

# Cherwell Local Plan 2011 – 2031 (Part 2)

## Development Management Policies and Sites

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Issues Consultation

January 2016

*Cherwell*

DISTRICT COUNCIL  
NORTH OXFORDSHIRE

## Cherwell Local Plan Part 2 - Development Management Policies and Sites: Issues Paper

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## I Introduction

### Why do we need a Local Plan Part 2?

**1.1** This Issues Paper concerns the preparation of Cherwell Local Plan Part 2. When fully adopted, the document will form part of the statutory Development Plan. The Development Plan comprises a set of approved planning documents which set out policies and proposals for the development and use of land in the area, and is used to inform decisions on whether planning permission should be granted. The statutory Development Plan for Cherwell currently comprises:

- policies in the adopted Cherwell Local Plan 2011-2031 (Part 1)
- the saved policies of the adopted Cherwell Local Plan 1996
- the saved policies of the Oxfordshire Minerals and Waste Local Plan 1996
- Hook Norton Neighbourhood Plan 2014-2031

**1.2** The Cherwell Local Plan 2011-2031 (Part 1) was adopted on 20th July 2015, and is available to view online at <http://www.cherwell.gov.uk/planningpolicy>. Local Plan Part 1 contains the strategic policies covering the District and identifies strategic sites for housing and employment development at Bicester, Banbury and the former RAF Upper Heyford. It also indicates that further detailed work will need to be undertaken within a Local Plan Part 2, for example to identify smaller, non-strategic sites for development.

**1.3** The adoption of Local Plan Part 1 resulted in some of the saved policies of the adopted Cherwell Local Plan 1996 being replaced. However, the non-strategic

policies of that plan, including policies for development management and the allocation of smaller development sites, remain saved, and will require review as part of Local Plan Part 2.

**1.4** Although not forming part of the Development Plan (as it is not adopted), the Non Statutory Cherwell Local Plan 2011 also contains policies that may be material considerations in the determination of planning applications. These policies will also require review as part of Local Plan Part 2. The Non Statutory Cherwell Local Plan is available to view online at [http://npa.cherwell.gov.uk/LocalPlan/Plan\\_index.htm](http://npa.cherwell.gov.uk/LocalPlan/Plan_index.htm)

**1.5** The Council's Local Development Scheme (January 2016) therefore provides for the production of Cherwell Local Plan 2011-2031 (Part 2): Development Management Policies and Sites. The Local Development Scheme is available on-line at <http://www.cherwell.gov.uk/index.cfm?articleid=1730> and contains details of the other planning documents the Council is intending to produce. Of particular relevance to this document are the masterplans being prepared for Bicester, Banbury and Kidlington.

**1.6** Work has also commenced on a Partial Review of Cherwell Local Plan part 1, to examine to what extent Cherwell District needs to accommodate Oxford's unmet housing need. The review is being undertaken independently of Local Plan Part 2 and this paper does not therefore refer further to that specific issue.

### What is the scope of Cherwell Local Plan Part 2?

**1.7** Cherwell Local Plan Part 2 will cover the entire District and will cover the period 2011-2031 in line with the time period covered by Part 1 of the Plan. It will

conform with and build upon the general development strategy of Cherwell Local Plan Part 1.

**1.8** Part 2 of the Plan will contain detailed planning policies to assist the implementation of strategic policies and the development management process. It will also identify smaller, non-strategic development sites for housing, employment, open space and recreation, travelling communities and other land uses, in accordance with the overall development strategy set out in Local Plan Part 1.

**1.9** Consultation on the scope of the Local Plan Part 2 was undertaken in May 2015 and the responses received have informed the preparation of this Issues Paper. A summary of the representations received is contained in Appendix 2. The responses received are available to view on the Council's website at the following link:  
<http://www.cherwell.gov.uk/index.cfm?articleid=9754>.

### **What is the purpose of this Issues Paper?**

**1.10** This Issues paper seeks to outline the issues that the Local Plan Part 2 may need to address. An initial notification of the commencement of work on Local Plan Part 2 and consultation on the scope of the local plan was undertaken in May 2015. A summary of the representations received is contained in Appendix 2 and the representations made in response to that consultation have informed the identification of issues contained in this issues paper. The issues identified also include those arising from Local Plan Part 1, and from the saved policies of the adopted Cherwell Local Plan 1996 and the Non Statutory Cherwell Local Plan 2011 requiring review, together with those arising from national planning guidance and emerging government policy.

**1.11** **The purpose of this issues paper is to seek your views on whether the correct issues have been identified, how these issues could be addressed, and whether there are additional key issues which need to be included in Cherwell Local Plan Part 2.**

**1.12** The consultation paper does not contain any site specific policies or proposals at this stage. However it is accompanied by a formal "**Call for Sites**". We are inviting the submission of sites that you consider have the potential for development. Site submissions must be accompanied by a map and a completed Site Submission form indicating the type of development you consider the site has the potential to deliver. The Site Submission form is available at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation).

### **Evidence base**

**1.13** We have to ensure that Local Plan Part 2 is based on adequate, up-to-date evidence about the economic, social and environmental characteristics and prospects of the area. Some of the evidence base documents used to inform the Cherwell Local Plan Part 1 will be of relevance to the preparation of Local Plan Part 2. Where reference is made to one of these documents in this Issues Paper, the relevant document reference number is included in the text. These documents can be viewed at <http://www.cherwell.gov.uk/planningpolicy>

**1.14** Some additional evidence base studies will also need to be undertaken, and will include the following:

- District wide Water Cycle Study
- Updating of the Level 1 Strategic Flood Risk Assessment
- Village character assessments including an assessment of landscape, ecological and heritage assets

- Small scale local review of the Green Belt in the vicinity of Langford Lane/London Oxford Airport Kidlington, and Begbroke Science Park
- Employment land study to review and identify potential non-strategic allocations
- Retail and Town Centre Study
- Cumulative ecological impact assessment
- Viability assessment
- Updating of the Strategic Housing Land Availability Assessment (SHLAA)
- Updating open space, sport and recreation needs including a playing pitch strategy review.

**1.15** Other relevant studies and strategies published by the Council and other bodies will also be taken into account, including:

- Conservation Area Appraisals
- Social and Community Infrastructure Study
- Local Transport Plan (LTP4).

**1.16** These documents will inform future stages of the plan preparation process.

### Question 1

#### Evidence base

Are there additional evidence base documents that you consider are needed to inform Local Plan Part 2?

### Strategic Environmental Assessment/Sustainability Appraisal and Habitats Regulations Assessment

**1.17** It is a legal requirement for Cherwell Local Plan Part 2 to be subject to Strategic Environmental Assessment (SEA) and

Sustainability Appraisal (SA) throughout its preparation to ensure that the plan proposes sustainable development. SEA/SA will assess the environmental, social and economic effects of the plan proposals. SEA and SA is integrated into a single process, referred to as SA.

**1.18** The first stage of SA is the preparation of a Scoping Report, setting out the scope and level of detail of the SA process for Local Plan Part 2. The Scoping Report involves reviewing other relevant plans, policies and programmes, considering the current state of the environment in the plan area (“the baseline”), identifying any key environmental issues or problems, and establishing the “SA Framework”. The SA Framework comprises the specific objectives against which the likely effects of plan policies and development proposals can be assessed.

**1.19** An SA Scoping Report accompanies this Issues Paper and can be viewed at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation). Comments are invited separately on the SA Scoping Report. The purpose of the consultation on the scope of the SA is to provide an opportunity to comment on the scope of the work to be undertaken and the level of detail of the appraisal work.

**1.20** A Habitats Regulations Assessment (HRA) is also required where there is potential for a significant effect on a wildlife site of European importance. As this consultation paper only identifies potential issues for consideration at this stage it is not accompanied by an HRA Screening Report. This will be undertaken at a later stage once potential options have been identified.



## **Duty to Co-operate**

**1.21** The Localism Act 2011 introduced a statutory Duty to Co-operate for local authorities in preparing their Local Plans. Authorities must engage constructively, actively and on an on-going basis.

**1.22** The Council is fulfilling the duty to Cooperate with other prescribed bodies, including neighbouring planning authorities outside of Oxfordshire, and bodies such as the Environment Agency, Historic England and Natural England through formal consultation on this issues paper, and views are also being sought from other national organisations, from the general public and parish councils as part of this consultation.

### **How can you comment?**

**1.23** We ask questions on the issues raised throughout this document. The consultation forms for making representations are available online at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation). Hard copies can be requested from the Planning Policy Team on 01295 227985.

**1.24** Please indicate which question(s) you are referring to in making your response. If there are other issues that you consider should be addressed in Local Plan Part 2 then please let us know. Representations should be headed 'Cherwell Local Plan Part 2 Issues Paper' and sent to:

Planning Policy Team, Strategic Planning and the Economy, Cherwell District Council, Bodicote House, Bodicote, Banbury, OX15 4AA

Or by e-mail to:  
[planning.policy@cherwell-dc.gov.uk](mailto:planning.policy@cherwell-dc.gov.uk)

## 2 Background

**2.1** The Cherwell Local Plan 2011-2031 Part 1 sets out how the District will grow and change up to 2031. It contains strategic policies under the three themes of Developing a Sustainable Local Economy, Building Sustainable Communities and Ensuring Sustainable Development.

**2.2** Under “Cherwell’s Places”, the plan proposes strategic development sites at Banbury and Bicester for employment, housing and open space, and further development at the approved new settlement at Former RAF Upper Heyford. Part 1 of the plan sets out the level of development to 2031 including overall figures for the number of homes expected to come forward at Bicester, Banbury and the Rural Areas:

**Table 1 District Wide Housing Distribution (Local Plan Part 1 Policy BSC 1)**

	Bicester	Banbury	Rest of District	Totals
Completions	365	213	528	1,106
Permissions (10+)	1,934	2,346	1,760	6,040
Allocations	7,726	4,344	2,350	14,420
Windfalls (<10)	104	416	754	1,274
Totals	10,129	7,319	5,392	22,840

**2.3** Whilst Part 1 of the Plan allocates strategic sites (sites that can accommodate 100 homes or more, or employment sites larger than 3 hectares), there is a need to identify smaller non-strategic sites for housing and other uses, including in the rural areas, to ensure the level of development contained in the plan’s strategy is met. Similarly there may be a need for more detailed criteria based development management policies to assist in the implementation of the strategic policies and objectives of Part 1 of the plan. These are the two main purposes of preparing Local Plan Part 2.

**2.4** Local Plan Part 1 indicates a number of issues that will need to be addressed in Local Plan Part 2 and these are referred to in this issues paper under the relevant topic areas.



## 3 Cherwell Context

### Spatial Portrait

**3.1** Cherwell is a predominantly rural District. It has two towns, Banbury in the north and Bicester in the south east, and a third urban centre at Kidlington - a large village in the south of the District. The District has over 90 villages and hamlets. Each of the three urban areas, and the rural settlements, have their own unique character. Protecting and respecting individual settlement identity is an important aim of the Local Plan's policies on the built environment. The District has excellent transport links. The M40 motorway passes through Cherwell close to Bicester and Banbury, and there are direct rail links from Banbury and Bicester to London, Birmingham and Oxford. The rail link from Oxford to Bicester and beyond is being improved as part of wider east-west rail objectives, and a new station at Water Eaton linking Oxford and London Marylebone via Bicester opened in October 2015. The District has a clear social and economic relationship with Oxford, and to a lesser extent with Northamptonshire. Banbury has its own hinterland which extends into South Northamptonshire and to a lesser extent into West Oxfordshire and Warwickshire. In the rural areas, the function of villages to live and commute from has increased as the traditional rural economy has declined. London has a significant commuting influence.

**3.2** The character of Cherwell's built environment is diverse but distinctive. Bicester is a rapidly expanding historic market town with a long-standing military presence. An eco-town is being developed in the north west of Bicester and the town was awarded Garden Town status in 2014, which will provide government funding to support the delivery of homes, jobs and open space as well as transport infrastructure.

Banbury retains its market town origins despite significant growth over the last few decades. The District has a few fairly large well served villages, with many smaller villages and hamlets, many of which retain their traditional character. There are approximately 2,300 listed buildings, 60 conservation areas, 59 Scheduled Ancient Monuments and a number of registered parks and gardens and a historic battlefield in the District. In some areas the MOD's presence has influenced the built environment.

**3.3** The District's natural environment is also varied. The River Cherwell and Oxford Canal run north-south through the District. There are Ironstone Downs in the north west of the District, a small part of which is included within the Cotswolds Area of Outstanding Natural Beauty, with the Ploughley limestone plateau in the east and Clay Vale of Otmoor in the south. Part of the Oxford Meadows Special Area of Conservation lies in the south west of the District north of the boundary with Oxford City, and there are a number of SSSIs and other designated areas of ecological or geological interest. The southern part of the District lies within the Oxford Green Belt.

### Vision

**3.4** Local Plan Part 1 contains the following vision for the District: *“By 2031, Cherwell District will be an area where all residents enjoy a good quality of life. It will be more prosperous than today. Those who live and work here will be happier, healthier and feel safer.”*

## Spatial Strategy

**3.5** The spatial strategy of the adopted Local Plan Part 1, to help us make decisions about the direction and nature of development to help achieve the vision above, is as follows:

- Most of the growth in the District will be directed to locations within or immediately adjoining the main towns of Banbury and Bicester
  - Bicester will continue to grow as the main location for development within the District within the context of wider drivers for growth
  - Banbury will continue to grow, albeit to a lesser extent than Bicester, in accordance with its status as a market town with a rural hinterland
- Away from the two towns, the major single location for growth will be at the former RAF Upper Heyford base which will deliver 2,361 homes.
- Kidlington's centre will be strengthened and its important economic role will be widened. Economic development will be supported close to the airport and nearby at Begbroke Science Park. There will be no strategic housing growth at Kidlington but other housing opportunities will be provided.
- Growth across the rest of the District will be much more limited and will focus on meeting local community and business needs. It will be directed towards the larger and more sustainable villages within the District which offer a wider range of services and are well connected to major urban areas, particularly by public transport
- Development in the open countryside will be strictly controlled. In the south of the District, the Green Belt will be

maintained, though a small scale local review of the Green Belt will be conducted to accommodate identified employment needs at Kidlington. In the north west of the District, the small area lying within the Cotswolds Area of Outstanding Natural Beauty will similarly be protected.

**3.6** The bullet points above reflect the spatial strategy of the Local Plan Part 1. Policies and proposals in Local Plan Part 2 will need to comply with the spatial strategy set out above. Consultation is being undertaken separately to this document on a 'partial review' of the Local Plan Part 1 which will focus specifically on accommodating additional housing and associated supporting infrastructure within Cherwell in order to help meet Oxford's housing needs. This will require developing a new spatial strategy, relating specifically to meeting unmet housing needs. The consultation paper relating to the Partial Review of the Local Plan Part 1 can be viewed at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

## Challenges and Strategic Objectives

**3.7** Local Plan Part 1 identifies a number of challenges or issues together with strategic objectives for developing a sustainable local economy, building sustainable communities and ensuring sustainable development. Place specific challenges and objectives relating to Bicester, Banbury, Kidlington and the Rural Areas are also contained within Local Plan Part 1. These are summarised in this paper in Appendix 3. Some of the issues and objectives will have been addressed by policies and proposals in Part 1 of the Plan. However many will remain relevant to the preparation of Local Plan Part 2, which will need to build upon those issues and objectives. We would also like your views

on any new issues that you are aware of, including more area specific challenges facing your community.



## 4 Key Issues

**4.1** The key issues set out in this section are ordered to reflect the format of Local Plan Part 1, with topics listed under the three themes of Developing a Sustainable Local Economy, Building Sustainable Communities and Ensuring Sustainable Development. Each theme begins with a brief summary of the vision and strategic objectives as identified in Cherwell Local Plan Part 1. These are followed by a short introduction to each topic within the theme with reference to relevant planning policies from Part 1 of the Plan, a summary of current and emerging national planning policy, a brief discussion of the issues so far identified for that topic, and questions we would like you to consider. Key location specific issues are discussed in Section 5 on Cherwell's Places.

### 4.1 Theme One: Developing a Sustainable Local Economy

#### Introduction

**4.2** Part of the vision for the District set out in Local Plan Part 1 is to develop a sustainable economy that is vibrant and diverse, with good transport links and sound infrastructure supported by excellent education facilities. A number of challenges to achieving the vision for a sustainable local economy were identified in Part 1 of the Plan and these are summarised in Appendix 3.

**4.3** The Strategic Objectives identified in Part 1 of the Plan to address these challenges are listed below:

**SO 1** To facilitate economic growth and employment and a more diverse local economy with an emphasis on attracting and developing higher technology industries

**SO 2** To support the diversification of Cherwell's rural economy

**SO 3** To help disadvantaged areas, support an increase in skills and innovation, improve the built environment and make Cherwell more attractive to business by supporting regeneration

**SO 4** To maintain and enhance the vitality, viability, distinctiveness and safety of Cherwell's urban centres

**SO 5** To encourage sustainable tourism.

**4.4** The policies and proposals contained in Local Plan Part 1 will help to address some of the challenges and issues identified. In preparing Local Plan Part 2 we need to consider what additional policies and proposals need to be included to help secure the Plan's objectives and address the issues identified.

#### 4.1.1 Employment

##### Introduction

**4.5** The Local Plan Part 1 is based around securing sustainable economic growth; securing the economic future of the District is the main priority of the Plan. Policy SLE 1 relates to employment development and sets out that the Council will, as a general principle, continue to protect existing employment land and buildings for employment use. The Council will support existing businesses. New employment development will be supported in a number of locations, including in the rural areas, as long as certain policy criteria are met. The Local Plan Part 1 seeks to ensure that there is a supply of employment land to meet the needs of the District for the plan period and the Plan identifies nine strategic employment areas to meet those needs.

**4.6** During the Examination into the soundness of the Local Plan Part 1, the Council had proposed to include a provision



within Policy SLE 1 relating to the release of land at motorway junctions for very large scale logistics buildings, in response to market signals. However the Inspector considered that this was not necessary or appropriate because the existence of the need was at that time largely unproven and reliant on speculative enquiries.

**4.7** At the time of the initial consultation on what Local Plan Part 2 should contain (May 2015) the Inspector's report had not been received, and the consultation therefore indicated that examining options for the release of land at motorway junctions for large scale logistics development was likely to be a consideration for Part 2 of the Plan. The majority of the consultation responses received to the Local Plan Part 2 Scoping consultation commenting on this issue opposed the inclusion of policy on logistics developments at motorway junctions in the District on sustainability grounds. In view of the Inspector's decision on this aspect of Part 1 of the Plan it is considered that there is currently no strategic policy framework for this to be considered as an issue for Part 2 of the Plan, but further economic assessment work has yet to be completed.

**4.8** It is the role of the Local Plan Part 2 to allocate smaller non-strategic employment sites, and to provide more detailed policy guidance to assist in determining the acceptability of development proposals, including extensions to existing employment sites. A range of issues for potential inclusion in Local Plan Part 2 in relation to employment development are set out below.

