

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

**Submission Plan – February 2018**

**Duty to Cooperate Statement  
February 2018**

# 1. Introduction

- 1.1. The Duty to Cooperate places a legal duty on local planning authorities and 'prescribed bodies' to engage constructively, actively and on an on-going- basis to secure effective cooperation on strategic cross boundary matters when preparing Local Plans.
- 1.2. All 6 Oxfordshire's councils have accepted that Oxford cannot fully meet its own housing needs and committed collectively to consider how that need might be sustainably distributed to neighbouring authorities. Cherwell District Council made a commitment to undertaking a Partial Review of its Local Plan if joint work revealed a need to provide additional development. This commitment is provided at para. B.95 of the existing Cherwell Local Plan (2015).
- 1.3. The Submission Plan is a partial review of the adopted Local Plan with the specific focus of meeting that part of Oxford's unmet housing need apportioned to Cherwell through the Oxfordshire Growth Board. This duty to cooperate statement therefore has the specific focus on the strategic priorities associated with the preparation of the Submission Plan for that particular purpose. The Submission Plan should be read in alongside the adopted Cherwell Local Plan 2015 and its evidence base.
- 1.4. This statement demonstrates how Cherwell District Council has complied with the 'Duty to Cooperate' in preparing the Cherwell Local Plan (Part1) Partial Review – Submission Plan in the following sections:
  - Section 1 (this section): Introduction and legal and regulatory context to the Duty to Cooperate
  - Section 2: Context to consultation and engagement
  - Section 3: How the Council has cooperated with prescribed bodies and other relevant Duty to Cooperate bodies on cross-boundary strategy matters
  - Section 4: Conclusion
- 1.5. Appendix 1 of this statement contains a map of the neighbouring authorities to Cherwell District Council and Appendix 2 provides a summary table of engagement with prescribed bodies and other relevant Duty to Cooperate bodies.

## Legislation

- 1.6. Section 110 of the 2011 Localism Act inserts a new Section 33A in the Planning and Compulsory Purchase Act 2004 which places a legal duty to actively and constructively engage on strategic cross-boundary issues.
- 1.7. The duty to cooperate requires Local Planning Authorities to engage constructively and actively with relevant bodies, as part of an ongoing process, to maximise effective working on the preparation of development plan documents in relation to strategic matters. Strategic matters as those relating to:
  - Sustainable development or use of land that has or would have a significant impact on at least two planning areas.
  - In particular, sustainable development or use of land in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas.

1.8. Cherwell's neighbouring authorities are:

- Aylesbury Vale District Council
- Buckinghamshire County Council
- Northamptonshire County Council\*
- Oxford City Council
- Oxfordshire County Council
- South Northamptonshire Council\*
- South Oxfordshire District Council
- Stratford-on-Avon District Council
- Vale of White Horse District Council
- Warwickshire County Council
- West Oxfordshire District Council

*\*Daventry District Council, Northampton Borough Council, South Northamptonshire Council and Northamptonshire County Council have established the West Northamptonshire Joint Planning Unit to prepare joint development plan documents, including the Joint Core Strategy and other joint Supplementary Planning Documents.*

1.9. These are illustrated in Appendix 1.

### ***Town and Country Planning (Local Planning) (England) Regulations 2012***

1.10. Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the 'prescribed bodies' for the purposes of implementing Section 33A of the 2004 Act.. Of those bodies listed in the Regulation it is considered that the following bodies are relevant to Cherwell District:

- The Environment Agency
- Historic England (Historic Buildings and Monuments Commission for England)
- Natural England
- The Civil Aviation Authority
- Homes Agency (Homes and Communities Agency)
- Oxfordshire Clinical Commissioning Groups
- The NHS England South East Commissioning Board
- Office of Rail and Road (Office of Rail Regulation)
- The Highway Authority – Section 1 of the Highways Act 1980:
  - Oxfordshire County Council
  - Highways England (The Highways Agency)
- Local Enterprise Partnerships:
  - The Oxfordshire Local Enterprise Partnership (OxLEP)
  - The South East Midlands Local Enterprise Partnership (SEMLEP)
- The Oxfordshire Local Nature Partnership

## ***National Planning Policy Framework and Planning Policy Guidance***

- 1.11. The application of the 'Duty to Co-operate' is also informed by the National Planning Policy Framework (NPPF) and Planning Policy Guidance (PPG).
- 1.12. Paragraph 156 of the NPPF highlights the strategic priorities that local planning authorities should deliver including homes, jobs and infrastructure.
- 1.13. Paragraphs 178-181 of the NPPF explain that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those related to strategic issues, and that joint working should enable local planning authorities to work together to meet development requirements which cannot be wholly met within their areas. The NPPF also identifies that co-operation should be a continuous process of engagement to ensure that plans are in place to provide the infrastructure necessary to support current and projected future levels of development. Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination.
- 1.14. Paragraph 182 of the NPPF sets out four tests of soundness, two of which expressly relate to the need for cross-boundary co-operation:

*“Positively prepared – The plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;” and;*

*“Effective – The plan should be deliverable over its period and based on effective joint working on cross - boundary strategic priorities”*
- 1.15. Paragraph 31 states, ' *Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development...*'
- 1.16. Planning Policy Guidance (PPG) provides further guidance and makes clear the Duty to Cooperate:
  - is separate from but related to the Local Plan test of soundness.
  - is not a duty to agree.
  - has no definitive list of actions that constitute effective cooperation. The focus is on Cooperation to produce effective policies on cross boundary strategic matters and effective cooperation is likely to require sustained joint working with concrete actions and outcomes.

## **2. Consultation and engagement**

- 2.1. The Council has involved the local community, stakeholders and statutory bodies in the preparation of the Submission Plan.

- 2.2. The Council has undertaken significant consultation with a wide range of stakeholders, including the general public, Parish Councils, national organisations and statutory bodies as part of the statutory consultation processes during the preparation of the Submission Plan. The consultation was carried out in accordance with the adopted Statement of Community Involvement (SCI) document (July 2016). The SCI is available on-line at: <https://www.cherwell.gov.uk/info/33/planning-policy/383/statement-of-community-involvement>
- 2.3. Consultation has been supported by exhibitions, workshops and stakeholder meetings at various stages of plan preparation.
- 2.4. There have been three main stages of consultation as listed in Table 1. Engagement and cooperation with other bodies has taken place within and outside of these formal consultation periods.

**Table 1: Formal consultations**

<b>Date</b>	<b>Formal consultations</b>
29 January 2016 – 11 March 2016	Local Plan Part 1 Partial Review Issues
14 November 2016 – 9 January 2017	Local Plan Part 1 Partial Review Options
17 July 2017 – 10 October 2017	Local Plan Part 1 Partial Review Proposed Submission Plan

- 2.5. Statement of Consultation accompanying the Submission Plan provides an account of the consultation carried out at the different stages of the Local Plan preparation. It explains how the Council has formally involved the local community, stakeholders and statutory bodies in the plan-making process, describes the various consultations undertaken and who was consulted and when. The Statement and its appendices summarise the main issues raised and explains how these were addressed.
- 2.6. Section 3 of this statement shows how the Council has engaged constructively, actively and on an on-going basis with the prescribed bodies and relevant ‘duty to cooperate’ bodies on cross-boundary strategic matters throughout the preparation of the Submission Plan.

### **3. Strategic Cross Boundary Matters and cooperation with prescribed bodies**

#### **3.1 Introduction**

- 3.1.1 The specific focus of the Submission Plan is that of meeting that part of Oxford’s unmet housing need apportioned to Cherwell through the Oxfordshire Growth Board. This duty to cooperate statement therefore has the specific focus on the strategic priorities associated with the preparation of the Submission Plan for that particular purpose.

3.1.2 Strategic matters not related to the provision of Oxford's unmet housing need are outside the scope of the Submission Plan.

3.1.3 This section explains how the council has cooperated with prescribed bodies through the preparation of the Submission Local Plan Partial Review – Oxford's Unmet Housing Need to address effectively cross boundary strategic matters on the subsections below:

Section 3.2: Oxford's unmet housing need

Section 3.3: Economic growth

Section 3.4: Transport infrastructure

Section 3.5: Other Infrastructure

Section 3.6: Green Belt

Section 3.7: Open space and recreation

Section 3.8: Biodiversity and nature conservation

Section 3.9: Flood risk management and climate change

Section 3.10: Historic environment

## 3.2 Oxford's unmet housing need

### *Strategic Issues*

- Identifying the level of unmet housing need
- Apportionment of unmet need
- Addressing Oxford's unmet housing needs in Cherwell
- Location of growth and its relationship to neighbouring authorities
- Oxford's affordable housing and key worker housing needs
- Landscape and heritage impacts of PR10
- Plan delivery

### *Relevant prescribed bodies*

- Homes Agency (former Homes and Communities Agency)
- Oxfordshire County Council
- Historic England
- Natural England
- Oxfordshire Local Enterprise Partnership (Oxfordshire LEP)
- Neighbouring District and County Councils

## **Engagement**

### Cooperation through the Oxfordshire Growth Board

3.2.1 Cherwell District Council shares a Housing Market Area with all the local authorities in Oxfordshire and two Functional Economic Market Areas one with Oxfordshire and one with South East Midlands (refer to Section 3.3 on Economic Growth).

3.2.2 The six Oxfordshire local authorities (county, districts and city councils) have a record of cooperation on cross boundary matters which precedes the 'duty to cooperate' requirements in the NPPF. The Oxfordshire Planning Policy Officers group (OPPO) was a forum for countywide discussion and cooperation for many years.

- 3.2.3 Prior to the establishment of the Oxfordshire Growth Board (OGB), the six authorities were members of the Oxfordshire Spatial Planning and Infrastructure Partnership (SPIP) which commenced county wide co-operation on the preparation of the Oxfordshire Strategic Market Housing Assessment (SHMA) (evidence doc. PR04) and the Oxfordshire City Deal. In 2014, this became the Oxfordshire Growth Board (OGB), a Joint Committee of all six Oxfordshire councils. The six councils are the core voting members. The Board also includes co-opted non-voting members from the following organisations:
- Oxfordshire Local Enterprise Partnership (OxLEP)
  - Oxford Universities
  - The Oxfordshire Skills Board
  - The Environment Agency
  - Homes England ( former Homes and Communities Agency)
  - Network Rail
  - Highways England
- 3.2.4 In November 2014 the OGB agreed a programme of work for addressing the unmet housing need arising from the Strategic Housing Market Assessment (SHMA) for Oxford City. On 19 November 2015 the OGB agreed a total working figure for Oxford's unmet housing need of 15,000 homes (evidence doc. PR12).
- 3.2.5 On 26 September 2016 the OGB decided on an apportionment of 14,850 homes for consideration in the preparation the Oxfordshire Authorities Local Plans. Cherwell's apportionment was a net 4,400 homes (evidence doc PR27).
- 3.2.6 Details of the OGB terms of reference, meetings, work programmes and evidence documents are available at: <https://www.oxfordshire.gov.uk/cms/content/oxfordshire-growth-board>
- 3.2.7 From 2014, the Councils worked together as part of the OGB to assess how and where any unmet housing need might best be accommodated in the Oxfordshire housing market area. From 2016 all six authorities cooperated in the preparation of the Oxfordshire Infrastructure Strategy and more recently on the emerging Oxfordshire Housing and Growth Deal.
- 3.2.8 The Oxfordshire councils work together through the Oxfordshire Local Economic Partnership (OXLEP) which prepares the Strategic Economic Plan for Oxfordshire. Cherwell also work with South East Midlands authorities through the South East Midlands Local Economic Partnership (SEMLEP) which prepares the Strategic Economic Plan for South East Midlands. Housing need and housing provision are an important part of planning for growth and relevant to the preparation of economic plans.
- 3.2.9 The Oxfordshire Strategic Housing Market Assessment (SHMA) 2014 was prepared jointly by the 6 Oxfordshire councils and informs the objectively assessed housing needs for Oxfordshire and the individual districts and city council areas. The SHMA 2014 provides an evidence based assessment of market and affordable housing and helps the Oxfordshire local planning authorities to prepare and adopt Local Plans based on robust 'objectively assessed housing need' evidence.
- 3.2.10 The council's adopted Cherwell Local Plan (Part 1) meets the full, objectively assessed need for Cherwell (22,840 homes) for the period to 2031.

