

Banbury Canalside Draft Supplementary Planning Document

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1.0 Introduction

1.1. Banbury Canalside

Banbury Canalside is the name given to the land between Banbury Town Centre and Banbury Railway Station and is shown at Figure 1. The successful regeneration of Canalside and its potential to act as a catalyst for change in the town has been a key component of Cherwell District Council's planning and regeneration aims for a number of years.

1.2. The purpose of the SPD

This draft Supplementary Planning Document (SPD) has been prepared by the Council to promote and manage future development proposals in the defined Canalside area in order to create a vibrant new sustainable community. For this purpose, the Council proposes to include the following Parent Policy for Canalside in its emerging Core Strategy:

Banbury Canalside is allocated as a strategic site to deliver a housing-led, mixed-use development. Planning permission will be granted for development that includes:

- *About 1,200 homes, the majority of which will be houses*
- *Retail, office and leisure uses up to a maximum of 17,500 sq m*
- *A one form entry primary school*
- *Public open space*
- *Pedestrian and cycle routes including new footbridges over the railway line, river and canal*
- *Multi-storey car parks to serve Banbury railway station and residents*

Development Proposals will be expected to be in accordance with the Supplementary Planning Document (SPD) adopted for the site. Proposals should allow for a comprehensive and detailed masterplan for the whole allocated area and set out how it is anticipated planning applications will be made for each part of the site.

This policy also forms the basis for the policies and proposals set out in this draft SPD.

The Council expects to submit its Core Strategy for Examination later in 2010 to enable it to adopt the strategy in 2011. Assuming the Parent Policy is in the adopted strategy, this SPD will then be adopted as a formal document by the Council.

In the meantime, the Council intends to adopt the SPD as informal planning policy to encourage and enable potential development promoters to bring forward suitable proposals for the whole of Canalside. If necessary, the Council will use the SPD alongside other relevant planning policy to refuse planning applications that it considers are contrary to SPD policy.

1.3. SPD background

The Council identified land at Canalside in the first draft of Cherwell Local Plan 2011 in February 2001 as part of a wider regeneration area.

More recently, the Council has been working with the Homes & Communities Agency (HCA) to develop a vision for the comprehensive redevelopment of the site. In 2008 the HCA

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commissioned a study to inform the emerging Cherwell Core Strategy. The conclusions of this study were included in the 'Core Strategy: Options for Growth' document published by the Council for public consultation in September 2008. The document identified Canalside as one of a number of Strategic Sites for housing and other development in Banbury to 2026.

A draft version of the Core Strategy is currently being prepared for public consultation in early 2010. The work undertaken to prepare this SPD is updating the evidence base to support the continued identification of Canalside as a Strategic Site for a comprehensive, housing-led, mixed use development scheme.

A project team consisting of the Council, Oxfordshire County Council, the HCA and LDA Design was formed to devise a vision for the site and produce the draft SPD.

During the preparation of this document the project team has engaged with a number of key stakeholders. All known landowners across the site have been identified and contacted. Meetings of a landowner forum have been set up to discuss issues such as the availability of land and delivery of an achievable scheme. It is expected that this forum will continue to meet to inform the project as it proceeds. Meetings have been held with the Environment Agency, Oxfordshire Primary Care Trust, Banbury Town Council and British Waterways.

Workshops were held at Banbury Town Hall in July 2008 and July 2009 to which stakeholders from the above organisations and others were invited. Stakeholders participated in identifying the opportunities and challenges facing the site and assisted in establishing a vision for Banbury Canalside.

More details about the consultation that has occurred to inform the SPD are set in the Companion Document.

Public consultation is being undertaken to further define the vision and objectives for the site and help shape the form of development.

1.4. Using this document

This Supplementary Planning Document sets out the Council's vision for Banbury Canalside and the strategic development policies that will help shape the vision and guide future development proposals.

It is set out as follows:

- Section 2 summarises the planning policy context, including relevant local policy from the Council's emerging Local Development Framework and Sustainable Communities Strategy; regional guidance and national policy.
- Section 3 provides an overview of the key issues and opportunities identified for Banbury Canalside.
- Section 4 sets out the vision and objectives for the site, option appraisal work that has been undertaken and the conclusions that have led to the preferred option.
- Section 5 details the strategic principles for the development.
- Section 6 describes the character areas within the site and specific design principles that apply to them.
- Section 7 sets out important considerations relating to the delivery and implementation of the SPD.

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- Section 8 sets out the monitoring and review process.

A 'Draft SPD Companion Document' has been prepared to accompany this SPD which includes a statement of SPD matters, a Statement of Consultation, technical papers and further background evidence.

2.0 Understanding the context

2.1. The SPD area

The site is located to the east of the town centre. It is bound to the west by Windsor Street, a busy street that creates a barrier to the town centre from Canalside; by Bridge Street to the north, a strategic route into the town centre from the east; to the east by Banbury Railway Station and railway line; and to the south by open fields. The River Cherwell and the Oxford Canal pass through the site. The site is part of the River Cherwell flood plain. It has been in industrial use since the mid 19th Century and was one of the first industrial areas of Banbury.

2.2. National planning policy

National planning policy includes Planning Policy Guidance Notes, Planning Policy Statements and additional guidance such as design guidance produced by the Commission for Architecture and the Built Environment (CABE).

Relevant documents include the following;

- Planning Policy Statement (PPS) 1 – Delivering Sustainable Development and Climate Change Supplement
- Planning Policy Statement (PPS) 3 – Housing
- Planning Policy Guidance (PPG) Note 4 – Industrial and Commercial Development
- Planning Policy Statement (PPS) 6 – Planning for Town Centres
- Planning Policy Statement (PPS) 12 – Local Spatial Planning
- Planning Policy Guidance (PPG) Note 13 – Transport
- Planning Policy Guidance (PPG) Note 17 – Planning for Open Space, Sport and Recreation
- Planning Policy Statement (PPS) 22 – Renewable Energy
- Planning Policy Statement (PPS) 25 – Development and Flood Risk
- Manual for Streets, Department for Transport, 2007
- Urban Design Compendium 1 and 2, English Partnerships/Housing Corporation, 2007

2.3. Regional planning policy

The South East Plan was published in May 2009. It relates to the period 2006 to 2026. Policy H1 provides for regional housing provision. The proposed housing requirement for Cherwell District is an average of 670 dwellings per annum which equates to a total of 13,400 over the plan period. Policy H3 requires the provision of affordable housing with a regional target of 25% being social rented and a further 10% being intermediate affordable housing i.e. an overall target of 35% of new housing to be affordable. Policy H4 requires a range and mix of housing types. Policy H5 seeks to improve the quality of new housing and sets an overall regional target density of 40 dwellings per hectare.

The southern part of Cherwell District including Bicester forms part of the Central Oxfordshire Sub-Regional Strategy Area and Policy CO3 has an annual average housing requirement of 320

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dwellings per annum or a total of 6,400 over the period 2006 to 2026, less than half of the overall figure for the District.

Policy AORS1 refers to the scale of development in the northern part of Cherwell District including Banbury which provides for an annual average of 350 dwellings per annum or a total of 7,000 over the period 2006 to 2026, more than half of the overall figure for the District.

A large amount of new housing is already planned and will contribute towards meeting these requirements. At Banbury, this includes the Bankside urban extension to the south east of the town. However there is still a significant residual requirement that needs to be met.

The supporting text to Policy AORS1 states in Paragraphs 25.18 and 25.19 that;

‘The town of Banbury will continue to play an important role as a small market town in supporting its wider hinterland. Given its accessibility by rail and road and its lack of serious environmental constraints, it is expected that the town will help meet wider housing needs through the provision of new housing. Flood alleviation works at Banbury are a priority for investment.’

The development of dwellings at Banbury Canalside will make an important contribution to the housing requirement for Cherwell District in the period up to 2026.

2.4. Local planning policy

Non-Statutory Cherwell Local Plan 2011

This draft SPD provides detailed planning guidance informed by Policy S5 in the Non-Statutory Cherwell Local Plan 2011 (December 2004) and the emerging Core Strategy which forms part of the Local Development Framework.

The Cherwell Local Plan was adopted in November 1996 and whilst effectively superseded in larger part, the saved policies remain part of the Development Plan for Cherwell District including Banbury. The Non-Statutory Cherwell Local Plan 2011 was published in December 2004. Policy S5 of the Non-Statutory Local Plan refers to land to the east and west of the railway which is designated as a mixed use regeneration area. The policy requires development to:

- 1) Contribute in a positive way to the regeneration of the area.
- 2) Provide for a minimum net residential density of 50 dwellings per hectare.
- 3) Provide affordable housing and appropriate special needs housing.
- 4) Provide for education and library facilities commensurate with the need arising from the development.
- 5) Provide for social and recreational facilities for community use including a community building, sports pitches and play areas.
- 6) Provide for appropriate medical facilities to be provided on a commercial basis.
- 7) Incorporate measures to encourage walking, cycling and public transport.
- 8) Incorporate proposals to minimise the impact of traffic associated with the development.
- 9) Incorporate environmental enhancements to the Oxford Canal corridor and banks of the River Cherwell.