### **National Policy Context**

**4.9** The Local Plan Part 1 accords with and reflects the focus of the National Planning Policy Framework (NPPF) on sustainable economic development. One of

the 12 core planning principles set out in the NPPF is that the planning system should proactively drive and support sustainable economic development to deliver the homes, business and industrial units needed (paragraph 17). To help achieve growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> Century (paragraph 20). As well as setting a clear economic vision and strategy, and allocating strategic sites for employment development, local plans should identify and plan for new or emerging sectors likely to locate in the area (paragraph 21). Plans should be flexible to allow a rapid response to changes in economic circumstances (paragraph 21), and land allocations should be regularly reviewed. Planning policies should avoid the long term protection of sites allocated for employment use, where there is no reasonable prospect of a site being used for that purpose (paragraph 22). The National Planning Practice Guidance provides guidance on collating economic evidence to inform employment policies in Local Plans.

### **Employment - Key Issues for Local Plan Part 2**

#### ***Delivering the Strategic Employment Sites Allocated in Local Plan Part 1***

**4.10** The paragraph above notes that the NPPF emphasises the importance of planning to meet the development needs of business and the economy. Local Plans should identify employment sites to meet anticipated needs over the plan period and Local Plans should be viable and deliverable.

**4.11** Consultation on the scope of the Local Plan Part 2 indicated that the Part 2 document could seek to include mechanisms to bring forward reserved sites in circumstances where employment land

provision (allocated in the Local Plan Part 1) is not being brought forward in the quantities required.

**4.12** The Inspector appointed to determine the soundness of the Local Plan notes in his report (paragraph 31) that the Local Plan Viability Study (PWE02, October 2013) & its Update (PWE04PM, September 2014) provide robust evidence that the strategic employment sites are essentially deliverable under current market circumstances. There is clear evidence of sites continuing to come forward in both Banbury and Bicester, with good progress made towards delivery on others. As modified, the Local Plan contains greater flexibility over the type of employment use allowed on allocated sites. The Inspector notes (paragraph 244) that in most cases, the allocated sites have active developer interest, with many having already commenced on site in part and/or with planning permissions or Council resolutions to permit, subject to legal agreements. The Council is taking a proactive role in the implementation of the strategic sites. The Inspector highlights that Policy SLE 1 (which makes the strategic site allocations for employment use) is subject to the necessary monitoring and review set out in the Plan (in Section E), which should be satisfactory to provide sufficient flexibility and to assist implementation over time (paragraph 247).

**4.13** The monitoring arrangements set out in Section E of the Local Plan Part 1 state that a monitoring report will be published at least every 12 months, providing data on a number of indicators that will show whether policies are achieving their aims, and whether the allocated sites are being delivered. The indicators relevant to Policy SLE 1 include recording all completed employment development on allocated and non-allocated land, reporting on the completed, committed

and remaining employment allocations, and the change of use/loss of employment land to non-employment use.

**4.14** Paragraph E.22 of the Local Plan Part 1 states that the annual monitoring will inform future Local Plan reviews. These reviews may be in response to shortfalls in the implementation of the Plan's policies and in the delivery of infrastructure, to changes in national policy or strategic needs, or due to the need to roll forward the plan period. A small scale review of policy could in some instances be undertaken through preparation of other development plan documents or their review.

### Question 2

#### **Delivering the Strategic Employment Sites Allocated in the Local Plan Part 1**

Is there a need for the Local Plan Part 2 to provide further policy or mechanisms to ensure the delivery of sufficient employment land, for example by identifying reserve sites?

#### ***Change of Use of Employment Sites/Protection for Employment Use***

**4.15** The consultation on the scope of the Local Plan Part 2 highlighted that the Local Plan Part 2 may need to consider the protection of existing employment sites from housing development.

**4.16** At a national level, temporary permitted development rights currently apply in respect of the change of use of premises from office use (B1a use) to residential use meaning that planning permission is not required, although a prior approval is required in respect of some matters. The

Housing and Planning Bill currently progressing through Parliament proposes to extend these rights permanently. Temporary permitted development rights also apply in respect of the change of use of premises from storage and distribution (B8 use) under 500sqm to residential use, again, subject to criteria being met and subject to prior approval being sought. The Housing and Planning Bill proposes to introduce new permitted development rights to demolish office buildings and construct residential development, and new rights to change from light industrial buildings to residential use.

**4.17** Policy SLE 1 of the Local Plan Part 1 sets out that where planning permission is required, existing employment sites should be retained for employment use unless certain criteria are met (including that the applicant should demonstrate how the site has been vacant in the long term and has been marketed; that it can be demonstrated there are valid reasons why employment use is not viable; and that it can be demonstrated the proposal would not have the effect of limiting the amount of land available for employment). Regard will be had as to whether the location and nature of the employment activity has an unacceptable adverse impact upon adjacent residential uses, and to whether it can be demonstrated that there are other planning objectives that would outweigh the value of retaining the site in an employment use. Paragraph B.48 of the Local Plan Part 1 notes that the loss of jobs in general terms will be a material consideration for determining proposals.

**4.18** The Inspector appointed to determine the soundness of the Local Plan Part 1 noted in his Report that, as modified, the Plan allocates enough office space over the plan period to meet demand for B1, B2 and B8 employment use (paragraphs 34 & 36); that Policy SLE 1 is sufficiently flexible to allow for changes of use between B use

classes (paragraph 37); that the objectively identified business needs in the area are met (paragraph 38); and that the allocated strategic sites, together with the renewal and regeneration of some older industrial areas, as part of the retention of existing employment land and buildings under Policy SLE 1, ensure that the plan provides an appropriate overall approach to sustaining, diversifying and improving the local economy (paragraph 40).

**4.19** Given the content of Policy SLE 1, the Inspector's conclusions, and the guidance in the NPPF relating to avoiding the long term protection of employment sites it needs to be considered whether additional policy is required in the Local Plan Part 2 to promote employment use through protection for employment locations in appropriate circumstances.

### Question 3

#### Protection of Employment Land

Is additional policy required in Local Plan Part 2 regarding the protection of employment land?

#### ***Extensions to/Intensification of Existing Employment Sites***

**4.20** Policy SLE 1 in the Local Plan Part 1 sets out the policy relating to the retention of employment use where changes of use are proposed, on new proposals for employment at Banbury, Bicester and Kidlington, and in the rural areas. In relation to the intensification of existing uses and extension of existing employment sites, it states that:

“On existing operational or vacant employment sites at Banbury, Bicester, Kidlington and in the rural areas, employment development, including intensification, will be permitted subject to compliance with other policies in the Plan and other material considerations”.

“Extensions to existing employment sites will be considered in the Local Plan Part 2”.

#### Question 4

##### **Extensions to/Intensification of Existing Employment Sites**

Do you consider that further policy detail is required relating to extensions to/intensification of employment development on existing sites, further to Policy SLE 1 of the Local Plan Part 1?

#### **Under-utilised Commercial Properties**

**4.21** Consultation on the scope of the Local Plan Part 2 indicated that the Council should identify under-utilisation of commercial properties and develop a policy promoting greater utilisation.

**4.22** In terms of under-utilised ‘B use class’ employment land, as part of the Employment Land Review (2012) undertaken to inform the Local Plan Part 1 (ECO06), the consultants surveyed vacant sites in the primary employment locations in the District. It estimated between 5-10% of the employment clusters consisted of vacant buildings, and this was corroborated by the commercial agents consulted as part of the Study. This was considered to be fairly healthy considering the national economic position – Cherwell was considered to be ‘weathering the storm well’. The Study concluded that a 5-10% vacancy rate represented a healthy level of vacancy, or

frictional vacancy level, as, in order for the market to operate efficiently, vacant premises are needed for new businesses to occupy.

**4.23** In terms of vacant retail units, recent data for Banbury town centre indicates that the number of empty shops has fallen this year, down to 7% of all town centre units compared to a national average of around 13%. The Council has appointed town team coordinators to drive a project focused on boosting footfall, working with landlords and agents to reduce the number of empty town centre shops, and explore opportunities to deliver the pop up and community shop concepts. At Banbury, they work with existing town centre partners including the Old Town Association, the Chamber of Commerce, Castle Quay, the town council, the markets operator, existing businesses and other town centre stakeholders. One of the coordinators’ roles is to work with landlords and commercial agents to identify and overcome barriers to empty ground floor town centre units being let. The Council is also undertaking a study of empty properties in the town centre to identify potential opportunities for conversion to residential development.

#### Question 5

##### **Under-utilised Commercial Properties**

Should the Local Plan Part 2 contain a policy promoting the use of under-utilised or vacant commercial properties?

#### **Non-Strategic Employment Allocations in Urban and Rural Areas**

**4.24** The Local Plan Part 1 allocates nine strategic employment sites to meet Cherwell’s identified employment needs over the plan period. These are in Bicester, Banbury and at the former RAF Upper Heyford. The Local Plan Part 1 acknowledges the particular economic characteristics of the village of Kidlington in terms of its links to the Oxford economy. Consequently, at Kidlington, two areas are identified at the Begbroke Science Park (part of the University of Oxford), and at the employment cluster at Langford Lane/London-Oxford Airport, where land may need to be released from the Oxford Green Belt in order to accommodate the identified high value employment needs. This particular issue is considered later in this paper at Section 4.3.3.

**4.25** The Local Plan Part 1 states in paragraph B.47 that the Local Plan Part 2 will consider where non-strategic employment allocations need to be made in the urban and rural areas to support the delivery of a flexible supply of employment land. The most appropriate employment use class for the location will need to be considered. Opportunities for developing small ‘hubs’ of activity to meet local needs will be explored.

**4.26** The Local Plan Part 1 sets out that employment development in the rural areas will be focused at the more sustainable villages. The sustainable villages are defined in Policy Villages 1 (Category A villages).

**4.27** A number of non-strategic employment sites were submitted to the Council for consideration in response to the consultation on the scope of the Local Plan Part 2 (in June 2015) and further sites are now invited as part of this consultation.

### Question 6

#### **Non-Strategic Employment Allocations in Urban and Rural Areas**

Are there any further site submissions that you wish to make? It is not necessary to resubmit details of sites put forward during the Scoping consultation. Please use the Site Submission form available at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

Can you help to identify where any small ‘hubs’ of employment activity, to meet local needs, might be explored?

### **Agriculture**

**4.28** The National Planning Policy Framework (NPPF) provides high level guidance on the approach to be taken in Local Plans and planning decisions to supporting a strong rural economy, and the growth and expansion of all types of business and enterprise in rural areas, including the promotion and diversification of agricultural and other land-based rural businesses. Permitted development rights apply to the change of use of agricultural buildings to residential use and some commercial uses, subject to meeting certain criteria.

**4.29** In terms of commercial development in the rural areas, the Local Plan Part 1 highlights that one of the key economic issues facing the rural areas in the District is addressing the changing needs of the rural economy, and the Local Plan Part 1 is supportive of rural economic diversification. The Local Plan Part 1 seeks to ensure that there are appropriate opportunities for local rural employment and Local Plan Policy SLE

I is supportive of new employment proposals within the rural areas, subject to a criteria based approach.

**4.30** Evidence provided by the National Farmers' Union as part of the scoping consultation on the Local Plan Part 2 indicates nationally the solid growth potential within the rural economy and within farming in particular, with the size of the agri-food sector 19% higher than pre-recession in 2007, and the number of people employed in the sector in 2012 was 4.8% higher than pre-recession levels. The Local Plan Part 1 acknowledges the particular importance of farming in Cherwell's rural areas (in paragraph C.237) and highlights that farming remains of vital importance to Cherwell's rural identity and to local food production. Whilst the Local Plan focuses most new economic growth in the urban areas it states that in the rural areas, sustainable appropriate economic growth will be achieved through farm diversification, sustainable growth in tourism, improvement of existing employment sites and reuse of existing buildings, and support for working from home.

**4.31** The Adopted Local Plan 1996 contains a number of detailed policies on agriculture and related development, which were not replaced by the Local Plan Part 1 but which may now need to be considered in the Local Plan Part 2. These provide policy on the construction of farm buildings (AG2); on the location of intensive livestock or poultry units (AG3 and AG4); and on proposals for horse related development (AG5). Similar policies were included in the Non Statutory Cherwell Local Plan including the reuse of rural buildings for employment (EMP 6), development proposals for farm diversification (EMP 7), construction of farm buildings (EMP 8), siting of new or extension to existing intensive livestock and poultry units (EMP 9), waste disposal from intensive

livestock and poultry units (EMP 10), and development involving horses (EMP 11). The responses to the Local Plan Part 2 Scoping consultation indicated that farming is an issue that should be considered in the Part 2 document, in terms of supporting the sustainable intensification of farming (for example more modern, more efficient and larger buildings), supporting farm diversification, allowing for the provision of agricultural workers dwellings in the countryside, and the protection of farming activities from non-farming activities.

**4.32** Policy issues relating to the provision of agricultural workers' dwellings are discussed in Section 4.2.

### Question 7

#### Agriculture

Is there a need for a more detailed policy guiding agricultural development, farm diversification or intensification, further to the content of Local Plan Part 1?

What kinds of issues should be covered?

#### ***Airfield Safeguarding/Aviation Planning Guidance***

**4.33** Airfield safeguarding refers to the control of building around an aerodrome, to prevent the granting of planning permission for developments which would impact upon the safe use of aerodromes or communication, navigation or surveillance systems, including radar. The safeguarding process is based on safeguarding maps that are lodged with the local planning authority. The planning authority is then required to consult the relevant aerodrome regarding relevant proposals within the safeguarded

zone (for example, if the proposed building height would exceed the level indicated on the safeguarding map for that aerodrome, or where developments are proposed that are likely to increase the number of birds in the safeguarded area).

**4.34** There are a number of airfields within the Cherwell District, some of which are officially safeguarded for civil or military purposes. London-Oxford Airport is located in the south of the District at Kidlington. This is an officially safeguarded civil aerodrome, the safeguarding zone for which covers much of the District. The RAF station at Weston on the Green is an officially safeguarded military aerodrome. RAF Barford St John, south of Banbury, and RAF Croughton, located just outside the Cherwell District, are official military technical safeguarding zones. Other safeguarded facilities beyond the District boundary include RAF Brize Norton, Dalton Barracks (previously known as RAF Abingdon), RAF Benson and the nearby Chalgrove airfield. Within Cherwell there are a number of private airfields including Edgehill/Shenington and Bicester Aerodrome. There are nearby private airfields in neighbouring Districts.

**4.35** Government circular 01/2003 applies to the safeguarding of aerodromes. It states that “Local Plans should include a policy stating that officially safeguarded areas have been established for a particular airport or technical site, that certain planning applications will be the subject of consultation with the operator of that aerodrome or technical site and that there may be restrictions on the height or detailed design of buildings or on development which might create a bird hazard. The outer boundary of safeguarded areas should be indicated on proposals maps. A plan should

state why an area has been safeguarded and that it is neither the responsibility nor the proposal of the local planning authority”.

**4.36** In addition to these safeguarding zones, the UK Aviation Policy Framework (DfT, 2013), highlights how the NPPF makes clear that local planning authorities should ‘identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen choice’.

**4.37** Local Plan Part 2 will be subject to consultation with the Civil Aviation Authority (in relation to civil safeguarded sites), with Defence Infrastructure Organisation (in relation to military safeguarded sites), and with National Air Traffic Services (in relation to civil technical sites), and with the privately operated airfields in the District (in relation to unofficially safeguarded sites).

### Question 8

#### Aviation and Safeguarding Zones

In addition to the safeguarding policy required by Circular 01/2003, should the Local Plan Part 2 include other planning guidance relating to aviation? What issues should be covered?

#### **Skills Development, Apprenticeship Provision and Local Employment**

**4.38** Given the economic ambitions and priorities of the Local Plan Part I, it will be important to ensure that the local population is sufficiently skilled to attract companies and investment to Cherwell particularly in the high value ‘knowledge economy’ sectors that the Local Plan seeks to develop. Paragraph B.14 of the Local Plan Part I indicates the measures being taken to strengthen training

and skills within the District. Improving skills levels is also a county-wide priority for Oxfordshire County Council, in the Corporate Plan, and for the Oxfordshire Local Enterprise Partnership.

**4.39** The Local Plan Part 1 highlights that whilst the population in Cherwell overall is highly skilled, the levels of educational attainment are low in some areas. The 2011 Census data suggests a link between long-term unemployment and poor qualifications. The Council's Economic Development Strategy highlights a lack of 'basic' numeracy, literacy and work-readiness skills in the District. This can act as a major impediment to finding work especially in the 'knowledge economy' age, and is a barrier to developing other skills which are becoming essential in the workplace, especially with a decline in 'traditional' manufacturing and construction jobs. Difficulties in recruiting and developing the right skills and attitudes could restrict the competitiveness of businesses in the District. With particular opportunities arising for enterprise through 'Eco Bicester' and the eco-town development, a key issue is how to develop skills quickly enough to capture the opportunity to build a cluster of knowledge and employment.

**4.40** The draft Supplementary Planning Document for North West Bicester requires proposals for employment development on the site to include an action plan to deliver jobs and homeworking, skills and training objectives, and support local apprenticeship and training initiatives. The North West Bicester development focuses on the creation of jobs for local people and businesses, with unsustainable commuter trips kept to a minimum. Employment opportunities to be provided on site are encouraged to meet the skills of local residents, whilst homeworking opportunities will be encouraged. The use of local

contractors and suppliers from Bicester and the surrounding area is being encouraged during the construction phase of the development, with companies prioritised on their ability to demonstrate a local connection as well as their product and pricing.

**4.41** It has been suggested as part of the response to the consultation on the scope of the Local Plan Part 2 that the Council should require developers to prepare and implement an Employment & Skills Plan with local agencies and providers that will ensure, as far as possible, that local people have access to training (including apprenticeships) and employment opportunities available at the construction and operational phases of a development.

### Question 9

#### **Skills Development, Apprenticeship Provision and Local Employment**

Should the Local Plan Part 2 include a policy covering skills development, apprenticeship provision, and local employment, across the District beyond the North West Bicester eco-town?

Are there any relevant comments you wish to make, or evidence you wish to provide, on these matters?

### **Working from Home**

**4.42** The number of people working from home has increased in recent years, and nationally is predicted to carry on rising, particularly in office based work. Home workers consist of both the self-employed and employees. Improvements in technology have made working from home easier, and



it can allow for greater flexibility for the worker and lower costs to employers from reduced office space.

**4.43** Planning permission is not required for some forms of home working. The Non-Statutory Cherwell Local Plan contained a policy on working from home (Policy EMP12). In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for working from home.

### Question 10

#### Working from Home

Do you consider that a policy on working from home should be included in Local Plan Part 2?

If so, what do you think the policy should include?

## 4.1.2 Retail

### Introduction

**4.44** The Local Plan Part 1 contains a strategic policy (SLE2) on retail development in the District, with the aim of supporting dynamic town centres as the focus for shopping, commerce and leisure and other services. The Local Plan (paragraph B.49) looks to ensure that Bicester and Banbury have a strengthened role in achieving economic growth, as a destination for visitors, and in serving their rural hinterlands whilst growth and improvement is also envisaged for the village centre at Kidlington. In order to support the town centres in the District, Policy SLE 2: Securing Dynamic Town Centres sets out that retail uses will be directed towards the main town centres and proposals beyond these centres should

follow the sequential approach. The policy also sets out support for the provision of new local centres containing a small number of shops of limited size at the strategic sites allocated in the Local Plan.