3.2.11 In 2014 all Oxfordshire authorities signed up to a Joint Statement of Cooperation (PR01) committing to a process and arrangements for cooperation should one of the Parties be unable to accommodate their objectively assessed need identified in the Oxfordshire Strategic Housing Market Assessment (SHMA).

3.2.12 In November 2014, the Growth Board reached a general agreement between the authorities that there was limited capacity within Oxford to accommodate the number of homes required to meet its needs. There was a significant potential shortfall which would need to be provided for in neighbouring districts (evidence doc. PR05).

3.2.13 In order to address soundness matters, the Planning Inspector examining the Cherwell Local Plan required that a commitment to help meet the needs of Oxford was recorded in the plan.

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

*(Inspector Report for the Cherwell Local Plan – Evidence document PR45)*

3.2.14 Paragraph B.95 of the adopted Local Plan (2015) addresses that commitment and triggered county wide joint working through the Oxfordshire Growth Board and between councils to address Oxford’s unmet housing needs.

3.2.15 The Oxfordshire authorities worked to an agreed programme to review the capacity of Oxford to address its housing need. The authorities commissioned a report to examine this issue and following the consideration of the report’s outcomes all authorities agreed in November 2015 a working assumption of 15,000 homes for Oxford City’s unmet need to 2031 (evidence doc. PR12).

3.2.16 On 26 September 2016 the Oxfordshire Growth Board considered a report summarising the output of the countywide work programme and decided on an apportionment of 14,850 homes to the districts and city councils (evidence doc. PR27).

<b>Oxfordshire Growth Board Apportionment of Oxford's Unmet Housing Needs</b>	
<b>District</b>	<b>Apportionment - No. of Homes (Net)</b>
<b>Cherwell</b>	<b>4400</b>
Oxford	550
South Oxfordshire*	4950
Vale of White Horse	2200
West Oxfordshire	2750
Total	14850
*Note: South Oxfordshire District Council did not agree to the apportionment	

3.2.17 This apportionment was followed by a Memorandum of Cooperation in November 2016 signed by Oxford City Council, Cherwell District Council, Vale of the White Horse District Council, West Oxfordshire District Council and Oxfordshire County Council (evidence doc. PR 28).



- 3.2.18 Although South Oxfordshire District Council did not sign the Memorandum of Cooperation, South Oxfordshire officers played an active part in the Growth Board work programme and contributed to the preparation of all evidence documents.
- 3.2.19 The OGB work programme included the preparation of a county wide Green Belt Study (October 2015, evidence doc. PR13), a Transport Assessment (May 2016, evidence doc. PR15), an education evidence (September 2016, evidence doc. PR15), an Assessment of Spatial Options (September 2016, evidence doc. PR14). The Statement of Cooperation, Memorandum of Cooperation, agreed joint work programme, evidence documents and the details of meetings and minutes are can be viewed at <https://www.oxfordshire.gov.uk/cms/content/oxfordshire-growth-board>.
- 3.2.20 Key documents are available as part of the Partial Reviews evidence base at: <https://www.cherwell.gov.uk/info/112/evidence-base/369/local-plan-part-1-partial-review---evidence-base>.
- 3.2.21 The main outcomes of effective cooperation in cross-boundary housing matters are the testing of the level of Oxford's unmet housing needs; the determination of an apportionment of that need, closer understanding of the needs arising from Oxford City; strategic information on Green Belt, Transport, Education; and consensus building that have all informed the preparation of Cherwell's Submission Local Plan Part 1 Partial Review February 2018. The Plan proposes meeting the agreed apportionment of Oxford's unmet housing need in the Cherwell District. Work on the Oxfordshire Infrastructure Strategy has assisted the preparation of the Partial's Review's Infrastructure Schedule. Continued work on the Oxfordshire Growth Deal assists wider delivery of the Plan.

#### Cooperation outside the Oxfordshire Growth Board

- 3.2.22 In addition to joint working through the Oxfordshire Growth Board, the Submission Plan was informed by direct discussions and joint working with local authorities and other organisations relevant to the duty to cooperate.
- 3.2.23 The Council held a stakeholder workshop (13.12.16) attended by adjoining local authorities, Oxford University representatives, Oxfordshire Clinical Commissioning Group (OCCG), rail representatives, site promoters, and local groups (including green belt). This engagement enable early discussion on strategic matters from location of growth and infrastructure provision to Green Belt considerations. Similar workshops were undertaken for parishes, town councils on (07.12.16, 12.12.16, 23.02.16 and 24.02.16). This engagement and comments received through representations helped inform the preparation of the Proposed Submission Plan. The council's Consultation Statement provides details of attendance and main issues raised.
- 3.2.24 Specific duty to cooperate meetings with South Oxfordshire District Council (03.08.17), Vale of the White Horse District Council (18.09.17 and 27.09.17), Oxford City Council (15.09.17), West Oxfordshire District Council (22.09.17 and 10.04.17) and Oxford City Council (15.09.17 and 15.11.17) helped the councils to identify cross boundary strategic issues.

#### *South Oxfordshire DC*

- 3.2.25 In August 2017 Cherwell and South Oxfordshire councils met to discuss cross-boundary issues arising from their respective emerging plans. Although the councils

have taken different approaches to address Oxford's unmet need in the preparation of their respective local plans, South Oxfordshire have committed to undertake a partial review of its Local Plan once the City's Plan has been adopted.

3.2.26 In November 2017 West Oxfordshire, Oxford City and Cherwell councils objected to South Oxfordshire's Publication Local Plan 2033 (Regulation 19 stage). The main reasons for the joint objection were:

- departure from the agreed Growth Board apportionment to address Oxford City's unmet housing needs.
- delivering housing to contribute to Oxford's needs solely in accordance with the SODC's own spatial strategy (including disregarding GB sites on the City's boundaries)
- failure to prepare a plan which effectively contributes to Oxford's unmet affordable housing need element of the apportionment given the low percentage of affordable housing

3.2.27 Nevertheless, the two councils have a positive working relationship and track record of effective joint working. The only substantive matter of disagreement is the approach to Oxford's unmet housing need in the emerging SODC Local Plan 2033 and LP1 Partial Review.

#### *West Oxfordshire*

3.2.28 In May 2017 the two Councils signed a statement of common ground (SoCG) to confirm their agreed position on the Duty to Cooperate, the Oxfordshire SHMA and West Oxfordshire's apportionment of Oxford's unmet housing need for the WODC Local Plan Examination. The two council's did not have any substantive areas of disagreement, at that time. The SoCG precedes Cherwell's consultation on the Proposed Submission Local Plan.

3.2.29 Although, West Oxfordshire response to the overall Submission Plan is supportive, the council objects to Policy PR10 Land South East of Woodstock on landscape and heritage grounds. West Oxfordshire are also of the view that increasing the housing densities at other proposed allocations would negate the need to allocate Policy PR10. The Submission Plan proposes amendments to Policy PR10 responding to its heritage and landscape constraints and informed by a meeting with Historic England on 06.09.2017 and further communication. This included avoiding areas of archaeology associated with the Blenheim Villa Scheduled Ancient Monument and the removal of the requirement to retain land at the site in agricultural use (within a designated area of green space) to maximise the opportunity for any archaeology to remain undisturbed. The Submission Plan is informed by a Sustainability Appraisal and evidence addressing the consideration of transport and landscape impacts in the Submission Plan area and potential cross boundary impacts in West Oxfordshire.

3.2.30 The Submission Plan site policies address high level assumptions of site capacity, each policy requires a development brief to be jointly prepared and agreed in advance with Cherwell District Council and in consultation with Oxfordshire and Oxford City councils. Policy PR10 requires the development brief to be prepared in consultation with Oxfordshire and West Oxfordshire councils and Historic England.

### *Oxford City Council*

- 3.2.31 Oxford City Council supports the Submission Plan location of growth and welcomes its good relationship to Oxford and sustainable travel opportunities. The City council encourages earlier delivery of sites when possible (before 2021). The Submission Plan's approach to affordable housing and key worker housing is supported and the ongoing dialogue between the two councils planning and housing officers is welcomed.
- 3.2.32 The starting date of 2021 for the commencement of development in the Submission plan does not preclude early delivery of development sites. This is acknowledged in the Growth Board Memorandum of Cooperation (November 2016) and replicated under Paragraph 1.33 of the Proposed Submission Plan (July 2017). The exception are sites PR7a and PR10 which are phased towards the end of the plan period.
- 3.2.33 Oxford City Council emerging Local Plan identifies site 590 as a preferred option. The site lies to the south of Cherwell Submission Plan Policy PR3c (triangular parcel of land between the railway line and the A34). The City Council is of the view that if land at Policy PR3c is not taken forward for development, it may impact on the deliverability of their site.
- 3.2.34 The Submission Plan removes the site from the Green Belt in this area so that the A34 becomes the logical, permanent Green Belt boundary and expects improved connectivity through PR3c to Oxford's Northern Gateway to the south. This enables the delivery of a connecting pedestrian, cycle and wheelchair access route from Oxford Road through Policy PR6b and the wider area including the Northern Gateway. It is Cherwell's view that this improved connectivity is likely to enhance the sustainability and deliverability of sites in the north Oxford area. The Submission Plan does not prevent site PR3c coming forward for uses other than residential.
- 3.2.35 Oxford City have commissioned consultants (GL Hearn) to undertake a light review of the Oxfordshire SHMA to take account an extended Plan period up to 2036 in the City's emerging local plan. It was agreed at the meeting that Cherwell would be involved in the scoping of the project brief and comments were provided.

### *Vale of the White Horse District Council*

- 3.2.36 The Vale of the White Horse welcomes the Submission Plan meeting Cherwell agreed apportionment of Oxford's unmet housing need and the location of growth in close proximity to Oxford. In addition to working effectively through the post SHMA work programme both councils have been involved in discussions with Natural England on the in-combination effects of growth arising from their Proposed Submission Plans in relation to the Oxford Meadows Special Area of Conservation and their respective Habitat Regulations Assessments. Cherwell and Vale have continued to liaise on this matter and further information is in the process of being organised for Natural England.

### *Neighbouring authorities outside Oxfordshire*

- 3.2.37 Engagement with adjoining authorities outside Oxfordshire include: Aylesbury Vale District Council (11.10.17), Northampton County Council -West Northamptonshire JPU (18.09.17), South Northamptonshire Council (9.10.17), Stratford-on-Avon District Council (12.09.17) and correspondence with Warwickshire District Council

and Buckinghamshire District Council did not raise any relevant cross-boundary matters for the Submission Plan.

#### *Affordable Housing*

- 3.2.38 In preparing the Submission Plan, the Council considered the objectively assessed need for affordable housing in the housing market area and particularly, the need for affordable housing in Oxford as identified in the SHMA, Oxford's Housing Strategy, its Core Strategy and work for its emerging Local Plan. The viability assessment supporting the plan (evidence doc. PR49) tested the impact of delivering affordable housing on the viability of development sites in 5% increments ranging from Cherwell's adopted policy position (35%) to Oxford City's policy position (50%). The viability assessment indicated the sites were capable of accommodating increased levels of affordable housing and were shown to be viable with a 50% affordable housing requirement.
- 3.2.39 The Submission Plan requires the provision of 50% of homes as affordable housing in all the residential allocations Policies PR6a PR6b, PR7a, PR7b, PR8, PR9 and PR10. Policy PR2 sets out the housing mix, size and tenure requirements for housing provision in the allocated sites including the provision of key worker housing. Policy PR2 requires the agreement of the housing mix with Cherwell District Council in consultation with Oxford City Council guided by the latest evidence (presently the SHMA).
- 3.2.40 Health and Social Care provision in the county is been affected by the lack of key worker housing. The County Council met Cherwell, Oxford City, South Oxfordshire and the Vale of the Whitehorse councils to discuss measures to tackle the challenges faced by the County to recruit carers (15.12.17). County officers are liaising with Cherwell's housing officers to address immediate needs and the delivery of the Submission plan policies will help increase availability of affordable and key worker housing in the area as development proposals are delivered.
- 3.2.41 The Council met the Homes Agency (26.09.17) in September 2017 to discuss the proposals in the LP1 PR plan. The Homes Agency offered support and advice to help deliver the plan's proposals.
- 3.2.42 The Homes Agency role enabling the LP1 PR will be strengthened further as part of their advice on infrastructure and delivery of development sites as part of the Oxfordshire Housing and Growth Deal announced in the Autumn Budget in November 2017.
- 3.2.43 The 'Deal' will secure £60m funding to support an Oxfordshire-wide affordable housing delivery programme which expects at least 1,320 affordable homes to start on site by 2021.
- 3.2.44 This funding is in addition to the existing Homes England Affordable Homes Programme which is on-going and will continue alongside the 'Deal'.

