate change, energy, sustainable construction
 - flood risk and management, water resources
 - biodiversity and the natural environment
 - landscape, Green Belt and green buffers
 - the built environment, the Oxford Canal and green infrastructure
 - Section C. Policies for Cherwell's Places including Bicester, Banbury, Kidlington and our villages and rural areas.

This section identifies the locations for strategic growth of housing and employment. The Local Plan prioritises growth at the two towns in the District, the most sustainable locations for growth and the places most able to absorb development.

- Section D. The Infrastructure Delivery Plan containing policies on infrastructure and specific requirements.
- Section E. Monitoring Delivery of the Local Plan providing a framework for policy monitoring and the housing and employment trajectories

An Evidenced based Local Plan

- 3.18 The Local Plan is built on extensive evidence and studies on a wide range of topics relevant to the assessment of the growth of the Cherwell District and the most appropriate policies and locations for that growth.

A 'Viable' Local Plan

- 3.19 As required by the National Planning Policy Framework (NPPF), a Local Plan-wide 'viability' assessment has been completed.
- 3.20 The viability assessment has been undertaken by Montagu Evans. Not every proposal or site within the draft Submission Local Plan needs to be specifically shown to be 'viable' but there needs to be reasonable certainty that sufficient sites and key policies are 'viable' enough for the draft Submission Local Plan as a whole to be considered 'deliverable' at Examination.
- 3.21 The findings of the analysis are that *'the viability analysis of Cherwell's Submission Local Plan demonstrates that the housing led strategic sites are viable, and have a reasonable prospect of being delivered – and in several cases include a significant element of employment land.....Above all, the qualitative and quantitative research and analysis undertaken in this study demonstrates that Cherwell's Local Plan bears the characteristic of being a deliverable proposition.'*

The Sustainability Appraisal and Habitats Regulations Assessment

- 3.22 Two critical pieces of evidence are the Sustainability Appraisal (SA) and the Habitats Regulations Assessment (HRA).
- 3.23 The final iteration of both the SA and HRA are being produced alongside the the draft Submission Local Plan being considered at Full Council.
- 3.24 The SA is a key foundation for the Local Plan and needs to be sufficiently robust for the examination. The conduct of the SA is based on the Strategic Environmental Assessment (SEA) Directive and is an assessment that is concerned with the impact that the Local Plan might have, whether all relevant factors have been addressed and what sort of alternatives or mitigation have been considered or are proposed. The Council is required to consult on the full report and has done this during the preparation of the plan and alongside the consultation on the Local Plan as a whole over the same period.
- 3.25 The final iteration of the SA includes a full comparative assessment of all site options that have been considered since 2008 and an update of the SA undertaken in March 2013 with corrections, a housing growth assessment and policy assessment based on March 2013 plan. The new version of the SA enables easier comparative assessment of sites and considers the environmental, economic and social effects of the draft Submission Local Plan.
- 3.26 The Local Plan for submission has been subject to SA screening. No significant negative/adverse sustainability effects have been identified. In addition, many of the updated policies are likely to now perform better against the SA objectives than previously.
- 3.27 Earlier stages of the plan were supported by sustainability appraisal workshops and the Draft Core Strategy (2010), Proposed Submission Local Plan (2012) and Focused Consultation (2013) were also accompanied by a Sustainability Appraisal report.
- 3.28 An updated final Habitats Regulations Assessment (HRA) (Stage 1 - Screening) of draft Submission Local Plan has been published.
- 3.29 The HRA and its subsequent addendums have assessed the proposed Local Plan Changes (March 2013) and the Submission Local Plan (October 2013) and conclude that there would be no likely significant effects on any of the Natura 2000 Sites, the Oxford Meadows Special Area of Conservation as a result of the development proposed in the draft Submission Local Plan. The HRA includes an assessment of the impact of securing accelerated delivery at NW Bicester. This has also been incorporated in the SA.