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- 10) Incorporate high quality and locally distinctive development that incorporates energy efficient technology.
- 11) A new vehicular route for green modes from George Street to the railway station.
- 12) An extension of Tramway Road to the railway station.
- 13) A footpath/cycleway route linking Bankside and Thorpe Way including bridge crossings of the Oxford Canal, the River Cherwell and the railway line.
- 14) A footpath/cycleway route long the west side of the Oxford Canal.
- 15) A footpath/cycleway route along the banks of the River Cherwell.
- 16) An improved route for pedestrians and cyclists along Bridge Street from Cherwell Street to Middleton Road.
- 17) A footpath/cycleway route from Cherwell Street West to Christchurch Court linking with Public Right of Way No. 5.
- 18) Provision of a major public square at the western end of the railway station to include a transport interchange.
- 19) A public park between the River Cherwell and the canal north of the George Street extension to the railway station.
- 20) Public open space adjacent to the Oxford Canal on the non towpath side.
- 21) Public outdoor playing space to serve residential development in accordance with the Local Plan Policy R8 (Six acres per 1,000 population).

The Plan includes a number of additional policies which are of relevance. Policy S5a refers to the Banbury Cultural Quarter which included land in the Canalside site (land north of Bridge Street). The Council is currently exploring the potential for a comprehensive scheme which would include cultural, leisure, recreational facilities and possibly some residential development at the Cultural Quarter site. The land north of Bridge Street is now considered as part of Canalside in this SPD.

In addition, Policy TR23 reserves land at Banbury Railway Station for a multi-mode interchange facility including provision for rail, bus, cycles, pedestrian and taxis, together with a direct link to George Street from Station Approach. All these policies are reviewed and updated by this SPD.

Cherwell District Core Strategy

The Local Plan will be replaced a Local Development Framework which will include a number of documents. The two main documents will be the Core Strategy which will include strategic allocations and the Delivery DPD which will include non-strategic allocations. The Core Strategy is at an early stage of preparation and has not yet been formally submitted for consideration at an Examination.

However it is expected to include Banbury Canalside as a key strategic housing allocation for circa 1,200 dwellings with a range of other uses such as retail, employment and open space.

The District Council Executive considered this issue on 6 October 2008 and endorsed the principle of 1,200 dwellings as part of a residentially led development including the relocation of businesses and other uses such as Banbury United Football Club.

2.5. Banbury, the place

Economy

Banbury dominates the economy of Cherwell District with approximately one third of workplaces located in the town. It has the poorest skills and education statistics of any of the three main towns in Cherwell (Banbury, Bicester, Kidlington) and a third of residents have no qualifications. Parts of Banbury have higher levels of deprivation, including parts of Ruscote and Grimsbury wards, the latter of which adjoins Canalside.

The highest priority in the draft Cherwell Sustainable Community Strategy (CSCS) is to raise the aspirations and ambitions of young people and be able to improve the skills of the local working-age population. Better qualified individuals living in the area often commute to other areas, reflecting a low skill economy locally and giving little incentive for higher level skills to be supplied in the local labour market by employers. Providing work opportunities close to where people live, matching the skills in the area and providing affordable housing for workers would inevitably lower the carbon footprint and were seen as a high priority.

Cherwell's tourism strengths are its distinctive rural characteristics such as The Oxford Canal, and the range of outdoor leisure opportunities associated with it, which is worth a significant amount to the local economy.

Housing

Housing tenure is predominantly owner occupied, although Banbury has a larger percentage of rented homes to the other locations within the district. Housing is a key concern for the population as rents and house prices are high and there is a lack of affordable and social housing, leading to a real shortage of housing for families and single people.

In the CSCS it was felt that community cohesion is fundamentally affected by housing; where people live in relation to each other, where they shop, how and how often they can get out and interact with their neighbours.

Crime

Crime and simplifying the reporting of crime is high on the priorities of many residents who were consulted. There is a strong desire in the CSCS to see more visible policing and to improve response times when reporting crimes which is putting people off reporting minor crimes. Anti-social behaviour, under-age drinking, vandalism, graffiti and littering are a particular concern in Banbury Town.

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Healthcare

The health of Cherwell residents is generally better than that of Oxfordshire or England. Banbury has a greater breadth of diversity and groups which include the traveller community, Chinese and South Asian communities, which are not being as well reached.

Culture

There is consensus in the CSCS that across the area, whilst there are some good cultural events, there is not enough and the area could do with better facilities for putting on live events. Banbury in particular is of a size to be able to support a theatre.

Transport

Improving accessibility and tackling congestion is a major aspiration. The centre of Banbury has experienced increased levels of congestion in recent years. The CSCS recognises that public transport use has increased during the last five years but that the majority has been due to a significant growth in rail commuting from Banbury station. There is a need to consider innovative ideas about how to share transport and increase other ways of getting around, especially in the countryside where public transport is scarcer and travel often more necessary.

Town centre

Maintaining the vitality of the main town centres as the hubs of our community is a major aspiration of the CSCS. This includes programmes of town centre improvements such as those recently completed in Banbury.

Environment & climate change

The quality of the historical and natural environment within Cherwell is high and maintaining the existing level of protection for these attributes is seen as a CSCS priority, in particular in managing the growth agenda to bring benefits to the District.

Climate change and adapting to the impacts (such as increased rainfall and rising temperatures) is a major theme that runs through the whole of the CSCS. Certain aspects apply to the environmental pledge such as addressing flood risk, reducing the distances travelled to access employment and services and ensuring that new developments employ sustainable construction methodologies to reduce carbon emissions and enhancing biodiversity.

Further information is provided in the Companion Document.

3.0 Site constraints & opportunities

The key site constraints and opportunities are summarised below and illustrated in Figures 2 to 8.

3.1. Accessibility & movement

Walking & cycling

There are a number of public rights of way, including The Oxford Canal towpath and Jurassic Way, an 88 mile route from Banbury to Stamford, which pass through the site. The National Cycle Route 536 runs to the north east of the site, and another route is proposed through the site to connect the canal towpath with this route. There are no dedicated pedestrian or cycle crossings over The Oxford Canal, River Cherwell or railway lines restricting access between the town centre and neighbourhoods in the east leading to the perception that the site is isolated. From the furthest point of the site, the town centre is within approximately 800 metres.

Public transport

Banbury Railway Station is located within the site. It is operated by Chiltern Railways on a twenty year lease from Network Rail. The station offers services to London Marylebone, Birmingham, Oxford, Leamington Spa, Reading, Manchester, Edinburgh, Newcastle and the South Coast. Car parking is provided within the site for commuters. Chiltern Railways has a longstanding business need to increase the capacity of its car parking to help Banbury station function effectively and boost passenger numbers.. Banbury Bus Station is located to the north of the site, adjacent to the town centre, approximately 400 metres from the railway station.

Highways

The site is currently accessed from Bridge Street via Station Approach which serves the station, the station car park, the caravan park, the Power Park business site and the football club; Upper Windsor Street via Lower Cherwell Street and Canal Street which serves all of the land west of The Oxford Canal; and Swan Close Road via Tramway Road which serves the Tramway Road and Haslemere Industrial Estates and The Swan Foundry.

Windsor Street is part of the town's strategic highway network linking directly to the M40 and to the main arterial routes from Banbury to neighbouring towns as well as the public transport network. Bridge Street is the main access route to the town centre from neighbourhoods in the east.

There are therefore opportunities to:

- Improve access to the railway station from the bus station and town centre and elsewhere
- Maximise the proximity of the site to public transport and create a development with reduced car dependency.
- Create a network of pedestrian and cycle routes that link together.
- Improve movement between the town centre, the station and eastern neighbourhoods.
- Provide the opportunity for walking and cycling to the town centre.
- Creation of a new landmark station building (to be determined through further discussion with Network Rail), transport hub and mixed use development.

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- Optimise the existence of the relatively flat land between the site and the employment areas to the north and east of the town by providing the opportunity for walking and cycling to these areas.
- Provide additional car parking spaces for commuters.
- Improve the appearance of Windsor Street and its appeal to pedestrians

3.2. Landscape, ecology & biodiversity

The site is set within a flat industrial landscape, intersected by watercourses. The Cherwell Valley is located to the south east of the site with views to open countryside. The site is constrained by hedgerows and trees along this edge. Spiceball Country Park is located north of the site. Views are generally constrained by the urban setting of the site and are limited to users of the railway and canal, and those approaching Banbury Town Centre along Bankside, Windsor Street and Bridge Street.

