

## **CONSULTATION STATEMENT**

### **DEVELOPER CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT**

**November 2017**

**Prepared under Regulation 12(a) of the Town and Country Planning (Local Planning) (England) Regulations 2012.**

#### **Purpose and Background**

This consultation statement has been prepared in accordance with Regulation 12(a) of the Town and Country Planning (Local Planning) (England) Regulations 2012, which states that, before a local planning authority adopts a supplementary planning document it must prepare a statement setting out:

- The persons the local planning authority consulted when preparing the supplementary planning document;
- A summary of the main issues raised by those persons; and
- How those issues have been addressed in the supplementary planning document.

The Council has prepared a Statement of Community Involvement (July 2016) which shows how it will involve the community in its plan and policy-making process. This document can be viewed on the Council's website. The Developer Contributions SPD has been prepared in accordance with the steps outlined in Table 3 of this document.

The Planning and Compulsory Purchase Act 2004 sets out the requirements for preparing SPDs as part of the planning process. SPDs should build upon and provide more detailed advice or guidance on the policies in the Local Plan.

The purpose of the Developer Contributions SPD is to set out the Council's approach to seeking Section 106 planning obligations and their operation.

The SPD does not create new policy. The adopted Cherwell Local Plan 2011-2031 sets the planning framework up to 2031 with the Developer Contributions SPD providing a further level of detail to guide development proposals.

The SPD will be a material consideration in the determination of planning applications alongside the Local plan and other planning policies.

#### **Previous Consultation**

Details of the key consultations undertaken during the early preparation of the Developer Contributions SPD is set out in the Statement of Consultation which was published alongside the November 2016 Draft Developer Contributions SPD. These documents are available on the Council's website.

## **Public Consultation 14 November 2016 – 9 January 2017**

### **Consultation arrangements**

On 14 November 2016 the Council published a Draft Developer Contributions SPD for consultation. The consultees listed in the Statement of Community Involvement and anyone who had registered on the Council's database were notified by letter or email and were asked to comment on the Draft SPD.

Hard copies were also placed at deposit locations across the district including libraries and Council offices.

Press Coverage: The statutory public notice was placed in the following newspapers:

- Oxford Mail (10 November 2016)
- Bicester Advertiser (10 November 2016)
- Banbury Guardian (10 November 2016)

Press releases regarding the consultation were also published on the Council's Facebook and Twitter pages.

A copy of the Public Notice is attached at Appendix 1.

Staffed public exhibitions were held during November and December 2016 at:

- Castle Quay Shopping Centre, Banbury OX16 5UN on Saturday 26 November 2016 from 10.00am to 6.00pm.
- Franklins House, Wesley lane, Bicester, OX2 6JU on Saturday 3 December 2016 from 10.00am to 6.00pm.
- The Pavilion, Cutteslowe Park, Oxford OX2 8ES on Saturday 10 December 2016 from 10.00am to 6.00pm.
- Exeter Hall, Exeter Close, Kidlington OX5 1AB on Monday 19 December 2016 from 2.00pm to 9.00pm.

### **Town & Parish Council/Meeting Workshops**

Two Town and Parish Workshops took place for parishes in the south and north of the district on 7 and 12 December 2016 respectively. The workshops took the form of group discussions on the following agenda items.

- Partial Review – Context/Approach
- Draft Vision and Strategic Objectives
- Considering and Delivering Options
- CIL and Draft Developer Contributions SPD

On arrival, parishes were split into groups and each group discussed each agenda item. The group discussions were facilitated by a member of the Planning Policy Team with support from other officers.

A detailed note of the workshops can be found at Appendix 5

### **Stakeholder Workshop**

A focussed stakeholder workshop was held at Bodicote House on Tuesday 13 December 2016.

A detailed note of the workshop can be found at Appendix 6

### **Representations Received**

A total of 25 representations were received. A table providing a full summary of each representation is attached at Appendix 7.

### **How have they been considered?**

Each of the representations has been considered in detail and where necessary further engagement with infrastructure/service providers has taken place. Where appropriate, suggested changes have been incorporated in the revised document. For example, additional information has been included on affordable housing and viability; and advice on the direct delivery of infrastructure has been included. Some further clarifications have been provided particularly in view of the fact that the Council is not taking work forward work on CIL ahead of the Government's 2017 Autumn Statement.

### **Further Consultation on the Draft SPD**

Further public consultation on the draft SPD will now be undertaken. A number of methods will be used in accordance with the Council's Statement of Community Involvement, particularly as follows:

- **Mail out:** information will be sent to all persons registered on the Council's consultation database, including specific, general and prescribed bodies. This will be undertaken by email or letter.
- **Website:** the SPD will be published on the Council's website.
- **Hard copies:** the SPD will be available in hard copies at deposit locations throughout the District.
- **Public Notices:** notices will be placed in the Banbury Guardian, Oxford Mail and Bicester Advertiser newspapers.
- **Social Media:** public notifications will be issued.

### **Responses**

All representations received will be recorded, analysed and recommendations made about how they should be taken in to account to inform the final SPD. The final SPD will be presented to the Council's Executive, and if approved, presented to the Council for formal adoption.

### **Conclusion**

The production of the current draft Developer Contributions SPD has involved wide ranging stakeholder consultation and a formal public consultation exercise. This has directly influenced both early development and later refinement of the document. In view of the major redrafting of the draft SPD as a result of the decision to 'pause' the introduction of CIL at Cherwell District Council a further round of Public consultation will now take place in accordance with statutory regulations.

If there are any questions on this Consultation Statement please contact the Planning Policy Team on 01295 227985 or email [planning.policy@cherwell-dc.gov.uk](mailto:planning.policy@cherwell-dc.gov.uk)

## **Appendices**

- 1. Public Notice**
- 2. Consultation letters/emails**
- 3. Consultation Poster**
- 4. Representation Form**
- 5. Town and parish Workshops – Attendees and Main Issues Raised**
- 6. Stakeholder Workshop – Attendees and Main Issues Raised**
- 7. Summary of Representations received.**



DISTRICT COUNCIL  
NORTH OXFORDSHIRE

**PLANNING POLICY CONSULTATIONS**  
**14 NOVEMBER 2016 TO 9 JANUARY 2017**

**Partial Review of the Cherwell Local Plan (Part 1): Oxford's Unmet Housing Need – Options Paper**

Consultation is being undertaken to inform a Partial Review of Local Plan Part 1, specifically to help meet Oxford's unmet housing need. An Options Consultation Paper is being published and comments are invited. The Options Paper and related documents, including an Interim Sustainability Appraisal Report and representation form, are available to view on line at [www.cherwell.gov.uk/planningpolicyconsultation](http://www.cherwell.gov.uk/planningpolicyconsultation) or at the locations listed.

**Community Infrastructure Levy (CIL) Draft Charging Schedule**

A CIL Draft Charging Schedule is being published for consultation. CIL is a planning charge introduced as a mechanism for local authorities to help deliver infrastructure to support the development of their area. The Draft Charging Schedule sets out the proposed CIL rates and the geographical areas for the three residential rates.

**Draft Developer Contributions Supplementary Planning Document (SPD)**

A new Draft Developer Contributions SPD is being published for consultation. The purpose of the SPD is to set out the Council's approach to seeking Section 106 planning obligations and their operation alongside the emerging Community Infrastructure Levy (CIL).

**Document Locations**

On-line at: [www.cherwell.gov.uk/planningpolicyconsultation](http://www.cherwell.gov.uk/planningpolicyconsultation)

**Hard copies at the locations below during opening hours:**

**Cherwell District Council Offices**, Bodicote House, Bodicote, Banbury, OX15 4AA

8.45am - 5.15pm Monday to Friday

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Friday 10am- 5pm, Saturday 9.30am – 1pm

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**Kidlington Library**, Ron Groves House, 23 Oxford Road, Kidlington, OX5 2BP

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**Adderbury Library**, Church House, High Street, Adderbury, OX17 3LS

Tuesday: 10 am – 12 noon & 3 – 7pm, Thursday: 2pm – 5pm & 6 – 7pm, Friday: 10am – 12 noon & 2 pm – 5pm, Saturday: 9.30 am – 1pm

**Deddington Library**, The Old Court House, Horse Fair, Deddington, Oxon. OX15 0SH

Monday 2pm - 5pm, 5.30pm - 7pm, Wednesday 9.30am - 1pm, Thursday 2pm - 5pm, 5.30pm - 7pm, Saturday 9.30am - 1pm

**Hook Norton Library**, High Street, Hook Norton, Banbury, Oxon, OX15 5NH

Monday 2pm - 5pm, 6pm - 7pm, Wednesday 2pm - 5pm, Friday 2pm - 5pm, 6pm - 7pm, Saturday 9.30am - 12.30pm

**Banbury LinkPoint**, 43 Castle Quay, Banbury, Oxfordshire, OX15 5UW

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**Kidlington LinkPoint**, Exeter Hall, Oxford Road, Kidlington, Oxon, OX5 1AB

8.45am (10am Wednesday) to 5.15pm Monday to Friday

**The Partial Review documents will also be available at:**

**Oxford City Council**, St Aldate's Chambers, 109 St Aldates, Oxford, OX1 1DS

Monday to Thursday 9am - 5pm, Friday 9am - 4.30pm

**Old Marston Library**, Mortimer Hall, Oxford Road, Old Marsden, Oxford, OX3 0PH

Tuesday 2pm - 5pm, 5.30pm - 7pm, Thursday 2pm - 5pm and 5.30pm - 7pm, Friday 10am - 12pm and 2pm - 5pm, Saturday 9.30am - 12.30pm

**Summertown Library**, South Parade, Summertown, Oxford, OX27JN Monday 9am - 5.30pm, Tuesday 9.30am - 7pm, Thursday 9.30am - 7pm, Friday 9.30am - 5.30pm, Saturday 9am - 4.30pm

### **Submitting Comments**

**Comments on the Partial Review Options Paper, the Interim Sustainability Appraisal Report, CIL Draft Charging Schedule or Draft Developer Contributions SPD should be sent to:**

By email to [PlanningPolicyConsultation@cherwell-dc.gov.uk](mailto:PlanningPolicyConsultation@cherwell-dc.gov.uk)

Or by post to:

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**Comments should be received no later than Monday 9 January 2017. Any comments received will be made publicly available.**

**S SMITH, CHIEF EXECUTIVE**

# Strategic Planning & the Economy

Adrian Colwell – Head of Strategic Planning & the Economy



DISTRICT COUNCIL  
NORTH OXFORDSHIRE

*Bodicote House  
Bodicote  
Banbury  
Oxfordshire  
OX15 4AA*

*www.cherwell.gov.uk*

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Please ask for:	Tony Crisp	Direct Dial:	01295 227985
Email:	<a href="mailto:planning.policy@cherwell-dc.gov.uk">planning.policy@cherwell-dc.gov.uk</a>	Our Ref:	Partial Review / CIL / 106

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11 November 2016

Dear Sir/Madam

## **Notification of Planning Policy Consultations:**

### **Partial Review of the Cherwell Local Plan (Part 1): Oxford's unmet housing need – Options Consultation**

### **Community Infrastructure Levy (CIL) Draft Charging Schedule**

### **Draft Developer Contributions Supplementary Planning Document (SPD)**

Please find enclosed a copy of a public notice about consultations on the above planning policy documents. The consultation period extends from Monday 14 November 2016 to Monday 9 January 2017.

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**Please note that we now have a separate email address for consultation responses. This is [PlanningPolicyConsultation@cherwell-dc.gov.uk](mailto:PlanningPolicyConsultation@cherwell-dc.gov.uk).** Hard copies can still be posted.

Yours faithfully

*David Peckford*

David Peckford  
Planning Policy Team Leader

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**S SMITH, CHIEF EXECUTIVE**

## **PlanningPolicyConsultation**

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**From:** PlanningPolicyConsultation  
**Sent:** 11 November 2016 19:19  
**Subject:** Cherwell District Council - Notification of Planning Policy Consultations7

Dear Sir/Madam

### **Notification of Planning Policy Consultations:**

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**S SMITH, CHIEF EXECUTIVE**

# Public Consultation

14 November 2016 to 9 January 2017

## Cherwell Local Plan Partial Review - Oxford's Unmet Housing Need



## Options Consultation - Your Chance to Comment

Cherwell District Council is undertaking a Partial Review of its Local Plan to determine how it can help Oxford with its unmet housing need.