The wider evidence base

- 3.30 An extensive evidence base underpins the draft Submission Local Plan and is published on the Local Plan part of the Cherwell District Council website.

- 3.31 The evidence base has evolved during the period of preparation of the draft Local Plan with the conclusions of the studies leading to new policies emerging at different points over the five stages of Local Plan preparation.
- 3.32 A number of studies (SHLAA; Landscape assessments etc) were marked as draft during the Local Plan consultation undertaken in March 2013 to allow for the possibility that some changes might be required as a result of the consultation process. Final drafts of outstanding studies have been considered by officers in parallel with changes to the draft Submission Local Plan and have been published prior to Full Council.
- 3.33 In addition, Officers have considered the Local Plan representations to determine whether any changes to the study are required. This has led to consideration of a number of refinements to the locations of the proposed 'green buffers' at Launton north and Cotefield Farm (south of Bodicote). The need for some minor descriptive and contextual references in the landscape studies of both consultants LDA and WYG have been progressed to inform the forthcoming Examination. A summary of representations and reasons for changes has been added as an appendix to the WYG landscape report.

Table 1: Evidence Update

Title	Comment
i. Strategic Housing Land Availability Assessment (SHLAA) (Peter Bretts)	Complete and published. Considered site assessment updates and clarifications.
ii. Bicester Movement Study (White Young Green)	Complete and published. Supplements the BicITLUS Study.
iii. Banbury Movement Study (White Young Green)	Complete and published. Supplements the BanITLUS Study.
iv. Banbury Analysis of Potential for Strategic Development – Final Report (LDA)	Complete and published. Assessed development site landscape constraints.
v. Banbury Environmental Baseline Report - Final Report (LDA)	Complete and published Considers wider landscape issues at Banbury.
vi. Banbury Green Buffers Report - Final Report (LDA)	Complete and published. The study provides greater clarity over the role and location of the proposed green buffers at Banbury.
vii. Bicester Environmental Baseline Report - Final Report (LDA)	Complete and published Considers wider landscape issues at Bicester.
viii. Bicester Green Buffers Report – Final Report	Complete and published. The study provides greater clarity over the role and

(LDA)	location of the proposed green buffers at Bicester.
ix. Landscape sensitivity and capacity assessment Bicester – update (WYG)	Complete and published. This study updates the Halcrow study 2010
x. Landscape sensitivity and capacity assessment Banbury – update (WYG)	Complete and published. This study updates the Halcrow study 2010
xi. Cherwell Retail Study (CBRE)	Complete and published
xii. Cherwell Economic Analysis Study (Roger Tyms)	Complete and published.
xiii. Cherwell, West Oxfordshire and South Northamptonshire gypsy and traveller needs assessment 2012/13	Complete and published. This study examines how the new Local Plan can meet the needs of Gypsies and Travellers as set out in the NPPF.
xiv. Refresh of Affordable Housing Viability Study (Andrew Golland)	Complete and published. Refresh of 2010 study
xv. SHMA update and review (Bob Line)	Complete and published.
xv. A Flood Risk Sequential test assessment	To be published prior to the meeting of Full Council alongside the Strategic Assessment (SA).

3.34 In addition, the development of the Cherwell Local Plan has been informed by the preparation in parallel of draft Masterplans for Bicester and Banbury. Both Masterplans will be completed after the Local Plan. Both Town Masterplans set out details of how the town might develop in an integrated manner and the relationship between key development sites. The Masterplans cannot allocate sites, which is the role of the Local Plan. They cannot be formally completed and adopted until after the adoption of the Local Plan, as while forming part of the evidence base for the Local Plan in its draft form, to be adopted it needs to conform to the adopted Local Plan, ie follow it.

xvi. Bicester Masterplan (White Young Green)	Draft published.
xvii. Banbury Masterplan (White Young Green)	Draft published.