**4.45** The policy is clear in its direction of new retail development to the town centres of Banbury, Bicester and the village of Kidlington. The place specific policies of the Local Plan Part 1 (Bicester 5, Banbury 7 and Kidlington 2) are also relevant to the retail issues in the District particularly in terms of defining town centre boundaries and primary shopping frontages. A retail and town centre study is being undertaken to help inform the boundaries review. This is discussed in Section 5.

### National Policy Context

**4.46** The NPPF requires Local Plans to identify the extent of town centres, and to identify primary and secondary shopping frontages in town centres, based on a clear definition between the two, and to set policies that make clear which uses will be permitted in such locations.

**4.47** Local Planning Authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre. Paragraph 23 of the NPPF further states that Local Planning Authorities should set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres.

**4.48** The National Planning Practice Guidance contains guidance on ensuring the vitality of town centres. It states that: *‘A positive vision or strategy for town centres, articulated through the Local Plan, is key to ensuring successful town centres which enable sustainable economic growth and provide a wide range of social and environmental benefits. Once*

*adopted a Local Plan, including any town centre policy that it contains, will be the starting point for any decisions on individual developments. Local planning authorities should work with the private sector, Portas Pilot organisations, town teams, neighbourhood planning groups, town centre management organisations and other relevant groups when developing such strategies. Non-planning guidance produced by other Government Departments and the sector may be useful in producing such a strategy.'* (Paragraph ID 2b-002-130729)

**4.49** It further states that 'Any strategy should be based on evidence of the current state of town centres and opportunities to meet development needs and support their viability and vitality. Strategies should identify changes in the hierarchy of town centres, including where a town centre is in decline. In these cases, strategies should seek to manage decline positively to encourage economic activity and achieve an appropriate mix of uses commensurate with a realistic future for that town centre.' (Paragraph ID 2b-003-130729).

## **Retail - Key issues for Local Plan Part 2**

### **Allocation of Non-Strategic Retail Sites**

**4.50** The Cherwell Local Plan Part 1 makes strategic allocations for retail development at Banbury (Banbury 8: Bolton Road and Banbury 9: Spiceball Redevelopment Area) and Policy Bicester 6 relates to working with partners to deliver civic buildings and public space as a Phase 2 to the recently completed redevelopment of Bicester town centre.

**4.51** In examining the soundness of the Local Plan, the Inspector highlighted in his Report current developer interest and investment in retail led schemes in the District and considered that the sites allocated in the Local Plan Part 1 should

provide sufficient capacity to deliver all the new floorspace deemed necessary in the 2012 Retail Study. He noted that the Council can be expected to review the District's retail needs as part of normal monitoring processes, in order that evidence remains robust and up to date.

**4.52** Updated retail evidence will need to be provided on the retail needs in the District, for both comparison (non-food) and convenience (food) goods. This evidence will inform consideration of whether additional non-strategic sites should be allocated in the Local Plan Part 2 for retail use.

### **Question 11**

#### **Allocation of Non-Strategic Retail Sites**

Do you have views on whether the Council should allocate non-strategic sites for retail use?

What non-strategic sites might the Council allocate for retail use? If you are formally promoting a site for consideration under the 'Call for Sites' process please use the site submission form available at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

### **The Extension of Existing Retail Businesses in Retail Parks**

**4.53** Paragraph B.57 of the Local Plan Part 1 notes that the main centres in the District are the town centres of Banbury and Bicester and the village centre of Kidlington. There is also significant shopping floorspace in the following locations:

- Banbury Cross Retail Park

- Various other edge of centre & out-of-centre large stores including a number of major food stores
- At various local centres within Banbury and Bicester.

**4.54** In addition, ‘Banbury Gateway’ Retail Park opened in autumn 2015, with stores including Marks & Spencer and Primark.

**4.55** The Policies Map of the Local Plan Part 1 shows the location of the existing retail parks at Bicester and Banbury.

**4.56** The consultation on the scope of the Local Plan Part 2 highlighted that a policy may be required in the Local Plan Part 2 to inform the determination of proposals for growth at existing retail parks i.e. out of centre locations. This would need to be within the context of the ‘town-centre first’ approach enshrined in Policy SLE2 and the NPPF, and the context of paragraph 23 of the NPPF regarding the need for local authorities to set policies relating to main town centre uses which cannot be accommodated in or adjacent to town centres.

### Question 12

#### **The Extension of Existing Retail Businesses in Retail Parks**

Is policy required in the Local Plan Part 2 on the determination of proposals for growth at existing retail parks in the District?

#### ***Increasing the Attractiveness of Town Centres***

**4.57** Consultation on the scope of the Local Plan Part 2 indicated that there may be a need for the Local Plan Part 2 to seek to improve the attractiveness of the District’s town centre environments. The NPPF requires that planning policies should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality. They should promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres.

**4.58** Policy SLE 2 accords with the NPPF and will achieve the Strategic Objective 4 of the Local Plan: “To maintain and enhance the vitality, viability, distinctiveness and safety of Cherwell’s urban centres”. Paragraph B.51 of the Local Plan envisages town centres that are easy and pleasant to walk around, attractive for shopping and going out, easy to do business in, have housing for all ages and are served by efficient public transport.

**4.59** Policy SLE 2 and the place specific town centre policies (Bicester 5, Banbury 7 and Kidlington 2) will be applied in conjunction with the other policies in the Plan. Of particular relevance is Policy ESD 15 which aims to ensure development achieves high quality successful design to complement each area’s unique built, natural and cultural context and reinforce local distinctiveness. Banbury, Bicester and Kidlington centres are designated Conservation Areas, where all development is required to be particularly sensitive to the local context. Other site specific allocations in the Local Plan Part 1 will contribute to the delivery of improved town centre environments in the District, particularly Bicester 6: Bure Place Phase 2 (development of a new library and public space at Bicester town centre), and, at Banbury: Banbury 8: Bolton Road (with redevelopment of the site to include retail, hotel, leisure and ancillary

residential use), and Banbury 9: Spiceball Development Area, with development of the area to include retail, hotel and leisure uses.

**4.60** Corporately the Council is also taking positive action to improve the town centre environments in the District. As indicated in the Employment section, the Council has appointed team co-ordinators in Banbury to drive a project focused on boosting footfall and reducing the number of empty town centre shops. The latest audit indicated a decline in the number of vacant shop units in Banbury town centre, whilst commercial agents also report continuing enquiries from national names and independents for currently empty units in the town.

### Question 13

#### Increasing the Attractiveness of Town Centres

Do you consider that a policy is required in the Local Plan Part 2 relating to improving town centre environments? What kinds of issues should such a policy cover?

#### Rear Servicing Areas

**4.61** The adopted Cherwell Local Plan 1996 contains saved policy S22 (with an equivalent policy S20 in the Non Statutory Cherwell Local Plan) on the rear servicing of shops at Kidlington with the aim that all redevelopment proposals will be required to include adequate provision for rear servicing, and that wherever possible, servicing should be linked to restrict the number of individual accesses to the High Street (and the presence of large delivery vehicles in shopping streets). The adopted Cherwell Local Plan 1996 also states (in

paragraph 4.61) that “Offices and businesses do not normally require such deliveries, and since the provision of rear servicing is often difficult to achieve in existing shopping centres, the Council will not normally permit non-retail uses where rear servicing is already available”. The Non Statutory Cherwell Local Plan contains policy TR15 which states that “Off-street servicing will be required for new development, where necessary, in the town centres except where the scale of development is so restricted as to make a service area unnecessary or impracticable or where the provision of a service area would be detrimental to the preservation or enhancement of the conservation area or to road safety.”

**4.62** In preparing Local Plan Part 2 we will need to consider whether a replacement policy on rear servicing areas is required, and whether the application of such a policy should apply to Banbury and Bicester in addition to Kidlington.

### Question 14

#### Rear Servicing Areas

Is the servicing of shops an issue that the Local Plan Part 2 should seek to address? In which locations is this a particular concern?

Should the Local Plan Part 2 contain a policy guiding the provision of rear servicing for shops?

What kinds of issues should such a policy cover?

### 4.1.3 Tourism

#### Introduction

**4.63** The Local Plan Part I highlights that tourism makes a significant contribution to the local economy, currently worth over £300 million in Cherwell District. Tourism can help support local services and facilities, provide employment, promote regeneration, and help preserve the natural and historic environments.

**4.64** Policy SLE 3 of the Local Plan Part I relates to Supporting Tourism Growth and sets out that the Council will support proposals for new or improved tourist facilities in sustainable locations, in order to increase overnight stays and visitor numbers within the District. Other policies in the Local Plan Part I will contribute to encouraging sustainable tourism development, for example through the regeneration of Banbury Canalside (Policy Banbury 1), redevelopment at Bolton Road (Banbury 8) the development of the Spiceball Development Area (Policy Banbury 9), strengthening the town centres (Policy Bicester 5 and Banbury 7), and the preservation and enhancement of the historic environment in towns and villages (Policy ESD 15).

**4.65** The Local Plan Part I was informed by a Tourism Study for Cherwell completed in 2008. The study is currently being updated. A Creative, Cultural, Heritage and Tourism Investment Plan for Oxfordshire is also underway, under the remit of the Oxfordshire Local Enterprise Partnership.

#### National Policy Context

**4.66** The National Planning Policy Framework (NPPF) sets out that Local Plans should promote a strong rural economy which includes supporting sustainable rural

tourism and leisure developments and supporting the provision and expansion of tourist and visitor facilities (paragraph 28). In urban areas, Local Plans should allocate sites to meet the scale and type of tourism development needed in town centres (paragraph 23). Tourism is defined as a 'main town centre use' in the NPPF. The sequential approach should be followed for main town centre uses, with such uses firstly to be located in town centres, then in edge of centre locations, and only if suitable sites are not available should out of centre sites be considered.

#### Tourism - Key Issues for Local Plan Part 2

##### *Supporting Tourism Growth and Tourist Attractions*

**4.67** Tourism makes a significant contribution to the local economy, but the District does not attract the level of tourists who visit surrounding attractions such as Stratford and Oxford. It is however, well placed to benefit from its proximity to these destinations and has the potential to develop tourism within the District. The Council's tourism study is currently being updated. It will identify key areas for developing and supporting tourism, and highlight the potential to expand or develop new visitor attractions in the District. The findings of the study will need to be taken into account when formulating policies and proposals in Local Plan Part 2.

### Question 15

#### Supporting Tourism Growth and Tourist Attractions

In addition to Policy SLE 3 of the Local Plan Part 1, should the Local Plan Part 2 contain further support for tourism growth in the District?

Are there any other comments you wish to make or existing/new tourist attractions that you wish to highlight?

#### Tourist Accommodation

**4.68** As part of supporting tourism growth in the District, the Local Plan Part 2 could seek to support existing and new visitor accommodation. Emerging work on an updated tourism evidence base highlights current peak period shortages in accommodation and anticipated future growth in accommodation demand. Any site allocations for tourist accommodation should have regard to the sequential approach of the NPPF which places priority on town centre locations, then edge of centre, then out of centre. This will be particularly important to maximise the contribution that tourist accommodation can make to town centre vitality in terms of customer spending in the evening in restaurants, bars and evening entertainment venues.

**4.69** The emerging work on an updated tourism evidence base indicates that a potential issue in Banbury and Bicester centres is the loss of hotels and guest houses, particularly unbranded, smaller accommodation. There may be a case for developing a policy in the Local Plan Part 2 which seeks to resist the loss of what might

be viable accommodation businesses under new owners or with investment and improved marketing by current proprietors.

**4.70** The adopted 1996 Cherwell Local Plan contains Policy T2 guiding the provision of new hotels, motels, guest houses and restaurants to the built up limits of a settlement, Policy T5 setting out criteria for the consideration of proposals for these uses in the countryside, and Policy T7 setting out criteria relating to the determination of proposals for self-catering accommodation in the countryside. The Non Statutory Cherwell Local Plan contains similar policies T2 (visitor accommodation within existing settlements), T5 (tourist facilities in the countryside), and T7 (conversion of buildings in the countryside to holiday accommodation).

### Question 16

#### Tourist Accommodation

Should the Local Plan Part 2 make non-strategic site allocations for tourism related development or tourism accommodation? Are there any particular locations where this might be appropriate?

Should the Local Plan Part 2 include a policy to assist in determining planning applications for tourist accommodation development? What kinds of issues should such a policy cover?

Is the loss of tourist accommodation an issue that the Local Plan Part 2 should seek to address?

#### Caravan and Camping Sites

**4.71** As part of supporting the provision of tourist accommodation in the District, emerging work on an updated tourism study for the District will examine potential opportunities for expansion and upgrading of touring caravan and camping sites and similar tourist accommodation. It is important that any such accommodation is located appropriately.

**4.72** The Non Statutory Cherwell Local Plan contained Policy T8 “Camping & Caravan Sites” which states that “*Camping and Touring-Caravan Sites will be permitted on suitable sites free from transport or environmental objectives*”. Paragraph 8.19 expresses a preference for provision to be on well screened small sites.

**4.73** The Environment Agency, in their response to the consultation on the scope of the Local Plan Part 2, considered that the Local Plan Part 2 should seek to prevent the location of camping sites in Flood Zones 2 & 3.

### Question 17

#### Caravan and Camping Sites

Should the Local Plan Part 2 include a policy guiding the suitable location of camping and caravan sites, and similar? What are the relevant planning issues that the policy should consider?

## 4.1.4 Transport

### Introduction

**4.74** The Local Plan Part 1 contains strategic policy SLE 4: Improved Transport Connections. This sets out that the Council

will support the implementation of the proposals in the Movement Strategies and the Local Transport Plan, in particular:

- Transport improvements at Banbury, Bicester and the former RAF Upper Heyford
- Projects associated with East-West rail
- Rail freight associated development at Graven Hill
- Improvements to M40 junctions.

**4.75** The Local Plan Part 1 is accompanied by a detailed Infrastructure Delivery Plan which sets out the transport and other infrastructure proposals in Banbury, Bicester, and Kidlington and the rural areas, with details on phasing, costs, funding, and delivery. The Infrastructure Delivery Plan is to be kept under review and updated.

**4.76** Since the adoption of the Local Plan Part 1, Oxfordshire County Council has adopted a new Local Transport Plan 4 (LTP4) which, for Cherwell, contains area strategies for Bicester and Banbury and other proposals relating to Kidlington as part of the Oxford Area Strategy. The aims of the area strategies are discussed in Section 5 on Cherwell’s Places. Once the measures contained in the strategies have been fully assessed and decided upon by the County Council, relevant proposals will need to be reflected in Local Plan Part 2.

### National Policy Context

**4.77** The key planning principles set out in paragraph 17 of the National Planning Policy Framework (NPPF) include actively managing patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. Paragraph 29 of the NPPF states that the balance must be set in favour of sustainable transport modes to give

people real choice in how they travel. The NPPF details what Local Planning Authorities need to address in order to achieve this. Key principles include reducing the need to travel through mixing land uses, where opportunities to reside, work and carry out other activities can be done on the site (paragraphs 37 & 38), actively promoting sustainable transport and access to it and ensuring development is facilitated by viable infrastructure proposals.

**4.78** Local planning authorities are expected to work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure, as is necessary to support sustainable development (paragraph 31). Transport routes that are critical in developing infrastructure should be identified and protected, where there is robust evidence to do so (paragraph 41).

**4.79** The NPPF highlights that Local Plans must be based on adequate, up-to-date and relevant evidence (paragraph 158). The quality and capacity of transport infrastructure should be demonstrated, including the need for strategic transport infrastructure. The National Planning Practice Guidance provides guidance on transport evidence bases in plan making and decision taking, and on the use of travel plans and transport assessments in decision taking.

## **Transport - Key Issues for Local Plan Part 2**

### ***Traffic Mitigation and Monitoring***

**4.80** The Adopted Cherwell Local Plan 1996 contains saved policy TRI relating to Transportation Funding. This states that “*Before proposals for development are permitted the Council will require to be satisfied that new highways, highway-improvement works, traffic management measures, additional public*

*transport facilities or other transport measures that would be required as a consequence of allowing the development to proceed will be provided*”. The Non-Statutory Cherwell Local Plan 2011 also includes a policy on transport mitigation measures (TR4).

**4.81** The adopted Cherwell Local Plan Part 1 Policy SLE 4 requires new development to provide financial and/or in kind contributions to mitigate the transport impacts of development although Policy TRI of the 1996 Plan remains saved.

**4.82** LTP4 also includes Policy 34 to secure contributions from development towards transport mitigation measures. LTP4 sets out that, at Banbury and Bicester specifically, Residential Travel Plans and Workplace Travel Plans will be required where proposals meet a size threshold. Construction Logistics Plans will also be required, and Delivery & Servicing Plans for new employment development. Contributions will also be required towards monitoring of the implementation of these plans.

**4.83** We need to consider whether Local Plan Part 2 should include additional policy guidance to secure appropriate transport mitigation, linked to the overarching Policy SLE 4 and to LTP 4.

**4.84** In addition, consultation on the scope of the Local Plan Part 2 indicated that the Local Plan Part 2 could seek to ensure that adequate traffic monitoring is carried out on all key feeder roadwork systems to identify problems and allow early and realistic solutions. Oxfordshire County Council carries out a number of transport surveys to support the development of Transport Plans and Area Strategies, traffic engineering, and road safety initiatives. Data is also collected to give a detailed picture of traffic flows and delay on Oxfordshire’s roads. This



information is used to help identify the worst congestion hotspots and inform planning to make improvements to the network and transport infrastructure across Oxfordshire. The County Council also uses a series of automatic and manual cycle counts across the county to monitor the proportion of trips made by bike. There are provisions in the LTP4 for monitoring the implementation and effectiveness of the LTP4.

### Question 18

#### Transport Mitigation and Monitoring

Do you consider that the Local Plan Part 2 should include a policy relating to securing transport mitigation and monitoring? Do you have any comments on the kinds of issues to be covered in a policy?

### Heavy Goods Vehicles

**4.85** Consultation on the scope of the Local Plan Part 2 highlighted that there may be a need for the Local Plan Part 2 to emphasise Oxfordshire County Council's approved Heavy Lorry Routes, and apply these policies to development in the District.

**4.86** Oxfordshire County Council has published lorry route maps to direct heavier traffic to the most appropriate roads. Roads uncoloured on the maps (not defined as either 'strategic' or 'non-strategic') should be avoided except for access and delivery. The general principle is that lorry traffic should get on to strategic routes as easily and quickly as possible while minimising the length of trips on the non-coloured roads and avoiding identified environmentally sensitive areas wherever possible.

**4.87** The adopted 1996 Cherwell Local Plan contains a policy TR10: Heavy Goods Vehicles, which has not been replaced by the policies in Local Plan Part 1. TR10 states that:

*“Development that would generate frequent HGV movements through residential areas or on unsuitable urban or rural roads will not be permitted. The Council will resist proposals for the establishment of HGV operating centres where they would create traffic problems or adversely affect the amenity of residential areas or villages”.*

**4.88** The Non Statutory Cherwell Local Plan 2011 also contains policies on HGV movements and operating centres (TR16 and TR17).