It would like your views in preparing the Review.

All Oxfordshire Councils have accepted that Oxford cannot fully meet its own housing needs.

As its contribution, Cherwell District is being asked to accommodate 4,400 homes by 2031 in addition to the housing planned to meet its own needs.

Cherwell District Council has previously sought views on the issues it needs to consider in planning for the additional

development. It has considered these comments and is now consulting on options for housing development.

### Are you also interested in how Cherwell funds its development infrastructure?

Cherwell District Council is also consulting on its draft Community Infrastructure Levy (CIL) and a Draft Developer Contributions Supplementary Planning Document.



**View the documents** The consultation documents are available on-line at [www.cherwell.gov.uk/planningpolicyconsultation](http://www.cherwell.gov.uk/planningpolicyconsultation). Or contact Cherwell District Council on 01295 227985 for details on where you can view hard copies

**Hear more details** Speak to Cherwell officers at public exhibitions:

- Castle Quay Shopping Centre, Banbury OX16 5UN – Saturday 26 November 2016 -10am to 6pm
- Franklins House, Wesley Lane, Bicester, OX26 6JU – Saturday 3 December 2016 -10am to 6pm
- The Pavillion, Cutteslowe Park, Oxford OX2 8ES – Saturday 10 December 2016 -10am to 6pm
- Exeter Hall, Exeter Close, Kidlington OX5 1AB – Monday 19 December 2016 - 2pm to 9pm

your place • your space  
• your say

Have  
your say

**Submit your comments to:**

PlanningPolicyConsultation@cherwell-dc.gov.uk

**Or by post to:** Planning Policy Team, Strategic Planning and the Economy,  
Cherwell District Council, Bodicote House, Bodicote, Banbury, OX15 4AA

For more information call 01295 227985

**DRAFT DEVELOPER CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT (SPD)  
Regulations 12b and 13 of the  
Town and Country Planning (Local Planning) (England) Regulations 2012**

**PROPOSED COMMUNITY INFRASTRUCTURE LEVY (CIL) DRAFT CHARGING SCHEDULE  
Regulation 15 of the  
Community Infrastructure Levy (CIL) Regulations (2010; as amended)**

**Representation Form**

Cherwell District Council is currently consulting on two documents to help the funding of infrastructure such as schools, road improvements, community facilities and open space needed to support new growth in the district.

- 1. Draft Developer Contributions Supplementary Planning Document (SPD)**  
A new guidance document setting out what contributions developers should be asked to make when they submit a planning application.
- 2. Community Infrastructure Levy (CIL) Draft Charging Schedule**  
A proposed new charge on new development to help fund strategic infrastructure in Cherwell.

They are available to view and comment on from **14 November 2016 – 9 January 2017**.

To view and comment on both documents please visit  
[www.cherwell.gov.uk/planningpolicyconsultation](http://www.cherwell.gov.uk/planningpolicyconsultation).

The consultation documents are also available to view at public libraries across the Cherwell District, at the Council's Linkpoints at Banbury, Bicester and Kidlington, at Banbury and Bicester Town Councils and Cherwell District Council's main office at Bodicote House, Bodicote, Banbury.

You may wish to use this representation form to make your comments. Please e-mail your comments to [planningpolicyconsultation@cherwell-dc.gov.uk](mailto:planningpolicyconsultation@cherwell-dc.gov.uk) or post to Planning Policy Team, Strategic Planning and the Economy, Cherwell District Council, Bodicote House, Bodicote, Banbury, OX15 4AA no later than Monday 9 January 2017.

You should receive a written acknowledgement. Email acknowledgements will be sent automatically by return. Acknowledgements by post should be received within five working days of your response being received. If you do not receive a written acknowledgement, please contact the Planning Policy Team on 01295 227985.

Please note that all comments received will be made publicly available.

**Representations must be received by Monday 9 January 2017**

**Please provide the following details:**

NAME: .....

ADDRESS: .....

.....

EMAIL: .....

TEL NO:

AGENT  
NAME: .....

AGENT  
ADDRESS: .....

.....

AGENT  
EMAIL: .....

AGENT  
TEL NO: .....

Your details will be added to our mailing list and you will be kept informed of future progress of this document and other Local Plan documents. If you wish to be removed from this mailing list please contact the Planning Policy team. Details are at the bottom of this representation form.

**1. DRAFT DEVELOPER CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT**

**Do you have any comments on the Draft Developer Contributions SPD?**

Please make it clear to which part of the Charging Schedule your comments relate.

**2.COMMUNITY INFRASTRUCTURE LEVY (CIL) DRAFT CHARGING SCHEDULE**

**Do you have any comments on the Proposed CIL Draft Charging Schedule?**

Please make it clear to which part of the Charging Schedule your comments relate.

**Please continue on another sheet if necessary.**

**Thank you for taking the time to respond to this consultation. Please ensure your comments are submitted by 9 January 2017.**



**Cherwell District Council- Local Plan Part 1-Partial Review**

**Developer Contributions and CIL**

**Parish Workshop (Bicester) Wednesday 7 December 2016**

**6pm – 8pm**

**Purpose:**

Parish Councils were invited to a consultation workshop as part of the Options consultation on the Partial Review of the Cherwell Local Plan Part 1 during November 2016 – January 2017. The Draft Developer Contributions Supplementary Planning Document and Draft Charging Schedule for the Community Infrastructure Levy were also discussed at the workshops. The workshops took the form of group discussions on the agenda items set out below (the agenda was circulated in advance to the parishes). On arrival, parishes were split into groups and each group discussed each agenda item. The group discussions were facilitated by a member of the Planning Policy team with support from a colleague. This document summarises the discussions that took place.

Two workshops took place for parishes in the south and north of the District on 7 and 12 December 2016 respectively.

**Agenda:**

- Introduction to the workshop and the consultation documents given by David Peckford, Planning Policy Team Leader, Cherwell District Council

Discussion on the following agenda items took place amongst each individual table group:

- Partial Review – Context/Approach
- Draft Vision and Strategic Objectives
- Considering and Delivering Options
- Developer Contributions SPD and CIL

<b>Table Number</b>	<b>Facilitator and Assistant</b>	<b>Parish Councils</b>
1	Sharon Whiting & Chris Cherry	Islip
		Kidlington
		Yarnton
		Cllr Billington (Kidlington PC)
		Cllr Simpson (Kidlington PC)
2	Maria Dopazo & Andy Bowe	Cllr Sibley(Bicester TC)
		Cllr Lis (Bicester TC)
		Chesterton
		Launton
		Wendlebury
3	Chris Thom & Lewis Banks- Hughes	Blackthorn
		Caversfield
		Middleton Stoney
		Piddington

		Woodstock
4	Yuen Wong & Sunita Burke	Fringford
		Kirtlington
		Noke
		Launton
		Shipton on Cherwell

**Table 1**

**Partial Review – Context/Approach**

- 4400 is a large figure.
- There are pressures from the City to have housing close to Oxford.
- Oxford housing need is unique. It is different from the rest of the County.
- The need is for affordable housing
- The Council’s policy is for 35% affordable housing which the Council is not always achieving.
- If the housing goes to Banbury and Bicester there will be traffic congestion for commuters
- Need a balance of housing and employment in Oxford to reduce ‘in’ commuting.
- Oxford should use employment sites for housing
- Reference to employment site at Langford Lane
- SW refers to emerging Transport Strategy
- Problems with convenience and price of P&R sites
- The road network around Oxford is a major constraint
- Problems of traffic congestion in Islip
- Need to solve problems of infrastructure before considering new housing
- How CIL and S106s agreements will deliver infrastructure

**Draft Vision and Strategic Objectives**

- The partial review should have the same vision as the adopted Cherwell Local Plan
- Impact on 5 year housing land supply
- Discussion around the release of MOD land eg Arncott
- Is Oxford City delivering housing on the scale required? Why are the build rates below expectation?
- SW refers to ‘Duty to Co-operate’ and commitment in adopted Plan to meet Oxford’s needs.
- Should there be compensation for loss of Green Belt and enhancement of remaining Green Belt?
- SW refers to new Cherwell DC Green Belt Study

**Considering and Delivering Options**

- Concerns expressed about Oxford taking over parts of Kidlington and Gosford
- Need a radical public transport solution for Oxford
- Major development will radically change character of Kidlington. This is a major social issue
- Would be helpful to know about proposed housing in adjacent districts – cumulative impacts

- Railway connections a key component of Transport Study
- SW advised that there would need to be a dialogue with railway companies
- Are there the resources in Banbury and Bicester to build houses?
- Questions about sustainability of 'deliverability' of sites
- The Green Belt is not sacrosanct
- Need to assess capacity on railways

#### **Developer Contributions SPD and CIL**

- SW gave a brief introduction and description of these documents

#### **Summary of Key Issues**

- Can we seek contributions from the City for infrastructure in Cherwell?
- 4400 house seems high
- Need infrastructure before houses
- Traffic congestion and transport are key concerns
- If it is Oxford's need why does Cherwell need to fund it?
- Lack of progress on Oxford's housing sites delivery

#### **Table 2**

##### **Partial Review – Context/Approach**

- Still testing housing numbers
- Why timeframe and why hurry to do it? Why not do at same time as rest of Oxon?
- Growth Board commitment to work together
- West Oxon less apportionment because of constraints
- Planning powers for each local planning authority to accommodate Oxford's unmet needs
- Cherwell Local Plan (CLP) Part 1 commitment to look at Oxford's unmet Need (OUN) CLP adopted subject to reviewing it in 2 years
- Why do we have to review CLP already when other districts aren't doing it? Already lots of houses / development being built/ why do we have to accept another 4.5k houses?
- Adopted CLP to guide development to areas to secure 5 years housing land supply
- How does budget announcement on Oxford to Cambridge corridor change things? Would this not be better process? LP runs to 2031 but development will be longer than that
- Bicester eco town will be ghost town created by expressway
- What are benefits for Bicester? What infrastructure will be provided? Can't cope with what we've got already in Bicester – need jobs, shops,
- We build houses but there are no jobs planned
- Average House price in Bicester £60-70k more than Banbury
- Local housing for local needs
- Not building houses for local people
- Need to give people options e.g. people moving out of Witney because of difficulty of getting to Oxford
- Transport links to Oxford lagging behind housing development
- Vision and objectives considering all issues to set framework for development, rationale for development and growth.

- OTS providing transport infrastructure to support
- Government refused to support upgrading of A34 etc.
- Development not delivering infrastructure
- Railtrack spending £18m on Islip station
- Need more time to do review – unfortunately not got more time.
- If Oxford not prepared to meet unmet need why not get Oxford to contribute to cost of infrastructure – complicated – has Growth Board addressed this? City Deal bids – Growth Board to have a remit to look at funding bids for infrastructure – deal to commercialised local authorities each site to give something. Cannot take growth of Oxford and don't know Oxford's contribution.
- Need to strengthen CLP1 and need more evidence
- Some parties e.g. City and developers, will want some growth.
- Next stage transport modelling, impact on biodiversity to see if can accommodate growth around Oxford. Some initial evidence on transport.
- 5 year housing land supply –
- West Oxfordshire District Council (WODC) is preparing Modifications and submitting its Local Plan
- Problem need to address as a whole county, congestion problems around Oxford already
- Safety of A34 - risks need to be addressed but Cherwell District Council is not road planner
- Evidence needs to be based on what is impact on infrastructure
- Building more science parks north of Oxford - makes sense to put houses in North Oxford
- Worry about workload of officers to prepare partial review - too many words for consultees to read!!!
- Neighbourhood Plans (NP) not taken into account in planning partial review – Local Plan partial review needs to comply with NP
- Price of railway travel = people drive

### **Draft Vision and Strategic Objectives**

- What is Oxford's vision to use brownfield land for development?– District is taking its vision to change to match Oxford's needs. How much does one vision have to change to accommodate that of the others?
- Difficult compromise for planners and residents – search areas do not fit with vision for CDC growth.