3.35 A county-wide Strategic Housing Market Assessment (SHMA) has been commissioned jointly by the Oxfordshire local authorities to replace the 2007 SHMA (and the 2012 Cherwell supplemental update), following the revocation of the RSS and to provide a detailed assessment of housing need. This study is considering the

housing need of each District and the County as a whole. Whilst this could have implications for the district in terms of a new assessment of housing need, the Oxfordshire Authorities have agreed that the results should not be allowed to slow down preparation of the remaining, emerging Local Plans.

- 3.36 A form of words has been agreed for insertion into each District Local Plan which aims to provide the Planning Inspectorate with the confidence that the authorities will work together (under the 'Duty to Cooperate' as set out in the NPPF) to consider the results of the SHMA at an early stage (thereby allowing Plan adoption to proceed with a commitment to further work thereafter) and through the commencement of early reviews of each Local Plan. This is set out in the Cherwell draft Submission Local Plan in Policy BSC1; District Wide Housing Distribution.
- 3.37 The Infrastructure Delivery Plan (IDP) is being completed following the viability assessment of the draft Submission Local Plan.
- 3.38 The infrastructure tables in the Local Plan will be replaced in due course by an IDP for Examination. Approval from Members is therefore being sought to allow for minor changes to the draft Submission Local Plan text to delete any references to 'draft' or 'emerging' IDP once the IDP is finalised.

Taking account of other policy relationships

- 3.39 The Local Plan does not stand separate from other strategies and policies. It considers the long term nature of development in the District and seeks to align with existing policies and analysis.
- 3.40 The following Council strategies are particularly important:
- Sustainable Community Strategy 2010 – Our District, Our Future
 - Conservation and Urban Design Strategy 2012 - 2015
 - Economic Development Strategy 2011-2016
 - Housing Strategy 2012-2017
 - Recreation Strategy 2007-2012
 - Cherwell Biodiversity Action Plan
- 3.41 Other stakeholder plans are also taken into account, including:
- Oxfordshire Biodiversity Action Plan
 - Oxfordshire 2030 Sustainable Community Strategy
 - Oxfordshire Local Transport Plan 3
 - Oxfordshire Minerals and Waste Emerging Core Strategy

Associated Matters

- 3.42 A number of supporting papers that accompany the draft Submission Local Plan are being produced alongside the reports being considered at Full Council. These include: -
- i) A 'compliance statement' showing how the draft Submission Local Plan has been prepared with regard to the 'Duty to Cooperate'. The 'Duty to Cooperate' concerns how the draft Submission Local Plan has evolved through dialogue with neighbouring Local Authorities and Statutory bodies in

its formulation and evolution. A 'statement of compliance with the Duty to Cooperate' is being prepared and will be available at the meeting of Full Council.

- ii) A table of 'Policies' which will be replaced by the draft Submission Local Plan once adopted and those which will remain in place until the Development Management and Local Neighborhoods DPD is adopted in 2015. This table will be available at the meeting of Full Council.

3.43 The CDC Local Plan Website has been revised to assist the forthcoming Examination process and to improve access and navigation to key documents and the evidence base for the Local Plan (please note it will be live by 18th October 2013, prior to the meeting of Full Council).

Representations received

3.44 A Statement of Consultation is attached as Appendix E.

3.45 The Statement of Consultation shows how the Council has responded to representations received at each of the five consultation stages of the plan making process undertaken since 2006. This includes the recent 2012 and 2013 representations.

3.46 The five consultation periods have included a series of exhibitions, consultation events and local press briefing. The level of response received has been high with a wide range of organisations and individuals responding, making a large number of specific comments and proposals on parts of the Plan and the Plan as a whole at each stage which have informed the development of the plan as the Statement of Consultation illustrates.

3.47 Officers need to be prepared to be able to demonstrate at the Local Plan Examination in testing the 'soundness' of the Plan how representations have been dealt with, i.e. whether, why and how changes were made (or not made). This is an important process to ensure that all issues have been satisfactorily considered.