### Question 19

#### Heavy Goods Vehicles

Should the Local Plan Part 2 contain a policy on the routing of heavy goods vehicles?

Should the policy also cover proposals for the establishment of HGV operating centres?

### Car & Cycle Parking – Standards for New Development and Public Parking Provision

#### Standards for New Development

**4.89** Consultation on the scope of the Local Plan Part 2 highlighted potential policy issues relating to the provision of sufficient parking spaces for new development, and relating to the use/location of parking courts. The National Planning Policy Framework (NPPF) states (paragraph 39)

that in setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- The accessibility of the development
- The type, mix and use of development
- The availability of and opportunities for public transport
- Local car ownership levels; and
- An overall need to reduce the use of high-emission vehicles.

**4.90** A Written Ministerial Statement of March 2015 added the following text to paragraph 39 of the NPPF: “*Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network*”.

**4.91** Parking standards have been established for use as guidance by Oxfordshire County Council, as the local highways authority, in the Residential Road Design Guide (2nd Ed, 2015). The Design Guide acknowledges that restricting parking provision at journey origins (i.e. residential properties), a policy approach which had been pursued previously, does not necessarily reduce car use. It can result in parking on the street, where there are no parking controls, which can cause conflicts and access problems. Consequently the standards contained in the guide are no longer ‘maximum’ parking standards.

**4.92** Standards are included for both the ‘urban areas’ in Cherwell (also including some of the larger villages), and ‘elsewhere’. The parking standards in the Design Guide apply to residential use only. The standards are generally slightly lower in the ‘urban’ (i.e. more sustainable) areas than ‘elsewhere’. The Design Guide also includes guidance on parking design considerations and how to

incorporate parking spaces as part of achieving a high quality urban design. The County Council’s Design Guide, and the parking standards contained therein, have been prepared with regard to the NPPF guidance on parking standards.

**4.93** The Design Guide includes cycle parking standards for residential development as part of promoting cycling as a sustainable transport mode. It also contains wider guidance relating to transport and access considerations in planning new developments. This includes creating a ‘movement framework’ for new development which prioritises travel by foot, bicycle and public transport; on designing adequate cycle infrastructure, on maximising the use of public transport through careful route layout; road hierarchies and appropriate materials; technical matters relating to junction visibility and road alignment; the use of design features such as kerbs and bollards; and streetscape & landscaping issues as well as adoption matters. The Residential Design Guide can be viewed at <https://www.oxfordshire.gov.uk/cms/content/transport-development-control-tdc>

**4.94** The Non Statutory Cherwell Local Plan 2011 contains Policy TR11 on Parking and Policy TR12 which seeks to restrict the provision of private non-residential parking in the central areas of Banbury and Bicester in favour of the provision and enhancement of alternative transport.

#### Public Parking Provision

**4.95** A comprehensive study of parking in Bicester, Banbury and Kidlington was carried out in 2015 which indicated that whilst there is high demand for parking spaces in Banbury and Bicester, there are high levels of space turnover (i.e. short dwell times) which result in an adequate supply. Data from November 2014 indicated, for the Council-owned car

parks, an overall vacancy rate of 35% in Banbury, and 54% in Bicester indicating that there is spare capacity. Occupancy is particularly low at some car parks. It may be appropriate to consider if Council-owned car parks could be released, either for development or for sale to then lease back, in order to raise funds. Consequently the Local Plan Part 2 could include a policy guiding proposals for the redevelopment of public (and/or private) car parks.

**4.96** The Non-Statutory Cherwell Local Plan 2011 contains Policy TR13 which provides support for the redevelopment of existing private car parks providing that alternatives to the private car that are sufficient to mitigate the effects of the loss of parking are implemented. Policy TR14 relates to the redevelopment of public car parks, and sets out criteria to determine where such proposals would be considered acceptable.

### Question 20

#### **Car & Cycle Parking – Standards for New Development and Public Parking Provision**

Is there a need for Local Plan Part 2 to include policies on parking, including cycle parking? What kinds of issues do you consider that a policy on parking provision should cover?

#### ***Sustainable Transport Modes and the Promotion of Walking and Cycling***

**4.97** Oxfordshire County Council’s Local Transport Plan 4 (LTP4) has a clear focus on reducing the proportion of journeys made by car and making the use of public transport, walking, and cycling more attractive, as part of reducing carbon

emissions, improving public health and well-being and also supporting economic growth and vitality (making effective use of all available transport capacity, reducing congestion, and improving public transport journey times). Walking and cycling are ‘zero emission’ whilst there are also possibilities to improve ‘low emission’ transport (including through the encouragement for electric vehicles, see below).

**4.98** Local Plan Part 1 policy SLE 4 promotes the use of sustainable modes of transport to make the fullest possible use of public transport, walking and cycling. Strategic site allocations in the Local Plan Part 1 were informed by transport evidence and subject to Sustainability Appraisal, which included ‘testing’ of sites against sustainability objectives such as contributions to reducing air pollution, improving accessibility, reducing road congestion by improving travel choice and reducing the need for travel. Non-strategic development sites allocated in the Local Plan Part 2 will also be subject to a Sustainability Appraisal process.

**4.99** A Sustainable Transport Strategy (STS) has since been prepared for Bicester which sets out the transport ambition and vision for sustainable development in the town. The STS seeks to improve connections for pedestrians and cyclists and create a comprehensive integrated network for walking and cycling, with links to the town’s rail stations. The STS also considers wider issues of public realm improvements, and making the town centre more accessible and attractive, to encourage footfall and spending, and therefore result in economic growth and increased spending. This could be achieved through addressing the movement of through traffic through the centre, and lowering traffic speeds, maximising opportunities for cycling networks, and identifying development opportunities to improve retail provision in

the town. Improved public transport interchange hubs could be developed at the two rail stations and the bus interchange, encouraging multi modal public transport journeys. Improvements to the town's central corridor are also detailed in order to reduce traffic along the central north-south route and provide better facilities for walking and cycling linking to the town centre. As well as actions specific to Bicester, the STS establishes broader principles that may be transferrable and appropriate for consideration across the District.

### Question 21

#### **Sustainable Transport Modes and the Promotion of Walking and Cycling**

How should the recommendations of the Bicester Sustainable Transport Strategy be reflected in the Local Plan Part 2?

How could sustainable transport principles across the Cherwell District be incorporated in the Local Plan Part 2, further to the strategic policy SLE 4 in the Local Plan Part 1?

#### **Electric and Low Emission Vehicles and Associated Infrastructure**

**4.100** Whilst encouragement can be made for a 'modal shift' away from the private car to public transport, walking, and cycling, many trips (for example commuter trips and deliveries) will continue to be made by private car. Electric and low emission vehicles offer the possibility of making such trips more sustainable. Electric hybrid cars

are becoming more popular as they become more affordable and as battery technology develops, allowing a longer range.

**4.101** Oxfordshire County Council's Local Transport Plan 4 includes encouragement for electric vehicles and associated infrastructure as part of a sustainable transport strategy which reduces carbon emissions associated with transport and includes Policy 22 "*The County Council will promote the use of low or zero emission transport, including electric vehicles and associated infrastructure where appropriate*". The County Council will seek funding opportunities to provide charging points on street and on County Council property. LTP4 also sets out that, as part of the Oxfordshire Cycling Strategy, the County Council will provide charging infrastructure for electric bikes in the public realm and require it in planning applications where appropriate and viable.

**4.102** The Bicester Sustainable Transport Strategy (STS) contains recommendations on improving the infrastructure relating to electric and low emission vehicles, by introducing additional strategically located charge points including at workplaces, civic buildings and car parks as part of a coherent strategy. It also identifies the potential for an 'electric car club' in the town. The provision of electric charging infrastructure will be particularly (but not exclusively) important at the North West Bicester eco-town, where the use of electric vehicles and provision for electric vehicle charging points is already being particularly encouraged.

**4.103** Electric vehicle charging infrastructure benefits from Permitted Development rights in some locations i.e. within an area lawfully used for off-street parking, where the outlet would not exceed 1.6 metres in height, and be no more than 2

metres from a highway. There are other locational restrictions to the Permitted Development rights.

**4.104** There may be an increasing prevalence of electric car and bike charging points in the built environment and it may be appropriate for the Local Plan Part 2 to encourage the provision of such infrastructure as part of a coherent strategy, and to guide the location of this infrastructure to the most appropriate locations, framed in a positive way so as to respond to the emphasis in the National Planning Policy Framework on promoting sustainable modes of travel.

### Question 22

#### Electric and Low Emission Vehicles and Associated Infrastructure

Should the Local Plan Part 2 include a policy relating to the encouragement for low and zero emission transport, and electric car and bike charging infrastructure? What kinds of issues would such a policy cover?

#### ***‘Real Time’ Public Transport Information***

**4.105** In planning for sustainable travel it is important to provide information about travel options and public transport availability. Real time information relates to ‘actual’ departure/arrival times for public transport – for example, how many minutes until the next bus arrives – based on automatic vehicle tracking.

**4.106** The proposals in the Area Strategies for Bicester and Banbury in Oxfordshire County Council’s Local Transport Plan 4 (LTP4) state that

developers are required to provide modern bus stop infrastructure with Real Time information.

**4.107** Policy Bicester 1 of the Local Plan Part 1 relates to the North West Bicester eco-town and requires that all homes at the development have real time public transport information.

**4.108** The Local Plan Part 2 could consider whether to include a policy requiring the provision of real time public transport information at locations other than North West Bicester, given the importance of delivering sustainable transport opportunities and supporting the ‘modal shift’ promoted in Local Plan Policy SLE 4.

### Question 23

#### ‘Real Time’ Public Transport Information

Should the Local Plan Part 2 include a policy requiring ‘real time’ public transport information to be provided at new developments in the District? What kinds of issues would such a policy cover?

#### ***Rail Investment***

**4.109** Oxfordshire County Council’s Local Transport Plan 4 (LTP4) and other transport evidence informing the Local Plan process highlight the significant strategic rail investment occurring in the Cherwell District. Two new or improved stations have recently opened (at Oxford Parkway and at Bicester) providing for increased services to Oxford and to London Marylebone. Longer term, east-west rail links are to be improved between Bedford and Oxford, Milton Keynes and Aylesbury,

with the long term intention of re-establishing a rail link between Bedford and Cambridge. The Infrastructure Delivery Plan accompanying the Local Plan Part 1 identifies the key rail projects relating to Banbury, Bicester and Kidlington and the rural areas.

**4.110** The Non Statutory Cherwell Local Plan 2011 contains policy TR28 which states that “*The Council will ensure that development does not prejudice the provision of the East West Rail proposals on existing track between Bedford and Oxford*”. Given the continued strategic importance of proposed improvements to East-West rail links it may be important for the Local Plan Part 2 to include a similar policy.

**4.111** The Local Plan Part 1 contains Policy SLE 5 which sets the Council’s expectations relating to the design and construction of HS2, notwithstanding HS2 being a national infrastructure project and that the decision to authorise the railway and associated works sit with Parliament. The Council’s involvement will be focused on seeking the best outcome for the environment, local communities and businesses affected by the scheme.

### Question 24

#### Rail Investment

What are the main issues relating to rail improvement and investment that the Local Plan Part 2 should seek to address?

Should the Local Plan Part 2 include a policy to prevent any development that would prejudice the delivery of the rail proposals in Local Plan Policy SLE 4?

### Considering the Need for Development Management policies for Transport

**4.112** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan contained detailed criteria based policies against which development proposals could be assessed in terms of their impact upon transport, including:

- Development attracting traffic on minor roads (Adopted 1996 Policy TR7)
- Commercial facilities for the motorist (Adopted 1996 Policy TR8)
- Use of the Oxford Canal for transportation (Adopted 1996 Policy TR11, NSCLP Policy TR20)
- Reservation of land for road schemes in the countryside (Adopted 1996 Policy TR22)
- Road safety (NSCLP Policy TR5)
- Public transport (NSCLP Policy TR6)
- Protecting pedestrian and cycle circulation or route provision (NSCLP Policy TR8)
- Rail infrastructure (NSCLP Policy TR10)
- Petrol filling stations (NSCLP Policy TR18)
- Construction of roads in new residential areas NSCLP TR19)
- Introduction of home zones and quiet lanes in residential areas (NSCLP TR19a)
- Protection of a cycle and pedestrian network for Banbury (NSCLP Policy TR25), Bicester (NSCLP Policy TR31) and Kidlington (NSCLP Policy TR35)
- Support for traffic management schemes in the Rural Areas (NSCLP Policy TR36)

**4.113** In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above areas, or if national planning policy and the strategic policies in Local Plan Part 1 are sufficient in

considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

### Question 25

#### Other Development Management Issues

Do you consider that local development management policies are needed for any of the issues identified above?

Are there any new transport issues that you consider require policy guidance as part of Local Plan Part 2?

## 4.2 Theme Two: Building Sustainable Communities

### Introduction

**4.114** Part of the vision for the District set out in Local Plan Part 1 is to build sustainable communities by addressing the challenges of a growing and aging population and ensuring that Banbury, Bicester and Kidlington together with the rural areas offer a high quality of life and meet the needs of all sections of the population. A number of challenges to achieving the vision for building sustainable communities were identified in Part 1 of the Plan and these are summarised in Appendix 3.

**4.115** The Strategic Objectives identified in Part 1 of the Plan to address these challenges are listed below:

**SO 6** To accommodate new development so that it maintains or enhances the local identity of Cherwell's settlements and the functions they perform

**SO 7** To meet the housing needs of all sections of Cherwell's communities, particularly the need to house an ageing population and to meet the identified needs of Gypsies and Travellers and Travelling Showpeople, in a way that creates sustainable, inclusive and mixed communities

**SO 8** To improve the affordability of housing in Cherwell and to provide social rented and intermediate housing to meet identified needs whilst ensuring the viability of housing development and a reliable supply of new homes

**SO 9** To improve the availability of housing to newly forming households in rural areas

**SO 10** To provide sufficient accessible, good quality services, facilities and infrastructure including green infrastructure, to meet health, education, transport, open space, sport, recreation, cultural, social and other community needs, reducing social exclusion and poverty, addressing inequalities in health, and maximising well-being.

**4.116** The policies and proposals contained in Local Plan Part 1 will help to address some of the challenges and issues identified. In preparing Local Plan Part 2 we need to consider what additional policies and proposals need to be included to help secure the Plan's objectives and address the issues identified.

### 4.2.1 Housing

#### Introduction

**4.117** The Local Plan Part 1 contains the strategic policies relating to the delivery of housing to meet housing needs in the District. It sets out the overall levels of housing growth, and distribution between Bicester, Banbury and the rest of the District (Policy BSC 1); it contains policies on the

effective and efficient use of land (brownfield land and housing density) (BSC 2), on affordable housing thresholds and requirements (BSC 3), on the mix of housing to be negotiated on sites (BSC 4), on area renewal (BSC 5), and on provision for travelling communities (BSC 6).

**4.118** The housing policies in the Local Plan Part 1 seek to address the identified strategic challenges and objectives, with policy on more detailed housing matters, including the allocation of non-strategic sites for housing development, to be included in the Local Plan Part 2.

**4.119** The Local Plan Part 1 meets Cherwell's housing needs to 2031. It contains a commitment (paragraph B.95) to working with other local authorities in Oxfordshire to address the unmet objectively assessed housing needs from elsewhere in the Oxfordshire Housing Market Area, particularly from Oxford City. This is being considered as part of work on a 'Partial Review' of the Local Plan Part 1. A consultation paper has been prepared as part of that process, which is being consulted on separately to this consultation on the Local Plan Part 2.

### **National Policy Context**

**4.120** The delivery of housing to meet needs is one of the core planning principles of the National Planning Policy Framework (NPPF). Local Plans should 'boost significantly' the supply of housing, ensuring that the Local Plan meets the full, objectively assessed needs for market and affordable housing. Local Planning Authorities should seek to deliver a wide choice of quality homes, widen opportunities for home ownership, and create sustainable, inclusive and mixed communities. Local Plans should plan for a mix of housing based on current and future demographic trends, market

trends and the needs of different groups in the community (including housing needs of the elderly, of families, of people with disabilities, service families, and people wishing to build their own homes); and identify the size, type, tenure and range of housing that is required in particular locations. In rural areas, Local Plans should plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. The NPPF contains a definition of affordable housing and rural exception sites (with the definition now proposed to be amended in a consultation on changes to the NPPF (December 2015), summarised below).

#### Housing and Planning Bill 2015

**4.121** The Housing and Planning Bill is currently progressing through Parliament. When it receives Royal Assent it will have implications for the content of the Local Plan Part 2 directly and through consequential amendments introduced, for example to the National Planning Policy Framework (see below). It introduces a number of provisions including the following, which are of relevance to the Local Plan Part 2, and which are covered in more detail in the sections below:

- Brownfield Register
- Permission in Principle
- Starter Homes
- Self Build and Custom House Building
- Gypsies and Travellers

#### National Planning Policy Framework – Consultation on Amendments

**4.122** A Government consultation on amendments to the National Planning Policy Framework commenced in December 2015, in order to reflect the intentions announced in the Housing and Planning Bill, the Autumn



Statement, and other recent documents and statements issued by the Government. The main areas for amendment relate to affordable housing and starter homes, increasing the density of development around commuter hubs, supporting sustainable new settlements, development on brownfield land and small sites, and promoting the delivery of housing allocated in plans. The proposed changes are covered in more detail below, where there is particular relevance to the preparation of the Local Plan Part 2.

## **Housing - Key Issues for Local Plan Part 2**

### ***Starter Homes***

**4.123** The Housing and Planning Bill proposes a statutory duty on local authorities to promote the delivery of ‘starter homes’: new dwellings for first time buyers under 40, sold at a discount of at least 20% of market value and at less than the price cap of £250,000 outside of London. It contains a requirement for a proportion of starter homes to be delivered on all suitable reasonably sized housing developments, and separate consultation will be undertaken on the level at which this requirement should be set. Starter Homes are exempted from S106 contributions requirements or the Community Infrastructure Levy. The price reduction will last for 5 years, after which the property can be sold at full market rate. A Written Ministerial Statement published in March 2015 stated that local planning authorities should look to secure the provision of starter homes on new ‘exception sites’ (in addition to the ‘traditional’ definition of rural exception sites) with unviable or underused commercial or industrial brownfield land being released for starter homes. Where applications for starter homes come forward on such exception sites, they should be approved

unless the local planning authority can demonstrate that there are overriding conflicts with the NPPF.

**4.124** The consultation on changes to the NPPF (December 2015) includes proposals included in the Productivity Plan (July 2015) to extend the starter home exception site policy and strengthen the presumption in favour of starter homes, including the release of unviable or underused brownfield land for retail, leisure and institutional uses. Starter homes are to be considered as affordable housing and the consultation on the NPPF proposes to amend the definition of affordable housing accordingly. Starter homes can therefore be provided instead of homes for social or affordable rent, or intermediate housing (see changes to the affordable housing definition in the NPPF, below). Consequently, the consultation on the NPPF considers that it should be possible to deliver starter homes through the existing rural exception site policy – with homes subject to a 5 year minimum time limit on resale but sellable at market value after that. The consultation proposes that local planning authorities would, exceptionally, have the flexibility to require a local connection test, to reflect the particular needs of some rural areas where local connections are important and access to the housing market for working people can be difficult.