### **Considering and delivering Options**

- Cluster C – sprawl development around motorway junction – initial transport evidence does not support area C
- Area E – Bicester – touching area C at SW end, same things apply
- Wendlebury Greenfield site , in flood plain for Oxford not close to Bicester Wendlebury, congestion on travel, not enough infrastructure J9, A34 rat running, away from focus for development
- Anything else on north side of Bicester will create more problems. Further development will add further traffic.
- Ring road is in wrong place – build new ring road or traffic increase will be unacceptable.
- Sewage capacity at Bicester STW at capacity – no plans to improve – health infrastructure in Bicester – GPs already closing.
- Garden town, healthy new town eco town in jeopardy with growth
- Social issues – growing too fast does not allow people to integrate creates ghettos

- How fast can you grow a town and make it a good place to live? Town centre not designed for size of town. Not sure Bicester can grow fast and still be a good place to live?

### **Developer Contributions SPD and CIL**

- Will developers pay more or less?
- Exemptions from CIL e.g. affordable housing
- S106 still applied for mitigation specific to development
- Schools are on list but still a problem
- CIL system is convoluted
- Negotiate with CDC on spend
- CDC will need to publish programme of where money spent a percentage 15% to parishes if no NP 25% if do have NP
- Threshold for affordable housing
- CIL is non-negotiable s106 is negotiable
- Map of charges – less viable area pay less. Highest land values north of Oxford, lowest in rural areas
- Will affect final cost of property? Town centre retail no charge to preserve town centre viability – viability led.
- Self-build should contribute because puts pressures on local infrastructure

### **Summary of Key Issues**

- Green Belt is not sacrosanct
- South of District preferred
- Spatial relationship to Oxford
- Need for Oxford – close to Oxford
- Infrastructure needs to be considered first
- Loop (Route) to Park and Rides
- Who is going to fund the infrastructure?
- Integrated cycle paths through to Oxford
- Areas A & B preferred
- Support for CIL and Developer Contributions

### **Table 3**

#### **Partial Review – Context/Approach**

CT advised that on Plan PR150 – Change title from Bicester to Caversfield

- Questions about process and how sites were selected. CT explained process.
- We can't accommodate houses in Bicester for people working in Oxford. Most people here would oppose it. Page 18 of main consultation document appoints 3 sites around Kidlington. This would be the most appropriate site given proximity to Oxford. Why do we have to accommodate Oxford's housing need? Concern about A34 and traffic.
- Importance of Green Belt noted
- Noted that Oxford was proposing to build on golf courses
- Sites around Yarnton and Kidlington have been identified, why can't these be accepted?

- There must be areas within the Green Belt which can be used
- Discussion about the numbers for adjoining districts including South Oxfordshire figure
- Discussion about the SHLAA and whether it was determined by developers
- CT responded by explaining about economic growth rate and origin of SHLAA figures
- Why aren't the houses located in Oxford?
- Are houses in South of the district suited to people commuting to London?
- How do we ensure that new units are taken by local people?

### **Draft Vision and Strategic Objectives**

- Discussion about objectives
- Oxford dominated by NHS and universities. Retail is not doing well and the start-ups outside of Oxford so why are we building houses for Oxford.
- Oxford has new employment near north of Oxford.
- Banbury suitable location for development compared to Bicester
- Can Cherwell give Kidlington to Oxford?
- If Oxford had a unitary authority then the boundaries would need to be changed.
- New Oxford to Cambridge Road will result in even more housing for people living in Cambridge.
- There is quite a lot of commuting between Oxford and Cambridge

### **Considering and Delivering Options**

- When developers were asked to put sites forward were only larger sites selected?
- Too many houses and commuters and Eco town will make it worse.
- Majority view that development should be in areas A and B.
- No provision for improved transport. Question numbers we have to re-house. Woodstock doesn't want to be part of Oxford. Consequences of delivering growth not numbers.
- Caversfield is a category C village
- Sites south of Woodstock will not benefit Woodstock – Woodstock will become a commuter town.
- Site in Caversfield already turned down on appeal.
- Heyford is a viable option
- There are historic constraints at Heyford
- Station and transport network around Heyford need to be upgraded
- Oxford Unitary Authority not sustainable
- Disparity about size and mix of houses. What's needed is smaller units e.g. 1 bed units. Developers are only providing executive housing.
- If we have lots of houses, we need the services to accommodate them
- Woodstock has Stagecoach buses like Bicester – and people use them
- All Woodstock buses run by Stagecoach and as frequency goes up so does usage
- If Oxford is going to provide employment then we should not provide housing
- If we are going to provide housing, it needs to be small, affordable. New areas of recreation should be provided within area A

- Live work units might provide the option for employment in mainly residential areas
- Oxford should be providing employment if we are providing their housing need.
- All sites in Areas A and B have been assessed within the SA
- West Oxfordshire also looking for areas around Woodstock near areas A and B
- Sites near Oxford Parkway supported
- Shipton Quarry – supported site but we need new railway station
- Housing won't be built unless developers want to build. What measures are being taken by government to encourage house building?
- If we opt for options A and B, why are we even considering the other sites and villages?

### **Developer Contributions and CIL**

- Contributions around Woodstock should go to nearest village/settlement not remote parishes
- Mentioned Piddington. Towns get the funding from new development not smaller parishes.
- We wouldn't want a village hall. We would like to secure open spaces and purchase them from developers which are holding them for housing. CIL would contribute towards play equipment.
- No particular view on CIL but more to do with weight limits etc.
- Would like refurbished village hall from CIL contributions and improvements to transport e.g. speed and weight enforcement

### **Summary of Key Issues**

- Roads and Transport
- AONB should be established near Oxford
- Serious work to sort out transport around Oxford e.g. trams etc.
- Should Cherwell provide housing for Oxford?
- Don't protect all of the Green Belt e.g. in A and B apart from near Woodstock
- No industrial/commercial development
- No out of town shopping centre in Woodstock
- Smaller units and social housing
- Some CIL possibilities
- Constraints - Blenheim – World Heritage Site and Roman villa on proposed site near Woodstock
- Caversfield is within a conservation area.

### **Table 4**

#### **Partial Review – Context / Approach**

- General consensus and support for A and B option. It is better if this is located close to Oxford. Cycle tracks to Summertown.
- A40 – Woodstock – straight route based on the existing transport links
- Are we talking to environmentalist?
- GP Policy – is not sacrosanct? Encroachment is likely

- County/Town Policy – now need for a greater strategy. Protect communities in the GB. GB zone is starting to change.
- Around Park and Ride the flood plain must be appropriately built
- Green Belt should be reviewed.
- Location should be close to Oxford as it is for Oxford's need.
- Huge improvement to infrastructure is required
- Points of principle. Not to worry so much about GB – look at individual villages/sites.
- It is legitimate to look at GB – Concept of the GB – Review
- Infill policy – object to 100 homes in villages – may support 10 homes.
- Any realistic prospect of building in the GB
- Oxford housing identified as need for Oxford.

### **Draft Vision and Strategic Objectives**

- Agree with the vision and objectives. Housing units means number of doors – should be a variety of homes and not 4 and 5 bed homes.
- Oxford housing need is for affordable housing and key workers accommodation
- Missing clarity on Infrastructure – Infrastructure should come first – before housing
- Existing infrastructure doesn't work – you are talking about misery.
- Affordability .....
- Put genuine cycle paths through farms – rural cycle lanes
- Links to Oxford Parkway. All traffic and roads lead to the centre of Oxford. Need loop outside Oxford. Ring Road is not a Ring Road.

### **Considering and delivering Options**

- Areas of search
- Hospital buses – better connections to key destinations without having to go through the centre of Oxford.
- Woodstock – A44 – closer to Oxford.
- 2021 – 2031 – Phasing strategy
- Affordable housing policy in the Local Plan.
- Build close to Oxford

### **Developer Contributions SPD and CIL**

- CIL – 3 areas
- What is your (Council's) target revenue generation? -----DP – No target
- Strategic sites have S106 – CIL does not apply to these site – ECO Town and Heyford Park have S106 agreements in place for the permissions approved.
- Clarification on affordable housing and Viability
- What can the CIL money be spent on? – Infrastructure
- Welcome receiving 15% CIL for Parishes and 25% for those with the Neighbourhood Plan.
- S106 is currently used to secure a developer contribution which is negotiated on a site by site basis. Once CIL is in place and adopted by the Council, it will be able to start collecting CIL moneys from developments. CIL cap.
- All Parishes welcomed and support both documents.

### **Summary of Key Issues**



- Need investment in transport, traffic and roads
- Should Cherwell provide it all?
- Don't protect all the Green Belt
- In A&B but not Woodstock
- Social housing
- No employment
- Some possibilities for CIL

## **Cherwell District Council- Local Plan Part 1-Partial Review**

### **Developer Contributions and CIL**

#### **Parish Workshop (Banbury) Monday 12 December 2016**

**6pm – 8pm**

#### **Purpose:**

Parish Councils were invited to a consultation workshop as part of the Options consultation on the Partial Review of the Cherwell Local Plan Part 1 during November 2016 – January 2017. The Draft Developer Contributions Supplementary Planning Document and Draft Charging Schedule for the Community Infrastructure Levy were also discussed at the workshops. The workshops took the form of group discussions on the agenda items set out below (the agenda was circulated in advance to the parishes). On arrival, parishes were split into groups and each group discussed each agenda item. The group discussions were facilitated by a member of the Planning Policy team with support from a colleague. This document summarises the discussions that took place.

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#### **Agenda:**

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Discussion of the following agenda items took place amongst each individual table group:

- Partial Review – Context/Approach
- Draft Vision and Strategic Objectives
- Considering and Delivering Options
- Developer Contributions SPD and CIL

<b>Table Number</b>	<b>Facilitator and Assistant</b>	<b>Parish Councils</b>
1	Chris Cherry & Andy Bowe	Gosford and Water Eaton
		Kidlington
		Hampton Gay and Poyle
		Woodstock
		Duns Tew
2	Chris Thom & Tom Plant	Cllr Reynolds (Drayton)
		Kirtlington
		North Newington
		Wroxton
3	Yuen Wong & Sunita Burke	Bloxham
		Banbury Town Council
		Sibford Ferris
		South Newington
4	Maria Dopazo & Kevin Larner	Adderbury
		Bodicote

		Stoke Lyne
		Steeple Aston

**Table 1**

**Partial Review – Context/Approach**

- Affordable housing should be located near Oxford Parkway Railway station and Water Eaton Park and Ride
- “Commuter belt” along railway
- Local Plan can specify affordable housing percentage but needs to be balanced against viability
- What is Oxford’s requirement? Type of people? What is Oxford’s employment type – needs to match type of homes to be provided in partial review?
- What is being used to determine need? SHMA explained
- Oxford should build on its Green Belt
- Option of Green Belt release should be explored e.g. Southfield Golf Club could be relocated to a Green Belt site
- Oxford City wants growth closer to the city
- Is it reasonable to consider Banbury?
- Key issues are connectivity; building communities and deliverability (what can the market deliver?)
- Other infrastructure requirements include schools and doctors
- Oxford City Council has set out what it needs but development needed to provide it assuming 4.4k homes close to Kidlington
- Banbury, Bicester and Kidlington may be able to take more housing development. If development is distributed widely in small sites then there is less chance of securing developer contributions to deliver infrastructure
- Stakeholders favoured larger developments to fund infrastructure
- Continue county towns strategy but concerns of transport issues and links North of Oxford requiring infrastructure.
- Green Belt is not sacrosanct but needs to be protected/defended – need separation between Oxford and Kidlington, countryside and protection of flood plain

**Draft Vision and Strategic Objectives**

- Don’t agree with the strategic objectives
- What is definition of “affordable”?
- Supporting Oxford’s needs is important and importance should be emphasised
- Transport links are major constraint
- Need good transport links/infrastructure with infrastructure in advance of development
- CDC needs to join up with other infrastructure providers

**Considering and Delivering Options**

- Langford Lane/Begbroke to support small scale employment and around Pear Tree
- If don’t want anything between Oxford and Kidlington then puts pressure on Kidlington
- Should put sites on A44 not on A4260
- All roads are congested/at capacity

- Need more transport infrastructure
- Not PR 27 (The Moors) which impacts on the gap between the village and river
- PR 41 look to retain area of Green Belt
- Shipton Quarry – access to railway but deliverability issues and other constraints = not available within timescale.
- Heyford?
- NE Kidlington?
- No strong view on large sites

### **Developer Contributions and CIL**

- Transport schools and doctors surgeries priority
- Stakeholders recognised that larger developments were likely to secure larger developer contributions to infrastructure
- No other uses suggested for CIL

### **Summary of Key Issues**

- Can we see Oxford City's SHLAA?
- Oxford should maximise existing sites eg brownfield
- Transport Constraints
- Infrastructure delivery
- Green Belt – some incursion may be ok but need to preserve identity/character of existing towns and villages
- Need to have evidence to justify sites
- Better chance to get infrastructure with larger sites
- Need to preserve green gaps between settlements with some development close to Oxford

### **Table 2**

#### **Partial Review – Context/Approach**

- Rural villages in Local Plan Part 2, why mentioned then in Part 1?
- Part 2 is Cherwell's need.
- Drayton becoming an extension of Banbury. Development down golf club and back of Drayton. Banbury and Bicester should expand for Oxford's unmet need.
- General discussion on meeting Oxford's need.
- Oxford should increase its densities, then this exercise would not be required.
- Should need 4,400
- SODC reneged on meeting Oxford's unmet need.
- Is this figure set in stone?
- How did CDC arrive at that figure?