3.48 A full table of representations received in both 2012 and 2013 and how they have been considered in the draft Submission Local Plan has been published alongside this report to Full Council. Over 300 representations were received in response to the focused changes consultation earlier this year. Comments were also received on the Sustainability Appraisal. In contrast the consultation on the Proposed Submission Local Plan in 2012 generated around 200 responses.

3.49 These have been redacted (personal details etc) and are all available online.

3.50 Some of the key issues raised in recent representations include:

- whether there is an objectively assessed understanding of local housing needs (following revocation of the South East Plan).
- whether the plan provides for sufficient housing.
- whether the plan provided sufficient flexibility / contingency.
- whether strategic site selection is sound / appropriate.

- the need for clarification of the village categorisation and rural housing distribution.
- concern about the route of the proposed SE Bicester relief road shown in the consultation on the draft Bicester Masterplan.
- concern about the location of the proposed 'green buffers' at Launton and elsewhere.
- concern about developers ambition for development at Kidlington.
- calls for more housing more generally at Kidlington (and limited Green Belt review).
- issues of viability arising from policy requirements.
- availability of evidence.

The draft Submission Local Plan

- 3.51 Officers have completed consideration of representations from the consultation on the Proposed Submission Local Plan (2012) and the recent Focused Changes consultation (2013) to determine what final changes to the Local Plan are required.
- 3.52 The draft Submission Local Plan now being considered therefore presents the final changes to the 2012 proposed submission Local Plan following the 2013 focused changes consultation.
- 3.53 The revised draft Submission Local Plan is attached as Appendix D.
- 3.54 All changes are refinements and clarification of proposed policies and include:
- Policy SLE2: Securing Dynamic Town Centres – clarifies the location of Town Centre boundaries and retention of primary retail boundaries, which is also reflected in the revisions to Policies Bicester 5: Strengthening Bicester Town Centre and Banbury 7: Strengthening Banbury Town Centre.
 - Policy SLE4: Improved Transport - clarifies that the location of key transport improvements at Banbury and Bicester will be identified in the Local Transport Plan and the County Council Movement Studies.
 - Policy BSC1: District Wide Housing Distribution – introduces provision for taking account of the County SHMA including cooperation with the other Oxfordshire Council in assessing the implications of the results.
 - Refinements are also proposed to the policy details of a number of proposed strategic development sites for Bicester, Banbury and Kidlington.
 - Refinement of the reporting arrangements and delivery mechanisms for monitoring and delivery of the draft Submission Local Plan. A Monitoring Framework for the Local Plan (draft Submission Local Plan Section E: Monitoring and Delivery of the Local Plan) to introduce appropriate SMART targets is being produced alongside the reports for Full Council.
- 3.55 A number of minor changes have been made to the site inset maps (draft Submission Local Plan Appendix 5 Policy Maps: Inset Maps) showing constraints. Changes have also been made to the Theme Maps for Biodiversity, Historic

Environment, Green Infrastructure and Landscape. Revised Thematic Maps for the Economy, Retail, Renewable Energy and Community Facilities are being finalised.

- 3.56 A full schedule in the form of a table of proposed changes to the draft Submission Local Plan will accompany the tracked change Local Plan at Submission.

Next Steps

- 3.57 Work has now commenced on preparation for the public examination of the draft Submission Local Plan. This preparation includes:

- a) An informal meeting with the Planning Inspectorate (PINs) and DCLG has now taken place and dates for examination are to be set shortly.
- b) Completion of a series of Topic papers on the development of key issues and themes from the 2006 Issues and Options stage to the current draft Submission Local Plan that will be needed for the Examination. These papers include Transport (by Oxfordshire County Council), Housing Growth, Employment and the Town Centres, the Limited Green Belt Review and Village Categorisation.
- c) Completion of a series of Background Papers which explain how a number of policies within the Local Plan should be interpreted. These include a background paper on extra care/elderly accommodation (published March 2013), background Paper on Policies ESD1 -5 of the proposed Submission Local Plan (published August 2012) and a paper on housing density which clarifies how to interpret aspects of Local Plan Policy BSC 2: The Effective and Efficient Use of Land.
- d) Completion of the final Infrastructure Delivery Plan (IDP) will continue in time for the Local Plan Examination.