**4.125** The changes proposed to the NPPF encourage the provision of starter homes within new town centre mixed use developments and converted unlet commercial units. It also proposes to enable local communities through Neighbourhood Plans to allocate appropriate small sites in the Green Belt specifically for starter homes. The NPPF consultation proposes changes to support the regeneration of previously developed brownfield sites in the Green Belt by allowing them to be developed in the same way as other brownfield sites, where

this contributes to the delivery of starter homes. The Government proposes to amend the current policy test in paragraph 89 of the NPPF that prevents development of brownfield land where there is any additional impact on the openness of the Green Belt to give more flexibility in preventing development where there is 'substantial' harm to openness.

### **Question 26**

#### **Starter Homes**

Do you have any views on the main planning issues raised by the Starter Homes concept, the new duties on local planning authorities, and the implications for the Local Plan Part 2?

#### **Affordable Housing**

**4.126** The current definition of affordable housing as set out in the NPPF includes social rent, affordable rent, and intermediate housing, provided that they are subject to 'in perpetuity' restrictions or that the subsidy is recycled for alternative affordable housing provision. The Government is keen to extend opportunities for home ownership and thus proposes to amend the definition of affordable housing to include products similar to low cost market housing or intermediate rent, which may not be subject to 'in perpetuity' restrictions which, it considers, risk stifling innovation. Starter homes will be considered to be affordable housing. This includes allowing local planning authorities to secure starter homes as part of their negotiations on sites.

**4.127** The Local Plan Part 1 policy BSC 3 sets the thresholds above which affordable housing will be sought, and was modified during the Examination process to reflect

the Government's statement of November 2014 that no contributions should be sought on small sites of 10 or fewer dwellings. However, changes to the National Planning Practice Guidance reflecting the Government's November 2014 statement, to exempt small sites from affordable housing contributions, were subsequently quashed following a high court challenge. The Government is now appealing against this decision. The affordable housing standards required in the Cherwell District may need to be reviewed once the national position is confirmed.

### **Question 27**

#### **Affordable Housing**

Do you have any views on the main planning issues raised by the proposed changes to the definition of affordable homes, and the implications for the Local Plan Part 2?

Do you have any comments on the adopted Local Plan affordable housing thresholds in the context of the Government's legal proceedings?

Are there any other issues relating to the provision of affordable housing that should be considered in the Local Plan Part 2?

#### **Brownfield Land Register/Permissions in Principle/Local Development Orders**

**4.128** Policy BSC 2 of the Local Plan Part 1 states that the Council will encourage the re-use of previously developed land (brownfield land) in sustainable locations.

**4.129** The government's Productivity Plan (July 2015) announced a 'planning permission in principle' system which is promoted in the Housing and Planning Bill. Local planning authorities will be required to publish and maintain up-to-date registers of brownfield sites available for housing. The Bill will enable the Secretary of State to grant permission in principle to land allocated in the Brownfield Register (together with land allocated in Development Plan Documents and Neighbourhood Plans) for new homes, subject to certain criteria to be set out in a development order. (Alternatively permission in principle could be granted by local authorities, on sites that do not need to be contained on the register, providing that a development order has been established). The development order would set out what type, scope and scale of development would be granted permission in principle. Permission in principle would be followed by a detailed consent stage. The details of the process have yet to be confirmed, but may have implications for Local Plan Part 2 policies and proposals as they emerge.

**4.130** The proposed changes to the NPPF (December 2015) would attach 'substantial weight' to the benefits of using brownfield land for housing (in effect, a form of 'presumption' in favour of brownfield land). It is proposed that development proposals for housing on brownfield sites should be supported, unless overriding conflicts with the Local Plan or the NPPF can be demonstrated and cannot be mitigated.

### Question 28

#### **Brownfield Register/Permissions in Principle/Local Orders** **Land in Development**

Do you have any views on the implication of the above issues for the Local Plan Part 2?

### **Windfall Development and Small Sites**

**4.131** The Non Statutory Cherwell Local Plan includes policies H9 and H11 on 'windfalls' at Banbury and Bicester (housing sites which have not been specifically identified in the plan), indicating that proposals for residential development on sites within the built-up limits will be permitted provided they make efficient use of land and there is no adverse impact on the character and appearance of the area, residential amenity, and highway safety.

**4.132** The Government now intends to make it easier for applicants to secure permission in principle for development on small sites of less than 10 dwellings on land other than brownfield land. Consultation on the changes to the NPPF propose applying the "presumption in favour" to brownfield sites (above) to other small sites, provided they are within existing settlement boundaries and well-designed to promote or reinforce local distinctiveness, and providing there is adequate protection against unwanted development of back gardens. The consultation on the NPPF also asks whether local planning authorities should have a specific positive local policy for assessing applications for development on small sites not allocated in the Local Plan.

The outcome of the national consultation may therefore have implications for Local Plan Part 2.

### Question 29

#### Windfall Development and Small Sites

What planning issues should be considered in any policy to guide the consideration of proposals for 'windfall' development?

Do you wish to comment on the implications of a national "presumption in favour" of housing development on small sites, subject to certain criteria, for the Local Plan Part 2?

### Housing Density

**4.133** Policy BSC 2 of the Local Plan Part 2 requires that new housing should be provided on net developable areas at a density of at least 30 dwellings per hectare unless there are justifiable planning reasons for lower density development.

**4.134** The consultation on changes to the NPPF proposes that local planning authorities should require higher density development around commuter hubs wherever feasible. A commuter hub is defined as:

- a. A public transport interchange (rail, tube or tram) where people can board or alight to continue their journey by other public transport (including buses), walking or cycling; and
- b. A place that has, or could have in the future, a frequent service to that stop (running at least every 15 minutes during normal commuting hours).

**4.135** The Government is also consulting on any further suggestions for proposals to support high density development around commuter hubs through the planning system.

### Question 30

#### Housing Density

Do you have any views on a potential increase to housing density around "commuter hubs" in the Cherwell District? How could these issues be approached in the Local Plan Part 2?

### Self Build/Custom Build

**4.136** The Cherwell Local Plan Part 1 commits support to self-build or self-finish housing (Policy BSC 3). The Council has established a community self-build housing programme (Build!), and a Community Land Trust, with self-build options ranging from building from a serviced plot, to finishing a property that only requires decorating and the outside area landscaping. The Council has purchased the Graven Hill site at Bicester, formerly owned by the MOD, which forms the majority of the site identified in Local Plan Part 1 (Policy Bicester 2) for 2,100 dwellings, and which is to become the first large scale self-build project of its kind in the UK.

**4.137** The Self Build and Custom Housebuilding Act (March 2015) places a duty on local authorities to keep a register of individual and community groups who have expressed an interest in acquiring land to bring forward self-build and custom-build projects and to take account of and make provision for the interests of those on such registers in developing Local Plans; and to allow volume house builders to include self-build and custom-build projects as

contributing towards their affordable housing obligations, when in partnership for this purpose with a Registered Social Landlord.

**4.138** The Housing and Planning Bill proposes to amend the Self Build and Custom Housebuilding Act 2015 to require authorities to grant “sufficient suitable development permission” of serviced plots of land to meet the demand, based on the register of persons requiring self-build plots. I.e. enough serviced permissioned plots must be available to meet the demand for these plots. The permission will include planning permission in principle. The local authority can set criteria to attach to the permissions for example on the occupancy of the self build homes.

### Question 3 I

#### Self Build/Custom Build

What are the policy issues for the Local Plan Part 2 in relation to self-build/custom housing?

#### **Residential Moorings and Boaters’ Facilities on the Oxford Canal**

**4.139** Policy ESD 16 of the adopted Cherwell Local Plan Part I relates to the Oxford Canal and states that “*Other than appropriately located small scale car parks and picnic facilities, new facilities for canal users should be located within or immediately adjacent to settlements. The Council encourages pre-application discussions to help identify significant issues associated with a site and to consider appropriate design solutions to these and we will seek to ensure that all new development meets the highest design standards*”.

**4.140** Paragraph B.273 of the adopted Cherwell Local Plan Part I states that the approach to residential canal moorings and boater’s facilities on the Oxford Canal will be set out in the Local Plan Part 2.

**4.141** The Government’s positive approach to residential moorings was confirmed in a 2011 announcement which highlighted that local planning authorities could seek to create more residential moorings as part of the contribution to increasing the housing supply in the area (and also reducing the numbers of unlawful moorings).

**4.142** The Adopted Cherwell Local Plan 1996 contains policy H26: Residential Canal Moorings, which states that:

*“Proposals for the siting of permanent residential moorings on the Oxford Canal will be considered favourably provided the following criteria are met:*

- (i) The site is within the built up limits of a settlement*
- (ii) Adequate car parking must be provided*
- (iii) Mooring should be compatible with adjacent land uses*
- (iv) The number and density of boats at any one point should not be so great that it would act as a barrier separating people from the waterway or be detrimental to the waterway’s character. Mooring will not normally be permitted on the towing path side”.*

**4.143** The Non Statutory (non-adopted) Cherwell Local Plan contains a similar Policy H28 but adds an additional consideration ensuring that a proposal does not cause harm to the character and appearance of the settlement.

**4.144** Some of the planning issues relevant to a potential policy on residential moorings and boater’s facilities have been identified in consultations on the Local Plan Part 1 and the scoping consultation on the Local Plan Part 2. These include: considering whether to allocate residential canal moorings in the Local Plan Part 2; the types of moorings to be considered; the potential impacts of boater’s facilities on the biodiversity value of the canal and adjacent sites.; and the need to recognise constraints such as topography or location within the context of Policy ESD 16’s focus on the provision of facilities within or adjacent to settlements. In addition, since the preparation of the Non Statutory Cherwell Local Plan, the entirety of the Oxford Canal passing through the Cherwell District has been designated as a Conservation Area, to ensure the on-going protection of the canal’s special character. Any new development within the Conservation Area, or affecting its setting, will need to be mindful of the historic character of the Canal.

**Question 32**

**Residential Moorings and Boaters’ Facilities on the Oxford Canal**

Do you have any comments regarding the planning issues to be considered in a policy on residential moorings and boater’s facilities?

**Travelling Communities**

**4.145** Informed by a detailed evidence base assessing the need for traveller accommodation, the Local Plan Part 1 contains Policy BSC 6 on Travelling Communities which states that the Cherwell District will provide 19 (net) additional pitches to meet the needs of Gypsies and

Travellers from 2012 to 2031. It states that to meet these requirements, allocations will be made in the Local Plan Part 2.

**4.146** Policy BSC 6 on Travelling Communities sets out a sequential approach to the identification of suitable sites with reasonable accessibility to services and facilities, with priority given to sites within proximity to Banbury, Bicester or a Category A village, then a Category B village. It states that locations outside of the Cotswolds Area of Outstanding Natural Beauty and the Green Belt will be considered.

**4.147** The policy also includes criteria to be considered in assessing the suitability of proposals for traveller sites as follows:

- a. Access to GP and other health services
- b. Access to schools
- c. Avoiding areas at risk of flooding
- d. Access to the highway network
- e. The potential for noise and other disturbance
- f. The potential for harm to the historic and natural environment
- g. The ability to provide a satisfactory living environment
- h. The need to make efficient and effective use of land
- i. Deliverability, including whether utilities can be provided
- j. The existing level of local provision
- k. The availability of alternatives to applicants.

**4.148** Paragraph B.138 of the Local Plan Part 1 states that these criteria, along with a sequential approach outlined in the policy, will be used to identify appropriate new locations for traveller sites whether through site allocations in the Local Plan Part 2 or the determination of planning applications. In doing so the Council will engage with the travelling communities.

**4.149** National planning policy for Traveller Sites was updated in August 2015. The document provides guidance for the preparation of strategic policy on travelling communities (i.e. the Local Plan Part 1) including the preparation of criteria to guide land supply allocations and planning applications. This includes some more detailed criteria that may be appropriate for inclusion in the Local Plan Part 2, such as the need to consider the design and landscape of traveller sites so as to positively enhance the environment and increase openness; promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas; and limiting the use of hard landscaping and high walls or fences. Early consultation on the scope of the Local Plan Part 2 also indicated that a detailed issue relating to the design of traveller sites particularly relevant to the Cherwell District is ensuring that there is adequate provision of onsite facilities and potential for the accessibility adaptations required by an increasingly elderly population.

### Question 33

#### Travelling Communities

Do you wish to suggest any appropriate sites for allocation to meet the accommodation needs set out in Policy BSC 6 of the Local Plan Part 1? If you are formally promoting a site please use the 'Call for Sites' site submission form available at

[www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

Do you have any comments on the issues to be considered in a detailed policy relating to Travelling Communities in the Local Plan Part 2?

#### *Allocation of Non-Strategic Housing Sites*

**4.150** The Cherwell Local Plan Part 1 makes strategic allocations for housing development at Bicester and Banbury in order to meet the housing needs for the Cherwell District over the plan period. Paragraph 4.120 of this Issues Paper notes that consultation on a Partial Review of the Cherwell Local Plan Part 1 is being undertaken alongside this consultation on the Local Plan Part 2 with a view to accommodating the additional unmet housing needs arising from elsewhere in the Oxfordshire housing market area. The housing figures in Local Plan Part 1 make allowances for non-strategic urban and rural housing sites in sustainable locations. The non-strategic sites will either be allocated in the Local Plan Part 2 or in Neighbourhood Plans, or will be identified through the determination of applications for planning permission. The Strategic Housing Land Availability Assessment will regularly be reviewed to ensure there is sufficient potential housing supply. The latest position on housing supply in the District is published

in the Annual Monitoring Report 2015, available on the Council's website. The Local Plan Part 2 will need to consider the allocation of non-strategic housing sites in the Cherwell District. A 'Call for Sites' accompanies this Issues consultation and site submissions are invited. The Council will also need to consider whether any sites previously proposed for development in the 1996 Adopted Cherwell Local Plan and the Non-Statutory Cherwell Local Plan which have not been implemented should continue to be allocated as part of Local Plan Part 2.

### Question 34

#### Allocation of Non-Strategic Housing Sites

Do you wish to promote a site for consideration for allocation in the Local Plan Part 2?

If so, please complete the 'Call for Sites' site submission form available to download at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

### Rural Dwellings

**4.151** The Local Plan Part 1 is clear that the main locations for growth in the District will be the urban areas. Growth across the rest of the District will be much more limited and development in the open countryside particularly will be strictly controlled.

**4.152** In terms of residential development in the rural areas, the Cherwell Local Plan 1996 (H18, H19, H20, H21) and the Non Statutory Cherwell Local Plan (H19, H20, H21, H22) contain policies on new dwellings in the countryside and the conversion of buildings in the countryside, which seek to limit new dwellings to agricultural workers'

dwellings (or dwellings essential for other existing undertakings), or to small scale low cost housing development to meet a specific and identified local housing need which cannot be satisfied elsewhere, i.e. rural exception sites. The policy relating to conversions sets out criteria to determine whether conversion would be appropriate and the Non Statutory Cherwell Local Plan introduced a priority for conversion to commercial rather than residential use.

**4.153** Local Plan Part 1 Policy Villages 3 replaces the previous 1996 Local Plan policy on rural exception sites. We now need to consider whether the Local Plan Part 2 should contain a replacement policy restricting new dwellings in the countryside to dwellings essential for agricultural workers, and to the conversion of rural buildings. A response to the scoping consultation indicated that to support growth and intensification in the farming industry, the Local Plan should include a policy to permit agricultural workers dwellings where necessary.

**4.154** Policy guidance in the National Planning Policy Framework (paragraph 28) states that Local Plans should:

- *"Support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings; and*
- *"Promote the development and diversification of agricultural and other land-based rural businesses..."*

**4.155** Paragraph 55 states that:

*"Local planning authorities should avoid isolated new homes in the countryside unless there are special circumstances such as:*



- *The essential need for a rural worker to live permanently at or near their place of work in the countryside; or*
- *Where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or*
- *Where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or*
- *The exceptional quality or innovative nature of the design of the dwelling. Such a design should:*
  - *be truly outstanding or innovative, helping to raise standards of design more generally in rural areas;*
  - *reflect the highest standards in architecture;*
  - *significantly enhance its immediate setting; and*
  - *be sensitive to the defining characteristics of the local area”.*

### **Question 35**

#### **Rural Dwellings**

Regarding the provision of dwellings for agricultural workers, is additional detail needed further to the guidance in the National Planning Policy Framework? For example, providing a local definition for what is considered to be an ‘essential need’ in Cherwell, and what evidence would be required to support this.

What might be the policy approach to the removal of occupancy conditions restricting the occupancy of agricultural worker’s dwellings?

Is there a need for a policy on the conversion of rural buildings, whether to residential or commercial use? What kinds of issues should this policy cover?

Is there a need for a policy on the conversion of buildings within settlements?

#### **Substandard/ Replacement Dwellings**

**4.156** The 1996 Cherwell Local Plan includes a policy (H17) which provides guidance on the acceptability of proposals for the one-for-one replacement of an existing statutorily unfit or substandard dwelling. However practically this policy has been difficult to implement for some time since ‘unfitness’ ceased to have legislative relevance for housing in 2006 when the fitness standard was replaced by a new assessment and enforcement regime based on the Housing Health & Safety Rating System (HHSRS). The key issue is whether a dwelling is capable of appropriate repair and improvement at a reasonable cost.

**4.157** In addition, in the context of the Cherwell Local Plan’s focus on delivering sustainable development, and on mitigating and adapting to climate change, it is also important to consider the value of the embodied energy within buildings (i.e. the energy inherent in the construction of the building, its materials) and the resources to be lost/used in entirely replacing a dwelling. Policy ESD 3 of the Local Plan encourages the reuse of building materials wherever development proposals involve demolition or redevelopment, but it is important for any new policy on the repair or replacement of substandard dwellings to also consider issues of embodied energy.

**Question 36**

**Substandard/Replacement Dwellings**

Do you have any views on how ‘substandard’ could be defined?

Aside from embodied energy, what other issues should be considered in a policy regarding the one-for-one replacement of dwellings?

What criteria might the Council establish to determine whether the replacement of a dwelling should be allowed?

**Specialised Housing, Accessibility, and Adaptability (including ‘Lifetime homes’)**

**4.158** The National Planning Policy Framework (NPPF) is clear that local planning authorities should plan to create safe, accessible environments and promote inclusion and community cohesion. This includes buildings and their surrounding spaces. Planning should seek to secure high

quality design and a good standard of amenity for all existing and future occupants of land and buildings. Policy ESD 15 of the Cherwell Local Plan Part 1 states that new development proposals should “*Deliver buildings...that can adapt to changing social, technological, economic and environmental conditions*”. The policy further states that more detailed design policies will be included in the Local Plan Part 2.