#### **Draft Vision and Strategic Objectives**

- Will the housing really be affordable?
- Has Oxford looked at all its sites?

- Should initially look at Kidlington, as a bus would be required from Wroxton to Banbury.
- Attention drawn to new line from Oxford Parkway to Oxford.
- Need to build houses for people who work in Oxford.
- Banbury should not have to meet this need
- Put condition that new houses should only be for living and working in Oxford
- What is classed as affordable?
- Developers can justify what is affordable in Oxford but cannot ,however, justify its viability
- Government policy has changed re: green belt
- Kassam Stadium is in green belt
- Green belt now has lower value
- If green belt protected more growth at Drayton and Wroxton.
- We should push back to Oxford. Say no
- How did SODC get away with not working with Oxford?
- WODC would not give correct numbers. We should resist SHMA work
- If CDC agrees to 4,400 – what if CDC sets bar high re affordable houses. Does that fulfil our need on paper? Affordability a key driver.
- CDC gets to choose if green belt is developed or not.
- Process driven by developers who have a preference where they want to develop.
- Bus services important. Use of public transport to Oxford.
- Location of railway stations. Transport across Oxford. Trains direct to city and buses to city.
- Need to concentrate resources. Buses to hospital important.
- Need to build higher densities.

### **Considering and Delivering Options**

- Options at M40 J9
- Push growth to SNC
- Need to consider Oxford and Cherwell's need – Is it Oxford's or Cherwell's 5 year housing land supply? – A and B sensible choices for development.
- Green credentials – request in the plan?
- Arncott – all houses there? EX MOD sites?
- Implications of Oxford- Cambridge express way?

### **Developer Contributions SPD and CIL**

- S106 monies – Parish's don not see it
- S106 on site. CIL off site. – Parish's to decide how the money is spent.
- Cost of recreational equipment
- Link CIL to neighbourhood plans
- What is CIL consultation for?

### **Summary of Key Issues**

- Housing type – affordable, density and scale
- Need new roads, bus services, cycling. Long term investment
- Continue with Areas A and B (but high land values)
- No development in villages
- Some opportunities in low value green belt (evidence needed)
- Use PDL but expensive to deliver
- Should have lower CIL on PDL to free up MOD land

### **Table 3**

#### **Partial Review – Context / Approach**

- 4,400 - Is it a given? If South Oxfordshire doesn't deliver do we need to take it?
- The consensus was that Cherwell accommodated additional growth at the time of adoption because of the SHMA and Growth Board. The barrister for Oxford was very forceful and accommodated the additional housing need. Maybe we should use their Barrister next time?
- Not clear how the figure of 4,400 arrived at by the Growth Board – It is too much?
- What is going to happen with South Oxfordshire apportionment? If the decision is taken by whoever on the apportionment their
- Can this growth be accommodated at Upper Heyford? The allocations at Upper Heyford are based on Policy Villages 5, which covers the entire site area. It will form part of the review for LPP1 – PR
- Green Belt should be reviewed.
- Location should be close to Oxford as it is for Oxford's need.
- SHMA figure should be reviewed following Brexit as the assumptions for SHMA were based on the economic forecasts before Brexit.

#### **Draft Vision and Strategic Objectives**

- It is quicker to get to London than to Oxford from Banbury and the surrounding areas.
- Do not envisage people travelling to Oxford from Banbury. People within Oxford City want growth in Bicester as it is part of the knowledge corridor for Oxford City.
- The private rented sector in Oxford is very high and not affordable for the people who work in Oxford. There are a myriad of reasons for the shortage of housing in Oxford. It is a combination of expensive private rental market, type of housing available is not met by the demand for it. Employers are unable to recruit because of suitable housing. Families cannot afford to live in Oxford and have to move out, which involves travel into Oxford therefore not attractive to families. Oxford Colleges lobby against high rise – historic city.
- Where is the housing need?
- What is the housing need?
- Not all the academics, engineers coming to Oxford to work want to live close to their places of work.
- Salary difference

#### **Considering and delivering Options**

- Affordable housing policy in the Local Plan needs teeth to it in LPP2. It needs to make developers provide affordable housing and not use viability to lower the provision.

- Build close to Oxford
- Transport strategy is needed for Oxfordshire – County/City and not just City.
- Housing land supply update and its importance for Cherwell District, this means that it relieves pressure on villages in particular on that basis.
- National Government commitment of housing delivery. Colleges and many large developers have large land banks. The Government have been criticised for making that statement.
- Areas of Search – do you agree with areas A and B – Yes, but Bicester and Banbury can take more.
- HEELAA consists of site assessment and this is due to be reviewed and made available to public early next year. No date has been fixed
- LPP2 sites may be smaller sites.

#### **Developer Contributions SPD and CIL**

- CIL tariff is welcomed
- Welcome receiving 15% CIL for Parishes and 25% for those with the Neighbourhood Plan.
- S106 is currently used to secure a developer contribution which is negotiated on a site by site basis. Once CIL is in place and adopted by the Council, it will be able to start collecting CIL moneys from developments.
- All Parishes welcomed and support both documents.

#### **Summary of Key Issues**

- 4,400 too much
- What will happen with South Oxfordshire's apportionment?
- Grenoble Road
- SHMA should be reassessed after BREXIT
- What is the housing need? Who? Where?
- Employers in Oxford find it difficult to recruit.
- Oxford has high rents and land prices
- Preferred areas of search A&B, Bicester and Banbury

#### **Question**

Are garages included in CIL?

#### **Answer**

**Yes, garages are included in the residential floor space calculations for CIL**

#### **Table 4**

#### **Partial Review – Context/Approach**

- 4,400 additional homes
- 5 year supply – how will the new houses affect this?
- Cannot address until sites identified. Channel down from broad strategy first.
- Sites need to be deliverable to keep up supply.
- Transport links versus proximity to Oxford.
- Transport infrastructure not necessarily deliverable, gamble to rely on it.
- Transport subsidises cut.
- Car is preferred method realistically.

- Oxford City prefers sites close to city.
- All in one Oxford block, or spread around?
- People will buy houses according to own requirements.
- Will housing be tailored to presumed need of Oxford population?
- Do we know what mix is needed?
- Has Oxford determined who housing will be for? Further away will be primarily for commuters.
- Main need is for affordable housing, how will levels be determined?
- Want ideally cohesive self-contained communities.
- Need driven by new people moving to county.
- All economic benefit flows to Oxford and Bicester, not Banbury.
- Banbury more self-contained.
- Banbury in two LEP areas.
- Housing must be backed with employment.
- Committed economic growth will require more housing. Knowledge Corridor is planned for later.
- Planned growth areas already in Cherwell so do we use green belt or add to identified growth areas?
- Need to have all infrastructure ready.
- IDP accompanies LP1.
- All depends where sites can be found. Mobile and broadband not obliged to provide.
- Bodicote strongly doesn't want additional housing for Oxford. Should be nearer to Oxford.
- No option to do nothing.
- Green belt should be reviewed.
- Extend existing infrastructure or build brand new infrastructure in new area?
- South of district is better. Transport links are not good enough from north of district.
- Sum up – preference is for housing closer to Oxford.
- So much new development already. Already planned communities need time to develop.
- LP already identifies many village sites – how will those work with LP2 sites? Concern that rejected sites will be resubmitted.
- Percentage of social versus private.
- According to LP policy. Oxford's affordable ratio is 50% we need to decide if that can be sustained in Cherwell.
- Higher social needs better proximity to centres.
- S106 is negotiable, we have to consider if affordability is brought up.
- Neutral benefits.
- Possible to argue for share of benefits which would otherwise go to Oxford.

### **Draft Vision and Strategic Objectives**

- Need vision that works for the whole of Cherwell.
- Objectives focus on proximity to Oxford, housing needs and working with City Council.
- Sustainability – social, economic, environmental.



- Cherwell must not be just a dormitory for Oxford.
- How will this work with Oxford's forthcoming LP?
- Consulted in summer. Policy framework is pre NPPF. SHLAA – generated more than had been envisaged
- Why are Cherwell and South taking so much more than Vale and West?
- More constraints in Vale and West (less well connected).
- In reality how deliverable is any of this? How long will this take (on top of existing quota)?
- Does CDC know how much land has existing, non actioned planning permission?
- Tabulated in AMR.
- Does CDC ask why not being delivered?
- Yes they are regularly contacted. Can consider accelerating some sites if other expected ones do not develop as expected.
- If this plan is not progressed we can expect speculative developments to start arriving.
- To what extent can CDC force/facilitate delivery of infrastructure?
- Can push/negotiate/pressure developer.

### **Considering and Delivering Options**

- New Year – shortlist of sites then ask developers to demonstrate deliverability.
- Will developers build if not profitable?
- Cards are with developer, they hold the 5 year land supply. Changes mooted but developers are a strong lobby.
- Large strategic sites or dispersed?
- Housing mix will affect deliverability.
- Concerns for community cohesion – resentment.
- Question - New settlements in preference to multiple small sites? (All = yes).
- Social needs must be met – is this realistic for new settlement; employment, transport.
- Need to plan for cemeteries
- Economy – if bad could end up with huge housing development and no employment.
- Can 4,400 homes be economically sustainable?
- Employment types Banbury, Bicester and Oxford different. How improve employment types in Banbury and Bicester?
- Need to work closely with business community. Focus on apprenticeships.
- Academic education in Banbury not good enough.

### **Developer contributions SPD and CIL**

- 106 negotiable
- CIL not negotiable
- Chair of OALC. Does district take CIL if parish does not have specific project?
- MD- Parish proportion 15% if no NP capped to £100 per existing dwelling.
- (if NP = 25%, no cap)
- 123 list – what will go from CIL and from S106?
- Look at what infrastructure needed.

- Will not be backdated on existing houses.
- MD - No it will not. Number of exemptions to CIL. More affordable housing = less £s to infrastructure.

### **Summary of Key Issues**

- Preference for development closer to Oxford because of transport, sustainability, affordable housing.
- Review Green Belt
- New settlement in preference to multiple small developments.