There are no statutory or non-statutory designated sites of ecological value within the site or the immediate wider area. Existing habitats within the site include amenity grassland, hedgerows, mature trees, planted borders, the banks of the river and towpath and environs of the canal. In addition, the natural low cliffs in the river cutting may be used by Kingfisher. The generally wooded nature of the river is likely to provide cover, nesting and foraging habitats for a range of birds and animals. A preliminary ecological assessment has indicated the presence of some protected species and species of conservation concern (e.g. grass snake and water vole) and there is a record of bat species approximately 100m west of the site. The site has particular value in terms of the semi-natural habitat corridors along the River Cherwell and The Oxford Canal which provide a pathway for wildlife into and through Banbury.

There are therefore opportunities to:

- Enhance the biodiversity and ecological value of the site through improvements to the River Cherwell and The Oxford Canal corridors.
- Utilise important ecological features along the River Cherwell and Oxford Canal as a springboard and a setting for integrated green spaces and links.
- Maximise views out of the site to the open countryside.
- Provide new landscapes where habitats can diversify and new species can settle on site.

3.3. Green infrastructure

Green infrastructure includes parks and gardens, natural and semi-natural green space, amenity areas, green corridors (towpaths along canals and riverbanks, cycleways, rights of way and disused railway lines), civic spaces, allotments and community gardens, as well as outdoor provision for children and young people. The Oxford Canal and the River Cherwell form important green corridors through the site which extend to the wider area.

The Cherwell District Council Green Spaces Strategy Background Document, 2008, states that while four out of five parks in the Cherwell District are located in Banbury, there is a deficiency, in terms of accessibility, in urban areas to the east of Banbury Town Centre and a lack of provision of natural and semi-natural green space and allotments within Banbury.

There are therefore opportunities to:

- Improve public access and recreational use of the waterways.

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- Link the site with other green infrastructure in Banbury.
- Provide a public park to the east of the town.
- Integrate natural and semi natural green space and allotments with development.

3.4. Education

There are four main secondary schools serving Banbury, the nearest of which are Banbury School and Blessed George Napier Catholic School, both less than one mile to the south west of Canalside. The Warriner and Chenderit Schools are in villages are about 4 miles from Canalside. The North Oxfordshire Academy in Banbury (formally known as Drayton School) is about 2 miles away. In 2008/09 Banbury School has 1400 pupils on register; the Blessed George Napier Catholic School has 814 pupils on register, with both schools having Sixth Forms. The former has surplus spaces and the latter is at capacity.

The nearest primary school to Canalside is the new Dashwood Primary School (156 pupils on register in 2009/09) on the opposite side of the railway station. There are three other primary schools approximately half a mile from Canalside: St.Leonard's School (444 pupils), St.Mary's CE School (231 pupils) and Harrier's Ground School (244 pupils). Again, the Local Education Authority is currently projecting these schools to be at or close to capacity over the next few years.

The East Street Children's Centre on Calder Close offers a wide range of childcare and parenting facilities and services and is half a mile to the north east of Canalside.

There are therefore opportunities to:

- Provide a new primary school at Canalside to complement existing provision in the south and east of the town.

3.5. Community facilities

A new Community Centre has been built at Chandos Close on the eastern side of the railway line.

There are therefore opportunities to:

- Improve access for new residents of Canalside to these facilities.

3.6. Healthcare

The Horton General Hospital, half a mile to the south west of Canalside, serves the north of Oxfordshire and surrounding areas. It is an acute general hospital providing a wide range of services, including: emergency department, general surgery, acute general medicine, trauma and orthopaedics, obstetrics and gynaecology, paediatrics, critical care unit, coronary care, cancer resource centre and sexual health. There are four GP surgeries within half a mile of Canalside, the closest being the Woodlands Surgery in Grimsbury to the north east.

With such extensive local provision, Canalside will not be required to offer opportunities for healthcare service provision.

3.7. Built heritage

There are two Grade II listed buildings and structures within the site which include the Old Town Hall, located on Lower Cherwell Street and the Mill Stream Bridge, located north of the

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site over Bridge Street. There are also a number of canal wharf related buildings dating from the eighteenth and nineteenth century clustered between Lower Cherwell Street and the Oxford Canal which are locally listed. Together, they have group value that relates to the heritage of the town. The site is of important local archaeological interest given the mix and history of land uses. More information about this is contained in the Companion Document. Further investigations may be required to inform development proposals.

There are therefore opportunities to:

- Retain and refurbish existing historically important buildings and structures.
- Create an appropriate setting for existing Listed Buildings and structures.

3.8. Flood risk

The Council is completing a Sequential Test for the Core Strategy in order to meet the requirements of PPS25 and following advice from the Environment Agency. PPS25 states “Local Planning Authorities should apply the Sequential Test to demonstrate that there are no reasonably available sites in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed.” The Environment Agency has advised the Council that an acceptable Sequential Test will need to be completed for the Core Strategy before Canalside is allocated.

The Canalside area falls primarily within PPS25 Flood Zones 2 and 3 at present. It has been subject to flooding in recent years and the Environment Agency (EA) is proposing a scheme to provide flood alleviation to the town centre up to the 1 in 200 year (0.5% annual probability) event by constructing a flood storage area upstream of the town centre and bunds in places in the Canalside area. Work is expected to start on this scheme in 2009/10.

To assess the potential flood risk in the Canalside area, a technical assessment has been undertaken to assess both the fluvial flood risk to the development proposals from the River Cherwell and the flood risk associated with the Oxford Canal. The EA has been consulted on the data assessed, on the methodology adopted and on the findings of the assessment.

Using the EA hydraulic model of the River Cherwell and Oxford Canal through Banbury, and assuming the flood alleviation scheme is in place, the floodplain outlines have been defined using a digital elevation model of the development area, for the 1 in 100 year (1% annual probability) and 1 in 1000 year (0.1% annual probability) flood events. This confirms that the site is not affected by flooding during the 1 in 100 year (1% annual probability) event with the flood alleviation scheme in place, although some areas may be affected during the most extreme event.

With the proposed flood alleviation scheme implemented, the area will have the benefit of flood defences that will have the effect of reducing the probability of flooding to low to medium, though the EA Flood Map will continue to show the area falling within PPS25 Flood Zones 2 and 3, albeit with defended status. Therefore, the principle of allocating land for both residential and commercial uses is considered appropriate within the area.

The technical assessment, which is published as part of the evidence base to the Draft SPD, will form part of the Level 2 Strategic Flood Risk Assessment (SFRA), which the Council will complete in readiness for the publication of its Preferred Option Core Strategy. The Level 2 SFRA will also set out how the Council has applied the PPS25 Sequential Test in allocating Canalside as a strategic site.

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The technical assessment has also informed this Draft SPD with respect to the suitability of areas for development and indicates a range of appropriate mitigation measures to further reduce the residual risk. It indicates how a sequential approach may influence the distribution of land uses in a future masterplan and outlines measures to be considered further at a later stage to ensure that there is no adverse impact elsewhere through the management of surface water within the site using techniques including Sustainable Drainage Systems (SuDS) and rainwater harvesting. In due course, the assessment, as part of the Level 2 SFRA, will inform the Flood Risk Assessment(s) of future planning applications for the site.

There are therefore opportunities to:

- Maximise the benefit of the flood alleviation scheme to progress with regeneration in the Canalside area
- Enhance existing amenities in a safe and sustainable way.

3.9. Services & utilities

Preliminary enquiries with utility companies has been undertaken to investigate existing utility constraints and development restrictions which may affect the future development potential of the site. Records have been obtained from relevant utility companies including Thames Water, Scottish and Southern Electricity, Scotia Gas Networks and BT to determine the approximate location of key services and infrastructure.

A review of the records obtained confirms that the key constraints to development are located within the existing commercial area to the east of the Oxford Canal. These constraints include an existing intermediate pressure gas main running along the west bank of the River Cherwell, proposed water mains and an existing bio-solids rising main running along the eastern boundary of the site. A twin foul rising main is also present, crossing the site from Canal Street to the football ground.

There are also multiple existing services located along Cherwell Street, Windsor Street, Upper Windsor Street, Lower Cherwell Street and Bridge Street, although these pose less of a constraint to redevelopment as there are unlikely to be significant highway works undertaken which may affect existing services located in these locations. This will need to be reviewed once the final development proposals are confirmed.

Suitable easements will need to be agreed with the relevant utility authorities for key constraints to the east of the Oxford Canal and allowance made in the proposed masterplan, otherwise significant costs may be incurred for the diversion of these services. Due to the nature of the site, it is likely that some utility diversions will be required. The anticipated costs associated with relocating or realigning the other existing apparatus throughout the site are unlikely to be significant or 'abnormal' for a development of this type in a town centre location. No utility companies have been consulted regarding the provision of new supplies to the site, although it is considered that this is unlikely to be a significant issue given the existing supplies connecting to the area.