#### *Oxfordshire Housing and Growth Deal*

- 3.2.45 Following the Oxfordshire Housing and Growth Deal announcement at the Autumn Budget 2017, the 6 Oxfordshire local authorities worked together to reach an agreed position on an Outline Agreement with the Government. The agreement includes

commitments to the delivery of 100,000 new homes in Oxfordshire between 2011 and 2031 (in line with the 2014 SHMA) and to the production of a Joint Spatial Plan. Since the Outline Agreement was secured, the Oxfordshire Councils have been working on a Housing and Growth Deal Delivery Plan (HGDDP) for submission to Government and to be endorsed by all 6 Oxfordshire councils in February 2018

3.2.46 In the outline agreement for the 'Deal', Oxfordshire and the Government commit to:

Oxfordshire	Government
<ul style="list-style-type: none"> <li>• Plan for and support the delivery of 100,000 new homes between 2011 - 2031</li> <li>• The submission and adoption, of a Joint Statutory Spatial Plan (JSSP) covering all five districts, by 2021, and submission of the current suite of Oxfordshire Local Plans</li> <li>• Work with government to explore further opportunities to drive innovation in partnership, design and construction</li> <li>• Work to secure additional public and private funding to plan for and support delivery of 100,000 homes by 2031</li> <li>• Consider the introduction of a Strategic Infrastructure Tariff</li> </ul>	<ul style="list-style-type: none"> <li>• Provide Oxfordshire with up to £215m funding</li> <li>• Explore options for time-limited planning freedoms and flexibilities</li> <li>• Support for encouraging more private sector investment in Oxfordshire as an area with high economic potential</li> <li>• Future collaboration to break down barriers to housing delivery</li> </ul>

*(Adapted from the Oxfordshire Housing and Growth Deal Delivery Plan, February 2018)*

3.2.47 The 'Deal' provides capacity funding, affordable housing funding and £150m funding for infrastructure to help support the delivery of approximately 6,500 houses during the period of the Deal (2018-2023), and a total of up to 14,000 by 2031. It will also establish an infrastructure fund to lever in additional investment.

3.2.48 Using evidence from OxIS (that has been informed by the 5 Local Plan Infrastructure Delivery Plans) the Infrastructure Delivery Programme will focus on unlocking the housing planned for in current and emerging Local Plans.

## **Effectiveness**

3.2.49 The Submission plan preparation is based on effective joint working on cross - boundary strategic priorities including:

- i. Completion of a joint Strategic Housing Market Assessment (2014) providing robust objectively assessed housing need evidence for Oxfordshire and informing the preparation of the city and district councils Local Plans.
- ii. Countywide cooperation and joint working through the Oxfordshire Growth Board addressing Oxford's unmet housing need: agreed working assumption of 15,000 homes for Oxford's unmet need (November 2015) and apportionment in September 2016 of 14,850 homes for Oxford's unmet need to the city and district councils (4,400 in Cherwell).

- iii. Adopted Cherwell Local Plan Part 1 (2015) meets in full Cherwell's objectively assessed housing needs.
- iv. Cherwell's Submission Local Plan Part 1 Partial Review February 2018 meets in full the agreed apportionment of Oxford's unmet housing need in Cherwell District.
- v. Cherwell's Submission Local Plan Part 1 Partial Review February 2018 addresses in an effective manner Oxford's affordable housing needs. All LP1 PR site policies require 50% homes to be affordable and that affordable housing and key worker housing is provided in agreement with Cherwell District Council and in consultation with Oxford City Council (Policy PR2).
- vi. Effective cooperation and joint working through the Oxfordshire Growth Board to secure Government support and help deliver growth in adopted and emerging local plans to 2031 through the Oxfordshire Housing and Growth Deal 2018.
- vii. Effective cooperation with the Homes Agency to help deliver the Submission Plan proposals to 2031.

*Effective cooperation with neighbouring authorities to address cross boundary matters*

- viii. The Submission Plan site policies allocate land for development to help meet Oxford's need in a Cherwell and West Oxfordshire context. Each policy requires a development brief to be jointly prepared and agreed in advance with Cherwell District Council and in consultation with Oxfordshire County Council and Oxford City Council. Policy PR10 requires the development brief to be prepared in consultation with Oxfordshire and West Oxfordshire councils and Historic England.
- ix. The Submission plan proposes an amended Policy PR10 responding to heritage and landscape constraints.
- x. The Submission Plan is informed by a Sustainability Appraisal and evidence addressing the consideration of transport and landscape matters in the north Oxford, South Cherwell and Woodstock area. These and other evidence documents have helped to identify policy requirements which either respond to site specific concerns or to improve connectivity between existing and new development and known development commitments in adjoining authorities such as Northern Gateway in Oxford City and a planning resolution to approve (16/01364/OUT) in West Oxfordshire.
- xi. Positive and effective cooperation on the preparation of the Habitat Regulations Assessments supporting Cherwell and Vale of the White Horse emerging plans in consultation with Natural England. This is to assess the combination effect of their respective plans on the Oxford Meadows SAC. At the time of writing both Councils were preparing a joint response to Natural England.
- xii. Engagement with all other adjoining authorities outside Oxfordshire did not result on any relevant cross-boundary strategic matters for the Submission Plan.

### 3.3 Economic Growth

#### *Strategic Issues*

- Cherwell District's close economic relationship with Oxford.
- The economic influence and potential of priority localities in the south of the county and Oxford - investment centres within a 'Knowledge Spine'.
- Providing development so it supports the projected economic growth which underpins the housing needs and local Oxford and Cherwell economies.
- The need to meet national objectives, the commitments set out both on a countywide basis and in the adopted Cherwell Local Plan 2011-2031, the expectations of those in housing need, and the requirements of the development industry in terms of providing homes to support economic growth.
- The effect of poor east-west connectivity as a major barrier to housing and economic growth.
- The economic growth of Oxfordshire and the implications of cross-regional growth require cooperation and coordination on a continuous basis.

#### *Relevant prescribed bodies*

- Oxfordshire Local Enterprise Partnership (Oxfordshire LEP)
- South East Midlands Local Enterprise Partnership (SEM LEP)
- Oxfordshire County Council
- Oxfordshire Local Planning Authorities
- Neighbouring District and County Councils

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

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

#### *Engagement*

3.3.3 At strategic level, the 6 Oxfordshire councils work cooperatively through the Oxfordshire Growth Board. The Growth Board also includes co-opted, non-voting members who have particular roles in encouraging economic growth including the Oxfordshire Local Enterprise Partnership (OxLEP), the Oxfordshire Skills Board, Oxford Universities, the Homes Agency. The City Council wishes to build on the city's existing economic growth and its place in the global economy.

3.3.4 The Oxfordshire Growth Board is charged with the delivery of projects agreed in the 'Oxford and Oxfordshire City Deal' and 'Local Growth Deals with an agreed programme of work. Regular officer meetings are also held.

3.3.5 Cherwell District Council belongs to the Functional Economic Market Areas of Oxfordshire and South East Midlands and cooperates on strategic cross boundary

matters with the Oxfordshire and South East Midlands Local Enterprise Partnerships (LEPs) in the preparation of the Strategic Economic Plans for both areas. Duty to cooperate meetings were held with the South East Midlands LEP on 29.11.17 and 02.02.18 and with the Oxfordshire LEP on 17.08.17. A key cross boundary strategic matter for both LEPs is the Cambridge - Milton Keynes- Oxford Arc growth corridor. The Council is part of one organisation with South Northamptonshire Council and therefore, necessarily, has an easterly outlook as well as its Oxfordshire focus. The National Infrastructure Commission published its final report on this growth corridor in November 2017. The report recommends an arc wide strategic partnership board with membership from local authorities and local enterprise partnerships.

- 3.3.6 The Council's work with the Oxfordshire authorities on the Oxfordshire Housing and Growth Deal (refer to section 3.2) forms an important part of the Cambridge - Milton Keynes- Oxford Arc growth corridor.
- 3.3.7 The Council has also engaged with a number of other organisations (or agents for) including:
- Begbroke Science Park
  - London Oxford Airport
  - The Oxford Universities
  - Parish Council's
  - Site Promoters
  - National Infrastructure Commission
- 3.3.8 Views were provided by those landowners with a relationship to Policy Kidlington 1 in the 2015 Local Plan to inform evidence base for the Partial Review including; the Small Scale Green Belt Review – accommodating high value employment needs. Policy Kidlington 1, and in particular, the location of Begbroke Science Park has a bearing on Policy PR8 of the Partial Review. The situation of the Science Park, Oxford University and the airport within Cherwell also illustrate the strong interface that exists between Oxford and this part of Cherwell and the significance of the A44 corridor. The development of the Northern Gateway at the boundary but within Oxford will contribute to this.
- 3.3.9 In addition, stakeholder and parish workshops were held where issues relating to economic growth were discussed. Information from the Civil Aviation authority regarding safeguarded areas has been provided to the Council to inform the Partial Review.
- 3.3.10 Further information is provided in the Council's Consultation Statements.

### ***Effectiveness***

- 3.3.11 Consultation and engagement as described above has assisted the Council in the identification and consideration of strategic issues. In particular, it has helped in the following areas:
- i. The need for development to be provided so that it is well connected to Oxford and supports the city's economy, universities and its local employment base.
  - ii. Recognising Oxford University research facility at Begbroke, London-Oxford Airport, the Langford Lane employment area at Kidlington and within Oxford, the Northern Gateway site are key economic assets which have clear relationships



with the economic growth of Oxford, relationships which the Partial review should build on.

- iii. The Sciences Park's location close to Oxford and Kidlington and next to the Oxford Canal and railway provide an opportunity to meet Oxford's needs in parallel with the expansion of the Science Park.
- iv. Consideration of the extension of the Science Park further in Local Plan Part 2.
- v. The development of a Secondary School at Begbroke in association with the University.
- vi. The potential for expansion and diversification of the airport and its operations and regulatory considerations.
- vii. Recognition of the operations of the airport including in relation to flight paths and safeguarded zones.
- viii. The need for Oxfordshire Councils to continue to cooperate on cross-boundary strategic matters, including on an Oxfordshire Infrastructure Strategy (OxIS) and delivering the SHMA requirements.
- ix. The importance of delivering projects such as the suggested A40–A44 link road included in the Local Transport Plan and the Oxford to Cambridge Expressway to secure economic growth.
- x. The role of Kidlington as a local shopping and employment centre and its relationship with Oxford.
- xi. The delivery of the employment aspirations of the Kidlington Masterplan Framework.
- xii. Policy development in the Partial Review to recognise of the concerns of Parish Councils and other local groups and organisations in relation to the potential negative impacts of economic growth including traffic congestion, loss of environmental assets and pollution.
- xiii. Where appropriate, policies in the Partial Review formulated to reflect the views of site promoters.
- xiv. The accommodation of County Council education requirements and the provision of an employment, skills and training plan.