**Focus Stakeholder workshop**  
**Tues 13 December 2016**  
**Council Chamber 17:45-20:00pm**

<b>Table 1</b> David Peckford, Andrew Bowe	CDC
Richard Cutler	Bloombridge
Tom Rice	Barton Willmore
Sarah Gregory	Savills
Alan Stora	Oxford City Council
Lawrence Dungworth	Hallam Land Management Limited
Mitchell Tredget	Hill Residential
Julie-Anne Howe	OCCG
Steve Pickles	West Waddy ADP
<b>Table 2:</b> Chris Thom, Lewis Banks-Hughes	CDC
Peter Bateman	Framptons Planning
James Dillon-Godfray	London Oxford Airport
Fiona Mullins/Tom McCulloch	Community First Oxfordshire
Andrew Garraway	Turnberry
Jacqui Cox	OCC
Simon Joyce	Strutt & Parker LLP
Colin Blundel	Vale of White Horse District Council
<b>Table 3 :</b> Sharon Whiting, Tom Plant	CDC
David Flavin	OCC
Ben Simpson	WYG Bonnar Allen
Alan Lodwick	Oxford Green Belt Network
Jonathan Porter	Archstone Projects Limited
Charles Campion	New College
Gary Owens	CDC- Housing
<b>Table 4:</b> Maria Garcia Dopazo, Alex Rouse	CDC
David Burson	JPPC Planning
Mark Schnull	Nathaniel Lichfield & Partners
David Heathfield	Chiltern Railways
Jenny Barker	CDC
Peter Cox	Bicester Chamber of Commerce
Christopher Anstey	CRJ Anstey
David Keene	David Lock Associates
<b>Table 5:</b> Christina Cherry, Sunita Burke	CDC
Robert Davies	Gerald Eve LLP
Sue Marcham	CDC
David Stewart	David J Stewart Associates
Ellen Timmins	Boyer Planning
Paul Burrell	Pegasus
Bob Duxbury	CDC
Neil Roe	Amber Developments

## 1. Summary of main issues raised across the 5 tables during the focused discussions

The discussion focused first on the key priorities arising from the Local Plan Partial Review Options Consultation from the stakeholders' point of view and interest. This was followed by a discussion on the Local Plan Part 1 Partial Review proposed vision and objectives, consideration and delivery of options and a final discussion on the concurrent consultation on Developer Contributions and CIL Charging Schedule.

The sections below summarise the key issues raised under each discussion topic while Appendix 1 provides a more detailed record of the points raised also by topic.

### 1.1 Key priorities from the stakeholders' point of view and interest.

Main priorities raised by the participants focused on:

- **the wider/strategic implications of meeting Oxford's needs:** how does it fit a wider strategy, is the SHMA realistic?, what are the democratic processes? (i.e. whose policies are these?), impact on the environment and Green Belt aim to restrict sprawl.
- **Infrastructure:** whether planning growth and infrastructure on existing locations or clustered for new infrastructure, focus infrastructure in and around: Bicester, A34, A44 and A4260, possibility of new train station.
- **Location of development:** support for Area of Search A, support for close to Oxford and around existing/planned corridors, support for large strategic sites alongside some housing in villages for 1 and 2 beds. Deliverability by 2031 to be a consideration for the location of development.

### 1.2 Local Plan Part1 Partial Review: Context/Approach

Main comments on LP1 Partial Review context and approach included:

- **Approach to growth:** support for county towns approach and Sustainable Urban Extensions, concerns with urban extensions to Oxford due to environmental, Green Belt and Infrastructure constraints, support for an approach based on Oxford needs with development located near Oxford, support for an approach which leans on public transport and transport hubs.
- **SHMA , housing need and apportionment:** concerns with the adequacy of the SHMA (exaggerated needs and focus on employment growth), support for SHMA as ratified by PINs, queries about population updates needed at later stages of plan preparation, queries on whether CDC will accommodate further growth and the consequences of SODC not endorsing the Growth Board apportionment.
- **Green Belt (GB) and Kidlington gap:** Kidlington gap is strategic, queries on whether best to undertake a GB Review or a GB Leap with views pro and against both approaches, fears that a GB review will open 'Pandora's box' and hence it should not be reviewed, support

for a GB Review which is targeted not excessive review and permanent to 20+ years. Need to justify GB review's exceptional circumstances.

- **Deliverability:** Increased housing delivery possible, landowners looking at land disposal although builders are maxed out at the moment, landowners aspirations (land values) are an issue for affordable housing, need a mix of large and small sites. Smaller sites quicker and easier to deliver. Plan deliverable but GB review is needed.
- **Infrastructure:** high quality transport needed to areas for Oxford's growth, queries on when the Plan will address infrastructure needs and whether consultations will take place as part of OCC Local Transport Plan.
- **Location of growth:** support for areas A and B, support for and arguments against further growth in the north of the Cherwell, Upper Heyford and potential MoD land, motorway junctions seen as inappropriate, support for growth at Oxford Parkway, support for locating growth near existing development and near employment, question the approach to areas of search and whether areas A and B have been favoured, views on 4,400 being too much just for Kidlington.

### 1.3 Draft Vision and Strategic Objectives

Main comments on LP1 Partial Review context and approach included:

- **The focus of the vision and strategy:** non location specific vision as a starting point but responding to Oxford's needs and Cherwell's context. Some Views on vision trying to please everyone and following the wrong strategy, some views on support of the vision and strategy. Support for moving attractors (jobs and university) outside Oxford (i.e. Bicester), counter argument indicating business may move to Cambridge instead. Some views on vision and strategy too narrowly focused on housing with a counter argument on the Plan being only a partial review to LP1 to meet Oxford's unmet housing needs.  
**Addressing specific housing matters:** Affordability of housing, small units, student accommodation, need to address health issues and design dementia friendly homes and care villages. Provision of a digital village at Kidlington.
- **Public transport and connectivity:** Important to provide good accessibility to Oxford City Centre and employment. Council to monitor progress on Oxford- Cambridge corridor.
- **Oxford/Cherwell impacts:** concerns with competition between houses built for Oxford's needs and those for Cherwell. The emphasis on the vision should not be on 'New balanced communities'. The vision for LP1 PR and Kidlington Masterplan do not connect the Masterplan should be brought to the fore. Contributions from development should go for infrastructure.
- **Objectives:** In Objective 1 partners should extend to through the Duty to Cooperate. Objective 17 relies on unrealistic job growth, vision for balanced communities is at odds with objectives 17 and 18 focusing on addressing Oxford's housing needs. Should consider common drivers for long term sustainability.

### 1.4 Considering and delivering Options

Main comments on LP1 Partial Review consideration and delivery of options included:

- **Approach to growth:** initial evidence indicates areas A and B most sustainable, support for growth at Banbury and Bicester with counter arguments supporting growth at the edge of Oxford accompanied by infrastructure. Support for consideration of new growth nodes. Views on dispersing some of the growth on grounds of natural limits to growth around Kidlington. Support for Upper Heyford and Bicester supported by high quality transport. Biodiversity could affect location of growth.
- **Infrastructure:** NHS does not have capacity for new surgeries; transport system around Cherwell generally poor cannot cope with more growth, transport capacity matters are a national issue. Growth driven in part by strategic employment, should apply for funding streams in connection to SEP. Wider strategy needed for infrastructure. Developers and landowners to be treated fairly. Arguments pro and against the benefits of larger vs smaller site allocations to help delivery of infrastructure.
- **Delivery:** Investment and returns drive the gradual delivery of houses not land banking and Green Belt. Ring-fencing site delivery may result on area I coming forward to meet 5 year housing land supply. Kidlington Masterplan can be delivered now work already done. Development around Water Eaton area is 10-15 years away. Phasing of sites not considered practical by triggers for occupation may work. Delays on S106s is an issue – should front load to pre-app stage. Sales rates are outside Council’s hands and there is likely to be competition. Views on delivery not being an issue unless infrastructure upgrades have a knock on effect.

## 1.5 Developer Contributions SPD and CIL Draft Charging Schedule

Main comments Developer Contributions SPD and CIL included:

- **Approach:** SPD and CIL based on adopted Local Plan growth. The future impacts of Partial Review sites to be looked into as the plan progresses to adoption. CIL doesn’t allow negotiation -prefer s106 route; Strategic site appraisal does not pick cumulative effect of assumptions; views that viability not an issue in Cherwell, need transparency in finances; Development is needed to pay for the infrastructure – so what other options are there?
- **CIL charges:** views on CDC CIL charges being higher than surrounding authorities countered with views on CIL charge being reasonable. Need to address balance between seeking contributions and not putting development at risk. Schedule seen as helpful; Garages factored into the levy; Keep CIL simple – Speeds it up Parishes keen to see how much they can get countered by views on CIL needing to fund infrastructure
- **SPD:** Table 2 in the SPD is very clear. Minimum threshold retained. Threat to small development coming ahead such as petrol station with retail, etc. Public art can fall into disrepair and wasted. City uses a calculator for mitigation on ecological matters. – Biometric – Defra. LPP2 – look at metric and biodiversity counting. Can contributions be more specific / itemised? They cannot just be viewed in isolation. Surcharges are very high, even comparatively.

## **Appendix 1 – Detailed list of main points raised by topic**

### **Stakeholders' main issues arising from the consultations**

#### Democratic process and strategic matters

- i. How does democratic process work with Oxford?
- ii. How Oxford's Unmet Need (OUN) fits wider county strategy how it responds to the Strategic Economic Plan (SEP)
- iii. High level context – not just about CDC strategic fit with Oxford context
- iv. How could needs be met in terms of scale and location of development and how does it manifest itself in terms of sustainability/detrimental impact on the environment
- v. Oppose SHMA, unrealistic and excessive
- vi. Support principles of greenbelt and appropriate use. Supports Cherwell's Green Belt Policy – Restricted sprawl.
- vii. City Council approach – to promote employment land rather than housing.
- viii. Housing market area vs Oxford cities need Policy? CDC or City for affordable homes threshold. Affordable housing – who gets it? Cherwell or City?
- ix. New homes bonus and incentives with housing growth
- x. Support Planners on strategic issues

#### Infrastructure

- i. Infrastructure issues e.g. constraints in Bicester
- ii. Interested in sites making most of existing infrastructure
- iii. Supportive of clusters of sites to improve transport infrastructure.
- iv. Query whether best to plan growth and infrastructure in existing locations or clustered for new infrastructure.
- v. Interest in social and wider infrastructure from community viewpoint
- vi. Specific transport infrastructure between A34 and Begbroke Science Park/Yarnton/Kidlington/Northern Gateway etc.
- vii. Impacts on existing infrastructure, need for a phasing approach to delivery and the relationship with Sustainability Appraisal and site scoring.
- viii. Possibility of new train station on Great Western line.
- ix. New employment in Kidlington area.

#### Location of development

- i. Where and how development will take place? Where 4,400 homes go by 2031 is also a delivery issue: where do you put it – is Banbury too far?
- ii. Should be close to Oxford and around existing / planned transport corridors.
- iii. Strategic sites with infrastructure and bigger and better sites while small villages with some small housing 1 and 2 beds.
- iv. Supporting Search Area 'A'

## 2. Partial Review: Context/Approach

### Approach to Growth

- i. Country towns approach to growth in Oxfordshire dominated for years – Growth for Banbury
- ii. Oxford wrong to take premise - Sustainable Urban Extension (SUE) is the answer
- iii. Urban extension of Oxford is not sustainable – due to local circumstances – transportation A40 Northern Gateway environmental setting and quality, Green Belt and heritage and environmental setting compared to elsewhere in Kidlington – Kidlington needs regeneration
- iv. National Infrastructure Commission – Growth Corridor (above 4,400)
- v. House live/work in Oxford – affordability is fundamental
- vi. Difficult to object to the strategic view and approach in the Cherwell Plan
- vii. CDC initially thought for 2011-2031 was 16k. Consultants employed to defend deliverability. Ambitions deliverable targets
- viii. City's based need: people who have a job but need a house. It is a City requirement and not for commuting people. Junior academics and researches leaving Oxford as can't find / afford housing.
- ix. Spatial relationship important, also public transport and new modes
- x. If houses relate to Oxford, huge market / demand, especially for affordable.
- xi. Question whether jobs are/should be in the city– Science Park in Vale DC? Future job growth unnecessarily provided up at Oxford? Not required for all business to be right on Oxfords doorstep.
- xii. WODC garden village – approach to transport hubs.
- xiii. Long period existing strategy of Oxford City is at odds with OCC.
- xiv. Opportunity for high level jobs in Bicester.
- xv. Meeting all of the need immediately just compounds the problem.