There are therefore opportunities to:

- Upgrade and renew existing service provision within the site.

3.10. Ground conditions

A phase 1 desk study and a preliminary geotechnical and geo-environmental ground investigation have been carried. The preliminary ground investigation was of limited extent due to the site being occupied at the time of the investigation. The desk study records have identified that the site has a very complex history of previous use, with some parcels of land within the site having multiple previous phases of development. The site is presently occupied by a number of potentially contaminative land uses including a fuel depot, an industrial estate and a former landfill site. Previous former uses of parts of the site include a foundry and a tar distillery.

The intrusive investigation carried out has identified strong evidence of hydrocarbon contamination on a number of the parcels within the site, particularly within the fuel distribution depot on the east bank of the River Cherwell. This may be resulting in pollution to the river Cherwell. This requires further investigation by additional sampling and analytical testing, and if confirmed will potentially require remedial measures to be instigated. The ground investigation has identified site wide elevated levels of certain metalloids, phototoxic metals and heavy metals in the near surface soils. In addition, elevated levels of hydrocarbons have also been identified on parts of the site. Remedial measures are thus inferred to be required for most site areas as part of any further development.

The need for further ground investigation work to inform future development potential and remediation has been identified. Additional ground investigation work at the site should include the installation of further soil gas and groundwater monitoring wells, geochemical soil and groundwater sampling and testing, further soil gas and groundwater monitoring and surface water sampling and geochemical testing from the River Cherwell and Oxford Canal. The targeted investigations should be supplemented by a more general geo-environmental investigation of those areas of the site not covered by the original ground investigation.

Possible geotechnical constraints will occur to the use of piled foundations and the type of piling technique used during development. The constraints are associated with the presence of buried building substructures associated with current and previous phases of development and bands of possible rock at shallow depth within the Lower Lias Clay bedrock. Further ground investigation is recommended to assess these constraints.

There are therefore opportunities to:

- Remove current sources of existing contamination and remediate the site.

3.11. Noise

A preliminary acoustic assessment based on 2007 traffic flow data has been undertaken to assess the impact of traffic for Windsor Street, Swan Close Road and Hightown Road. A desktop study using the “calculation of road traffic noise” methodology has been used to indicate the suitability of the site for residential development and highlights areas where mitigation may be required.

These initial calculations confirm that the majority of the site falls within Noise Exposure Category (NEC) A or B, where residential development is likely to be acceptable. However, the areas immediately adjacent to Swan Close Road and Windsor Street are within NEC C and any dwellings here will require extensive mitigation measures.

Part of the site is adjacent to the railway station and railway line and there may be a significant noise impact in some areas. A detailed assessment will be undertaken to confirm the

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development strategy and suitable uses in this part of the site as well as identifying appropriate mitigation measures. These are set out in the Companion Document.

There are therefore opportunities to:

- Use buffers and setbacks created to mitigate against noise to improve the public realm.

3.12. Air quality

There are no Air Quality Management Areas declared by the Local Authority in the vicinity of the proposed site. At this stage it is considered that air quality issues would not form a material constraint on regeneration plans (provided the intended uses do not have attendant air quality issues).

3.13. Existing land uses

The site is primarily industrial in nature with four industrial estates (Cherwell Street, Tramway, Haslemere and Power Park) that offer a mix of accommodation from small starter units to large units with integral office accommodation. Many of the buildings are of poor quality. Two operational industries, The Oil Depot and Swan Foundry are located on the eastern and western edges of the site respectively. A number of vacant and derelict buildings exist along the canal that create a negative perception of the area. Banbury Football Club, an important community facility, is located on the south of the site. Banbury Railway Station building, depot, sidings and associated car parking are located along the eastern edge. Oxfordshire County Council Social Services are located in offices on Tramway Road.

There are therefore opportunities to:

- Relocate industries and other uses to sites outside of the town centre where access can be improved and compatibility with other land uses considered.
- Relocate Banbury Football club to an alternative location in Banbury. The Council will assist the club in re-locating through exploring alternative locations in the LDF.
- Renovate or remove derelict buildings to improve the perception of Banbury Canalside and create better access and improved frontages on to the waterways.
- Reduce the extent of land used for car parking by providing a multi storey car park.

3.14. Land ownership

The land within the site totals approximately 23 hectares. Within this area there are circa 50 landowners. The landowners generally fall into two categories; owner occupiers who trade or run businesses from the premises, and investors who lease land or buildings to tenants. Each landowner has different constraints and opportunities affecting their ability to release their asset for development in the future.

Public sector land ownership is limited within the site. Cherwell District Council, Oxfordshire County Council and Banbury Town Council collectively control 3% of the site.

Of the circa 50 landowners, there are a number of key strategic parties who control much of the land. 14 landowners control approximately 75% of the site. Cherwell District Council, in partnership with the HCA and their appointed consultants, have sought to involve these key landowners in discussions regarding the re-development of the site.

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A land owners forum has met on a number of occasions where landowners have met to discuss proposals. All known landowners and/or tenants have been contacted by the HCA's consultants or the Council and informed about the proposals for the site and will have the opportunity to comment on this SPD and the Core Strategy. The Council views the involvement of land owners as important.

4.0 Masterplan framework

4.1. The vision & objectives

The Vision

“The Canalside site offers a unique opportunity to bring about an urban renaissance to this part of the town with a housing-led regeneration of the area, bringing a mix of family and other homes, offices, shops and open space into the heart of Banbury. The Canalside area will be a neighbourhood unlike any other in Banbury - a development that demonstrates the town’s sustainability credentials and becomes a destination in its own right. Residents who move to Banbury Canalside will be making a lifestyle choice to live in contemporary dwellings with excellent access to Banbury town centre, public transport and adjoining countryside.”

Objective 1: Deliver a balanced community

Housing should provide for families, first time buyers, key workers, low income households, retirement communities and high-end property owners, and tenure should be mixed to encourage a diverse community that is able to accommodate households through all stages of their lives. Retail, commercial development and a primary school combined with community facilities should be located on the site to support a primarily residential neighbourhood.

Objective 2: Encourage a low carbon lifestyle

In line with the Government’s objectives, the site should be designed to facilitate a low carbon lifestyle through a reduction in car dependency, designing buildings to minimise energy requirements and installing a district heating system, which may benefit a wider area of the town. Opportunities for reducing waste to landfill, the production of food on site and the conservation of water through sustainable urban drainage should also be exploited.

Objective 3: Build on the heritage of the site

The most significant historic buildings on the site should be retained and renovated. This could help to create a unique new quarter for the town unlike any elsewhere in Banbury. Densities, street layout and building forms could be designed to reflect the tight urban spaces that historically existed.

Objective 4: Improve accessibility

Development on the site should enable better ways for people to move around by providing safe convenient walking and cycling routes that link residential areas with the town centre, railway station and amenities. New pedestrian and cycle routes that bridge the canal river and railway should be provided. High quality public transport facilities with real time information and signal priority should be provided to ensure that public transport is accessible and a desirable way to travel. A managed car pool club, car sharing scheme, reduced car parking standards and cycle hire should also be introduced to reduce car dependency.

Objective 5: Optimise the natural assets of the site

Development on the site should help to improve biodiversity by protecting and enhancing sensitive ecological areas along the water courses. New nature areas should be introduced to increase the currently limited wildlife. Green infrastructure should be provided to create convenient areas of amenity and a network of green spaces that link new housing and existing open spaces which could include greens, squares, allotments, formal and informal play areas, health trails and playing pitches. The canal and river corridors should be enhanced and a canal

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basin provided to provide improved access to the waterway from the town centre and a focus of activity for residents and visitors.

4.2. Spatial options

Based on the vision and objectives for the site, three options were developed to test its capacity and viability. It must be recognised that the Canalside site is a complex site to develop. The site has a number of issues to address and costs to meet that would not be found on green field housing sites in the district. In developing spatial options it is important that these constraints are recognised, and that any options put forward are realistic and viable. As a consequence, it was recognised from the start that it may not be possible to achieve all of the Council's usual requirements in association with large development sites.

All three options were developed based on the following assumptions:

- The Flood Alleviation Scheme defends the whole site from a 1:200 plus climate change year flood event.
- Banbury Football Club will be relocated to an alternative site.
- Existing industrial units and businesses will be relocated to alternative sites.
- Car parking for Banbury Railway Station will be increased and provided either side of the railway line.
- Listed buildings, locally listed buildings and buildings with group value will be retained.
- Access in to the site will be from Tramway Road/Swan Close Road and Windsor Street with buses and taxis accessing the railway station via Bridge Street.
- Total dwelling numbers will be between 1,000 and 1,200 units, with a mix of at least two thirds housing.