### **3.4 Transport Infrastructure**

#### ***Strategic Issues***

- Location of growth
- Potential impact of proposed growth on the Strategic and Local Road Network and proposed mitigation
- Policy PR8 proposal to safeguard land for a rail halt/station
- Policy PR8 effect of potential closure of Sandy Lane to road traffic
- Water quality levels downstream of Cassington Waste Water Treatment Works

- Potential impact of proposed growth on level crossings use
- A40 –A44 link road
- London –Oxford Airport
- East-West Rail
- DfT/HE Road Investment Strategy (RIS2) and the Oxford-Cambridge Expressway
- Delivery of transport infrastructure

### ***Relevant prescribed bodies***

- Office of Rail and Road (Office of Rail Regulation)
- Network Rail
- Highways England
- Oxfordshire County Council
- Civil Aviation Authority
- London Oxford Airport
- Natural England
- Neighbouring District and County Councils

### ***Engagement***

- 3.4.1 The LP1 PR is a sustainable transport-led plan, it provides for 4,400 homes to meet Oxford's unmet need in close proximity to Oxford along key corridors into the city centre.
- 3.4.2 The council and its consultant (ITP) worked in cooperation with Oxfordshire County Council from early stages of plan preparation through regular OCC/CDC liaison meetings (established since the preparation of the now adopted Local Plan Part 1).
- 3.4.3 The two councils also held issue specific meetings at key stages of evidence preparation which resulted on joint the commissioning of transport modelling, understanding of the plan's effect on local and strategic road network, the identification of transport mitigation measures and culminated on the joint sign off of the Transport Assessment supporting the Submission Plan.
- 3.4.4 In cooperation with Oxfordshire County Council, the council selected development locations based on a 'lowest transport impact' basis, which was appraised through an iterative stage of model testing and Red / Amber / Green assessment. The county and district councils met with Highways England at key stages of transport evidence preparation sharing approach and outcomes of the evidence at key stages of plan preparation (29.07.16, 18.01.17, 13.09.17, 09.10.17 and 19.01.18).

- 3.4.5 The approach to growth location helped address Highways England's views on '*...the risk that if Green Belt development is not permitted it may need to be allocated elsewhere, which could potentially have a far more onerous impact on the highway network than is predicted within the plan.*' (Representation reference PR-C-1388)
- 3.4.6 A key outcome of joint working between OCC and CDC and the continuous engagement with Highways England was the location of growth in areas with potential for use of sustainable transport. This approach complemented existing Local Transport Plan commitments in the Oxford Transport Strategy for the north Oxford and southern Cherwell area including the A44 corridor Oxford to Woodstock.
- 3.4.7 The Council and the highways authorities discussed the effect of the plan on the M40 J9, A34 and A34 junctions and agreed that the main residual issues are concentrated upon the Pear Tree interchange. The LP1 PR Do Minimum modelling results predict AM and PM peak traffic congestion at Pear Tree interchange, even without the LP1 PR growth. LP1 PR focuses mitigation on sustainable transport modes, including improvements to bus services that operate through this junction
- 3.4.8 There was an understanding that on a congested network the priority should be to provide alternatives to the car. Cooperation between the Council and the County Council resulted in focusing mitigation on sustainable transport modes, including improvements to bus services that operate through Pear Tree and Loop Farm.
- 3.4.9 Continuous engagement with the highways authorities resulted in a proportionate approach to evidence preparation and the understanding that any junction microsimulation work may need to be taken forward once there is greater certainty over the nature of development that will affect Pear Tree and Loop Farm roundabouts. The effects of the plan's proposed cycling measures are potentially significant and could have a positive impact on Cutteslowe and Wolvercote roundabouts in north Oxford. Highways England suggested to highlight the public health and air quality benefits of the cycling proposals in a transport topic paper.
- 3.4.10 The county and district councils explained to Highways England that the potential closure of Sandy Lane to vehicular traffic is unlikely to affect the operation of the Strategic Road Network, modelling evidence shows that Langford Lane operates under capacity and could absorb displaced vehicular moments. Modelling also showed that the A40-A44 link road is not required to deliver LP1 PR growth.
- 3.4.11 The Council committed to prepare a transport topic paper making clearer/more accessible information on how the potential plan's transport cumulative impacts have been addressed, what are the main residual issues on the strategic road network and the approach to infrastructure delivery as well as emphasising the effect of sustainable transport proposals on public health and air quality. The topic paper is to be shared with Highways England prior to the local plan examination.
- 3.4.12 CDC submitted a response to DfT/HE Road Investment Strategy (RIS) 2 consultation addressing the strategic issues in the strategic road network for LP1 PR.
- 3.4.13 Through the Oxfordshire Growth Board, the district and county councils have progressed the Oxfordshire Housing and Growth Deal which will commit the Government to a 5 year (2018-2023) £215m funding package addressing the affordable housing and transport infrastructure requirements. The Submission Plan's sustainable transport mitigation package is included in the emerging Growth Deal under 'North Oxford - All Modes Corridor Improvements'.

- 3.4.14 Through the Oxfordshire Growth Board, the district and county councils cooperated in the preparation and finalisation of the Oxfordshire Infrastructure Strategy (OxIS), September 2017. The strategy considers growth and associated infrastructure requirements from 2016 to 2040 although its core planning period runs from 2016 to 2031 to align with the majority of local plans in preparation in Oxfordshire.
- 3.4.15 A key outcome of this active on-going cooperation is the availability of up to date and coordinated county wide and district evidence to inform and influence local, county and national infrastructure investment programs including emerging Oxfordshire Housing and Growth Deal, Local Growth funding bids, DfT Road Investment Strategy 2 and any other future funding opportunities as they become available.
- 3.4.16 Following the 2017 autumn budget announcements, the Oxford to Cambridge Expressway is expected to be delivered towards the end of the Submission Plan period. The county and district councils consider that the expressway is likely to relieve pressure on the A34 and as consequence on the Pear Tree interchange however, the route option will not be announced by the Government until summer 2018 and cannot as yet be incorporated in modelling or evidence scenarios supporting the plan.
- 3.4.17 In addition to the more strategic engagement, the County Council provided constructive feedback before and during the plan's consultation stages including amendments to improve the plan text on matters such as requirements for vehicular access as part of site policies.

#### *Rail*

- 3.4.18 The County and district councils met with Network Rail (NR) on 29.01.18 to understand in more detail the nature of the matters raised by NR in their local plan representation.
- 3.4.19 The main matters related to the effect of the Submission Plan's proposals on existing railway crossings from potential increased use and the wider strategic aim to increase frequency of rail services. Engagement resulted on amendments to local plan Policy PR8 requiring consultation with NR on the development brief for Policy PR8 and references to level crossings in the Transport Assessment requirement.
- 3.4.20 CDC made clearer that the rail stations/halt at Policy PR8 is a long term aspiration from Oxford University/Begbroke Science Park and that the LP1 PR does not rely on the provision of this facility. Policy PR8 safeguards land to avoid preventing long term future aspirations.
- 3.4.21 NR invited CDC/OCC to contact NR on any funding opportunities that might arise from NR in seeking to close the level crossings and shared information on level crossing which will help inform future engagement on development briefs.
- 3.4.22 The primary roles of ORR include regulating fair access to the rail network and ensure that Network Rail and Highways England fulfil performance commitments and deliver investment programmes. Cherwell District Council (CDC) consulted the ORR at each stage of plan preparation and liaised directly with Network Rail and Highways England during the preparation of plan.

### *Airport*

- 3.4.23 The Council consulted the Civil Aviation Authority (CAA) at each stage of plan preparation. Early engagement with the Oxford-London Airport (05.09.16) ensured the plan was informed by the CAA's flight paths and safeguards for the London-Oxford airport. Engagement between the Council and the County Council on transport mitigation also helped inform the County Council's location for a new Park and Ride on the A44 on London-Oxford Airport land. The P&R supports Bus Rapid Transit measures for the north Oxford and southern Cherwell Area and facilitating connections between existing and proposed growth to main transport hubs, services and employment.
- 3.4.24 The Council held a stakeholder workshop on 13.12.16 which included the attendance of London Oxford Airport, Oxfordshire County Council, Chiltern Railways, Vale of the White Horse District Council and Oxford City Council amongst others which enable a discussion of the strategic implications of the Submission Plan. The plan's supporting Consultation Statement contains details of this and other direct engagement with stakeholders during the preparation of the Submission Plan.

### *Utilities*

- 3.4.25 The Council worked closely with Thames Water and the Environment Agency in the preparation of a Water Cycle Study (PR71 and PR81). Initial discussions were held on 10.03.15 (TW and EA) and 22.10.2016 (EA) and a Steering Group was created as the Council appointed consultants to undertake the study. The Steering Group comprised of the Council and its consultants (AECOM), Thames Water, Anglian Water and the Environment Agency. Natural England were consulted during the preparation of study.
- 3.4.26 Meetings of the Steering Group on 17.01.17 and 25.04.17 as well as on-going discussions on the findings of the study and advice from Natural England helped inform the Submission Plan's policies and the schedule of infrastructure in Appendix 4 of the Submission Plan. Key outcomes include amendments to policies PR6a, PR6b, 7a, 7b, PR8 and PR9 requiring applications to demonstrate relevant bodies (as appropriate) have been consulted regarding waste water treatment capacity and demonstrating that agreement has been reached in principle that foul drainage from the sites will be accepted into the drainage network. Appendix 4 of the Submission Plan notes where upgrades are or may be needed to serve the Submission Plan sites.
- 3.4.27 The recommendations from the Water Cycle Study addressed Natural England's concern and the Submission Plan Policies and infrastructure schedule were also amended as a result.

### ***Effectiveness***

- 3.4.28 Constructive, active and on-going engagement with prescribed bodies and relevant duty to cooperate bodies helped address effectively cross - boundary strategic transport priorities including:

*OCC, CDC, Oxfordshire Growth Board, Highways England*

- i. Joint identification of main road network issues and joint sign off of Transport Assessment by the county and the district councils.
- ii. Joint approach and agreement on the location of growth based on least impact on the road network. Proposed growth allocations in locations with potential for use of sustainable transport which complemented existing Local Transport Plan commitments in the Oxford Transport Strategy for the north Oxford and southern Cherwell area including the A44 corridor Oxford to Woodstock.
- iii. General understanding that the plan's main residual issues are concentrated upon the Pear Tree interchange and that on a congested network the priority should be to provide alternatives to the car.
- iv. Continuous engagement with the highways authorities resulted in a robust and proportionate approach to evidence preparation and the understanding that any junction microsimulation work may need to be taken forward once there is greater certainty over the nature of development that will affect Pear Tree and Loop Farm roundabouts.
- v. Agreement to prepare a transport topic paper making clearer/more accessible information and for it to be shared with Highways England prior to the local plan examination.
- vi. Effective engagement to help secure infrastructure provision: DfT/HE Road Investment Strategy (RIS) 2 consultation to address strategic road network matters in the north Oxford/ south Cherwell area.
- vii. Effective engagement to help secure infrastructure provision: The Submission Plan sustainable transport mitigation package is included in the Oxfordshire Housing and Growth Deal under 'North Oxford -All Modes Corridor Improvements'.
- viii. Up to date and coordinated county wide and district evidence to inform and influence local, county and national infrastructure investment programs including emerging Oxfordshire Growth Deal, Local Growth funding bids, RIS 2 and any future Housing Investment Fund bids.
- ix. Oxford to Cambridge Expressway is to be delivered towards the end of the plan period and it is likely to relieve pressure on the A34 and as consequence on the Pear Tree interchange. No route options will be announced until the summer and therefore it cannot be incorporated within the transport scenarios for the plan at this stage.
- x. Improvements to plan text and infrastructure schedule with regards to transport matters.