**4.159** Local plans can include policies requiring accessibility, adaptability and wheelchair standards in new dwellings where there is an identified need for such standards. One source of evidence on needs in the Cherwell District is the 2014 Strategic Housing Market Assessment (SHMA) (HOU12d), which considers demographic projections in the Oxfordshire housing market area to 2031 and highlights trends including people living longer and an increase in elderly couple households. The SHMA also considers population change in terms of people with dementia and mobility problems, indicating a significant increase in Cherwell over the Plan period. Given the ageing population and higher levels of disability and health problems amongst older people there is likely to be an increased requirement for specialist housing options in the future. The SHMA also considers long term health problems or disability (separate from health problems relating to age), and indicates a 50% increase in the number of people with a long term problem or disability to 2031. The SHMA is not specific about the types of specialist housing that might be required, though for older people it highlights that as well as traditional specialist retirement housing there may be needs to ensure that mainstream (not age specific) dwellings, particularly 1 and 2 bed properties, are constructed as bungalows or built to high accessibility or adaptability standards. For people with a long term health problem or disability, it highlights that many people are

likely to want to live in their own homes, rather than in institutions, meaning that properties are likely to require adaptations.

**4.160** The information in the SHMA indicates that there may be a need for standards to be applied in the Cherwell District on accessibility and adaptability in new buildings. Government guidance requires that where there is a need for dwellings with enhanced accessibility or adaptability standards, Local Plans should refer to the optional standards set out in Part M (2) and M (3) of the Building Regulations regarding accessible and adaptable dwellings, and wheelchair user dwellings, respectively. The Part M (2) standards reflect the Lifetime Homes principles and should be used in place of Lifetime Homes. The application of such standards must be financially viable.

**Question 37**

**Specialised Housing, Accessibility, and Adaptability**

Do you consider that there is a need for increased standards on accessibility and adaptability for dwellings in Cherwell?

Do you consider that there is a need for specialist accommodation such as retirement housing?

Should the Local Plan Part 2 identify specific sites to provide specialist housing for the elderly?

Should the Local Plan Part 2 identify specific sites to provide specialist housing for people with disabilities?

**Space Standards for New Development**

**4.161** The National Planning Policy Framework (NPPF) emphasises the importance of good design and requires that local planning authorities should seek to deliver a wide choice of homes designed to a high quality, and a good standard of amenity for all existing and future occupants of land and buildings. Policy ESD 15 of the Cherwell Local Plan Part 1 defines what constitutes good, high quality design in the Cherwell District. Policy ESD 15 states that new development proposals should “*Consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space*”. It states that more detailed design policies will be provided in the Local Plan Part 2.

**4.162** A new nationally described internal space standard was published by Government in March 2015 as an optional standard to be applied in Local Plan policies where there is an identified need. The application of the standard should be justified and viable, with the financial impact to developers of applying the standard taken into account in the Local Plan’s viability assessment. The impact of a space standard (i.e. potentially larger dwellings) should also be taken into account in terms of housing land supply. Finally, there may need to be a reasonable transition period following the adoption of such a standard to allow developers to factor the costs of space standards into future land requirements. Clearly the space standard can only be applied where planning permission is required and not where permitted development rights apply (for example, conversions from offices to dwellings).

**4.163** In 2011 the Council approved informal planning guidance setting out internal space standards to be applied to proposals to convert homes into flats and bedsit accommodation, because at that time

the Council was concerned with a number of proposals for subdivision resulting in cramped living conditions. The scoping consultation on the Local Plan Part 2 highlighted that a lack of indoor space in

dwelling remains a particular issue for Cherwell. Any internal space standards set out by the Council in the Local Plan Part 2 must now accord with the nationally described standard which is as follows:

**Nationally Described Space Standard (CLG, 2015): Minimum gross internal floor areas and storage (m2)**

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37*)	-	-	1.0
	2p	50	58	-	1.5
2b	3p	61	70	-	2.0
	4p	70	79	-	
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

\* Where a one person flat has a shower room rather than a bathroom, the floor area may be reduced from 39m<sup>2</sup> to 37m<sup>2</sup>.

**4.164** The Non Statutory Cherwell Local Plan includes Policy H23 relating to the subdivision of existing dwellings, which covers wider the wider planning issues relating to the subdivision of dwellings, beyond the application of an internal space standard. In addition, the Council’s subdivision guidance prepared in 2011 contains guidance on a number of detailed matters including external considerations such as entrances, letterboxes, TV aerials and satellite dishes, bin storage, boundary walls, private amenity space, and impact on neighbours; and internal considerations such as means of escape, outlook and ventilation,

insulation, and accessibility. This document is currently informal planning guidance. In some instances the guidance may have wider applicability than solely to subdivision proposals.

### Question 38

#### Internal Space Standards for New Development

Do you consider that there is a need for internal space standards to be applied in the Cherwell District?

Do you wish to comment on or provide information on how the application of such a standard would impact the viability of development in the District and housing land supply?

Do you consider that there is a need for additional planning guidance on subdivision issues to be considered in the Local Plan Part 2? Are there examples of where the guidance in the Council's 2011 Subdivision document should be applied to development proposals other than subdivision?

housing issues which are not covered in the list above. In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above local policies, or if national planning policy and the strategic policies in Local Plan Part 1 are sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

### Question 39

#### Other Development Management Issues for Housing

Do you consider that local development management policies are needed for any of the issues identified above?

Are there new housing issues that you consider require policy guidance as part of Local Plan Part 2?

#### Other Development Management Issues for Housing

**4.165** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan contained detailed criteria based policies against which development proposals could be assessed, relevant to housing provision:

- Residential caravans (1996 Policy H23, NSCLP Policy H25)
- Housing for key workers (NSCLP Policy H7a)
- Conversions of flats to a single dwelling (NSCLP Policy H24)

**4.166** These policies reflected issues relevant to the District at the time the plan was formulated, and it may no longer be relevant to include replacement policies in Local Plan Part 2. There may also be new

## 4.2.2 Community Facilities

### Introduction

**4.167** Cherwell Local Plan Part 1 includes strategic policies which support the provision of education, health and community facilities and public services and utilities. Policy BSC7 confirms the Council's commitment to work with partners to ensure the provision of facilities which provide for education and the development of skills. It indicates that new school buildings should be located in sustainable locations, and consider co-location of other services and facilities to create community hubs. Policy BSC8 confirms the Council's support for the provision of health facilities in sustainable locations. Policy BSC9 indicates the Council's support for new or improved

public services and utilities if they are required for the delivery of sites and comply with other planning policies. It also indicates that all new development will be expected to include provision for connection to Superfast Broadband. Policy BSC 12 encourages the provision of community facilities to enhance the sustainability of communities.

### National Policy Context

**4.168** National policy recognises the role that the planning system can play in creating healthy, inclusive communities. In order to secure the facilities and services to meet community needs, planning policies should plan positively for the provision and use of community facilities and other local services, and guard against unnecessary loss of facilities and services (especially where this would reduce the community’s ability to meet its day to day needs). They should also ensure that facilities are able to develop and modernise in a way that is sustainable, and ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

**4.169** Government guidance stresses the importance of sufficient school places and indicates that local planning authorities should take a positive, proactive collaborative approach to provision, by giving great weight to the need to create, expand or alter schools and working with school promoters to identify and resolve key planning issues. Changes to education policy at national level in recent years have encouraged the provision of Free Schools, and the conversion of schools to Academies.

**4.170** Government guidance also indicates that local planning authorities should: “*work with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sports, recreation and places of worship), including expected future changes, and any information about relevant barriers to improving health and well-being.*” (NPPF paragraph 171). Health and well-being, and health infrastructure should be considered in local and neighbourhood plans.<sup>(1)</sup>

### Community Facilities- Key Issues for Local Plan Part 2

#### Improving Education

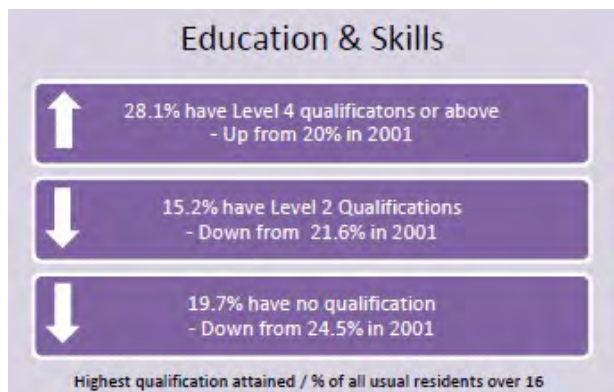
**4.171** Following changes to government policy Oxfordshire County Council as the Local Education Authority is no longer the automatic provider of schools and supporting services, but remains responsible for the overall provision of new schools and spaces. The County Council’s vision is “*for Oxfordshire to be a dynamic and forward looking place for education and learning, providing the best quality experiences for children and young people to grow up, learn, develop and achieve.*”<sup>(2)</sup> Its strategy contains three aspirations: raising achievement, narrowing gaps in outcomes and keeping all children safe. Although there has been some recent improvement, the County’s schools have generally lagged behind the performance of its neighbours, and this has been a concern for many years.

**4.172** Cherwell District has historically had a relatively low education and skills base and the Council is keen to diversify and develop the education and skills base of the District into the future.

<sup>1</sup> NPPG Paragraph 001 Reference ID: 53-001-20140306

<sup>2</sup> A Strategy for Change: Improving Educational Outcomes in Oxfordshire 2012-2015  
<https://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/childreducationandfamilies/educationandlearning/schools/ourworkwithschools/EducationStrategy.pdf>

**2011 Census Key Statistics for Cherwell: What has changed since 2001?**



**4.173** The planning system can assist in securing new education facilities by being supportive of proposals for new provision (subject to their compliance with other policies in the Plan) and, where necessary and justified, including site specific proposals in the local plan. Local Plan Part I contains policy BSC7 which is supportive of new provision, and in addition a number of the strategic site allocation policies require new schools to be provided as part of development proposals. The County Council has identified the potential need for new secondary school provision at Banbury and whilst potential solutions are still being investigated by the County Council, Local Plan Part I does identify land adjacent to the Oxford Road as potentially suitable for a new secondary school under Policy Banbury 12.

**4.174** Community use of school and college buildings and land can support learning in the wider community and contribute towards community facilities and recreation provision. Emerging policy at national level promoting Free Schools and Academies has led to many educational buildings and land now being under the ownership and control of the respective governing bodies, requiring individual agreements to be negotiated for joint use of facilities.

**4.175** In preparing Local Plan Part 2, we will consider whether there is a need for specific sites to be allocated for education provision, and whether there is a need for additional policies and proposals that would assist in improving the education and skills base of the District.

**Question 40**

**Education**

What do you consider to be the key issues for education provision in Cherwell District?

How do you think the planning system can assist in addressing these issues?

**Improving Health and Well-Being**

**4.176** Information from the 2011 Census suggested that the majority of the District’s population are in good health. However there is still a significant proportion of the population with long term health problems or disabilities:

**2011 Census Key Statistics for Cherwell: What has changed since 2001?**



**4.177** The Council is active in Health Improvement and the Health and Wellbeing Board. The Director of Public Health for Oxfordshire's Annual Report (June 2015) conducted a review of the health of Oxfordshire's residents and concluded that the overall state of health in the County is fundamentally good, but in order to continue to improve the remaining and emerging health challenges should be tackled in a more comprehensive way. The number one challenge is considered to be the changing character of the population with an increasing number of elderly residents.

**4.178** One of the other challenges identified is directly relevant to the planning system; "*Building better health through housing, roads and planning*", recognising that the built environment is fundamentally connected to our quality of life and our health. Good quality housing, providing safe and easily accessible space including green space, and reducing traffic by promoting sustainable modes of transport with provision of cycleways can all contribute to improved health and well-being. The distribution of uses can also have an impact, for example the proximity of fast food takeaway outlets in relation to schools. The availability of cultural facilities such as theatres, and adequate faith provision can also contribute to our well-being. Policies in Local Plan Part 1 can help to address some of these issues; policies support the provision of health facilities and promote sustainable transport and provision of open space in association with new development. However there may be a need for additional policies in Local Plan Part 2 to further address these issues.

#### Question 41

#### Improving Health and Well-being

What additional policies or proposals do you consider should be included in Local Plan Part 2 to help improve health and well-being in the District?

#### *Protecting and Enhancing Community Facilities*

**4.179** Local Plan Part 1 proposes significant new development at Banbury, Bicester and the former RAF Upper Heyford. Local Plan Part 2 will be proposing smaller scale development in the towns and the Category A settlements in line with the overall level of provision outlined in Part 1 of the Plan. Some of the developments will result in new community facilities being provided or existing community facilities being enhanced.

**4.180** The availability of community facilities can help to ensure sustainable communities and foster community spirit. On larger new developments, the availability of a community development officer can help new communities to shape their community, developing local social activities, and integrating with the existing population. In smaller settlements, community facilities can provide the social focus of the village.

**4.181** The Council has commissioned a social and community infrastructure study which will include an assessment of indoor community facility provision in the District and make recommendations for effective community development. This study will help to inform Local Plan Part 2.



**4.182** The loss of existing services and facilities, such as local shops and pubs, particularly in the villages, has been a cause for concern in recent years. Parish Councils and defined community groups can now request that the Council lists as an Asset of Community Value (ACV) a building or land which contributes to the social well-being of the community. If an asset is listed, and then goes up for sale, the community can be given six months to submit a bid. Government guidance<sup>(3)</sup> on ACVs indicates that it is open to local planning authorities to decide whether ACVs are a material consideration in the determination of planning applications.

**4.183** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan 2011 contained policies aimed at protecting village services (policy S29 and S26 respectively). In preparing Local Plan Part 2 we need to consider whether a replacement policy is needed, to include reference to Assets of Community Value.

### Question 42

#### Protecting and Enhancing Community Facilities

Do you consider the availability of community facilities to be adequate?

Do you think a policy should be included in Local Plan Part 2 to protect community facilities?

Some local planning authorities have a policy to indicate that listed ACV status will be a material consideration. Should we consider this approach?

What additional measures could be included in the Plan to help integrate new and existing communities?

### 4.2.3 Open Space, Sport and Recreation Facilities

#### Introduction

**4.184** Local Plan Part I (Policy BSC 10) sets out the overarching approach to open space, sport and recreation provision, which is based on protecting existing sites, addressing deficiencies in provision through qualitative enhancement of and improved access to existing provision or securing new provision, and ensuring that new development contributes to provision to meet its own needs. Local Plan Part I (Policy BSC 11) also sets out standards of provision which new development is expected to meet. Local Plan Part I (Policy BSC 12) sets out a similar approach with regard to indoor

<sup>3</sup> Para 2.20 DCLG's Community Right to Bid: Non-statutory advice note for local authorities [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/14880/Community\\_Right\\_to\\_Bid\\_-\\_Non-statutory\\_advice\\_note\\_for\\_local\\_authorities.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/14880/Community_Right_to_Bid_-_Non-statutory_advice_note_for_local_authorities.pdf)

sports provision. The responsibility for open space, sport and recreation in the District is shared between County, District, Town and Parish Councils, private sports clubs and associations and effective partnership working will therefore be required.

**4.185** Some of the strategic site allocations contained in Local Plan Part 1 will result in additional open space, sport and recreation provision at Bicester, Banbury and Upper Heyford. This includes the Sports Village currently under construction at South West Bicester, and the proposed Cherwell Country Park and relocation of Banbury United Football Club at Banbury.

**4.186** Local Plan Part 1 indicates that further work will be undertaken through Local Plan Part 2 and the masterplans, to update the evidence base regarding future needs, and further define the new provision required.

### **National Policy Context**

**4.187** National policy recognises that access to high quality open space and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up to date assessments of need and opportunities for new provision. The NPPF indicates that it is for local planning authorities to assess the need for new provision, but reference is made to using Sport England's guidance in assessing the need for sport and recreation facilities.

**4.188** The NPPF indicates that open space, sport and recreation buildings should not be built on unless an assessment demonstrates they are surplus to requirements, or the facility would be replaced by equivalent or better provision in terms of quantity, quality and location, or

the development is for alternative sport and recreation provision which outweigh the loss. Public rights of way and access should be protected, and opportunities sought to improve facilities for users.

**4.189** National policy also allows for local communities, through local and neighbourhood plans, to identify for special protection green areas of particular importance to them. Areas meeting the criteria set out in the NPPF can be designated as a Local Green Space when a local or neighbourhood plan is being prepared or reviewed.

### **Open Space, Sport and Recreation - Key Issues for Local Plan Part 2:**

#### ***Reviewing the Adequacy of Open Space, Outdoor Sport and Recreation Facilities***

**4.190** The evidence base for Local Plan Part 1 assessed the level of open space, outdoor sport and recreation facilities in the District and identified deficiencies in provision. The evidence base is in the process of being reviewed to inform Local Plan Part 2, and will take into account updated population information and new open space provision allocated in Local Plan Part 1. The review will also include an update of the Playing Pitch Strategy 2008 (LE103). In undertaking the review it would be helpful to receive your views on the adequacy of open space, outdoor sport and recreation provision in the District.

### Question 43

#### Open Space, Sport and Recreation

Do you consider the current quantity, quality and accessibility of open space, outdoor sport and recreation provision to be adequate? Please make clear the locations you are referring to in your response.

#### *Reviewing the Adequacy of Indoor Sports Provision*

**4.191** Initial work has already been undertaken to update our evidence base relating to indoor sports provision. Sport England has carried out some modelling work to assess the future need for sports halls, swimming pools and Artificial Grass Pitches (used primarily for hockey and football) based on the proposed level of growth in the District.

**4.192** It is important that the findings of the Sport England modelling are consulted upon to ensure that they reflect the current position in the District. The initial findings of the modelling indicate the following:

- The existing sports hall facilities at Bicester, Banbury and Kidlington are highly utilised, with older, more isolated facilities less well used. Existing provision meets most of the demand, with unmet demand mainly due to the geographical spread of facilities. There will be unmet demand for sports hall provision around Bicester in particular during the plan period. A future consideration will be how to ensure maximum use of existing facilities whilst maintaining a fit for purpose offer, bearing in mind the facilities will be ageing.

- In quantity terms, compared to the national average, Cherwell is currently well provided with swimming pools, but there is unmet demand due to the geographical location of facilities. By the end of the plan period demand will exceed supply, with particularly poor provision at Bicester and the former RAF Upper Heyford.
- In quantity terms, compared to the national average, Cherwell is well provided with Artificial Grass Pitches (AGPs), but there is some unmet demand due to the location of facilities. The share of facilities around Bicester is poorer than the share around Banbury. Football facilities are 100% utilised both now and in future forecasts at the end of the plan period, whereas the modelling for hockey indicates facilities are currently 57% utilised at the present time and 63% utilised at the end of the Plan period. The surface of the AGPs is not of the type recommended for football. A future consideration could be whether to alter the balance of provision between football and hockey, and whether some AGPs should be resurfaced to a surface appropriate to the sport being played.

### Question 44

#### Indoor Sports Provision

Do you agree with the initial findings of the Sport England modelling relating to sports hall, swimming pool and AGP provision in the District? Do they reflect your experience of using these facilities?