### SHMA, housing need and apportionment

- i. 15,000 homes for Oxford and Cherwell's apportionment is 4,400 homes. Can this be accommodated sustainably and where within Cherwell? How robust is 15K figure? Is the figure 4,400 too high?
- ii. SHMA - exaggeration of CDCs need and employment growth. Based on false evidence, jobs will not be delivered. It does not address need. It does not address affordable need.
- iii. SHMA – Ratified by PINS
- iv. Cherwell has accepted this figure from the Growth Board – Duty to Co-operate and agreed to meet the need through Partial Review of Local Plan Part 1.
- v. Need comes from SHMAA. Based on Oxford's identified needs and SHMAA – 10K met – Growth Board divided remainder. Statutory process through local plans. Figure could change through review of other LA plans.
- vi. The 4,400 is on top of the pre-existing numbers based on Cherwell's demand.
- vii. SHMAA is the document to be used and based on assessed need. Could be checked/updated? Have updated population projects been used? Would this be done through Growth Board?
- viii. CDC to review whether population updates are needed before examination



- ix. There may be some LAs challenge SHMAA – needs to be updated? 2014 has been through examinations and has been found robust.
- x. Could Cherwell get more than the 4,400 allocated by Oxford’s unmet housing need? If South Oxfordshire District Council continues to not agree to take a portion of Oxford’s unmet housing need – would Cherwell then have to take an additional portion of that amount too?
- xi. Interim SA looks at 4,400, significantly less and significantly more. However, the focus of the LP1 PR is the unmet need apportioned to Cherwell (4,400).
- xii. The focus of the LP1 PR is the testing through Cherwell’s statutory processes the Growth Board apportionment of 4,400 to Cherwell. It is for each local authority to address the Duty to Cooperate through their plan making process.

#### Green Belt and Kidlington Gap

- i. Kidlington gap is strategic survived over years. Kidlington needs regeneration no Green Belt focus.
- ii. Lots of the land in A and B is in Green Belt. Should CDC leap the Green Belt? Scope to review Green Belt?
- iii. CDC needs to justify exceptional circumstances for Green Belt development. Growth Board looked at land in Green Belt to identify which parts of Green Belt could take development. There are parts of the Green Belt with lower landscape quality than other parts.
- iv. Green Belt needs to be looked at – old concept – shouldn’t go in with view to leap Green Belt.
- v. Cambridge (without Green Belt constraint) has attracted significant employment. Oxford has been hampered by Green Belt constraints. Lots of industries would like HQ in Oxford but there are no [employment] sites available around city centre.
- vi. Green Belt review should be a targeted approach
- vii. No development in the Green Belt , real fear it is Pandora’s box
- viii. Green Belt review through sensible planning needed but not excessive – Carefully regulate
- ix. Re-fix green belt for 20+ years after this review.
- x. Green Belt review too look longer term view: 50-100 years
- xi. Coalescence of settlements ....? Kidlington/ Yarnton/ Begbroke have a sense of identity? Value of the Green Belt – Openness. Parts of the Green Belt have no value.
- xii. Are parts of the Green belt around Oxford able to meet Oxford’s need? What part of the Oxford’s Green Belt performs the Green Belt function?

#### Deliverability

- i. Landowner aspirations are a difficulty– Affordable Housing cost £60 per sq. ft. = £60k
- ii. Landowners looking for opportunity to dispose of land
- iii. Realistic rate of delivery – yes to increased housing delivery
- iv. Need a mix of sites small and large. If you draw down into what are deliverable sites.
- v. Sites out there, but builders maxed out at present
- vi. The LP1 PR is deliverable but needs green belt review
- vii. Delivering large sites takes 10 years to get spade in ground – is there potential to deliver large sites as series of small sites? No due to land equalisation

- viii. 5 year land supply from 2021? Yes
- ix. Market supply and demand – saturation. Hallam Land developing at Cranbrook in Devon - 450 units per annum starting to stall
- x. Smaller sites quicker and easier to deliver. Flexibility is key

### Infrastructure

- i. Transport is key – cycling and train links are important
- ii. What about the levels of infrastructure needed, and would phasing be used?
- iii. Need to look at developing a strategy and identifying the location of growth first before establishing what infrastructure is needed.
- iv. High quality public transport is needed in these growth areas. Need better linkages further out to places and areas suitable for Oxford's growth.
- v. What is the consultation on OCC Transport Plan? – Can similar consultations be carried out on OCC transport matters in the area?
- vi. OCC are active in talking to District Councils and undertaking consultations such as the A40 scheme (OCC website).

### Location

- i. Transport 30-60min journey is what most commuters will make
- ii. Housing - important to be close to Oxford
- iii. Area A and B are well connected by public transport. A and B logical place to centre new development. Sustainable communities should be created in their own right rather than dormitory towns. Proximity to Oxford promoted active travel links to reduce impact on infrastructure.
- iv. A and B. Have locations been ranked?
- v. SA and TA identify ranking of locations + sustainability and impact of proposals on Cherwell and Oxford. CDC hasn't set out a rank.
- vi. The partial review seems to imply that CDC has already made up their mind that the majority of the growth will be around Kidlington. Is this biased? Based on the documents, Kidlington looks like it is favoured – what drove that decision?
- vii. No decisions have been made at this stage. The starting point is looking at the whole of the district, including connectivity and public transport links
- viii. Areas of Search were drawn based on: urban areas, PDL, transport nodes and promoted sites. Initial SA and Transport Study indicate that Areas A and B seems the most sustainable locations but we need more evidence (HRA, SFRA, Landscape) to inform the next stage.
- ix. SA framework produced by LUC looks at Oxford's and Cherwell's objectives but addresses Oxford's unmet need.
- x. Upper Heyford has further potential
- xi. Fan of new garden town type development – new developments shouldn't be bolted onto existing development
- xii. Oxford Parkway good location for some housing
- xiii. Some form of bolstering into what is existing (with new development in these areas)

- xiv. Connectivity is very important – having location close to employment
- xv. A + B, Bicester and Banbury make more sense
- xvi. Should be more ruthless and say no to areas.
- xvii. North of District is stupid location for the LP1 PR, it does not relate to Oxford. Banbury related to WODC, SNC and Birmingham. Houses in North of the District exacerbates problems.
- xviii. Heyford and Banbury solve CDCs issues not Oxfords unmet need.
- xix. Motorway junctions area inappropriate
- xx. MOD land Comparable to Heyford or Graven Hill (i.e. Arncot)
- xxi. If high end jobs in Bicester, then Arncott would be good
- xxii. 4,400 are too many for just Kidlington. It wouldn't cope.

#### Other

- i. Could have policy for key workers offer land for free to construct houses for key workers e.g. Bloombridge in Kidlington 21 Ha site only need 10Ha market value = £1m per acre
- ii. Density should be revisited
- iii. Oxford is a world class city – it is a fundamental building block – support that
- iv. Historic built and natural environment are not in these assessments.

### **3. Draft Vision and Strategic Objectives**

#### Vision

- i. Oxford suggested vision is non-location specific, a starting point to frame what follows. Responds to Oxford's needs in Cherwell context
- ii. Draft vision tries to please everyone all at the same time
- iii. Strategy is wrong
- iv. Should employment be pushed out of Oxford? Train line essential to move jobs out of Oxford perhaps.
- v. Oxford attractor of people and houses move universities to Bicester
- vi. In Oxford Astra Zenneca could not find site so moved to Cambridge not Bicester
- vii. Housing isn't just an isolated aspect; it has to coincide with employment opportunities.
- viii. The review does seem overly housing-focused. Should the review be wider than just housing?
- ix. There is an employment/housing imbalance in Oxford. The Partial Review is not a review of the LP but a partial review to help address Oxford's unmet housing needs.
- x. Needs vision is for a new city then dealing with the focus of Oxfords unmet need. Statement of a new garden city.
- xi. Connectivity to Oxford. Cambridgeshire is successful because of its connectivity between different modes of transport. Links to Ox Parkway.
- xii. All traffic and roads lead to the centre of Oxford. It is very important to provide good access into Oxford City Centre. In particular public transport and Park and Rides.
- xiii. Focus on Oxford impact on CDC

- xiv. Vision and objectives – health – need health to be designed to be dementia friendly need built facilities for healthy environment
- xv. LP1 Partial Review and Kidlington Masterplan don't connect. Kidlington Masterplan needs to be brought to the fore – housing will cost £500-£700 per sq. ft. at Oxford Parkway but £300 / sq. ft. in Kidlington
- xvi. Telecottages digital village in Kidlington as part of regeneration of the village
- xvii. Need to plan for care village
- xviii. City's requirement is for small units not executive homes. Concentrate what is missing, small units
- xix. Provide a range of housing types for Oxfords need.
- xx. Exemplar is a high bar + affordability contradicts each other.
- xxi. Oxford has lots of university colleges, which means lots of student accommodation – would Cherwell have to take a proportion of this, in addition to other types of housing?
- xxii. The competing nature of the houses build for Oxford's unmet housing need and those built for Cherwell's natural growth might seem to be somewhat adversarial.
- xxiii. Properties in Oxford are the most expensive around, so the issue of affordability will be key.
- xxiv. Can the Cambridge – Milton Keynes - Oxford corridor be considered as an example of good practice?
- xxv. The preferred route option has yet to be identified. We will keep an eye on future announcements.
- xxvi. New balanced communities in the Draft Vision for Meeting Oxford's Unmet Need – Does this have to be new? The existing settlements will have capacity for expansion?
- xxvii. 4,400 homes because of Oxford's needs. Accessibility to these employment areas is important such as Begbroke.
- xxviii. If 4,400 are for Oxford, roughly 3000 will generate value. Contributions from the development can go for better infrastructure provision.

### Objectives

- i. Objective 1 - partners- only /City and County Councils? – partners to extend to growth board partners through duty to cooperate
- ii. Potential to work with other districts to meet unmet needs
- iii. Disagree with SO17 – unrealistic job growth.
- iv. We do still need to build balanced communities, as the impact of growth affects many other areas. A vision seeking balanced communities may not be supported by objectives focused mainly on addressing Oxford's housing needs SO17 and SO18. Need to consider the common drivers of long term sustainability.

## **4. Considering and delivering Options**

### Approach

- i. Initial evidence indicates areas A and B are most sustainable
- ii. University needs to do proper Research and Development at Water Eaton
- iii. 100 dwellings, thresholds way too low, dilutes strategy
- iv. Is this a real need or not? Do ½ now and see if it is deliverable review for other ½ 2,200, then if there is demand then the other 2,200

- v. Biodiversity can affect where new developments take place.
- vi. Cluster sites together
- vii. Urban extension or new towns
- viii. Sites or sustainability
- ix. Infrastructure also drives the level of delivery – the Oxford unmet housing would be best suited to the edge of Oxford (i.e. Kidlington), rather than around the other two urban centres in Cherwell – Banbury and Bicester, which are probably too far away.
- x. Strategy – Banbury/Bicester is supported. There are pros and cons for sites in Banbury and Bicester.
- xi. Fundamental point – jobs in Oxford.
- xii. Oxford need – not to confuse with Oxford’s need not being met in Bicester – net migration. Plan for growth in Bicester– Green Belt has value. Settle in places like Heyford/ Bicester and travel to Oxford using high quality transport to Oxford. It becomes a Bicester issue. Potential to allocate housing in Bicester to meet Oxford’s unmet need. Ability to fund infrastructure improvements.
- xiii. If development is around a node could not new nodes be created?
- xiv. Locating housing closer to Oxford will be better at meeting Oxford’s unmet housing need, as geographic proximity is a key driver for people.
- xv. Should the delivery of housing be dispersed or concentrated? There are natural limits for housing, and sites other than those around Kidlington will surely be needed to take some of the pressure.
- xvi. Infringing on the Greenbelt has negative connotations – but Greenbelts can be enlarged or moved around – they are not fixed points – look at the example of Cambridge. Are Cherwell thinking of undertaking a Greenbelt review?
- xvii. Are we going back to Regional Spatial Strategies again?
- xviii. Who decides which houses have been designated for Oxford’s unmet housing need, and which have been designated for Cherwell?
- xix. This is an argument that could be made about any plan making process not just in addressing Oxford’s unmet needs. There are limitations on how prescriptive planning can be (who lives/works where) but the next stage of LP1 PR will influence housing mix, housing types and affordability.

### Infrastructure

- i. 440 homes per year added to housing delivery sites = c 6k people but NHS does not have capacity for new surgeries
- ii. The current Kidlington transport set-up is insufficient to deal with any more development
- iii. The transport system in and around Cherwell in general is poor, and the whole transport strategy wouldn’t be able to cope with such high levels of demand from an extra 4,400
- iv. Use of local building fund to deal with intractable problems of infrastructure
- v. Existing Capacity of the trains themselves - paths they can use – if you introduce new station, it will extend the length of the journey. Increase capacity on existing public transport (trains)
- vi. Major investment needed into public transport. The transport issues discussed are national, and not just localised.