- 3.58 Associated work also includes:

- e) An updated Local Development Scheme (LDS) for the next Executive meeting which sets out the timetable for completing various secondary documents including the Town Masterplans and progressing Neighbourhood Plans.
- f) Completion of the Assessment of the Ecological Cumulative Impact of Developments at Bicester. This study considers the ecological impact of developments proposed at Bicester on Western Otmoor and the need for any specific mitigation. This assessment has also informed the Sustainability Assessment.
- g) Accelerating work on the Development Plan Document (DPD) for Local Neighbourhoods (which will allocate small housing and employment sites) and Development Management.
- h) Completion of the Supplementary Planning Document (SPD)'s of the Masterplan's for Banbury and Bicester. These can only be completed after

the strategic framework has been set by the Local Plan and will act as a guide to development and aim to show how an integrated approach to development in each town will be secured following the allocation of sites through the Local Plan.

In addition, work is currently underway to prepare a 'Framework' Masterplan for Kidlington. This will inform the Local Neighbourhoods DPD which follows the completion of the Local Plan. The parameters of the 'Framework Masterplan' are set by the Cherwell Local Plan. It will include consideration of a range of housing issues and sequential options for meeting future needs without major Green Belt release or the coalescence of Kidlington with surrounding settlements.

- i) Continuing work with those communities preparing Neighborhood Plans in Cherwell.

4.0 Conclusion and Reasons for Recommendations

4.1 The draft Submission Local Plan has now been subjected to extensive consultation. The evidence base for the Plan is nearing completion and the Plan complies with obligations flowing from the recent reforms to the Planning system.

4.2 Full Council is therefore invited to approve the draft Submission Local Plan for Submission for Examination.

5.0 Consultation

Councillor Michael Gibbard Regular briefing

Extensive public consultation See Appendix E – Statement of Consultation

6.0 Alternative Options and Reasons for Rejection

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

Option 1: To endorse the draft Submission Local Plan.

Option 2: To amend the draft Submission Local Plan with the effect of requiring further delay whilst the proposed changes are consulted upon and a new Sustainability Appraisal commissioned.

Option 3: To not endorse the draft Submission Local Plan

7.0 Implications

Financial and Resource Implications

7.1 There are no financial and resource implications arising directly from this report. The cost of preparation of the Local Plan is met from existing resources.

Comments checked by:
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Legal Implications

- 7.2 The Council is required to have an up to date Local Plan. This report and associated documents mark an important step towards updating the 1996 Cherwell Local Plan.

Comments checked by:
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Risk Implications

- 7.3 Not having an up-to-date Local Plan is a major weakness for the consideration of planning applications and weakens the ability of the Council to shape and guide growth in Cherwell to the more sustainable locations.

Comments checked by:
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8.0 Decision Information

Wards Affected

All

Links to Corporate Plan and Policy Framework

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

Lead Councillor

Councillor Michael Gibbard
Lead Member for Planning

Document Information

Appendix No	Title
A	List of development policies which will apply to all development in Cherwell District.
B	List of proposed development sites

C	Local Plan Evidence Base
D	Draft Submission Local Plan (in tracked changes)
E	Statement of Consultation (on deposit on CDC Website and in CDC Members Room)
F	Equalities Impact Assessment
Background Papers	
Local Plan Papers, representations received and studies in the evidence base.	
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Appendix A - List of development policies for Cherwell District.