*OCC, CDC, Network Rail*

- xi. NR confirmed concerns regarding Colts, Water Eaton 5 and Nesbitts railway crossings are no longer relevant. They were all abolished as part of East-West Rail improvements.
- xii. Support approach to Sandy Lane level crossing in the Submission Plan

- xiii. Agreed that the plan's proposals did not require closure of Roundham railway crossing.
- xiv. Confirmed that retaining Roundham level crossing is unlikely to prevent NR's strategic objectives to an increase in network capacity.
- xv. Agreed that potential level crossing usage (principally non-motorised traffic) of Yarnton/Green Lane cannot be established until development proposals are progressed.
- xvi. Changes to Policy PR8 wording requiring consultation with NR on the development brief and adding a reference to level crossings in the Transport Assessment requirement.
- xvii. CDC made clearer that the rail stations/halt at Policy PR8 is a long term aspiration from Oxford University/Begbroke Science Park and that LP1 PR does not rely on the provision of this facility. It simply safeguards land to avoid preventing long term future aspirations. No further action required.
- xviii. LP1 PR Appendix 4 – Schedule of Infrastructure reflect the above.
- xix. NR invited CDC/OCC to contact NR on any funding opportunities that might arise from NR in seeking to close the level crossings.

*Airport*

- xx. Plan preparation was informed by the CAA's flight paths and safeguards for the London-Oxford airport
- xxi. Engagement on transport mitigation also helped inform the County Council's location for a new Park and Ride on the A44 on the London-Oxford Airport land supporting Bus Rapid Transit measures for the north Oxford and southern Cherwell Area.

*Utilities*

- xxii. Engagement with Thames Water and Environment Agency through the preparation of the Water Cycle Study (evidence docs. PR71 and PR81) informed amendments to the Submission Plan to ensure water quality is maintained following proposed development and waste water upgrades requirements are included in the Submission Plan's infrastructure schedule.

### **3.5 Other Infrastructure**

***Strategic Issues***

- Location of growth
- Infrastructure provision

***Relevant prescribed bodies***

- Oxfordshire County Council (Local Education Authority, Minerals and Waste Authority)
- Education and Skills Funding Agency (ESFA)
- NHS England South East Commissioning Board

- Oxfordshire Clinical Commissioning Group (OCCG)
- Neighbouring District and County Councils

## **Engagement**

### *Approach to Infrastructure planning*

- 3.5.1 Growth for Cherwell is committed in the adopted Local Plan 2015 and supported by an infrastructure programme in its associated Infrastructure Delivery Plan (IDP). The IDP is updated on yearly basis with information from infrastructure providers as part of the Council's Annual Monitoring Report. The Local Plan Part 1 Partial Review addresses Oxford's unmet housing needs within Cherwell and its preparation has considered the growth already committed in the adopted plan as well as seeking to avoid undermining the adopted plan's strategy and delivery of growth. Strategic infrastructure matters in south Cherwell are of equal relevance for both adopted LP1 and the LP1 PR.
- 3.5.2 Infrastructure provision for the emerging plan and engagement with providers considers the committed growth in the adopted plan and the additional infrastructure needs to support the emerging plan. For the more strategic infrastructure provision such as transport, education, health, flood risk and utilities committed growth in adjoining authorities has been taken into account.
- 3.5.3 As the Partial Review progresses to adoption, infrastructure monitoring and delivery will form part of the Council's yearly IDP updating and AMR reporting.
- 3.5.4 Evidence preparation such as work with Thames Water and the Environment Agency in the preparation of the Water Cycle Study (evidence docs. PR71 and PR81) and joint work with Oxfordshire County Council on the Transport Assessment (PR22 and PR52) helped identify infrastructure projects in Appendix 4 of the Submission Plan. As part of the preparation of the plan's proposed submission stage, the council commenced a more focused/location specific engagement with infrastructure providers based on quantum and potential location of growth. The council contacted infrastructure providers on 7 April 2017 to identify the infrastructure schemes needed in the Infrastructure Schedule accompanying the Proposed Submission of the plan at Appendix 4. The work with infrastructure providers focused on identification of infrastructure schemes needed to support emerging growth and ensuring that growth and schemes are incorporated within their plans and programmes. Engagement continued with the identification of costs and potential delivery mechanisms and sources of funding. This work is expected to be on-going through more detailed planning stages such as the preparation of site development briefs and yearly monitoring of infrastructure planning and provision.
- 3.5.5 Cherwell and the Oxfordshire local authorities have worked together to a set work programme through the Oxfordshire Growth Board on a strategically led approach to infrastructure.
- 3.5.6 The process of infrastructure planning has been an iterative one with the council working with infrastructure providers to support the plans' growth and feeding into the wider strategic infrastructure programme led by the Oxfordshire Growth Board.
- 3.5.7 A key outcome of this joint work was the publication of the Oxfordshire Infrastructure Strategy (OxIS) Stage 1 Report in April 2017 and final Stage 2 Report in September 2017. The strategy covers the period 2016 to 2040 but focuses specifically in the



planning period 2016 to 2031 to align with the majority of adopted and emerging plans in the County.

- 3.5.8 The strategy approaches infrastructure needs across corridors enabling the planning for infrastructure at a cross boundary level. The OxIS consultants AECOM were able to approach infrastructure providers and discuss their plans and programs from a county-wide strategic perspective.
- 3.5.9 The completion of OxIS illustrates effective infrastructure joined up working across the County. OxIS will be used to coordinate infrastructure delivery as well as to support funding bids and commitments in infrastructure providers and local authority plans and budgets.
- 3.5.10 The strategy collated information on the council's IDP supporting the adopted Local Plan (2015) and the emerging infrastructure schedule supporting the Local Plan Partial Review.
- 3.5.11 The Submission Plan envisages development to commence in 2021. Cooperation and engagement with infrastructure providers and adjoining authorities will continue to help secure infrastructure funding and delivery throughout the plan period to 2031.
- 3.5.12 The council has worked collaboratively with Oxfordshire County Council and its Education Department to plan for the education needs resulting from the plan's growth.
- 3.5.13 Close collaboration with the County Council as the Local Education Authority has been on-going throughout the plan's preparation. Both authorities meet regularly as part of their OCC/CDC Liaison meetings.
- 3.5.14 In August 2016 the county and district councils met to discuss CDC work programmes and the information needed to support education provision through Developer contributions and the needs emerging from plan preparation.
- 3.5.15 The County council shared in September 2016 information supporting the County's emerging pupil place plan and as the Local Plan Partial Review progressed to its options stage, the County assessed the education needs resulting from the sites promoted through the plan preparation process.
- 3.5.16 The County informed the preparation of the plan's proposed submission forecasting the education needs generated by 4,400 homes in the north Oxford, southern Cherwell and Woodstock area for primary and secondary education. The County also provided specific information on the need generated by each proposed site allocation which informed the drafting of the plan and the plan's requirements for education in Policies PR6a, PR8, PR9 and PR10.
- 3.5.17 The approach taken by the county and district councils had regard to strategic education provision in the north Oxford/south Cherwell and Woodstock area to enable best possible location of schools in the area.
- 3.5.18 An example of such an strategic approach includes the requirement in Policy PR10 (Land South East of Woodstock) of financial contributions for primary education and the safeguarding of land for the potential development of a new primary school, or sports pitches, serving the wider community.

- 3.5.19 Work will continue with the County Council as the site allocations in the plan progress to development brief stage and detailed development proposals. The precise size and location of school provision will be refined taken into account more detailed housing mix information and layout of development proposals.
- 3.5.20 The Education and Skills Funding Agency (ESFA) has responsibility for funding education and training for children, young people and adults. The ESFA was launched in April 2017 and brings together the responsibilities of the Education Funding Agency (EFA) and the Skills Funding Agency (SFA) into a single accountable funding body.
- 3.5.21 The ESFA supported the council's allocation and safeguarding of land for schools and recommended modifications to:
- Policy PR9 to ensure that any constructions costs associated with the expansion of the primary school are also met by the development in addition to the provision of land; and
  - Policy PR11 by requesting a reference to the ESFA as a relevant infrastructure provider
- 3.5.22 The ESFA suggested that the Local Plan includes a modification at submission stage to reflect the Council's position on CIL and now adopted Developer Contributions SPD in relation to any associated infrastructure funding gap.
- 3.5.23 Policy PR9 requests the provision of land for school playing pitches to enable a potential expansion to William Fletcher School. Continuing engagement with the County Council as part of development briefs and detailed development proposals will provide certainty on whether the school extension is required. As drafted Policy PR9 ensures that the school expansion, if needed, will not be prevented by the Submission Plan proposals. The recommended modifications by the ESFA resulted on the addition of the ESFA to the delivery partners in the plan's infrastructure schedule in the plan's Appendix 4. Policy PR11 is not intended to list all infrastructure delivery providers and their listing in the plan's infrastructure schedule is an effective way to indicate the role of the ESFA in delivery education facilities.
- 3.5.24 The Council intends to make clear at the time of submission its position on developer contributions and its relationship to Appendix 4 of the Submission Plan.
- 3.5.25 The council notes the ESFA is developing proposals for forward funding schools as part of large residential developments and encourages future discussions with the council to discuss this opportunity. This is a very positive approach to future engagement on education infrastructure provision, funding and delivery.

## *Health*

- 3.5.26 NHS England South East was the commissioning body for primary care services (general practices) in the region until the Oxfordshire Clinical Commissioning Group (OCCG) gained delegated commissioning from 1st April 2017. The North and West Oxfordshire OCCG covers the south Cherwell and Woodstock area. NHS England retains the commissioning of optometry and dentistry services.
- 3.5.27 The OCCG helped the early preparation of the plan by providing information on the registered population of General Practices and potential health infrastructure implications for the plan's 'areas of search' at its options stage. OCCG indicated that significant growth will have implications for health provision in Oxfordshire particularly to GP practices and that the location of growth in the more remote rural areas could create additional challenges due to distance from existing GP surgeries and lack of sustainable options for the location of new local surgeries.
- 3.5.28 At strategic level, OCCG highlighted that key worker housing is an issue for health. Specifically for the north Oxford/south Cherwell and Woodstock area, new growth would stretch current health facilities for the KEYs Medical Practice and Gosford Hill Surgery in Kidlington and Oxford City's Northern Gateway proposals may lead to some patient flows to the Kidlington surgeries. Conversely, some patients in the south Cherwell area may approach Oxford City's practices. It was noted that Woodstock surgery is under pressure and growth close to Woodstock from West Oxfordshire and Cherwell plans could increase pressure on the existing GP practice.
- 3.5.29 The OCCG attended the council's stakeholder workshop on 13 December 2016 at Options Consultation stage. The council engaged with the OCCG and other infrastructure providers on 07.04.17 to inform the preparation for the preparation of the plan's infrastructure schedule for the Preferred Options stage.
- 3.5.30 A key outcome of engagement included the requirement within site policies PR6a and PR8 for a local centre with a community building providing the opportunity for community services and facilities with specific reference to 'required health facilities'. Also, the plan's infrastructure schedule (LP1 PR Appendix 4) requires GP health facilities: either through redevelopment of Exeter Hall to accommodate existing practices in larger premises or through the local centre space allocated as part of policies PR6a and PR8. The infrastructure schedule also requires contributions to the provision of GP facilities in/near Woodstock either as part of West Oxfordshire's District Council (WODC) resolution to approve 16/01364/OUT or through WODC emerging Local Plan.
- 3.5.31 The Council met the OCCG and medical practice managers (The Kidlington, Exeter, Yarnton (KEY) and Gosford Hill medical practices) on 12.09.17 to discuss the plan's proposals and health needs in south Cherwell. The Council prompted the provision of further information to inform what health options were needed to take forward, costs and funding. At the time the meeting, the OCCG was working on a model of care for potential consultation in October 2017. Information from OCCG to the proposed submission consultation included latest GP practices population in the south Cherwell and Woodstock area, the potential effect of proposed growth on the capacity of existing GP practices and the need for premises that accommodate an integrated model of care. No health provision options were identified at this stage.

3.5.32 In January 2018 the North East OCCG published its Locality Based Plan which takes into account proposed growth in the area covered by the Submission Plan. The OCCG Locality Based Plan commits to develop health provision options as well as reviewing current estates needs. It also commits to an OCCG-led working program with the district councils and private developers from 2018/19 onwards to achieve this.