- vii. Strategic employment driving unmet need – ways to apply for funding streams need to demonstrate going to provide jobs. Connection to SEP used to bid for funding  
A wider infrastructure strategy is needed rather than just endless mitigation. Previous mistakes have been made with the funding of infrastructure – this must not happen again.
- viii. Private cars are still the main method of transport, rather than public transport.
  - 4,400 homes seems a lot, but if you put it in perspective of having good transport links, in a nice area of the country, with good employment opportunities, it isn't that much housing.
- ix. It's fine having better transport links, but if you can't get there without driving, then it's pointless. Transport services need to be better integrated into the wider community. But they also need to be commercially viable.
- x. Could/should buses get preferential treatment? There should be interconnection between buses and trains (in real time)?
- xi. Developers and landowners need to be treated fairly. Is the additional infrastructure costs only for the 4,400 homes of Oxford's unmet housing need, or can it go towards funding general improvements to services across the district?
- xii. Approach should be for large allocations, which will have ability to lever in investment for larger infrastructure.
- xiii. Quantum of development – deliver small sites for a new school/or an extension to an existing school. Small sites can help existing school in Yarnton.

#### Delivery

- i. Housing crises nationally. How does greenbelt review address the housing crises? Disagree with green belt and developers banking. Investment and return means delivering houses gradually.
- ii. Ring-fencing may result in area I coming forward to meet 5 year housing land supply
- iii. Need strategy for Kidlington to deliver 2-3k homes and to deliver Kidlington Masterplan – work done already – smaller sites controlled by individual landowners
- iv. Further development around Water Eaton = 10-15 years away
- v. Approach to 5 year land supply: 2 local plans piggy backing distinguish land supply supplies and demonstrate to inspector delivery.
- vi. Site in different ownership come with one application to deliver. Sites in CDC are big and can accommodate huge growth.
- vii. Phasing? Not practical to dictate that.
- viii. Triggers in place before occupation. Agree with triggers
- ix. Control infrastructure: Delay for 106 negotiations, 50 units taking 2 years for 106 to then get to REM. Try and front load everything at PREAPP rather than post planning granting subject to 106.
- x. Is there a different trajectory for the Oxford unmet housing need compared to the other housing being built in Cherwell?
- xi. It hasn't been decided yet, first need to develop a strategy as well as the quantum and location of growth.
- xii. Delivery shouldn't be a problem, as landowners want quick delivery. But infrastructure upgrades will have knock-on effects on the ability to deliver.
- xiii. The sales rate would be out of the council's hands anyway, and competition is inevitable.

## 5. Developer Contributions SPD and CIL

- i. SPD and CIL based on adopted Local Plan growth. The future impacts of Partial Review sites to be looked into as the plan progresses to adoption.
- ii. CIL doesn't allow negotiation – flat rate makes some sites unviable undeliverable when you crunch numbers which is why prefer s106 route
- iii. Strategic site appraisal does not pick Cumulative effect of assumptions
- iv. Need to build development tolerances into model
- v. Savills to provide detailed comments to feed into discussions with Montagu Evans
- vi. Health might not be new build but might be used to support existing by existing contributions – developers don't mind giving money to support facilities
- vii. Contributions into CIL pot but infrastructure not always seen to be spent
- viii. Viability not an issue in CDC
- ix. CIL charges are higher than rest of Oxon and strategic sites should be excluded.
- x. CIL appealing to communities because to split to parish councils
- xi. Small builders getting away with S106 but appeals to bigger clients because of fairer distribution.
- xii. Community development funding through CIL – no expectation though CIL.
- xiii. Can contributions be more specific / itemised? They cannot just be viewed in isolation.
- xiv. Surcharges are very high, even comparatively.
- xv. Transparency in the finances is needed.
- xvi. Development is needed to pay for the infrastructure – so what other options are there?
- xvii. The clarity in the documents was commended. No concerns raised except for out of centre retail and that CIL for new retail uses may not be viable.
- xviii. Notional proposition – A and B Areas are reasonable to deliver for oxford's unmet need. There needs to be a balance between managing the issue - existing place and the new place and how it will appear, what infrastructure it will need.
- xix. CIL approach – contributions requested are within reason
- xx. Balance between seeking contributions and not putting development at risk.
- xxi. CIL schedule is very helpful
- xxii. City uses a calculator for mitigation on ecological matters. – Biometric – Defra meter
- xxiii. LPP2 – look at metric and biodiversity counting.
- xxiv. Table 2 in the SPD is very clear. Minimum threshold retained. Threat to small development coming ahead such as petrol station with retail, etc.
- xxv. SODC has CIL adopted and its charges are lower, CDC expectations too high?
- xxvi. Garages factored into the levy
- xxvii. The bigger the shopping list gets and the developer / land owner doesn't understand contribution like public art, when issues such as school and bus routes important.
- xxviii. Makes developers question why sell land
- xxix. Keep CIL simple – Speeds it up
- xxx. Parishes keen to see how much they can get
- xxxi. CIL should be infrastructure and not what the Parishes can get – Schools, trains
- xxxii. Public art can fall into disrepair and wasted.

## Appendix 7

## Draft Developer Contributions SPD November 2016: Summary of Consultation Responses

Rep No.	Name	Organisation	Summary of Representation
CIL-B-002		Banbury Town Council	As a consultee Banbury TC would like to be privy to draft heads of terms for individual development proposals at the pre-application stage, possibly as part of wider stakeholder panels for interested parties within the town. Our members have detailed local knowledge and our planning committee provides members with a wider strategic view of the town and how developments will embed themselves within it
CIL-B-005		Persimmon Homes Midlands	Paragraph 4.15 states that 'it is expected that 50% of the affordable rented housing will be built to Building Regulation Requirement M4(2) Category 3: Wheelchair User Dwelling' The SPD is not the appropriate place to introduce this requirement. The appropriate place to introduce this policy would be through the Part 2 Local Plan process and would need to be fully evidenced as required by the NPPG.
CIL-B-006		Barton Willmore on behalf of Bellway Homes Ltd and Archstone Projects Ltd	The SPD does not comply with national policy on deliverability of development and the role of local plans. The SPD does not contain sufficient evidence and justification to support the contributions and costs proposed. <ul style="list-style-type: none"> <li>• The PPG is clear that SPDs should not be used to add unnecessarily to the financial burdens on development and should not be used to set rates or charges which have not been established through development plan policy.</li> <li>• Appendix 9 sets out sums for open space provision. Each provision is multiplied over a 15 year period. This seems an unreasonably long period of time, and 10 years would be more reasonable.</li> <li>• The SPD is not supported by a robust evidence base to justify the contributions and associated charges.</li> </ul>
CIL-B-008		David Lock Associates on behalf of Gallagher Estates	There are a number of infrastructure items for which the SPD provides no supporting evidence as to how values have been calculated, nor what assumptions support any such calculations. Eg Contributions for Education infrastructure, commuted sums for maintenance for community halls, commuted sums for maintenance of open space, community safety/CCTV costs. <b>Security &amp; Timing of Payments</b> – There is no reference to a mechanism for the



			<p>repayment of unspent monies by the Council to the developer. Reference should be included in accordance with national guidance.</p> <p><b>Education</b> – There is no reference to education requirements being met through direct delivery of schools and/or extensions to existing facilities.</p> <p><b>Local Management Organisations</b> – It is noted that it is the Councils’ preference to adopt and maintain public open spaces, the option to use management companies is outlined within the document as an appropriate alternative. Any such decision taken in relation to a management approach should be solely between the developer and the District Council. It is not necessary or appropriate to require agreement of the town/parish council, who would not be party to any such S106 agreement. Reference to the need for propositions of management companies to secure approval of the town/parish council should be removed.</p> <p><b>Indoor Sport, Recreation and Community Facilities</b> – The SPD should refer to opportunities presented by the commercial operation of community facilities that might provide appropriate and alternative means to fund the ongoing management and maintenance of community facilities, such that they do not require payment of commuted sums. <b>Appendix 10</b> – Reference should be made to the alternative approach where it can be run as a commercial operation and/or management company. Timing of provision should be considered on a case by case basis. The timings for provision should therefore be expressed as a target, but not an absolute requirement. <b>Community Safety &amp; Policing</b> – Reference to the CIL tests should be added for the avoidance of doubt.</p>
<p><b>CIL-B-009</b></p>		<p><b>Rapleys on behalf of Pandora Trading Ltd</b></p>	<ol style="list-style-type: none"> <li>1) It is noted that Draft Heads of Terms are required to accompany any application submission – this is part of the standard validation process. This is supported in principle.</li> <li>2) It is noted that the developer is expected to pay all Council costs incurred as part of agreeing/assessing viability matters.</li> <li>3) It is noted that the number of likely S106 obligations that may be required as a result of the development is greatly reduced as many items are intended to be paid for by CIL. This is supported in principle. It is noted that many of these CIL items are not identified in the Reg 123 list – Clarification is sought as this could result in considerably greater S106 financial contributions than anticipated.</li> </ol>

			<p>4) It is unclear how the requirement to provide 2.5 apprenticeships per 50 dwellings will work in practice and how this is then calculated/reflected within any viability appraisal. Further clarity is sought on how this would operate and whether this can legally be required when measured against the necessary tests.</p>
CIL-B-010		Turley on behalf of Bovis Homes Ltd	<p><b>Further clarity should be provided throughout the SPD with regard to which infrastructure requirements will be delivered through S106 contributions and which will be delivered through CIL. The Council needs to ensure that there is no overlap between the Reg 123 list and the IDP to ensure no ‘double counting’ of contributions.</b></p> <p><b>Affordable Housing:</b> Whilst primary legislation for Starter Homes has been introduced, to date the definition of affordable housing has not been altered within the NPPF and starter Homes do not have the necessary secondary legislation. Suggest that Starter Homes is removed from the SPD list of affordable housing types until it is defined as such.</p> <p><b>Education:</b> It is not clear what the difference is between the education improvements which will be paid for by CIL and those more site specific contributions which will be sought through S106 agreements. Further detail should be provided to clarify the difference between the two. The Council may also wish to consider clarifying how they will calculate education contributions in relation to outline applications where the exact dwelling mix is unknown.</p> <p><b>Transport &amp; Access:</b> Upon adoption of CIL the Council will need to ensure that they are not seeking contributions from both S106 and CIL towards the same projects or types of infrastructure. It should also be clear which IDP projects developers would be expected to contribute towards and it should be demonstrated that these would meet the Reg 122 CIL tests.</p> <p><b>Health Care:</b> It is noted that no indicative formula is provided for calculating healthcare contributions. It would be beneficial for further guidance to be provided within the SPD.</p>
CIL-B-011	Simon Dackombe	Thames Valley Police	<p>Welcome the recognition of the need to secure contributions towards ‘Community Safety and policing. Would however wish to see more specific comments relating to the role of TVP as the ‘service’ provider. Would like to see a reference to ANPR</p>

			cameras. In certain cases there may be a requirement for an on-site presence. Usually in the form of a 'touchdown facility'. Amended wording to paras 4.77-4.80 is suggested.
<b>CIL-B-012</b>		<b>Boyer Planning on behalf of Redrow Homes and Wates Developments</b>	<p>Concerned that the proposed approach for some developer contributions may not meet the limitations set out in Reg 122 and 123 of the CIL regulations. Also concerned that the SPD does not make clear whether it is intended to apply prior post adoption of CIL.</p> <p><b>Affordable Housing:</b> Requirements appear to pass the CIL tests. Although the SPD should state that it is subject to site specific assessment and viability considerations.</p> <p><b>Transport &amp; Access:</b> It is considered that the current level of detail regarding potential S106 contributions towards transport and access proposals is not sufficient to enable a full response to be made at this stage. Further consultation is required once the specific transport schemes and payment mechanisms have been established.</p> <p><b>Education:</b> Appendix 4 does not acknowledge that existing school capacity needs to be taken in to account, nor define or provide guidance on the means of doing this. It is important to recognise that for outline applications housing mix will usually be indicative. S106s must therefore be sufficiently flexible to allow the sums to be paid to be determined once the precise mix is known and approved as part of RM applications.</p> <p><b>Open Space, Play Facilities, Outdoor Recreation and Sport:</b> It is clear that the evidence base for this cannot be considered up to date and should not form the basis for negotiations. An up to date evidence base is required which will be subject to further consultation. Para 4.37: There is no certainty provided as to when or how commercial development could trigger a contribution and how that assessment and judgement would be made. It is also not clear how any such contributions would be calculated. There is no evidence base to justify requirements related to commercial development and propose that this reference is deleted. There is no evidence to support Appendix 5.</p> <p><b>Indoor Sport, Recreation &amp; Community Facilities:</b> Again the evidence is out-of-date. An up-to-date evidence base should be provided which should be subject to further consultation prior to progressing these requirements.</p> <p><b>Nature Conservation &amp; Biodiversity:</b> No adverse comments.</p>