Do you have any views on facilities for other indoor sports?

### Considering the Need for Local Green Space Designations

**4.193** Local Green Space designation can be considered to protect green areas of particular importance to local communities. Once designated, new development can only be permitted in very special circumstances. Government guidance<sup>(4)</sup> makes it clear that Local Green Space designation will not be appropriate for most green areas or open space, and should only be used:

- “Where the green space is in reasonably close proximity to the community it serves;
- Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- Where the green area concerned is local in character and is not an extensive tract of land.”

**4.194** Government guidance indicates<sup>(5)</sup> that Local Green Space could include “land where sports pavilions, boating lakes or structures such as war memorials are located, allotments, or urban spaces that provide a tranquil oasis”, but that land that has planning permission for development will rarely be appropriate for designation. If the green space is already protected by other designations then consideration would need to be given to whether there would be any additional benefit in designating it a Local Green Space.

**4.195** There are currently no designated Local Green Spaces in Cherwell District but proposals from local communities can be considered through the preparation of Local Plan Part 2. It should be noted that those

areas of existing green space recorded on the Council’s open space database are afforded some protection under Policy BSC10 of Cherwell Local Plan part 1. (These sites are indicated in the Open Space Update 2011 evidence base document LE102).

#### Question 45

#### Local Green Space

Are there areas of green space that you consider meet the requirements for the designation of a Local Green Space? If so, please provide details using the site submission form available at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

### Management and Maintenance of Public Open Space

**4.196** The scoping consultation raised the issue of the long term management of open space. Traditionally in Cherwell District, open space secured through new development has been transferred to the District Council on completion and in most cases then transferred to the relevant town or parish council to manage, accompanied by a commuted sum to cover maintenance costs for the first fifteen years. Developers sometimes request that Local Management Companies are used to maintain and manage public open space on new developments as an alternative to land being transferred to the District/town/parish councils. The Council has generally resisted this approach to date but as public finance becomes more restricted the longer term maintenance costs of open space to the councils may need to be given further consideration.

4 NPPF paragraph 77

5 NPPG Paragraph: 013 Reference ID: 37-013-20140306

**Question 46**

**Management and Maintenance of Public Open Space**

What are your views on the long term maintenance and management of public open space?

**Considering the Need for Development Management Policies for Open Space, Sport and Recreation**

**4.197** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan contained detailed criteria based policies against which development proposals could be assessed, relating to a number of specific recreation uses:

- Public Rights of Way (NSCLP Policy R4)
- Re-use of redundant railway lines and quarries for recreation use (Adopted 1996 Policy R5)
- Playing fields (NSCLP Policy R7a)
- Noisy sports (NSCLP Policy R12)
- Allotments (NSCLP Policy R17)
- Golf courses (NSCLP Policy R13)

**4.198** These policies reflected issues relevant to the District at the time the plans were formulated. For example, when the Non Statutory Cherwell Local Plan was being prepared, the Council was receiving a number of planning applications for new golf courses in the District, and it was considered necessary for a policy to be included indicating the requirements that would need to be met for planning permission to be granted.

**4.199** In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above recreation uses, or if national planning policy and the strategic policies in Local Plan Part 2 are sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

**4.200** There may be new Cherwell specific open space, sport and recreation issues which you consider require policy guidance. For example, responses to the initial consultation on the scope of the Plan requested policies on community orchards. There has been a decline in the number of traditional orchards both nationally and within the District. The government is encouraging communities to conserve or create community orchards, recognising the benefits of orchards for wildlife, community events and as an educational resource<sup>(6)</sup>.

**Question 47**

**Development Management Issues- Open Space, Sport and Recreation**

Do you consider that there is a need to include development management policies for specific recreation uses? If so, please provide details.

6 CLG Community Orchards 'How to Guide'  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/11466/1973262.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11466/1973262.pdf)

## 4.3 Theme Three: Ensuring Sustainable Development

### Introduction

**4.201** Part of the vision for the District set out in Local Plan Part 1 is to protect and enhance our distinctive natural and built environment and our rich historic heritage, and embrace environmental technologies and adapt our behaviour to meet the global challenge of climate change. A number of challenges to achieving the vision for ensuring sustainable development were identified in Part 1 of the Plan and these are summarised in Appendix 3.

**4.202** The Strategic Objectives identified in Part 1 of the Plan to address these challenges are listed below:

**SO 11** To incorporate the principles of sustainable development in mitigating and adapting to climate change impacts including increasing local resource efficiency (particularly water efficiency), minimising carbon emissions, promoting decentralised and renewable or low carbon energy where appropriate and ensuring that the risk of flooding is not increased.

**SO 12** To focus development in Cherwell's sustainable locations, making efficient and effective use of land, conserving and enhancing the countryside and landscape and the setting of its towns and villages.

**SO 13** To reduce the dependency on the private car as a mode of travel, increase the attraction of and opportunities for travelling by public transport, cycle and on foot, and to ensure high standards of accessibility to services for people with impaired mobility.

**SO 14** To create more sustainable communities by providing high quality, locally distinctive and well designed environments

which increase the attractiveness of Cherwell's towns and villages as places to live and work and which contribute to the well-being of residents.

**SO 15** To protect and enhance the historic and natural environment and Cherwell's core assets, including protecting and enhancing cultural heritage assets and archaeology, maximising opportunities for improving biodiversity and minimising pollution in urban and rural areas.

**4.203** The policies and proposals contained in Local Plan Part 1 will help to address some of the challenges and issues identified. In preparing Local Plan Part 2 we need to consider what additional policies and proposals need to be included to help secure the Plan's objectives and address the issues identified.

### 4.3.1 Sustainable Construction and Renewable Energy

#### Introduction

**4.204** Local Plan Part 1 contains a number of policies relating to sustainable construction and renewable energy. Policy ESD 1 sets out the strategic approach to mitigating and adapting to climate change, and Policy ESD 2 sets out an energy hierarchy designed to reduce carbon emissions. Policy ESD 3 contains a specific standard relating to water efficiency in new development, and encourages all development proposals to reflect high quality design and environmental standards. All non-residential development is expected to meet BREEAM "Very Good" standard. Policy ESD 4 promotes the use of decentralised energy systems (District Heating or Combined Heat and Power), and requires the submission of a feasibility assessment for certain types of development to ensure that where deliverable or desirable, such systems from

part of the development. Policy ESD 5 encourages proposals for renewable energy subject to certain conditions being met, and requires a feasibility assessment for on-site renewable energy to accompany certain types of development, to ensure that where deliverable and viable this forms part of the development.

### National Policy Context

**4.205** The National Planning Policy Framework indicates that local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking account of flood risk, water supply and demand. New development should be planned in locations and ways to reduce greenhouse gas emissions. Energy efficiency improvements to buildings should be actively supported, and when setting local requirements for a building's sustainability they should be consistent with the Government's zero carbon buildings policy and adopt nationally described standards.

**4.206** Local planning authorities should recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources to help increase the use and supply of renewable and low carbon energy. They should (paragraph 97):

- *“Have a positive strategy to promote energy from renewable and low carbon sources;*
- *Design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts;*
- *Consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources;*

- *Support community-led initiatives for renewable and low carbon energy including developments outside such areas being taken forward through neighbourhood planning; and*
- *Identify opportunities where development can draw its energy supply systems and for co-locating potential heat customers and suppliers.”*

**4.207** The National Planning Practice Guidance indicates that if local planning authorities are considering policies on local requirements for the sustainability of existing buildings, consideration should be given to nationally described standards and the impact on viability of development.

### Emerging Government Policy

**4.208** Recent government announcements have signalled intended changes to national planning policy on sustainable construction and renewable energy. The outcome of the Housing Standards Review (published on 27 March 2015) confirmed the withdrawal of the Code for Sustainable Homes, and set out a new approach to the setting of technical housing standards and a new set of national streamlined technical standards. This is resulting in changes to the Building Regulations, including the introduction of optional higher standards for access and water efficiency. A nationally described space standard has also been introduced, but this together with the optional requirements for access and water efficiency can only be applied where there is a local plan policy based on evidenced local need and where the viability of the development would not be compromised. The optional Building Regulations higher standard for water efficiency has been included in the Local Plan Part I Policy ESD 3. Questions relating to the incorporation into planning policy of the optional technical standards relating to access and to space are set out in Section 4.2.1.

**4.209** In March 2015 a Written Ministerial Statement (WMS) to Parliament<sup>(7)</sup> was made which proposes through the Deregulation Act the removal of the sections in the Planning and Energy Act 2008 that allow local authorities to set planning policies requiring energy efficiency standards which exceed the national Building Regulations. The relevant provisions of the Deregulation Act are yet to come into force and there is no published timetable for their commencement. The WMS sets out transitional arrangements whereby Local Plans can continue to exceed the energy requirements of the Building Regulations, up to the standards equating to what was Code for Sustainable Homes Level 4 (19% reduction in carbon emissions compared to the 2013 Building Regulations Part L). The WMS stated that this was a transitional arrangement until 2016 when the national standards would again be reviewed as part of the Government's commitment to achieving zero carbon development.

**4.210** However, the Government's Productivity Plan published in July 2015<sup>(8)</sup> stated that the Government would not be proceeding with its zero carbon timetable. Nor would it be proceeding with the 'allowable solutions' offsetting scheme, which would have allowed the 'zero carbon' standard to be achieved partly through building fabric efficiency, partly through onsite 'carbon compliance' (the use of renewable energy) and partly through offsite offsetting.

**4.211** Given that the provisions for local authorities to require standards that exceed the Building Regulations will be removed at some point, it is not considered that new policy should be developed in the Local Plan Part 2 document that seeks to do so. Similarly, given that the Government will not

be pursuing its allowable solutions approach it is not recommended that the Council continues with its own local approach to allowable solutions – this would be inconsistent with national policy, which is seeking to reduce regulation on housebuilders. Instead, a Community Infrastructure Levy (CIL) could be used to seek contributions to energy infrastructure, once CIL is introduced and dependent on where it is then applied.

**4.212** New issues identified following the recent Government statements are set out below.

### **Sustainable Construction and Renewable Energy - Key Issues for Local Plan Part 2**

#### ***Onsite Renewable Energy Provision***

**4.213** The Government has not made statements regarding any intention to withdraw the ability for local authorities to require the provision of decentralised low carbon or renewable energy on development sites (Section 1 (a) and (b) of the Planning and Energy Act 2008). Local Plan Part 1 policies ESD 4 and ESD5 encourage the provision of decentralised, low carbon or renewable energy of sites over a particular threshold. It was considered that Policy ESD 3, which focused on the achievement of sustainable construction and 'zero carbon development' in accordance with the Government's timetable for the national introduction of zero carbon development, would ultimately require the provision of decentralised, low carbon or renewable energy (since there is only so much of a reduction in carbon emissions that can be achieved by efficiencies in the building fabric before additional reductions must be

7 Planning Update March 2015 <https://www.gov.uk/government/speeches/planning-update-march-2015>

8 Fixing the Foundations: Creating a More Prosperous Nation, HM Treasury & BIS, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/443898/Productivity\\_Plan\\_web.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/443898/Productivity_Plan_web.pdf)



achieved through renewable or low carbon energy or other solutions), without being prescriptive on specifics.

**4.214** However, the Government's statement of July 2015 that it will not be proceeding with the introduction of a mandatory 'zero carbon development' standard by 2016<sup>(9)</sup> in effect reintroduces a focus on levels of sustainable construction that can be achieved through fabric efficiency alone, without requiring the incorporation of renewable energy. It can no longer be expected that decentralised, low carbon or renewable energy will have to be provided on site in order to meet national building standards. It is therefore important to consider in this issues paper whether the Council should, through its planning policies, encourage the provision of decentralised, low carbon or renewable energy on development sites as allowed for by Section 1 (a) and (b) of the Planning and Energy Act 2008.

### Question 48

#### Onsite Renewable Energy Provision

Should the Council require a proportion of the energy used in developments to come from renewable or low carbon energy sources in the locality of the development, subject to considerations of development viability and feasibility?

What should that proportion be?

What types of development should the Council require to provide low carbon or renewable energy?

Should the Council differentiate between low carbon energy sources and renewable energy sources?

Should the Council prioritise one particular source of low carbon or renewable energy?

#### **Renewable Energy and Community Benefit**

**4.215** The Council supports renewable and low carbon energy provision wherever any adverse impacts can be addressed satisfactorily. Local Plan Policy ESD 5 sets out the key issues relating to renewable energy development in the Cherwell District and states that renewable energy development will be encouraged providing that there is no unacceptable adverse impact on those issues.

<sup>9</sup> Note that this refers to the achievement of wide scale zero carbon development and not the achievement at specific development sites such as the eco development at North West Bicester, which is subject to separate policies in the Local Plan Part 1

**4.216** The National Planning Practice Guidance (NPPG) explains that it is important that the need for renewable energy does not automatically override environmental protections and the planning concerns of local communities. There are valid planning concerns relating to the inappropriate siting of renewable energy, and these are listed in Policy ESD 5. However, there are also potential benefits to local communities including financial benefits associated with public ownership (owning shares in a renewable energy project, for example) and the production of affordable electricity, as well as other benefits negotiated directly between the community and the developer (such as payments to provide a community facility or local environmental improvements). The NPPG further explains that one way of providing positive local benefit from renewable energy development is through community initiatives for renewable energy, which show clear evidence of local community involvement and leadership. Neighbourhood plans are an opportunity for communities to plan for community led renewable energy developments.

**Question 49**

**Renewable Energy and Community Benefit**

Do you agree that the Local Plan Part 2 should include a policy relating to the community benefits of renewable energy proposals?

How should these benefits be weighed in the balance of determining planning applications?

**Wind Turbines**

**4.217** A Written Ministerial Statement by the Secretary of State for Communities and Local Government in June 2015<sup>(10)</sup> makes clear that in determining planning applications for wind energy development involving one or more wind turbines, local planning authorities should only grant permission if:

- The development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
- Following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

**4.218** The Council’s Renewable Energy and Sustainable Construction Study (2009) (ENVI4) investigated the potential for small (10 metres and above) and large scale (45 metres and above) wind turbines in the Cherwell District (as well as other renewable energy sources). It found that only a very small proportion of the District, in the north west, appeared to have sufficient wind resource for small scale wind turbines. Site specific studies, including the collection of accurate wind speed data, would be necessary in order to explore these opportunities and other constraints.

**4.219** For large scale turbines, the study mapped wind speeds, a buffer zone around dwellings, aerodromes, ancient woodlands, SSSIs, the AONB, Special Areas of Conservation and Local Nature Reserves. It found very few unconstrained areas, due to the highly valued landscape and historic environment of this rural District. In addition, the District’s dispersed settlement

<sup>10</sup> House of Commons: Written Statement (HCWS42), Secretary of State for Communities and Local Government (Greg Clark MP), 18 June 2015

pattern means that large scale wind turbines on most sites will generate some amenity impacts. The District is also used extensively for aviation activities and this is likely to act as a further constraint on wind turbine development over extensive areas.

**4.220** A small number of areas were identified that could warrant further investigation. These were relatively scattered and there were no obvious pattern of clusters or groupings. However even the areas where there is sufficient wind speed, and located a sufficient distance from dwellings, are still subject to constraints. More detailed investigation would be required to take into account local topography and obstructions such as individual trees, technical constraints such as electromagnetic interference on TV reception and telecoms, as well as detailed studies on biodiversity, heritage impacts, and landscape and visual amenity. Grid connection issues would also need to be identified.

### Question 50

#### Wind Turbines and Site Allocations

Do you consider that the areas highlighted in the Renewable Energy and Sustainable Construction Study as warranting further investigation should now be considered further, through a more detailed study, with a view to allocating sites for wind turbine development?

Are there any potential community wind energy projects that we should be aware of?

### Solar Farms

**4.221** Local Plan Part I Policy ESD 5 sets out the key issues relating to renewable energy development in the Cherwell District, including solar power, and states that renewable energy development will be encouraged providing that there is no unacceptable adverse impact on those issues. Paragraph B.201 of the Local Plan Part I notes that there is increasing interest in the development of large scale solar PV arrays ('solar farms') in Cherwell District. The issues of local significance set out in Policy ESD 5 will be relevant considerations in the determination of such proposals as well as the need to protect the District's high quality agricultural land.

**4.222** Given the relatively high number of proposals for solar farms in the District recently we may need to develop a more detailed policy, specifically to guide decisions on proposals for solar farms and to cover issues particularly relevant to solar farms including agricultural land value. The Government has stated<sup>(11)</sup> that any proposal for a solar farm involving the best and most versatile agricultural land would need to be justified by the most compelling evidence. There is guidance in the NPPG on the planning considerations relating to solar farms which covers issues such as the effective use of land, glint and glare from the sun, security measures, and the energy generating potential of schemes.

**4.223** Areas where detail specific to Cherwell might be required include landscape considerations, heritage assets and their settings, public and residential amenity (including relationships between solar farms and dwellings/settlements), and biodiversity considerations, as well as detail on grid connection. Any policy in the Local Plan Part

11 Written Statement to Parliament, Secretary of State for Department for Communities and Local Government Sir Eric Pickles MP, Planning update, March 2015

2 on solar farms would be prepared in the context of Oxfordshire County Council's Position Statement on Proposals for Solar PV arrays, which seeks to ensure that such proposals are appropriately sited, respect local landscape, heritage and visual amenity, mitigate transport impacts, and take account of opportunities to enhance biodiversity.

### Question 51

#### Solar Farms

Do you consider that additional policy is required, further to Local Plan Policy ESD 5, to guide decisions on proposals for large scale solar PV arrays ('solar farms')?

What issues do you suggest the policy covers?

### **Renewable Energy and Sustainable Construction in the Historic Environment**

**4.224** Local Plan Part I policy ESD 5 sets out the key issues relating to renewable energy development in Cherwell District and states that renewable energy development will be encouraged providing that there is no unacceptable adverse impact on those issues. One of the key issues identified is the impact on the historic environment including designated and non-designated assets and their settings. Policy ESD 15 sets out how the Council will seek to protect the historic environment when determining proposals for development.

**4.225** The Council has produced a householder guide to energy efficiency and renewable energy in traditional buildings<sup>(12)</sup>. While historic homes can benefit from

renewable technologies in the same way as modern homes, they are more at risk of being visually damaged by inappropriately placed systems. Whilst planning permission is not required for most micro generation technologies in many locations, consent (s) will be required where they are proposed at or within the curtilage of listed buildings, and in line with the principles in the General Permitted Development Order the Council's approach has been to seek to avoid the attachment of technology in highly visible locations such as the front of buildings. This would also apply to electric car charging points.

### Question 52

#### Renewable Energy and Sustainable Construction in the Historic Environment

Should the Council develop an additional policy further to Local Plan Policies ESD 5 and ESD 15 to provide guidance on sustainable construction and renewable energy in historic buildings and in Conservation Areas?

What should such a policy contain?