Theme One: Policies for Developing a Sustainable Local Economy

- Policy SLE1: Employment Development
- Policy SLE2: Securing Dynamic Town Centres
- Policy SLE3: Supporting Tourism Growth
- Policy SLE4: Improved Transport and Connections
- Policy SLE5: High Speed Rail 2 - London to Birmingham

Theme Two: Policies for Building Sustainable Communities

- Policy BSC1: District Wide Housing Distribution
- Policy BSC2: The Effective and Efficient Use of Land – Brownfield land and Housing Density
- Policy BSC3: Affordable Housing
- Policy BSC4: Housing Mix
- Policy BSC 5: Area Renewal
- Policy BSC6: Travelling Communities
- Policy BSC7: Meeting Education Needs
- Policy BSC 8: Securing Health and Well-Being
- Policy BSC 9: Public Services and Utilities
- Policy BSC10: Open Space, Outdoor Sport and Recreation Provision
- Policy BSC11: Local Standards of Provision- Outdoor Recreation
- Policy BSC12: Indoor Sport, Recreation and Community Facilities

Theme Three: Policies for Ensuring Sustainable Development

- Policy ESD1: Mitigating and Adapting to Climate Change
- Policy ESD2: Energy Hierarchy
- Policy ESD3: Sustainable Construction
- Policy ESD4: Decentralised Energy Systems
- Policy ESD5: Renewable Energy
- Policy ESD6: Sustainable Flood Risk Management
- Policy ESD7: Sustainable Drainage Systems (SuDS)
- Policy ESD8: Water Resources
- Policy ESD9: Protection of the Oxford Meadows SAC
- Policy ESD10: Protection and Enhancement of Biodiversity and the Natural Environment
- Policy ESD11: Conservation Target Areas
- Policy ESD12: Cotswolds Area of Outstanding Natural Beauty (AONB)
- Policy ESD13: Local Landscape Protection and Enhancement
- Policy ESD14: Oxford Green Belt
- Policy ESD15: Green Boundaries to Growth
- Policy ESD16: The Character of the Built Environment
- Policy ESD17: The Oxford Canal
- Policy ESD18: Green Infrastructure

Appendix B – List of proposed development sites.

Bicester

- Bicester 1 - North West Bicester Eco-Town
- Bicester 2 - Graven Hill
- Bicester 3 - South West Bicester Phase 2
- Bicester 4 - Bicester Business Park
- Bicester 5 - Strengthening Bicester Town Centre
- Bicester 6 - Bure Place Town Centre Redevelopment Phase 2
- Bicester 7 - Meeting the Need for Open Space, Sport and Recreation
- Bicester 8 – Former RAF Bicester
- Bicester 9 – Burial Site Provision in Bicester
- Bicester 10 - Bicester Gateway
- Bicester 11 – North East Bicester Business Park
- Bicester 12 - East Bicester

Banbury

- Banbury 1 - Banbury Canalside
- Banbury 2 - Hardwick Farm, Southam Road (East and West)
- Banbury 3 - West of Bretch Hill
- Banbury 4 - Bankside Phase 2
- Banbury 5 - North of Hanwell Fields
- Banbury 6 – Employment Land West of M40
- Banbury 7 - Strengthening Banbury Town Centre
- Banbury 8 - Land at Bolton Road
- Banbury 9 - Spiceball Development Area
- Banbury 10 - Bretch Hill Regeneration Area
- Banbury 11 - Meeting the Need for Open Space, Sport and Recreation
- Banbury 12 - Land for the Relocation of Banbury United FC
- Banbury 13 – Burial Site Provision in Banbury
- Banbury 14 – Cherwell Country Park

Kidlington

- Kidlington 1 – Accommodating High Value Employment Needs
- Kidlington 2 - Strengthening Kidlington Village Centre

Our Villages and Rural Areas

- Policy for Villages 1 – Village Categorisation
- Policy for Villages 2 - Distributing Growth Across the Rural Areas
- Policy for Villages 3 - Rural Exception Sites
- Policy for Villages 4 - Meeting the Need for Open Space, Sport and Recreation
- Policy for Villages 5 – Former RAF Upper Heyford