			<p><b>Apprenticeship &amp; Skills:</b> Argue that the SPD requirements do not appear to pass the tests of S106 obligations as set out in para 204 of the NPPF.</p> <p><b>Public Art:</b> There is no detail on how the provision of public art would make the development acceptable in planning terms. Whilst such provision is desirable it cannot be considered necessary as required by the CIL regulations.</p> <p><b>Health Care:</b> There is no guidance or formula to determine the nature and extent of the requirement. This lack of guidance could cause delay and uncertainty in the determination of major schemes where requirements will have to be determined from consultation with NHS trusts.</p> <p><b>Community Safety &amp; Policing:</b> Concerned that it has not been demonstrated how and to what extent, using tools such as 'secured by design' and CCTV requirements are necessary to make the proposed development acceptable in planning terms.</p> <p><b>Monitoring &amp; Enforcement:</b> Details on how costs will be updated must be clearly set out in the SPD and those details the subject of further consultation.</p>
<b>CIL-B-014</b>		<b>Sport England</b>	<p>Welcomes the council's approach to undertaking a Playing Pitch Strategy (PPS) and Built Facilities Strategy (BFS). It should be noted that Sports England does not support a standards based approach. The PPS and BFS will provide a robust evidence base and strategy for directing developer contributions.</p>
<b>CIL-B-017</b>		<b>Oxfordshire County Council</b>	<p>A number of minor wording changes have been suggested.</p>
<b>CIL-B-018</b>		<b>West Waddy ADP on behalf of JA Pye (Oxford) Ltd</b>	<p>The SPD shows a very extensive range of infrastructure that will continue to be funded from planning obligations rather than CIL. This is contrary to the understanding that CIL would in large part replace S106 contributions. It is also fundamentally different to the approach of Oxford City Council. Argument made that the combination of CIL and S106 requirements as set out in the SPD fails to demonstrate the viability of what is required. It is important that the SPD is amended to make it compliant with Government policy.</p>
<b>CIL-B-20</b>		<b>OxLEP</b>	<p>Table 2: No reference is made to skills or the Employment, Skills and Training Plans which are detailed in Appendix 13. This point would be strengthened if the wider skills agenda was reflected rather than just apprenticeships and if it were removed from the 'education' section to a stand-alone section. OxLEP supports the section on Apprenticeship and Skills. It also supports the interim position statement set out in Appendix 13 and are seeking broadly similar approaches across Oxfordshire. Have developed a paper on the use of Community Employment Plans. Appendix 13 needs</p>

			to refer to the Sep 2016 not the 2014 version. It would also be useful to also include reference to the Oxfordshire Skills Strategy and it relevant strategic priorities as well as the SEP.
<b>CIL-B-021</b>		<b>Historic England</b>	Note the reference to heritage 'infrastructure' in Table 2 which we welcome. Surprised that there is no sub-section on heritage which could be used to explain how developer contributions can be used for the conservation and enhancement of the historic environment.
<b>CIL-B-022</b>		<b>Anglian Water Services Ltd</b>	Recommend that Table 2 be amended to refer to planning conditions being sought for foul sewerage network enhancement rather than CIL charges as proposed. Reference should also be made to our ability to seek contributions from developers in accordance with the provisions of the provisions of the Water Industry Act 1991.
<b>CIL-B-024</b>		<b>Bloxham Parish Council</b>	<p>3.6 - Assume that parish councils will be fully engaged in pre-application discussions.</p> <p>3.16 - When considering administration charges, will account be taken of parish clerk costs in administering the payments?</p> <p>3.17 - Should the LPA identify the trigger points or payments dates?</p> <p>3.18 – Late payments should automatically result in additional charges for monitoring and enforcement costs.</p> <p>3.20 – Unless the LPA directs the payment schedule it may find it difficult to monitor the receipt of appropriate payments.</p> <p>3.22 – The system to be in place for transfer to Parich Council's needs to be simple and clear.</p> <p>3.30 – Rewording suggested.</p> <p>Fig 1: second box down should include Parish Council</p> <p>4.15 – Wheelchair user dwellings should be included as standard.</p> <p>4.36 – It is not often appropriate for full on site provision if these facilities are then to be the responsibility of a management company for which residents are charged. Far better to improve the village facilities as a whole for play and recreation and thereby encourage the integration of new residents.</p>
<b>CIL-B-025</b>		<b>Adderbury Parish Council</b>	Supports the retention of developer contributions outlined in the SPD. Agrees with the types of infrastructure outlined for S106 in Table 2. However, suggests that traffic calming measures are included as a potential developer contribution wherever they may be relevant to a particular site. Encourages CDC to engage more

			fully with PCs in making decisions with regard to developer contributions which affect their parish.
<b>CIL-B-026</b>		<b>David Lock Associates on behalf of Hallam Land Management Ltd</b>	<p>Table 2 and the relevant topic sections need to be clearer about the relationship between CIL and planning obligations for potential off-site items including education, early years, health, strategic waste and management and nature conservation and biodiversity.</p> <p>Section 3 should include text regarding the ability to recover unspent contributions. The average occupancy rate per dwelling of 2.49 should be revisited to reflect the most recent household projections. The average pupil generation per dwelling should be based on more up to date evidence than the 2008 Oxfordshire Survey of New Housing.</p>
<b>CIL-B-027</b>		<b>Richborough Estates</b>	<p>Security and Timing of Payments: Quoting case law argued that in the vast majority of cases fees cannot be charged for monitoring/administration of planning obligations. Any reference to such fees should therefore be deleted.</p> <p>Para 3.16 – Needs to be amended to remove reference to financial contributions usually being paid prior to the implementation of a planning permission. All the paragraph needs to say is that a financial contribution should be made in accordance with a programme of agreed payments.</p> <p>3.19 – Additional text is needed to reflect the fact that a 14 day period must be extended if necessary to allow any disputes to be resolved.</p> <p>4.14 – This requires that developments of at least 400 dwellings should include a minimum of 45 self-contained extra-care dwellings. The SPD does not provide any evidence as to why a figure of 45 is used, or why a threshold of 400 dwellings is enough to accommodate extra-care.</p> <p>4.15 – If the Council wishes to introduce policy relating to M4(2) standards it must do this through the Local Plan and not an SPD. Paragraph 4.15 should be deleted.</p> <p>4.28 – should be amended to say <i>that 'where necessary new development will be required to provide financial and/or in-kind contributions as mitigation if the development results in adverse transport impacts.'</i></p> <p><b>Open Space, Play facilities, Outdoor Sport &amp; Recreation:</b> It is difficult to see how the Council can make a genuine up-to-date assessment of need when their evidence base is so out of date. The Council needs to qualify why 15 years is the most appropriate length of time for maintenance costs. Object to the potential restriction</p>

			<p>on the use of management companies.</p> <p>Community Safety &amp; Policing: It would be very difficult to link new proposals to issues of crime and disorder. Paragraph 4.78 needs more thought and references to the tests for planning obligations.</p> <p><b>New Schools:</b> Some new schools can be owned and funded by companies whilst others are fee paying. In such circumstances it is not considered appropriate that these types of providers should receive land at no charge to themselves. A developer should not be expected to pay more than the amount generated by new pupil numbers. Appendix 4 needs amending to caveat the requirements regarding land for new schools and any subsequent financial contributions.</p> <p><b>Appendix 7:</b> The SPD must make a distinction between the costs of new facilities and the costs of improving existing facilities.</p> <p><b>Appendix 11:</b> If the open space provision meets the District Council's requirements then getting parish or town council agreement is not necessary. There is no particular need to make reference to how approvals will be managed as these will be contained in individual conditions specific to each planning permission. It is difficult to understand why commuted sums would need to be looked at again and this needs to be explained by the Council. The SPD needs to be very clear under what circumstances revised calculations would be undertaken.</p>
<b>CIL-B-029</b>		<b>The Canal &amp; River Trust</b>	<p>The Trust will seek to maximise opportunities for partnership working to secure funding and will request developer funding where appropriate. Would like to see the upgrading of canal towpaths recognised where additional usage is likely to result from a specific development. The council recognise our concerns and has supported requests for S106 funding. Suggest that where an improvement/mitigation is required it should be secured by S106 rather than CIL. Would welcome this being clarified. Ask that specific canal towpath improvements are specifically mentioned.</p>
<b>CIL-B-030</b>		<b>Banbury Civic Society</b>	<p>The extent of infrastructure contributions will vary from site to site depending on a number of factors. It is not clear how a fixed schedule will provide for such variations in the same way as S106 can. Have any comparisons with current development sites in and around Banbury been made and if so what have been the conclusions?</p>
<b>CIL-B-031</b>		<b>Oxfordshire Clinical Commissioning Group</b>	<p>OCCG suggests an amendment in the Health Care section, para 4.75. This reflects developing OCCG policy and the units more frequently used for considering sustainable general practice size. There is some variation in the number of GPs</p>

			employed to serve a patient population across the county, and new developments in workforce planning are having significant effect. Proposes that the words '4 or more whole time equivalent (WTE) GPs' should be replaced by 'patient population of 8,000 or more (to be reviewed 2017)
<b>CIL-B-032</b>		<b>Barton Willmore on behalf of A2Dominion Group Ltd</b>	<p>Would welcome the opportunity of discussing the approach in respect of large strategic sites and NW Bicester in particular, and the interface between CIL and S106.</p> <p><b>Double Counting:</b> This is not permitted by law. The Council must ensure that the combined total impact of CIL and S106 obligations does not threaten the viability of the sites and scale of development identified.</p> <p><b>Pre Application Discussions:</b> It is vital that OCC is fully engaged with this process. While it can be good practice to submit information about a proposed planning obligation alongside an application, it should not normally be a requirement for validation of a planning application.</p> <p><b>Security &amp; Timing of Payment:</b> To ensure scheme viability is not threatened, CDC and OCC must adopt a flexible approach to the phasing of payments/delivery of on-site provision. How will CDC be reporting financial contributions?</p> <p><b>Table 2:</b> This schedule should include anticipated County infrastructure types and the mechanism for delivery.</p> <p><b>In Kind Contributions:</b> The SPD should reflect the fact that developments may provide 'payments in kind' to mitigate impact.</p> <p><b>Affordable Housing:</b> The Council advises that it will apply its policy requirement to all developments in the first instance. This is contrary to Government policy where CIL top slices the viability, and affordable housing is the balancing mechanism. Affordable housing will be subject to viability testing. This should be set out in the SPD.</p> <p><b>Calculation of Contributions:</b> Questions the evidence base behind the calculation of various contributions.</p>
<b>CIL-B-033</b>		<b>Blue Cedar Homes</b>	Viability testing demonstrates that sheltered retirement housing (Use Class C3) is very challenging. Applying generic obligations on retirement developments will be to constrain the delivery of schemes. C3 sheltered/retirement housing is subject to different levels of contribution across the authority. A justification for this argument is provided.



<b>CIL-B-039</b>	<b>Peter Webber</b>		It is particularly important that proper weight is given to S106 and S278 contributions. This is important as some charities who own land may be exempt from CIL. No major infrastructure, no major development.
<b>CIL-B-041</b>	<b>Susi Peace</b>		Because of the small amount of development in the village of Islip can the village apply for some of the fund relating to the other development that is near ie Bicester and JR as the traffic produced is making Islip unsafe for pedestrians.