The options are summarised with their development capacity as follows:

Option	Description	Dwellings
Option 1	Residential led masterplan, central public open space and canal basin.	1,097
Option 2	Residential led masterplan, with increased retail floorspace, primary school and central open space.	1,212
Option 3	Residential led masterplan, canal basin and no central open space.	1,068

4.3. Option appraisal

The three spatial options were appraised against a combination of the inherited policy objectives outlined in Section 2 and those established in 4.1 above. The Council has given each objective a simple weighting (from values 1 to 3) to reflect their relative importance to the vision.

A preliminary development appraisal has also been undertaken for each option, which concluded that there was no materially significant difference in their respective financial performance. The appraisal concluded that the options would be financially viable.

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The Council has undertaken Sustainability Appraisal for all its Development Plan Documents in accordance with the requirements of the SEA Directive. Sustainability Appraisal assesses the potential economic, social and environmental effects of draft proposals. Sustainability Appraisal is not required for this SPD, but in order to show that the proposals are sustainable the preferred option has been tested against the Council's SA framework. This work is set out in the Companion document. The Council will undertake a full SA for the Core Strategy.

4.4. The preferred option

Following the option appraisal, a Preferred Option has been developed as a hybrid of Options 1, 2 and 3. It delivers a similar quantum of development maximising the opportunity for development in Flood Zone 1, exploiting the natural assets of the site by fronting the waterways and provides the opportunity to balance development with community benefits including public open space, the canal basin and a school. The Companion Document sets out the Preferred Option tested against the same measures and weighting as options 1, 2 and 3. The development policies, design principles and delivery of this option are set out in Sections 5 to 7.

5.0 Development policies

The Council's draft Parent Policy for the Canalside to be included in its emerging Core Strategy will provide the basis for allocating, promoting and managing development in the area.

This section provides further guidance and reasoned justification for each component of the Parent Policy.

Figure 13 reflects the preferred option and parent policy. The Council will require that a planning application for the site complies broadly with the arrangement of land uses and movement patterns shown on figure 13.

In section 6, the SPD provides more detailed guidance on how the general policies in this section will be applied to the seven defined Character Areas

Draft targets are provided through out this section to meet the Monitoring requirements set out in Chapter 8.

5.1. Housing

Based on the preferred option, it is considered that the site would accommodate about 1200 dwellings, however some more detailed matters such as the exact provision of parking will be determined through a planning application, potentially changing this figure.

Innovative solutions to building form should be considered on this site. The density should be 50 dwellings per hectare. Internal space standards and the provision of private amenity areas such as gardens, balconies and other external spaces should not be compromised. Affordable homes should be distributed evenly across the site and integrated with other development.

The Council will expect affordable housing to be provided in accordance with its policies set out in the Local Development Framework unless it can be clearly demonstrated that these are not achievable. The Council does recognise that in view of the additional development costs associated with the site it is unlikely that these normal policy requirements for affordable housing can be achieved. A development appraisal undertaken as part of this SPD has indicated that a figure of 15% affordable housing is likely to be deliverable; however this should not be taken as the Council's target figure for this site.

Summary of target SPD outputs:

- H2 – 1,200 no. net additional dwellings
- H5 – at least 15% gross affordable housing completions
- H – 700 – 840 no. 2/3/4+ bed houses completed

5.2. Other land uses

Retail and commercial provision should be focused in the north of the site adjacent to the town centre and station and should not exceed 17,500m². In order to ensure a mix of commercial/retail uses no individual retail unit should exceed 2,500m² on the eastern side of Lower Cherwell Street. Building should reflect the fragmented urban form of the site. Where retail and commercial uses are mixed with other uses, compatibility between uses and access arrangement should be considered.

Summary of target SPD outputs:

- BD4 – less than 17,500 m² total amount of floorspace of 'town centre' uses

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- BD&TC – zero number of vacant units/amount of vacant floorspace
- BD&TC – above Cherwell average shoppers perceptions of quality and safety

5.3. Buildings

Buildings should front on to streets, public spaces, pedestrian routes, the river, the canal and cycle routes. Development located adjacent to historic buildings should respond in scale and massing. Innovative contemporary forms of architecture should be provided.

Development proposals should be accompanied by a Design & Access Statement that should include a Building for Life Assessment. The assessment should demonstrate that the proposals meet at least 14 of the criteria. It is also expected that commercial buildings will meet BREEAM standards. Design solutions may include the provision of green roofs for example.

Summary of target SPD outputs:

- H6 – at least 14/20 Building for Life Assessment

5.4. Public transport

Access to Banbury Railway Station for public transport and taxis should be from Bridge Street using Station Approach. A link should be provided to join Station Approach with an extended Tramway Road to enable public transport services only to operate through the site. Only buses will be able to travel through this link and this will need to be managed. This route may occupy shared space with a public space adjoining the station but should be secured to prevent unauthorised use. Development promoters will be expected to encourage local bus operators to use this route and buses will be required to stop at the Station. Each new residential property will need to be within 400 metres of a bus stop.

5.5. Pedestrian and cycle routes

There should be a minimum of six new pedestrian and cycle bridges over the Oxford Canal and the River Cherwell and a pedestrian bridge over the railway should be provided to reflect desire lines and improve access to the town centre from the east as shown in figure 13. (The number and positioning of the pedestrian and cycle routes shown to the south east of the new extended Tramway road will be determined at the planning application stage)

Access to the existing Oxford Canal towpath should be retained and widened and wherever possible new routes should connect with it. A designated cycle route through the site should be provided to connect the towpath with the National Cycle Network Route 536.

5.6. Streets and Access

Access to the site for vehicles should be from Upper Windsor Street, Swan Close Road and Tramway Road. Streets within the site should be designed to accordance with Manual for Streets, 2007 and a clear hierarchy of streets should be established. All streets should increase permeability across the site, promote walking and cycling and disperse and slow down traffic.

A Green Lane should be provided which can be used by pedestrians/cyclists and for emergency access only.

A transport assessment will be required to confirm exactly how access to the site will be achieved and highway works required and will set out how the proposals will be expected to

incorporate a series of transport mitigation, car parking management and other green travel planning measures.

A link between Upper Windsor Street and Lower Cherwell Street and between Lower Cherwell Street and Swan Close Road should be provided to facilitate service access (including for HGV's) to retail and commercial development out of hours and emergency access. This link will also allow residents to access properties in the Canal Walk Character area (see figure 14).

5.7. Travel plan

A travel plan should accompany development proposals. The plan should propose targets for modal split and how these will be achieved. Targets should be consistent with the other SPD policies, notably car parking management, public transport, pedestrians and cycling. The Council will consider negotiating penalty clauses within the S106 Agreement if these targets are not met. The plan should consider a range of appropriate initiatives, e.g. subsidised public transport, car share/pool schemes.

Summary of target SPD outputs:

- CP&T – vehicle counts on principal routes (to be determined)

5.8. Car parking

Car parking standards should reflect the location of the site adjacent to the town centre and Banbury Railway Station. Parking provision will comply with County Council standards and guidance and will not exceed maximum standards.

The approach to car parking should vary across the site to reflect land uses building typologies and character areas.

In some residential areas car parking provision below County Council standards will be considered. Some car free development will be encouraged in residential areas. The extent of the reduced car parking provision will be considered as part of a planning application and must be agreed with the County Council.

In commercial areas reduced car parking provision will be encouraged.

Two locations for multi story car parking are identified. These are to provide:-

- A total of 1,000 spaces for use by commuters using the railway station
- 100 spaces for residents, to facilitate a managed car pool club, car sharing scheme or similar.

This parking is split onto two sites one each side of the railway line. On the western side of the line, the capacity of any car park is likely to be no more than 600 spaces. On the eastern side of the line a second area is allocated which could accommodate a further 500 spaces, all of which would be for rail users. The business need for this number of spaces will have to be proven in due course. This car park would be linked to the station and the Canalside site by a pedestrian footbridge. This footbridge will need to be open 24 hours a day, 7 days a week.

Car parking management will be essential on this site in light of reduced parking provision in some areas and the proposed use of the multi-storey car park described above. The Travel Plan will need to set out the arrangements by which the allocation, ownership, control and funding of car parking spaces within scheme will be managed. This should be consistent with future

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initiatives to manage on-street residential car parking and other town centre car parking in Banbury.

5.9. The Oxford Canal

A canal basin should be located on the canal's western side between Bridge Street and Tramway Road. Development should maximise commercial frontage on to the canal basin and ensure that access is not constrained. A minimum of ten moorings and associated equipment and facilities should be provided. There may be an opportunity to relocate the existing facilities (toilets, showers, pump-out facilities) at Banbury bus station to Canalside. A minimum of four pedestrian and cycle bridges over The Oxford Canal should be included across the site as shown at figure 13. The design of the canal basin, bridges and associated equipment should adhere to British Waterways Planning Policy notes and design guidance. Bridges should allow for pedestrians to cross the Canal at all times without interruption from Canal users.