#### *Minerals and Waste*

3.5.33 Oxfordshire County Council is the authority responsible for waste management and the planning for minerals. OCC adopted the Oxfordshire Mineral and Waste Local Plan Part 1 on September 2017. The County is planning for household recycling centres and other needs as part of a future Part 2 of the Minerals and Waste Local Plan.

3.5.34 The county and district meet regularly as part of the OCC/CDC liaisons meetings and specific discussions on meeting minerals and waste matters took place on 12.09.17. OCC supported wording in the LP1 PR Proposed Submission site specific policies seeking sustainable and safe management of waste. Cherwell's IDP Update 2017 addresses the County Council's intention to review household recycling centres needs in future Part 2 of the Minerals and Waste Local Plan.

#### **Effectiveness**

3.5.35 Active, on-going and constructive cooperation with prescribed bodies and relevant duty to cooperate bodies resulted on effective engagement on cross-boundary strategic infrastructure (non-transport) matters including:

##### *Approach to infrastructure planning*

- i. Preparation of infrastructure schedule supporting the Partial Review with information from infrastructure providers
- ii. Preparation of a countywide infrastructure strategy – OXIS Stage 1 April 2017 and Stage 2 November 2017 with infrastructure schemes supporting the delivery of the plan.
- iii. Establish delivery mechanisms for the funding of infrastructure supporting the LP1 PR.

##### *Education*

- iv. The Submission Plan provides for the education needs generated by 4,400 new homes and includes site specific requirements for education in Policies PR6a, PR8, PR9 and PR10.
- v. Submission Plan Policy PR9 drafted to ensure opportunities for expansion of existing William Fletcher School, if needed, is not prevented.
- vi. Submission Plan Policy PR10 drafted to ensure that opportunities for wider community needs in Woodstock are not prevented.
- vii. Newly launched ESFA emerging proposals for forward funding to be explored for the delivery of the plan's education needs

- viii. ESFA now included amongst the main delivery partners for education in the plan's infrastructure schedule (LP1 PR Appendix 4)

#### *Health*

- ix. OCCG informed the plan's location of growth and provided relevant information of GP practice population in the south Cherwell and Woodstock area.
- x. LP1 PR requirement within site policies PR6a and PR8 for a local centre with a community building providing the opportunity for community services and facilities with specific reference to 'required health facilities'.
- xi. Submission Plan infrastructure schedule (Appendix 4) requirement for GP health facilities: either through redevelopment of Exeter Hall to accommodate existing practices in larger premises as a preferred approach or through the Local centre space allocated as part of policies PR6a and PR8.
- xii. Submission Plan infrastructure schedule (Appendix 4) requires contributions to the provision of GP facilities in/near Woodstock either as part of WODC resolution to approve 16/01364/OUT or through WODC emerging Local Plan.
- xiii. North East OCCG Locality Based Plan (January 2018) takes into account the growth in emerging plans in their area and commits to develop options and a OCCG-led working program with the district councils and private developers from 2018/19 onwards.

#### *Minerals and Waste*

- xiv. OCC supported wording in the LP1 PR Proposed submission site specific policies seeking sustainable and safe management of waste.
- xv. Cherwell's IDP Update 2017 addresses County Council's intention to review household recycling centres needs in future Part 2 of the Minerals and Waste Local Plan.

### **3.6 Green Belt**

#### ***Strategic Issues***

- The Oxford Green Belt provides a generally open setting to the urban area of Oxford and has prevented coalescence with neighbouring towns and villages.
- The Green Belt has presented a major constraint on the city's expansion in addition to the floodplain and sensitive ecological and historic areas.
- Planning policies have the fundamental aim of preventing urban sprawl by keeping land permanently open.
- The essential characteristics of Green Belts are their openness and their permanence.
- In Cherwell District the pattern since the establishment of the Green Belt of accommodating required development at Banbury and Bicester is continuing but is not sufficient to help meet Oxford's needs.
- The urgent and pressing need to provide homes for Oxford including the exceptionally high need for affordable homes.

- The rate of potential economic growth in Oxfordshire, Oxford's own growth needs, and the continuing need to respond to what is often described as a housing crisis.
- Under national policy Green Belt boundaries should only be altered in exceptional circumstances through the preparation or review of a Local Plan.

### ***Relevant Prescribed Bodies***

- Oxfordshire Local Planning Authorities
- Oxfordshire County Council

### **Engagement**

#### 3.6.1 Engagement involved:

- Commissioning of a joint (Oxford City, WODC and CDC) study on South Oxfordshire Green Belt sites.
- Commissioning of a Green Belt Study by the Growth Board through meetings of a joint steering group containing Oxfordshire Authorities.
- A Oxford Green Belt Study Check & Challenge Workshop examining emerging development options.

#### 3.6.2 The Council has also met with a number of other organisations (or their agents) including:

- Site Promoters
- Parish Council's
- Green Belt groups (13.12.16 stakeholder workshop)

#### 3.6.3 In addition stakeholder (13.12.16) and parish workshops (February and December 2016) were held where the Green Belt was discussed. Discussions were held with site promoters regarding the proposals and their relationship with the Green Belt. Further information is provided in the Council's Consultation Statements.

### **Effectiveness**

#### 3.6.4 Consultation and engagement as described above has assisted the Council in the identification and consideration of strategic issues. In particular, it has helped in the following areas:

- Informed by the County wide study, the production of a Green Belt study for Cherwell District to inform the plan making process.
- The results of the two Cherwell Green Belt studies, and a countywide study commissioned by the Oxfordshire Growth Board, have been considered in the interest of understanding the likely impact on the Green Belt of site options, in order to assist the selection of sites, in identifying necessary revisions to the Green Belt boundaries and in requiring developments to be provided in a form that minimises the impact on the Green Belt.
- Policies in the Partial review recognise, address and mitigate where possible, the concerns of Parish Council's and other local groups and organisations in relation to the potential negative impacts of growth on the Green Belt.

- iv. Policies enhance the beneficial use of the Green Belt in planning for development through net gains in biodiversity by delivering publicly accessible open space, through the provision of sport and recreation facilities and with the use of green infrastructure.

### **3.7 Open space and recreation**

#### ***Strategic Issues***

- Playing Pitch Strategy
- Potential relocation of golf facility if need demonstrated

#### ***Relevant prescribed bodies***

- Oxfordshire County Council
- Sport England
- Cricket, Hockey, Football and Rugby National Governing Bodies

#### ***Engagement***

- 3.7.1 The Council engaged actively with Sport England and National Governing Bodies for main sports in the preparation of evidence to support the Submission Plan. On 16.11.16 the Council met the National Governing bodies for Football and Rugby alongside the consultants preparing the council's Playing Pitch Strategy to discuss the assessment of sports and recreation in Cherwell. Since then the Council set up a Steering Group to support the preparation of the Council's Playing Pitch Strategy. Sports England and the National Governing Bodies for Cricket, Hockey, Football and Rugby are members of the Steering Group and other sports governing bodies are consulted on the strategy work.
- 3.7.2 The Playing Pitch Strategy is still in preparation but work to date has informed the Submission Plan approach to and proposals for sports and recreation. Further engagement with Sport England and NGBs will take place through the preparation of site development briefs and finalisation of the Playing Pitch Strategy.
- 3.7.3 Engagement with Oxfordshire County Council has facilitated proposals for shared use such a sports hall at PR8 Secondary School for shared community use.
- 3.7.4 The key issues discussed as part of sports and recreation engagement with relevant duty to cooperate bodies include:
  - Consider the extension of the sports centre to accommodate additional pool provision, with the new secondary school to incorporate a spec for a 4 court sports hall for community use
  - Reserve site for pitch provision in close proximity to Stratfield Break
  - Potential relocation of golf facility if need demonstrated
- 3.7.5 The Council met with some members of North Oxford Golf Club on 18.10.17 who had the opportunity to express their concerns regarding the potential loss of the club to the Leader of the Council with officers.

#### ***Effectiveness***

- 3.7.6 Consultation and engagement as described above has assisted the Council in the identification and consideration of strategic issues. In particular, it has helped inform the following areas:
- i. Provision of formal sports, play areas and allotments to adopted standards applied to all site policies.
  - ii. Reserving land at Frieze Farm for a replacement golf facility if need is demonstrated (under policy PR6c)
  - iii. Provision of land for formal sports provision in Policy PR7a (close to Stratfield Brake).
  - iv. Additional swimming pool space by replacement pool of 25m x 6 lane pool plus teaching pool at Kidlington and Gosford Leisure Centre
  - v. Sports hall at PR8 Secondary School for shared community use
  - vi. Converting existing Hockey AGP at Kidlington and Gosford Leisure Centre to 3G, and increasing its size.

### **3.8 Biodiversity and Nature Conservation**

#### ***Strategic issues***

- Potential impact on Oxford Meadows SAC
- Green belt compensatory measures
- Restoration, maintenance and new habitat creation
- Ecological mitigation
- Open space provision

#### ***Relevant prescribed bodies***

- Environment Agency
- Thames Water
- Natural England
- Oxfordshire County Council
- Wild Oxfordshire
- BBOWT
- Forestry Commission
- Historic England
- Neighbouring District and County Councils

#### **Engagement**

- 3.8.1 At the Issues stage of plan preparation, the Council scoped with Natural England, the Environment Agency and Historic England the Sustainability Appraisal to inform the plan preparation. Consultations on the plan and accompanying Sustainability Appraisal with these 3 bodies followed at the formal stages of plan consultation.
- 3.8.2 The Council engaged actively with the Environmental Agency and Thames Water in the preparation of the Submission Plan's Water Cycle Study (PR71 and PR81). Natural England was a consultee during the preparation of this document and provided advice which informed relevant amendments to the Plan and its evidence.
- 3.8.3 The Council met Natural England on 15.09.17 and 2.11.17 and held a telephone conference in 26.01.18. The discussions informed the preparation of the Council's Habitats regulation Assessment and the Submission plan's proposals. The main strategic matters related to the effect of Policy PR8 proposals on the Rushy



Meadows Site of Special Scientific Interest (SSSI) and the in-combination effect of the Submission Plan and Vale of the White Horse Local Plan Part 2 on the Oxford Meadows Special Area of Conservation (SAC).

- 3.8.4 As a direct result of engagement with prescribed bodies the Council commissioned a Hydrological Study to assess the impact of Policy PR 8 on the SSSI. The Study's results considered the adverse impacts of Policy PR8 to be negligible.
- 3.8.5 Natural England advised the preparation of the Cherwell HRA from an early stage of preparation. Direct engagement has informed the scope of the HRA, ruling Aston Rowant SAC (within South Oxfordshire) due to its distance to Cherwell's boundary. The Council in collaboration with the Vale of the White Horse District Council undertook further analysis to address the in-combination effect of their plans. At the time of writing the 2 councils were preparing a joint response to Natural England.
- 3.8.6 There is no single body representing the Local Nature Partnership in Oxfordshire, the Council has actively engaged with Berks, Bucks and OXONE Wildlife Trust (BBOWT), Oxfordshire County Council, Forestry Commission and Wild Oxfordshire in relation to biodiversity and nature conservation to address strategic green infrastructure and biodiversity matters.
- 3.8.7 The Council met on 5.10.2017 with Wild Oxfordshire (previously 'The Local Nature Partnership in Oxfordshire' and 'Oxford Nature Conservation Forum' since 2014), BBOWT (Berks Bucks Oxfordshire Wildlife Trust), and Forestry Commission in the preparation of the Submission Plan. Specific discussions on the natural environment were also held on 10.04.17 and 12.09.17 with Oxfordshire County Council.
- 3.8.8 Key issues raised include:
- Existing and proposed green infrastructure networks
  - Cumulative impact on biodiversity and nature conservation from development including potential impact on Rushy Meadows SSSI
  - Assessing the impact to biodiversity from development and compensation measures to inform the plan.
  - Submission Plan's requirements for Biodiversity Impact Assessments
  - Protection of existing public rights of way and creation of new links for all users through the publicly accessible open space and to the surrounding countryside, and connecting with the existing public right of way in the Plan.
  - Need to include the Green Belt Way in the Plan
  - PR10 open space and woodland planting proposals and their relationship to Blenheim Villa Scheduled Ancient Monument (SAM)

## **Effectiveness**

- 3.8.9 Consultation and engagement as described above has assisted the Council in the identification and consideration of strategic issues. In particular, it has helped inform the following areas:
- i. Natural England engagement throughout the preparation of the Submission Plan HRA. Further analysis to address the in-combination effect of Submission Plan and the Vale of the White Horse Local Plan Part 2 on the Oxford

Meadows Special Area of Conservation (SAC) was undertaken. At the time of writing this statement the 2 councils were in the process of submitting a joint response to Natural England.