Appendix C – Local Plan Evidence Base

All documents are published on the Cherwell District Council Website

Title	Date
Economic Evidence	
Cherwell Economic Analysis Study	August 2012
Cherwell retail study update	November 2010
Cherwell retail study	October 2012
Cherwell tourism development study	August 2008
Employment land review	July 2006
Employment land review update	February 2012
PPS6 town centres study	December 2006
Environmental Evidence	
Addendum to habitats regulations assessment (stage 1 - screening of proposed submission draft Local Plan, Aug 2012) Final Screening of Proposed Changes March 2013	March 2013
Addendum to habitats regulations assessment (stage 1 - screening of proposed submission draft Local Plan, Aug 2012) Final Screening of Proposed Changes March 2013 and Further Proposed Changes October 2013	October 2013
Background Paper on Policies ESD1 -5 of the Proposed Submission Local Plan	August 2012
Banbury Analysis of Potential for Strategic Development Final report	September 2013
Banbury Environmental Baseline Report Final Report	September 2013
Banbury Green Buffers Report Final Report	September 2013
Banbury Landscape Sensitivity and Capacity Assessment Final Report	September 2013
Bicester Environmental Baseline Report Final Report	September 2013
Bicester Green Buffers Report Final Report	September 2013
Bicester Landscape Sensitivity and Capacity Assessment Final report	March 2013
Canalside Level 2 SFRA	February 2013
Cherwell and West Oxon strategic flood risk assessment (level 1)	May 2009
Final habitats regulations assessment (stage 1 - screening) of	February 2011

draft core strategy	
Habitats regulations assessment (stage 1) of options for growth consultation on directions of growth	November 2009
Habitats Regulations Assessment (Stage 1 - Screening) of Proposed Submission Local Plan August 2012	August 2012
Landscape sensitivity and capacity assessment	September 2010
Renewable energy and sustainable construction study	September 2009
Strategic flood risk assessment (level 2)	March 2012
Strategic Flood Risk Assessment (Level 2) Additional Sites Addendum	September 2012
Heritage Evidence	
Oxford Canal Conservation Area Assessment	October 2012
Wroxton and Drayton Strategic Heritage Impact Assessment Report - Final Report	September 2013
Housing Evidence	
Affordable housing viability study	March 2010
Affordable housing viability study update	March 2013
Analysis of the viability of Extra Care Housing units within Section 106 scheme in Cherwell DC	February 2011
Assessing the type and size of housing stock required in Cherwell	September 2009
Cherwell housing needs assessment	June 2008 (superseded)
Cherwell housing needs assessment	June 2009 (superseded)
Cherwell, West Oxfordshire and South Northamptonshire gypsy and traveller needs assessment 2012/13	January 2013
Cherwell SHMA review and update Dec 2012	February 2013
Living in Cherwell	July 2010
Local Plan background paper - extra care/elderly accommodation	March 2013
Needs assessment for travelling show people - executive summary	November 2008
Strategic Housing Land Availability Assessment (SHLAA) Draft Final Report 2013 SUPERSEDED	April 2013
Strategic Housing Land Availability Assessment (SHLAA) Final Report	October 2013
Strategic housing market assessment	December 2007

Infrastructure Evidence	
Banbury integrated transport and land use study (BanITLUS)	January 2010
Banbury movement study part 1 of 2 Banbury movement study part 2 of 2	February 2013 February 2013
Bicester integrated transport and land use strategy (BicITLUS)	February 2009
Bicester movement study part 1 of 4 Bicester movement study part 2 of 4 Bicester movement study part 3 of 4 Bicester movement study part 4 of 4	February 2013 February 2013 February 2013 February 2013
Cherwell rural areas integrated transport and land use study (CRAITLUS)	August 2009
Leisure Evidence	
Open space update	September 2011
Green space strategy & background document	July 2008
Playing pitch strategy & background document	July 2008
PPG17 assessment - indoor sports and recreation facilities assessment	August 2006
PPG17 assessment - open space, sport and recreational facilities needs assessment audit and strategy	July 2006