5.10. The River Cherwell

A landscape corridor should be provided along the edge of the river to facilitate access. A minimum of two bridges for pedestrians and cyclists to cross the river should be provided as shown at figure 13. The design of landscape and development fronting the river should be consistent with the advice of the Environment Agency.

5.11. Heritage

The following Listed and locally important buildings, structures and spaces should be retained, refurbished and integrated into new development and public urban spaces:

- Swing Bridge
- Former Town Hall
- Town Hall Wharf Offices
- Warehouse
- Former Malthouse / Banbury Power Station
- Cherwell / Coalyard Wharf
- Sewage Works Boiler House
- The Golden Lion

5.12. Green infrastructure

In addition to strategic landscape corridors and buffers required for The Oxford Canal and the River Cherwell, provision should be made for a minimum of three hectares of public open which should include parks and gardens, natural and semi-natural green space, amenity areas, civic spaces, allotments and community gardens, as well as outdoor provision for children and young people.

Summary of target SPD outputs:

- BD&TC – at least 3 Ha of public open space
- EQ – amount of new habitat created (to be determined)

5.13. Social infrastructure

A one form entry primary school will need to be provided on site. Innovative solutions to building form and play provision should be considered in order to make efficient use of land. The outside play space for the school should have a dual purpose with the play space, or a proportion of it, being accessible to the public outside school hours. During school hours the play space should be secure and only useable by the school. It is anticipated that the school will be more than one storey. There may be potential to locate play space on the roof of the school or residential/commercial development in the same building above the school. Internal space standards should not be compromised. The design, particularly in terms of ensuring safety and security, of the school will need to accord with the views of the Education Authority.

5.14. Information & communications technologies

It is likely that the deployment of Next Generation Access to Broadband (NGA) infrastructure, i.e. fibre optic networks, will make an important contribution to achieving the objectives for Canalside. For example, very high speed broadband services will complement the management of on-site renewable energy services and offer occupiers an opportunity to work from home.

The Council will expect development promoters to set out how their proposed information and communications infrastructure will support these and other objectives in the SPD.

5.15. Low & zero carbon (LZC) management

In order to promote a sustainable development and respond to government policy, notably the Climate Change Supplement to PPS1 and the Code for Sustainable Homes, the Council will require energy hierarchy principles to be applied to the development. It acknowledges the financial implications that are currently envisaged of complying with these policies in respect of the timing and viability of the scheme – see Section 7 for more details.

Development proposals will have to consider how to reduce energy demand in the first instance, by applying passive design principles and energy efficiency measures, to achieve a ‘lean’ design.

Further to demand reduction, development promoters should consider how to deploy suitable efficient supply technologies to achieve best practice and efficient use of fuels where applicable, for example by using waste heat from power generation via a decentralised energy approach.

Once demand reduction and efficient supply technologies have been applied, the appropriate combinations of renewable energy technologies should be considered for the sites within the development, with due consideration of technical and commercial feasibility, as well as long term operation and management.

In general terms the Canalside development is likely to be of sufficient density that a community approach can be shown to be viable. In this case the independent approach would perhaps be suitable for dwellings or building that are either physically too far from any proposed community wide system or are better suited for a particular technology solution (e.g. solar thermal or ground source heat pump technologies).

The dwellings constructed in the early years of the development (that will have to meet the lower CO2 reduction targets) may be particularly suitable for an independent energy strategy approach, as the levels of CO2 reductions may not provide an economic case for a community energy network depending on the density and scale of development in these phases.

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Significant benefits can result from an integrated site-wide approach. Given the scale of the development, together with the densities and high levels of CO₂ reduction likely to be required by legislation towards the later stages of the project, it is probable that a community heat and/or power network would present an appropriate solution to delivering the energy requirements, at least for a significant element of the overall development, due to the even higher costs for independent options that are likely to achieve the same savings. Due to lack of industry precedent in this area, further detailed analysis will be required prior to final solution commitment but a development-wide heating network (and depending on the demand for cooling, even a cooling network) could be investigated for its technical feasibility and financial viability.

Any low and zero carbon generation plant and associated infrastructure will need to be controlled, managed and maintained by an appropriate body.

The Canalside masterplan should therefore make provision for one or more energy centres across the development. The energy centres could be constructed for each phase or for a number of community clusters, with the whole network eventually linking up to one primary energy centre for the entire development.

A community based approach could include the use of a combined heat and power (CHP) facility connected to a district heat network to satisfy the hot water demand and a proportion of the electricity demand of the buildings. This will increase the overall efficiency compared to the independent generation of heat and electricity.

District heating systems supplied by either communal boilers and/or communal CHP plant can be fuelled by biomass, making them a renewable technology. The implications of this are covered in more detail in a further section below.

The proximity of the development with the adjacent existing community presents an opportunity to share services and infrastructure, where feasible. For example, this could include an extension of a district heating network (if selected) to serve the existing buildings that have a high heat load, thus increasing the economic case.

In respect of the potential renewable energy technologies that may be deployed at Canalside, summarised below, the Council will require an LCZ Strategy (including a full energy assessment) to be undertaken as part of the comprehensive masterplan or planning applications to further investigate the feasibility of each option:

- Solar - favourable conditions for solar energy capture exist within the site, particularly as it is not constrained by existing urban forms. Solar systems work best when they are planned for, or introduced early within the development design, this limits issues of overshadowing, inappropriate surface space, and adhoc orientation and placement. Options for onsite solar energy generators include solar thermal panels for hot water collection, and photovoltaic panels for the production of renewable electricity.
- Wind - the use of building mounted wind turbines is not recommended, primarily due to industry indications that the associated output can often be negligible in the urban areas that they would primarily be used in.
- Ground Source Heat Pumps - make use of constant ground temperature to pre-heat a fluid that is upgraded in a heat pump, via electricity, for use in a low temperature heat system. Ground storage systems store energy in the form of either borehole thermal energy storage (BTES) or aquifer thermal energy storage (ATES), the latter having a higher efficiency due to the use of water as a heat transfer medium. These systems are capable of achieving

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inter-seasonal storage, storing heat or cooling in the ground or available ground water such that it is then available in the opposite season, the effect being an often highly cost effective provision of renewable thermal energy to the building.

- Water Source Cooling - where adjacent waterways exist such as the canal, there is the potential to consider a form of low carbon cooling via water source cooling to buildings. Precedent exists for this, for example the British Waterways Board has many examples within their own buildings. However the tightening of Environment Agency regulation, in terms of considering heat as a potential pollutant, would need to be considered.
- Biomass - various forms of biomass have the potential to provide a renewable form of heating, with issues of supply availability/security, storage and delivery being determining factors. For example, having a secure source of fuel for the use in biomass based energy systems is essential to the successful implementation and operation of the technology. Another key implication for biomass is the impact of the transportation of fuel, including the disruption and CO2 emissions related to the deliveries. The Canalside site has the advantage of being accessible by two non-road related transport methods, namely rail and waterway.

Banbury Canalside has greater potential than other potential Strategic Sites to extend any proposed community energy network to the existing stock due to its proximity to the town centre which forms the densest part of Banbury. This does not affect the overall viability of bringing the site forward for development compared to other proposed sites but presents a unique site opportunity.

The centre also has a greater proportion of public buildings, which could be required to connect to the network thereby increasing viability of the network extension into the existing stock and facilitating the Council's responsibility to facilitate community energy networks as required under the PPS1 supplement, Planning and Climate Change.

Summary of target SPD outputs:

- E3 – renewable energy generation (to be determined)

5.16. Flood risk management

The comprehensive redevelopment of Canalside requires the prior completion of the Banbury Flood Alleviation Scheme by the Environment Agency. Development proposals should be accompanied by a Flood Risk Assessment that demonstrates how they accord with the recommendations of the adopted Level 2 Strategic Flood Risk Assessment for Canalside. The design of the masterplan, including the positioning of buildings and highways will be determined by the flood risk assessment.

5.17. Waste management

Development proposals should set out how both domestic and on-domestic waste will be provided for and managed. It is expected that targets set for residual waste levels, recycling levels and landfill diversion will meet or exceed those targets for 2020 set out in the 2007 National Waste Strategy. Proposals should also show how all development will be designed to provide for waste storage that allows for the separate collection of each of the seven waste streams identified in that same strategy. Suitable access will need to be provided for refuse collection. In addition, proposals should demonstrate how the landfilling of construction,

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demolition and excavation waste will be avoided, unless where landfilling is the least environmentally damaging option.

6.0 Character areas

There are seven distinct character areas within the site that are important to the realisation of the vision. These areas will help define the site, preserve local and historic identity and deliver significant housing, transportation, retail and commercial development, open space and community facilities. The following sections describe these areas in more detail. The location, proportion and the type of land uses set out in the tables below, such as the number of bedrooms, for each character area may change slightly as the SPD progresses and at the planning application stage.