- ii. All policies require applications to be supported by a Biodiversity Improvement Management Plan and informed by a Biodiversity Impact Assessment
- iii. Compensatory improvements to Green Belt land including:
  - new pedestrian, cycle and wheelchair routes through publicly accessible open space and to the surrounding countryside, including new public bridleways for horse riding, and connecting with the existing public right of way;
  - protection and enhancement of the Oxford Canal corridor and towpath including the creation and restoration of water vole habitat in the Lower Cherwell Conservation Target Area.
  - improvement of the existing green infrastructure network including within the Lower Cherwell Conservation Target Area and to the Rushy Meadows Site of Special Scientific Interest
  - new community woodlands, nature conservation areas, local nature reserves; and
  - creation of green infrastructure network connecting wildlife corridors (including through developable areas), improving existing corridors and improving and protecting hedgerows network and protection of mature trees;
- iv. Compensatory land to ensure the protection of the Blenheim Villa SAM and the setting of Blenheim Palace World Heritage Site and Grade 1 Registered Park and Gardens
- v. Amendments to the distribution of uses within site PR10 responding to engagement with Historic England and addressing the sensitivities of the Blenheim Villa Scheduled Ancient Monument.

### **3.9 Flood Risk Management and Climate Change**

#### ***Strategic Issues***

- Oxford expansion effected and determined by the Oxford floodplain
- South Cherwell contains areas of land outside Flood Zone 1
- Climate change allowances

#### ***Prescribed Bodies***

- The Environment Agency
- Oxfordshire County Council

#### **Engagement**

3.9.1 Issues discussed with the Environment Agency included:

- Cherwell District's Cherwell Water Cycle
- The need for the Partial Review, Flood Risk Assessments and the sequential test to informed by the most up to date information and follow government guidance
- The need for the Partial Review to contain requirements to manage flood risk.

- 3.9.2 The Council has had regard to Oxfordshire Local Flood Risk Management Plan in the preparation of the Submission Plan SFRA. The County Council attended the 27.04.16 Level 1 SFRA meeting.
- 3.9.3 Following e-mail correspondence on 22 January 2017, the Council and the Environment Agency met on 7 of February 2018 to discuss the approach taken to the new climate change allowances in preparing the Submission Plan's Strategic evidence on flood risk (evidence docs. PR31 SFRA Level 1, PR32 SFRA Level 2 and PR53 Sequential Test). The Environment Agency is satisfied that the Level 1 SFRA (and the associated Sequential Test) did not require modelling work to assess the impact of climate change. With regard to the Level 2 SFRA the Environment Agency requested further consideration be given to climate change allowances for some of the Submission Plan sites through an Addendum to the Level 2 SFRA. Officers have agreed to the preparation of the Addendum.

### **Effectiveness**

- 3.9.4 Consultation and engagement as described above has assisted the Council in the identification and consideration of strategic issues. In particular, it has helped in the following areas:
- i. The production of a sequential test (and Exception test where required) to inform the location of development
  - ii. Site allocations policies to direct residential development to outside flood zone 2 and 3.
  - iii. Applications shall be supported by a Flood Risk Assessment informed by a suitable ground investigation, and having regard to guidance contained within the Council's Level 2 Strategic Flood Risk Assessment.
  - iv. Policy to specify that a surface water management framework shall be prepared to maintain run-off rates to greenfield run-off rates and volumes, with use of Sustainable Drainage Systems.
  - v. Developer contributions Supplementary Planning Document (2017) requires the provision of flood defence measures that are deemed necessary to a development to mitigate specific impacts.
  - vi. Addendum to SFRA Level 2 to address concern on climate change allowances in relation to 3 proposed site allocations (under preparation).

## 3.10 Historic Environment

### Strategic Issues

- The historic setting of Oxford and the relationship with Cherwell District
- The World Heritage Site of Blenheim Palace and Grade 1 Registered Park
- The important physical and historical inter-relationship between Woodstock and the Blenheim estate.
- The value and significance of the Scheduled Ancient Monument at Woodstock
- The historic character of Woodstock itself.
- Historic assets including; the Grade II\* Listed St. Frideswide Farmhouse (and Listed wall), Grade II Listed Stratfield Farmhouse, village conservation areas, the Oxford Canal, the ancient route of the 'Ridgeway' along the West Oxfordshire/Cherwell Border.

### Relevant Prescribed Bodies

- Historic England
- Neighbouring District and County Councils

### Engagement

3.10.1 Engagement with Natural England during the preparation of the Submission Plan including a specific Duty to Cooperate meeting on 06.09.17 raised a number of cross boundary strategic matters including:

- The need to potentially take account of the work on the emerging Oxfordshire Historic Landscape Characterisation Study
- The impacts of the Partial Review proposals on the Scheduled Ancient Monument at Woodstock and Blenheim Palace and other historic assets.
- The completion of evidence base to take account of the impacts of growth including on the setting of Oxford.
- The need for Heritage Impact Assessment and archaeological investigations to inform the proposals.
- The matters discussed with West Oxfordshire and other Districts included:
- The potential impacts of proposals in the Partial review at Woodstock on West Oxfordshire including on Woodstock and Blenheim Palace.
- The setting of Oxford (including through work on the Countywide Green Belt Study

3.10.2 Discussions throughout the preparation of the Submission Plan and specific duty to cooperate meetings with West Oxfordshire District Council (10.04.17 and 22.09.17) and Oxford City Council (15.09.17) also helped inform the Submission Plan's proposals and its relationship to the historic environment. Of particular relevance are the plan's approach to the historic setting of Oxford and the setting of the Schedule Blenheim Villa Scheduled Ancient Monument and Blenheim Palace World Heritage Site and Grade 1 Registered Park and Gardens.

3.10.3 The Council has also engaged with a number of other organisations including:

- Parish Council's
- Site promoters

3.10.4 Meetings have been held with Parish Councils about the proposals in the Partial Review. In addition stakeholder and parish workshops were held where issues relating to the historic environment were discussed. Discussions were held with site promoters regarding the proposals and their relationship with the historic environment. Further information is provided in the Council's Consultation Statements.

### **Effectiveness**

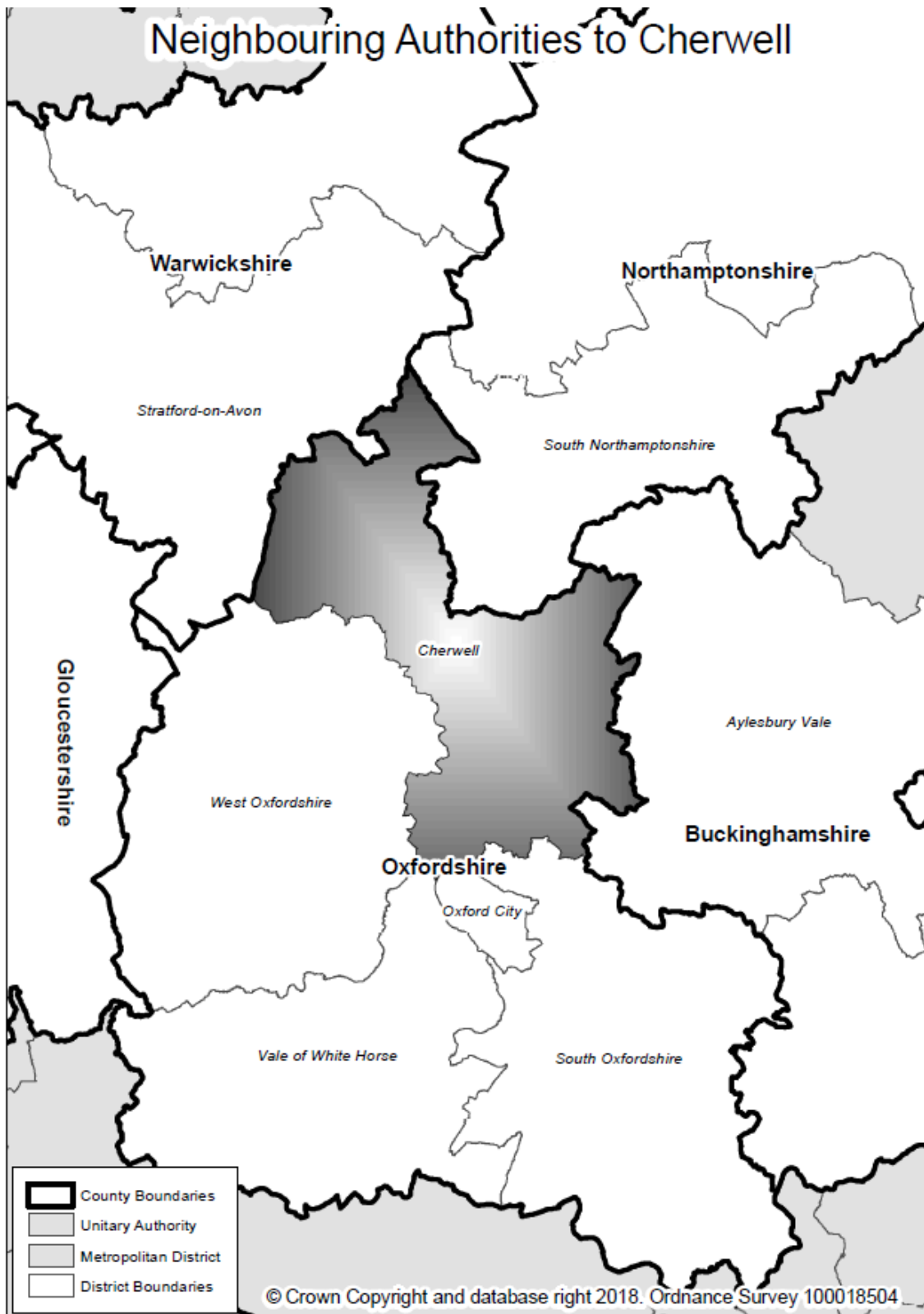
3.10.5 Consultation and engagement as described above has assisted the Council in the identification and consideration of strategic issues. In particular, it has helped in the following areas:

- i. Emphasis on the need for the Partial Review and development briefs to protect or enhance the historic environment and respond distinctively and sensitively to the historic and environment context.
- ii. The completion of evidence, including the Landscape Character Sensitivity and Capacity Study, to inform the Partial Review.
- iii. Changes to relevant policies in the Partial Review to require that measures identified in a Heritage Impact Assessment are incorporated or reflected as appropriate in development proposals.
- iv. Changes to relevant policies in the Partial Review to require that the outcomes of archaeological investigations and mitigation measures shall be incorporated or reflected, as appropriate, in any proposed development proposals.
- v. Changes to policy PR10 to specify that development of land north of Shipton Road shall not take place until agreed with Historic England following consideration of a Heritage Impact Assessment'.
- vi. Compensatory land to ensure the protection of the Blenheim Villa SAM and the setting of Blenheim Palace World Heritage Site and Grade 1 Registered Park and Gardens.
- vii. Amendments to the distribution of uses within site PR10 responding to engagement with Historic England and addressing the sensitivities of the Blenheim Villa Scheduled Ancient Monument.
- viii. Changes to policies to refer to the 'significance' of historic assets.
- ix. Policies in the Partial review to recognise, and address and mitigate where possible, the concerns of Parish Council's and other local groups and organisations in relation to the potential negative impacts of growth on the historic environment.
- x. Where appropriate, policies in the Partial Review formulated to reflect the views of site promoters.