6.1. Bridge Street

A gateway to the town centre from the station focused around a new canal basin with a safe and accessible high quality physical environment encouraging prosperous day and evening economy.

Design principles for Bridge Street are:

- The creation of a new canal basin and destination for the town centre.
- The creation of a designated pedestrian and cycle route from the station to the town centre over the canal and river.
- Improved junction arrangements on Bridge Street and Cherwell Street to facilitate pedestrian movement between the town centre, the station and from the east.
- Provision of new pedestrian dominated mixed use development surrounding the canal basin and fronting Bridge Street and Cherwell Street.
- High density apartment living.
- The creation of a mixed use landmark building on the corner of Cherwell Street and Bridge Street.
- Hard Surface public realm
- High footfall area
- Key destination and venue

Land uses	Dwellings	200 – 300
	Retail	11,000 – 12,000 m2
	Commercial	0
	Green infrastructure	0.5 to 1 Ha
	Primary school	No
Appropriate typology	1 bed flat	Yes
	2 bed flat	Yes

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	2 bed house	No
	3 bed house	No
	4 bed house	No
Streets	Major access road Restricted access road	
Green infrastructure	Urban	
Key frontages & orientation	Cherwell Street Bridge Street Lower Cherwell Street The Oxford Canal and canal basin	
Massing Up to	4 storeys	
Average density	80 dph	
Car parking	Potential for Car free County Council Standards	

6.2. Windsor Street

A boulevard dominated by street activity fronted by residential development

Design principles for Windsor Street are:

- The creation of a boulevard into the town from the south.
- Provision of residential development along key frontages.
- Improved junction arrangements on Upper Windsor Street and Swan Close Road to facilitate pedestrian movement.
- High density housing and apartment living.
- Allow for possible widening
- Limited vehicular frontage access to aid traffic flow

Land uses	Dwellings	30 – 100
	Retail	0
	Commercial	0

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	Primary school	No
	Green infrastructure	0
Appropriate typology	1 bed flat	Yes
	2 bed flat	Yes
	2 bed house	Yes
	3 bed house	No
	4 bed house	No
	Streets	Major access road Residential Streets Mews
Green infrastructure	Urban	
Key frontages & orientation	Upper Windsor Street George Street Britannia Road	
Massing Up to	Upton 4 storeys	
Average density	60 dph	
Car parking	Potential for Car free County Council Standards	

6.3. Canal Walk

A dense new neighbourhood focused on the canal where people can live and work

Design principles for Canal Walk are:

- High density housing.
- Retention and refurbishment of listed and locally listed buildings to create live / work dwellings, studios and start up units.
- Retention of the ‘fine grain’ historic character of the area.
- Access to be provided to the rear of new development.

Land uses	Dwellings	100 – 200
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	Retail	Within historic buildings only
	Commercial	Within historic buildings only
	Primary school	No
	Green infrastructure	0.75 to 1 Ha
Appropriate typology	1 bed flat	No
	2 bed flat	No
	2 bed house	Yes
	3 bed house	Yes
	4 bed house	No
Streets	Avenue Residential streets Edge streets Mews	
Green infrastructure	Urban	
Key frontages & orientation	Upper Windsor Street Swan Close Road Lower Cherwell Street The Oxford Canal	
Massing Up to	Upton 3 storeys	
Average density	60 dph	
Car parking	Potential for Car free County Council Standards	

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6.4. Cherwell Park

High density housing focused on the waterways

Design principles for Cherwell Park are:

- High density housing fronting The Oxford Canal and the River Cherwell.
- Possible 1FE primary school combined with community uses and residential development.
- Public access to the river and canal

Land uses	Dwellings	50 - 100
	Retail	0
	Commercial	0
	Primary school	Possible
	Green infrastructure	0.25 to 0.5 Ha
Appropriate typology	1 bed flat	No
	2 bed flat	No
	2 bed house	Yes
	3 bed house	Yes
	4 bed house	No
Streets	Restricted access road Mews	
Green infrastructure	Strategic landscape	
Key frontages & orientation	The Oxford Canal The River Cherwell Pedestrian / cycle route from the station to the town centre Parkland	
Massing Up to	Up to 4 storeys	
Average density	60 dph	
Car parking	Potential for Car free	

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	County Council Standards
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6.5. Station

A transport hub that creates an exciting point of arrival to the town centre. Principles for the station are:

- Creation of a new landmark station building, transport hub and mixed use development.
- Provision of a designated pedestrian and cycle route from the station to the town centre over the canal and river and a new pedestrian / cycle bridge over the railway.
- Provision of two multi storey car parks one each side of the railway.
- Provision of a public transport, servicing and emergency access link between Tramway Road and Bridge Street.
- High density apartment living.
- Taxi drop off point
- Possible location for small hotel

Land uses	Dwellings	50 - 100
	Retail	Up to 500m2
	Commercial	2000 to 3000m2
	Primary school	No
	Green infrastructure	0. 5 to 1.0 Ha
Appropriate typology	1 bed flat	Yes
	2 bed flat	Yes
	2 bed house	No
	3 bed house	No
	4 bed house	No
Streets	Restricted access road Avenue	
Green infrastructure	Urban Strategic landscape	
Key frontages & orientation	Bridge Street	

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	The Oxford Canal The River Cherwell Pedestrian / cycle route from the station to the town centre
Massing Up to	Upto 4 storeys
Average density	80 dph
Car parking	1000 car parking spaces for commuters County Council Standards

6.6. Tramway

High density housing focused around parkland and a community hub. Design principles for Tramway are:

- Provision of a new park linked to existing green infrastructure to serve the new neighbourhood and east Banbury.
- Possible 1FE primary school combined with community uses and residential development.
- High density housing.

Land uses	Dwellings	100 - 200
	Retail	0
	Commercial	0
	Primary school	Possibly
	Green infrastructure	1.5 to 2.0 Ha
Appropriate typology	1 bed flat	No
	2 bed flat	No
	2 bed house	Yes
	3 bed house	Yes
	4 bed house	No
Streets	Avenue Edge Streets Residential streets	

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	Mews
Green infrastructure	Strategic landscape Parkland Formal play areas
Key frontages & orientation	Tramway Road The Oxford Canal The River Cherwell
Massing Up to	Upto 3 storeys
Average density	60 dph
Car parking	County Council Standards

6.7. Riverside

A new community close to town centre focused around open spaces and high quality housing.

Principles for Riverside are:

- Mix of housing densities to create a balanced community.
- Provision of private and public open space suitable for family living.
- Possible 1FE primary school combined with community uses and residential development.

Land uses	Dwellings	300 - 400
	Retail	0
	Commercial	0
	Primary school	Possible
	Green infrastructure	1.75 to 2.0 Ha
Appropriate typology	1 bed flat	No
	2 bed flat	No
	2 bed house	Yes
	3 bed house	Yes
	4 bed house	Yes

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Streets	Avenue Edge Streets Residential streets Mews
Green infrastructure	Strategic landscape Parkland Formal play areas Allotments
Key frontages & orientation	Tramway Road The Oxford Canal The River Cherwell Cherwell Meadows
Massing Up to	Upto 3 storeys
Average density	60 dph
Car parking	County Council Standards

7.0 Delivery Strategy

7.1. The delivery model

The Council will seek to ensure that the regeneration of Banbury Canalside is consistent with the vision set out in this SPD. As the local planning authority, the Council will work closely with all key stakeholders to deliver an attractive and vibrant development scheme that will meet the needs of Banbury and the surrounding area.

The Council acknowledges, however, that delivering its vision and objectives for the Canalside is a challenge, given the brownfield status of the site. It therefore expects the delivery model to rely upon the private sector, with public sector support, to respond to the opportunities presented by the allocation of the site in the Core Strategy and the guidance set out in this SPD.

Development appraisals (using a residual land value method) have been undertaken to understand the dynamics of the delivery model in terms of the relationship between the quantum and value of new development, existing/alternative use values and development costs. This work has indicated that when long term trends in land values and costs are applied to the Canalside the proposals are financially viable and deliverable.

The Council will contribute to the delivery of Canalside by:

- using its planning powers to manage development proposals from pre-application discussions through to the discharge of conditions and S106 monitoring to ensure a high quality, comprehensive redevelopment is planned, designed and delivered in line with its Core Strategy and this SPD
- using its Compulsory Purchase Order powers, if necessary, to acquire land for the benefit of a comprehensive development scheme
- using its economic development powers to facilitate the successful relocation of existing occupiers
- using its local housing powers and working with the HCA and affordable housing providers to deliver affordable housing
- working with Oxfordshire County Council to plan investment in local highways and education infrastructure
- working with Network Rail and Chiltern Railways (and any subsequent rail franchisee) to deliver a new publically accessible link across the railway and to improve the railway station facilities and its environs.
- working with the Environment Agency to monitor the performance of the Flood Alleviation Scheme at Canalside and other means of managing surface water within the area

The Council expects Canalside landowners to lead the promotion of development proposals, most likely in partnership with one or more developers. The Council anticipates that the combination of policy requirements and standards set out in the SPD are likely to require innovation in the funding, procurement, governance and management of site infrastructure, e.g. open spaces, utilities, car parking, waste management. It will therefore encourage development promoters to consider ‘multi-utility service’ business models to procure this infrastructure and operate these services.