## **4. Conclusion**

4.1 This statement demonstrates how the Council has cooperated active an on an on-going basis with prescribed bodies and other organisations relevant to the Duty to Cooperate. It demonstrates that Cherwell District Council has complied with the 'Duty to Cooperate' in preparing the Cherwell Local Plan (Part1) Partial Review – Submission Plan in accordance to the requirements in Section 110 of the 2011 Localism Act, Section 33A of the Planning and Compulsory Purchase Act 2004 and the National Planning Policy Framework.

## Appendix 1 - Map of Neighbouring Authorities to Cherwell District Council



**Appendix 2 – Summary of cooperation with prescribed bodies and relevant Duty to Cooperate bodies**

<b>Organisation/s</b>	<b>Main method/s of cooperation</b>	<b>Main cross-boundary matters</b>
<b>Neighbouring authorities</b>		
<b>Aylesbury Vale District Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No relevant cross-boundary matters raised for the LP1 PR</li> <li>• Oxford to Cambridge Expressway - ongoing discussions</li> </ul>
<b>Buckinghamshire County Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Correspondence</li> </ul>	<ul style="list-style-type: none"> <li>• No relevant cross-boundary matters raised for the LP1 PR</li> </ul>
<b>Northamptonshire County Council (West Northamptonshire JPU)</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No relevant cross-boundary matters raised for the LP1 PR.</li> </ul>
<b>Oxford City Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Oxfordshire Growth Board meetings</li> <li>• GROppo meetings</li> <li>• Duty to Cooperate meetings</li> <li>• Stakeholder workshop</li> <li>• Planning/Housing officer meetings</li> <li>• Joint response to South Oxfordshire's Publication Local Plan (Cherwell, West Oxfordshire and Oxford City councils November 2017)</li> </ul>	<ul style="list-style-type: none"> <li>• Oxford's unmet housing need</li> <li>• Affordable housing and Key worker housing</li> <li>• Connectivity to Oxford's Northern Gateway development</li> </ul>
<b>Oxfordshire County Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Oxfordshire Growth Board meetings</li> <li>• CDC/OCC Liaison meetings: Ongoing joint working between OCC and CDC.</li> <li>• Stakeholder workshop</li> <li>• Joint commissioning/preparation of evidence : LP1 PR Transport Assessment</li> <li>• Joint meetings with prescribed bodies: Highways England and Network Rail</li> </ul>	<ul style="list-style-type: none"> <li>• Informing all those matters in the LP1 PR for which OCC has responsibility.</li> <li>• Location of growth</li> <li>• Preparation of Transport Assessment</li> <li>• Identification of transport mitigation in the A44 and A4260 corridors into Oxford</li> <li>• Supporting LTP4 aims for the north Oxford south Cherwell Area.</li> </ul>
<b>South Northamptonshire District Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No strategic issues raised in relation to the LP1 PR</li> </ul>
<b>South Oxfordshire District Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Oxfordshire Growth Board meetings</li> <li>• GROppo meetings</li> <li>• Duty to Cooperate meetings</li> <li>• Memorandum of Understanding – DRAFT</li> </ul>	<ul style="list-style-type: none"> <li>• Oxford's unmet housing need</li> </ul>
<b>Stratford-on-Avon District Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No strategic issues raised in relation to the LP1 PR</li> </ul>
<b>Vale of White Horse</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Oxfordshire Growth Board meetings</li> <li>• GROppo meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Oxford's unmet housing need</li> <li>• Habitats Regulation Assessment</li> </ul>



<b>Organisation/s</b>	<b>Main method/s of cooperation</b>	<b>Main cross-boundary matters</b>
	<ul style="list-style-type: none"> <li>• Duty to Cooperate meetings</li> <li>• Sharing information/technical meeting</li> </ul>	
<b>West Oxfordshire</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Oxfordshire Growth Board meetings</li> <li>• GROppo meetings</li> <li>• Duty to Cooperate meetings</li> <li>• Statement of Common Ground, May 2017</li> <li>• Joint response to South Oxfordshire's Publication Local Plan (Cherwell, West Oxfordshire and Oxford City councils November 2017)</li> </ul>	<ul style="list-style-type: none"> <li>• Oxford's unmet housing need</li> <li>• Potential heritage and landscape impact of Policy PR10</li> </ul>
<b>Warwickshire County Council</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> </ul>	<ul style="list-style-type: none"> <li>• No relevant cross-boundary matters raised for the LP1 PR.</li> </ul>
<b>Prescribed bodies and other relevant Duty to Cooperate bodies</b>		
<b>Anglian Water</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultation</li> <li>• Water Cycle Study Steering group meetings</li> <li>• IDP/Schedule of infrastructure information updates</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain water quality</li> <li>• Ensuring capacity of infrastructure</li> </ul>
<b>BBOWT</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• Biodiversity and Green Infrastructure</li> </ul>
<b>CAA and London Oxford Airport</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Stakeholder workshop December 2016</li> <li>• Correspondence and exchange of information</li> <li>• Engagement between OCC and Oxford London Airport</li> </ul>	<ul style="list-style-type: none"> <li>• CAA's flightpath and safeguards for the London-Oxford airport</li> <li>• OCC proposal for a new Park &amp; Ride at London-Oxford Airport</li> </ul>
<b>DCLG</b>	<ul style="list-style-type: none"> <li>• Growth Deal discussions that have taken place two a week between Sept 2017 and Feb 2018</li> </ul>	<ul style="list-style-type: none"> <li>• Oxfordshire Housing and Growth Deal</li> </ul>
<b>Education and Skills Funding Agency (ESFA)</b>	<ul style="list-style-type: none"> <li>• Consultation representation received for the Local Plan Partial Review Proposed Submission</li> </ul>	<ul style="list-style-type: none"> <li>• Location of growth</li> <li>• Meeting education needs</li> </ul>
<b>Environment Agency</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Water Cycle Study Steering Group meetings</li> <li>• Duty to Cooperate meetings</li> <li>• IDP/Schedule of infrastructure information updates</li> </ul>	<ul style="list-style-type: none"> <li>• Flood Risk and climate Change</li> <li>• Maintaining water quality</li> <li>• Scoping of Sustainability Appraisal</li> </ul>
<b>Forestry Commission</b>	<ul style="list-style-type: none"> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• Biodiversity and Green Infrastructure</li> </ul>
<b>Growth Board Oxfordshire Planning Policy Officer group (GROppo)</b>	<ul style="list-style-type: none"> <li>• Regular meetings of the Oxfordshire officers group for supporting the progression of joint working and enabling discussion of cross boundary strategic matters</li> </ul>	<ul style="list-style-type: none"> <li>• Oxfordshire Joint Spatial Plan</li> <li>• Growth funding bids</li> <li>• Oxford's unmet housing need</li> <li>• Oxfordshire Housing and Growth Deal</li> </ul>
<b>Homes Agency (previously Homes and Communities Agency)</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to Cooperate meeting</li> <li>• Oxfordshire and Housing Growth Deal discussions</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery of proposed sites through enabling infrastructure and HA providing expertise</li> </ul>

<b>Organisation/s</b>	<b>Main method/s of cooperation</b>	<b>Main cross-boundary matters</b>
<b>Highways England</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• CDC, OCC and HE Duty to cooperate meetings</li> <li>• IDP/Schedule of infrastructure information updates</li> </ul>	<ul style="list-style-type: none"> <li>• Location of proposed development</li> <li>• Transport evidence</li> <li>• Residual effect on SRN</li> <li>• National infrastructure programme RIS2</li> <li>• Delivery of infrastructure</li> </ul>
<b>Historic England</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to Cooperate meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Scoping of Sustainability Appraisal</li> <li>• Heritage implications of LP1 PR</li> </ul>
<b>National Governing Bodies for Cricket, Hockey, Football and Rugby</b>	<ul style="list-style-type: none"> <li>• Playing Pitch Strategy Steering Group meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Sports and recreation needs</li> </ul>
<b>Natural England</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Duty to cooperate meetings</li> <li>• Engagement through preparation of evidence documents</li> </ul>	<ul style="list-style-type: none"> <li>• HRA issues, Rushy Meadows SSSI</li> <li>• HRA in combination effects</li> <li>• Maintaining water quality</li> <li>• Scoping of Sustainability Appraisal</li> </ul>
<b>Network Rail</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• OCC/CDC/Network Rail Duty to Cooperate meeting</li> <li>• IDP/Schedule of infrastructure information updates</li> </ul>	<ul style="list-style-type: none"> <li>• Potential impact of proposed growth on level crossings use</li> </ul>
<b>Oxfordshire Clinical Commissioning Group (OCCG)</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Consultation representation received for the Local Plan Partial Review Options consultation</li> <li>• Duty to cooperate meeting</li> <li>• OCCG &amp; The KEYs and Gosford GP practices</li> <li>• IDP/Schedule of infrastructure information requests</li> </ul>	<ul style="list-style-type: none"> <li>• Location of growth</li> <li>• Infrastructure capacity</li> </ul>
<b>Oxfordshire Growth Board</b>	<ul style="list-style-type: none"> <li>• On –going joint working between the 6 Oxfordshire authorities</li> <li>• Executive and Board meetings</li> <li>• Additional meetings facilitate timely progression of work.</li> </ul>	<ul style="list-style-type: none"> <li>• Oxford's unmet housing need: Post SHMA work program</li> <li>• Countywide joint work and evidence preparation to inform an apportionment of Oxford's unmet need to the districts and city councils.</li> <li>• Oxfordshire Infrastructure Strategy (OxIS)</li> <li>• Oxfordshire Housing and Growth Delivery Plan</li> </ul>
<b>Oxfordshire Local Enterprise Partnership</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• On-going joint working through the Oxfordshire Growth Board.</li> <li>• The Oxfordshire Growth Board and OXLEP report to the Oxfordshire Partnership Board of which all 6 Oxfordshire councils are members</li> <li>• Duty to Cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• On-going work on the Cambridge-Milton Keynes- Oxford Arc growth corridor</li> <li>• Oxfordshire Housing and Growth Deal</li> <li>• Oxfordshire Strategic Economic Plan</li> </ul>

<b>Organisation/s</b>	<b>Main method/s of cooperation</b>	<b>Main cross-boundary matters</b>
<b>Oxfordshire SPIP (Replaced by Oxfordshire Growth Board in 2014)</b>	<ul style="list-style-type: none"> <li>• On –going joint working between the 6 Oxfordshire authorities</li> <li>• SPIP Executive meetings.</li> <li>• Additional meetings facilitate timely progression of work.</li> </ul>	<ul style="list-style-type: none"> <li>• Oxfordshire objectively assessed needs: SHMA 2014</li> </ul>
<b>South East Midlands Local Enterprise Partnership</b>	<ul style="list-style-type: none"> <li>• Duty to Cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• No relevant cross-boundary matters raised for the LP1 PR</li> <li>• On-going work on the Cambridge-Milton Keynes- Oxford Arc growth corridor</li> <li>• SEM Strategic Economic Plan</li> </ul>
<b>Sport England</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• Playing Pitch Strategy Steering Group meetings</li> <li>• IDP/Schedule of infrastructure information updates</li> </ul>	<ul style="list-style-type: none"> <li>• Sports and recreation needs</li> </ul>
<b>Thames Water</b>	<ul style="list-style-type: none"> <li>• Local Plan formal consultations</li> <li>• IDP/Schedule of infrastructure information updates</li> <li>• Duty to cooperate meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Maintaining water quality</li> <li>• Ensuring capacity of infrastructure</li> </ul>
<b>Wild Oxfordshire</b>	<ul style="list-style-type: none"> <li>• Duty to cooperate meeting</li> </ul>	<ul style="list-style-type: none"> <li>• Biodiversity and Green Infrastructure</li> </ul>