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The Council will seek to assist development promoters by securing public investment to meet the costs of development. Such investment may be in the form of National Affordable Housing Programme via the HCA, future Local Transport Plans with the County Council and funds to complement the investment in low and zero carbon infrastructure for example.

7.2. Development promotion

Future planning applications

The Council believes that the most effective and equitable means of promoting development at Canalside will be based on an outline planning application made by either a consortium of landowners and/or a master developer for the whole area supported by a comprehensive masterplan and design code. It is expected that key landowners will have agreed a means of capturing and mutually benefiting from the uplift in land values as a result of a successful development scheme. The landowners may choose a master developer for this purpose to share the costs of promoting the scheme.

The Council will encourage those preparing the planning application to work in partnership with it and may seek a Planning Performance Agreement (PPA) to help facilitate the granting of planning permission.

The Council will expect a single outline planning application to be accompanied by:

- A masterplan providing sufficient spatial and quantifiable information about the proposals, including a three-dimensional plan setting out the intended layout of the area and presenting proposals for buildings, spaces, movement and land use. together with an implementation and management strategy
- An Environmental Statement, including environmental impact assessment
- A Transport Appraisal and Transport Assessment, including a Scoping Study and Travel Plan
- A Flood Risk Assessment
- A Design & Access Statement, including a design code and an assessment of the proposals using the 'Building for Life' methodology
- A Zero Carbon Energy Strategy, including an assessment of how proposed energy efficiency, carbon compliance and allowable solutions will achieve standards up to and beyond 2016 for all development types
- A Waste Management Strategy
- A retail assessment (depending on the timing of a planning application)

Planning obligations & conditions

The Council expects that the granting of planning permission will be subject to a S106 Agreement and the use of planning conditions. The S106 agreement will set out the measures required and the timing of such measures, including the nature, funding and timing of:

- housing (including affordable housing), retail and commercial development
- public open space, public realm and other green infrastructure provision
- public transport provision and the delivery of other Travel Plan policies and proposals

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- on-site and off-site highways, drainage and other physical infrastructure provision
- education provision
- highway impact mitigation and strategic contributions
- community facilities

Given the challenge to achieve a viable development scheme, the Council acknowledges that the scope for the scheme to make any further financial contributions, of the type normally expected by the public sector of large development schemes, is likely to be limited. It expects that the collaborative approach it seeks with development promoters in exercising its planning powers will encourage and enable a transparent assessment of this scope in due course.

In agreeing Reserved Matters, the Council will seek to impose planning conditions that are clearly defined, relevant, enforceable, precise and reasonable in order to ensure its expectations for design quality are achieved and sustained throughout the delivery of the scheme.

Other Legal Agreements

The provision of off-site highway works is likely to require Section 278 legal agreements with the Highway Authority. The future adoption of on-site highways is likely to require Section 38 legal agreements with the Highway Authority. Other agreements will also be required for the provision of highways over waterways and the railway.

7.3. Development procurement

Land assembly

The Council acknowledges that the land at Banbury Canalside is in a wide variety of private ownerships. It therefore expects development promoters to assemble land in a way as to facilitate the satisfactory development of the area. As a last resort, it may use its Compulsory Purchase Order powers to enable land assembly.

Relocation of existing businesses

The Council expects that satisfactory provision will be made in the development proposals for the relocation of existing occupiers, including the football club. The developer should expect to have to facilitate the timely relocation of businesses and negotiate with landowners regarding the costs of relocation. Banbury United Football Clubs ground is a valuable community facility and should be safeguarded as such. Development proposals will only be permitted if there are firm development and planning agreements in place that replace Banbury Football club in a manner acceptable to the Council.

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Phasing

The Council anticipates that the rate of development will be subject to a number of factors, including land assembly, relocation of certain uses and market conditions. It expects that provision will be made in development proposals for the continued presence of existing uses until such a time that they are required to be relocated. In these circumstances, the Council will expect development promoters to demonstrate that new development proposals will not cause harm to the amenities of existing uses and that those uses will not cause harm to the amenities of new uses.

The land east of the River Cherwell has fewer land ownerships than land west of the River Cherwell which may allow development to occur as an early phase. This will be dependent upon factors such as the extension of Tramway Road, the provision of new car parking for the railway station, the relocation of Banbury United Football Club and the availability of land currently occupied by the Power Park Business Park, Tramway Industrial Estate and Network Rail operations.

The land west of the River Cherwell has a significant number of land ownerships which may result in development occurring in a number of phases dependent upon factors such as landowner co-operation.

Proposals should allow for a comprehensive redevelopment. Development proposals must include a comprehensive and detailed masterplan for the whole allocated area and set out how it is anticipated planning applications will be made for each part of the site. Individual planning applications for the site can come forward at varying times but they must meet the requirements of the SPD and comply with and deliver the masterplan.

Infrastructure

The District Council will require that the required infrastructure will be provided for each phase of the development. This will mean close co-operation with the relevant statutory undertakers e.g. water supply, foul and surface water drainage, electricity, gas, telecommunications. Some highways, pedestrian/cycle routes and bus routes will need to be provided before the occupation of new properties to aid development and the functioning of the site for residents.

Development governance & management

The Council anticipates all the new housing, retail and commercial development to be in private ownership and management. However, the site will be accessible to the public through the provision of green and urban spaces and pedestrian and cycle ways. It also expects Tramway Road, Station Approach, Lower Cherwell Street and Canal Street to remain or become adopted as public highways. All roads will be built to adoptable standards with only selected private areas built to suitable private standards with management arrangements in place for long term maintenance.

In respect of other land, the Council anticipates the following:

- the River Cherwell and its associated operational infrastructure to remain the responsibility of the Environment Agency and its landowners
- the Oxford Canal, including the towpath and new canal basin, and its associated operational infrastructure to remain/become the responsibility of British Waterways

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- all of the designated public open space and public realm, including new sustainable urban drainage infrastructure, to be controlled, managed and maintained by the Council and other appropriate bodies/companies.
- the land on which the primary school is located to be transferred to the Local Education Authority, or some other suitable body, for the purposes of school construction, governance and management
- the low and zero carbon generation plant and associated infrastructure to be controlled, managed and maintained by an appropriate body

More generally, the Council believes that a long term approach will be required of the comprehensive redevelopment of Canalside that enables change to be managed effectively for the duration of the development scheme and fully embeds its sustainability principles.

Development promoters should therefore set out arrangements for how the governance and management of each of the scheme's components – buildings, spaces, services – will be effectively integrated to the benefit of residential and commercial occupiers and of existing neighbouring uses.

8.0 Monitoring and review

8.1. Targets, Objectives and Measures

Review and monitoring is an important aspect of evidence based policy making and it is a key factor of the Government's "plan, monitor and manage" approach to the new planning system. An important aspect of the new system is the flexibility to update components of the LDF and respond quickly to changing priorities in the district. Monitoring will play a critical part in identifying any review of Banbury Canalside SPD that may be required and it will need to include clear mechanisms for implementation and monitoring.

The Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce an Annual Monitoring Report (AMR) every year and this will be the main mechanism for assessing the SPD's performance and effects. The following Core Output Indicators are relevant to Canalside:

- BD4 – total amount of floorspace for 'town centre' uses
- H2 – net additional dwellings
- H5 – gross affordable housing completions
- H6 – housing quality/Building for Life Assessments
- E3 – renewable energy generation

In addition, in its 2008 AMR, the Council proposed a range of potential local indicators for this purpose, of which the following are relevant to Canalside:

- BD&TC – number of vacant units/amount of vacant floorspace
- BD&TC – shoppers perceptions of quality and safety
- BD&TC – amount and type of open space
- H – number of dwelling completions by type
- CP&T – vehicle counts on principal routes
- EQ – amount of new habitat created

The targets for each of the above indicators will be established in the adopted SPD and are set out in Section 5. The Council will monitor the implementation of the SPD and assess the extent to which the strategy, vision and spatial objectives are being achieved and, where this is failing, explain why and set out what steps are to be taken to correct this.

Should annual monitoring of these indicators reveal any significant failure(s) to meet targets, the Council will take action to rectify the situation as soon as possible. This will include a review of one or more of the policies or, if necessary the whole SPD.