### **Energy from Waste**

**4.226** Policy ESD 4 in the Cherwell Local Plan Part I sets out the Council's support for decentralised energy, with all new developments encouraged to source energy from decentralised sources, and size thresholds set above which development proposals are required to undertake a feasibility assessment for decentralised energy. Decentralised energy centres are connected to local customers via a private

12 Energy Efficiency in Traditional Buildings <http://www.cherwell.gov.uk/index.cfm?articleid=1673>

distribution network, which avoids the inefficiencies and losses occurring over larger transmission and distribution networks from centralised power stations. Decentralised energy systems can be used to provide either heating (District Heating) or heating and power (Combined Heat and Power (CHP)), and either renewable or non-renewable energy can be used as a fuel source.

**4.227** The Ardley Energy Recovery Facility (ERF) is now operational and provides a significant potential heat source to supply District Heating or CHP networks. The incineration of waste generates energy (power in the form of electricity) which is fed into the National Grid, but it is also possible to capture the heat produced during this process and supply this as hot water to local housing through a private distribution network. Thus a residual or waste product can be captured to provide local benefit. Work undertaken so far has shown that it is technically and economically feasible to create a heat supply network connecting the Ardley ERF and the North West Bicester eco development. In the context of Local Plan Policy ESD 4 it could be important to highlight in planning policy the importance of the Ardley ERF as a heat supply source for North West Bicester and for other development, and for potential opportunities for connection to be fully maximised.

### Question 53

#### Energy from Waste

Do you consider that it is important to recognise the potential of the Ardley Energy Recovery Facility as a potential source of heating to supply homes and businesses?

Are there any other opportunities for District Heating/Combined Heat and Power that the Council should acknowledge – in terms of demand (customers) or supply (energy sources?)

#### ***Other Development Management Issues for Sustainable Construction and Renewable Energy***

**4.228** The Non Statutory Cherwell Local Plan contains policy D9 relating to energy efficiency, which includes some provisions not covered in the strategic policy ESD 5 of the Local Plan Part I. These issues are raised elsewhere in this issues paper, with the exception of bin storage which is now a national requirement for new development as part of the Building Regulations (Part H).

**4.229** You may consider that there are new development management issues related to energy efficiency and renewable energy that are not already covered in this section, or elsewhere in this paper. Alternatively you may consider that national planning policy, the strategic policies in Local Plan Part I, and the additional issues raised in this section, will be sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

## Question 54

### Other Development Management Issues

Are there any other development management issues relating to sustainable construction, energy efficiency and renewable energy that you consider require policy in the Local Plan Part 2?

## 4.3.2 Protecting and Enhancing the Natural Environment

### Introduction

**4.230** Local Plan Part I contains a number of strategic planning policies on the natural environment to ensure that development takes place in a sustainable way, protecting and enhancing our natural resources. These comprise policies on flood risk management (ESD6), sustainable urban drainage systems (ESD7), water resources (ESD8), protection of the Oxford Meadows SAC (ESD9), protection and enhancement of biodiversity and the natural environment (ESD10), Conservation Target Areas (ESD11), Cotswolds Area of Outstanding Beauty (ESD12) and local landscape protection and enhancement (ESD13).

**4.231** Whilst these policies provide a sound strategic policy framework there may be a need to consider additional policies as part of Local Plan Part 2 to cover more detailed considerations, as discussed under key issues below.

### National Policy Context

**4.232** Government guidance<sup>(13)</sup> indicates that the planning system should contribute to and enhance the natural environment by:

- *“Protecting and enhancing valued landscapes, geological conservation interests and soils;*
- *Recognising the wider benefits of ecosystem services;*
- *Minimising impacts on biodiversity and providing net gains in biodiversity wherever possible, contributing to the government’s commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;*
- *Preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and*
- *Remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.”*

**4.233** The government is increasingly promoting an ecosystems services approach to ensure that the value of our natural resources and services is taken into account in decision making. Ecosystem services are services provided by the natural environment that benefit people. These benefits include:

- Resources needed for our survival such as clean air and water;
- Contributing to good physical and mental health through access to green spaces and providing resources for medicines;
- Protection from hazards through the regulation of the climate and water cycle;
- Support for a strong and healthy economy by providing raw materials for

13 NPPF para 109

- industry and agriculture, or through tourism and recreation; and
- Social, cultural and educational benefits and improved wellbeing through interaction with nature<sup>(14)</sup>

**4.234** Government guidance indicates that the ecosystems services approach is not a separate process to policy development and does not replace existing approaches to achieving sustainable development and adapting to climate change. However it can assist in considering the natural environment in delivering both aims.

### **Protecting and Enhancing the Environment - Key Issues for Local Plan Part 2**

#### ***Biodiversity Issues:***

**4.235** Local Plan Part 1 policies ESD9, 10 and 11 provide a sound strategic policy basis for the protection and enhancement of biodiversity, however the initial consultation on what policies and proposals Part 2 of the Plan should contain suggests that there are other biodiversity issues that need to be considered, as follows.

#### ***Securing and Demonstrating Net Biodiversity Gain On-Site***

**4.236** Non-strategic site allocations will be included as part of Local Plan Part 2, and their impact on ecology, including cumulative impact, will need to be assessed. Part 1 policies seek a net gain in biodiversity by protecting, managing, enhancing and extending existing resources, and creating new resources. More guidance could be given in Local Plan Part 2 as to how this can be achieved, with development management policies to indicate what is required of developers. When impact on biodiversity

cannot be avoided, mitigation to minimise the impact, or restoration of biodiversity on-site should be undertaken to achieve net biodiversity gain. Measures that can be taken on-site to increase biodiversity in new development include the installation of bird boxes (particularly for swifts, swallows and house martins), bat boxes, and green walls and roofs, enhancement of existing and creation of new wildlife corridors, the inclusion of species to enhance biodiversity as part of landscaping schemes, and management of open space to include less mowing particularly in areas where there are significant wild flowers. Consideration could also be given to the creation of new sites to secure biodiversity enhancement, although this could have implications in terms of how such sites could be secured and managed.

#### **Question 55**

#### **Securing and Demonstrating Net Biodiversity Gain On-Site**

Should more policy guidance be contained in Part 2 of the Plan on securing net biodiversity gain?

#### ***Additional Guidance on Conservation Target Areas***

**4.237** Local Plan Part 1 sets out the general approach to development proposals within or adjacent to Conservation Target Areas (CTAs) - those areas identified as providing the greatest opportunity for strategic biodiversity improvement in the District. CTAs are similar to the “Nature Improvement Areas” referred to in the NPPF. Consideration needs to be given as to whether additional guidance should be

14 What nature can do for you January 2015  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/396840/pb13897-nature-do-for-you.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/396840/pb13897-nature-do-for-you.pdf)

included in Part 2 of the Plan, to specify the types of development that may be appropriate in these areas (as suggested in paragraph 117 of the NPPF), and make clear how development can enhance biodiversity in CTAs.

### Question 56

#### Conservation Target Areas

Should more policy guidance be contained in Part 2 of the Plan on enhancement of biodiversity in the Conservation Target Areas?

### ***Biodiversity Offsetting and Assessing Net Biodiversity Gain***

**4.238** Biodiversity offsetting is being explored at national level as a way of compensating for biodiversity loss in an effective way, when the impact of development cannot be avoided or adequately mitigated. Biodiversity offsetting is designed to ensure that when development would result in residual adverse impacts on biodiversity new, bigger or better nature sites will be created. Biodiversity offsets differ from other types of ecological compensation as they need to demonstrate measureable outcomes. Defra has produced guidance explaining how to calculate the impact of a development and the resulting offsetting requirement, using the “matrix approach.” Whilst national policy on biodiversity offsetting is still emerging biodiversity offsetting has the potential to contribute to the improvement of biodiversity in the CTAs. In addition, some authorities are using the Defra assessment guidance to assess to what extent development will achieve net biodiversity gain.

### Question 57

#### **Biodiversity Offsetting and Assessing Net Biodiversity Gain**

What are your views on biodiversity offsetting and assessing net biodiversity gain?

### ***Availability of Natural Accessible Green Space***

**4.239** Natural England has for a number of years advocated standards for natural accessible green space provision. The availability of natural accessible green space has the potential to improve health and well-being and play an environmental education role as well as benefitting biodiversity. A Natural England and Forestry Commission assessment of provision in Cherwell District indicated that 72% of Cherwell’s households did not meet its standards. This reflected the relatively low number of country parks and common land in the District; however the assessment did not take into account a number of smaller areas of open space, and countryside which is accessible solely by Public Rights of Way. In addition, policies and proposals in Local Plan Part 1 include a new Cherwell Country Park at Banbury, and a community woodland at south west Bicester (Burnehyll Community Woodland).

### Question 58

#### **Availability of Natural Accessible Green Space**

Should the Council be seeking to secure more accessible natural green space, including woodland?



### Provision of Local Nature Reserves

**4.240** One of the Natural England standards recommends a minimum of 1 hectare of Local Nature Reserve per thousand population. Local Nature Reserves (LNRs) contain wildlife or geological features of local interest and can provide the opportunity for people to learn about and enjoy nature. Local authorities can declare LNRs and there is provision in the National Parks and Access to the Countryside Act for town and parish councils to create LNRs if the District Council gives them the power to do so. The land must be in the control of the local authority, either through ownership, lease or agreement with the owner. The natural features must be protected and at least part of the site must be publicly accessible. LNR designation is therefore accompanied by management implications. Cherwell District currently has three statutory Local Nature Reserves: Adderbury Lakes, Bure Park and Kirtlington Quarry. In addition, there are a number of other nature reserves managed by the Berks, Bucks and Oxfordshire Wildlife Trust (BBOWT), Banbury Ornithological Society and other nature conservation bodies.

#### Question 59

##### Local Nature Reserves

Should the Council be seeking to designate more Local Nature Reserves?

### Areas of Tranquillity

**4.241** Local Plan Part 1 Policy ESD13 states that development proposals will not be permitted if they would impact on areas judged to have a high level of tranquillity. The supporting text (para B.248) indicates that the CPRE's Tranquillity Map of Oxfordshire<sup>(15)</sup> will be used as a guide in assessing areas of tranquillity and that further guidance would be contained in Part 2 of the Plan (shown opposite).

**4.242** Government guidance indicates that planning policies should identify and protect areas of tranquillity which are relatively undisturbed by noise and are valued for their recreational and amenity value. For an area to be protected for its tranquillity it is likely to be relatively undisturbed by noise from human caused sources that undermine the intrinsic character of the area. In addition to being valued for its tranquillity, such areas are also likely to be considered special for other reasons, including their landscape.<sup>(16)</sup> In Cherwell District maintaining or improving the existing level of tranquillity in the Cotswolds AONB is particularly important and this is one of the policies contained in the Cotswolds AONB Management Plan.<sup>(17)</sup> Tranquil areas can be beneficial to our health, helping to reduce stress, and may also benefit the economy in attracting visitors to the area.

**4.243** The CPRE Map was prepared in 2007 and is based on the impact of noise and visual intrusion from major infrastructure such as motorways, major roads, urban areas and airports. The most tranquil areas in Cherwell District are concentrated in the north west of the District in the ironstone

15 <http://www.cpre.org.uk/resources/countryside/tranquil-places/item/1835->

16 NPPG Paragraph: 012Reference ID: 30-012-20140306

17 [http://www.cotswoldsaonb.org.uk/management\\_plan/index.html](http://www.cotswoldsaonb.org.uk/management_plan/index.html)

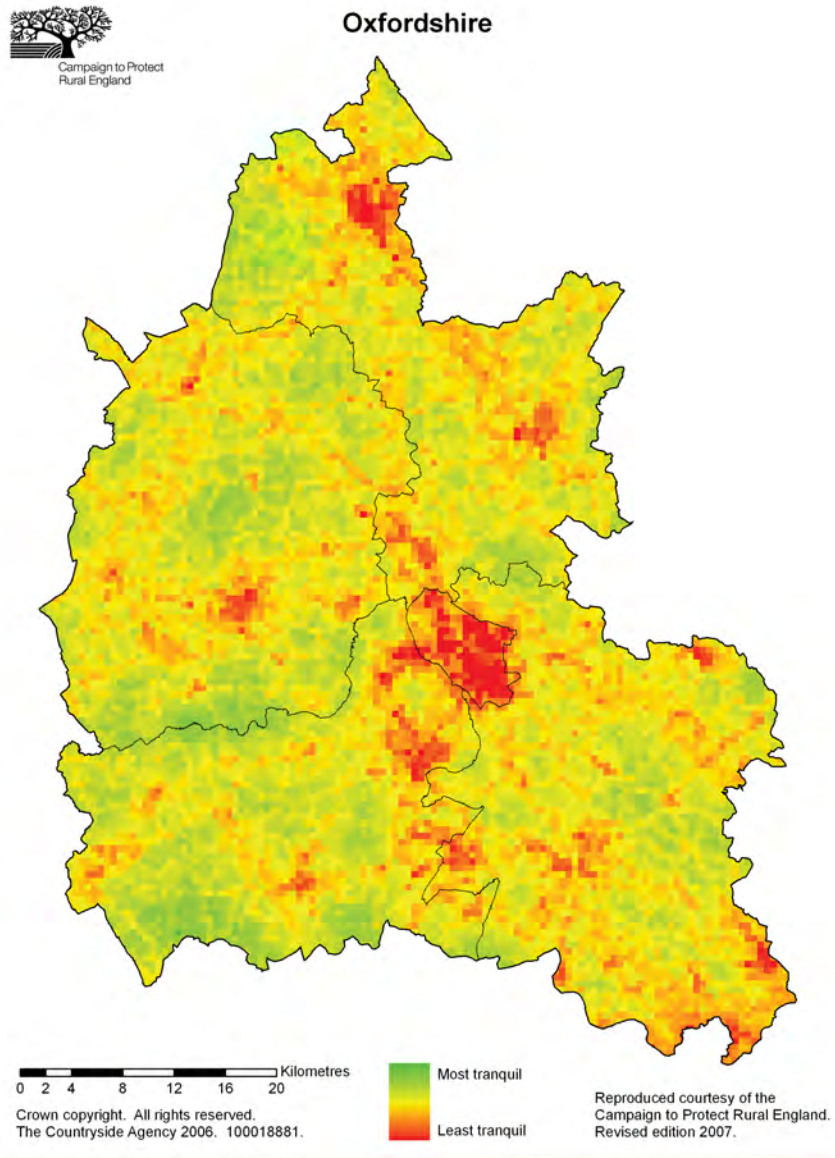
downs including part of the Cotswolds AONB, and in the south of the District in Otmoor.

**Question 60**

**Tranquillity**

Do you consider that Local Plan Part 2 should contain additional policy guidance on areas of tranquillity?

**Figure 1 CPRE'S Tranquillity Map for Oxfordshire**



### **Light Pollution**

**4.244** Light pollution can also have an influence on the tranquillity of an area, and the character of the countryside. Whilst artificial light can in some cases be necessary and beneficial (for example in terms of security and extending opportunities for sport and recreation), it can also be the source of annoyance, have a detrimental impact on countryside character and enjoyment of the night sky, and be harmful to wildlife. Government guidance indicates that planning policies should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation by encouraging good design. The following Cotswolds Light Pollution Map<sup>(18)</sup> shows Bicester and Banbury as having high levels of light pollution, with no areas of the District

recorded in the lowest category. However there are parts of the District where light pollution is at a relatively low level.

**4.245** The Non Statutory Cherwell Local Plan included a policy on light pollution (EN6). In preparing Local Plan Part 2 we need to consider whether a replacement policy should be included on light pollution.

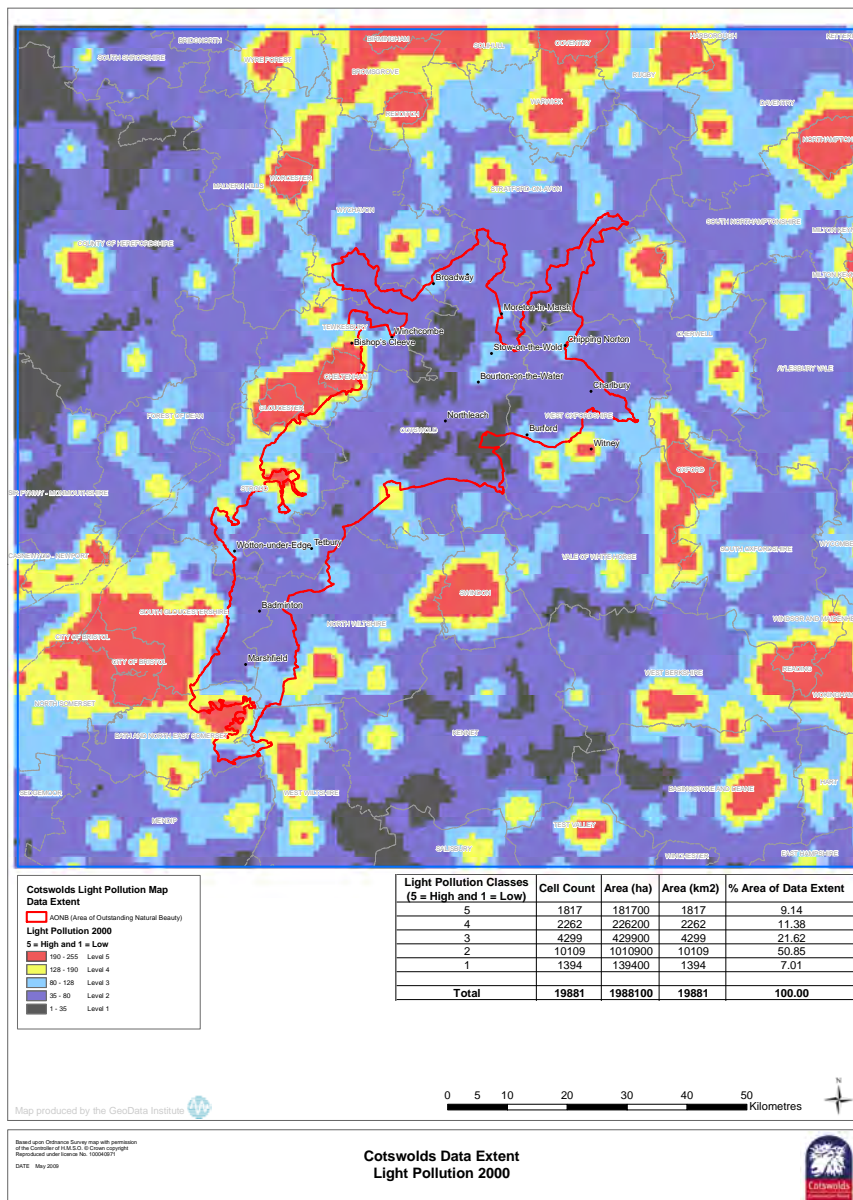
#### **Question 61**

##### **Light Pollution**

Do you consider that Local Plan Part 2 should contain additional policy guidance on light pollution?

18 <http://www.cotswoldsaonb.org.uk/userfiles/file/position%20statements/tranquility-ps-appendix-1-light-pollution.pdf>

Figure 2 Light Pollution (Source: Cotswolds Conservation Board)



## Air Quality

**4.246** Maintaining and improving air quality is important as air pollutants can impact on our health, climate change and biodiversity. EU legislation sets limits for concentration of air pollutants and Defra assesses air quality annually to monitor compliance with the

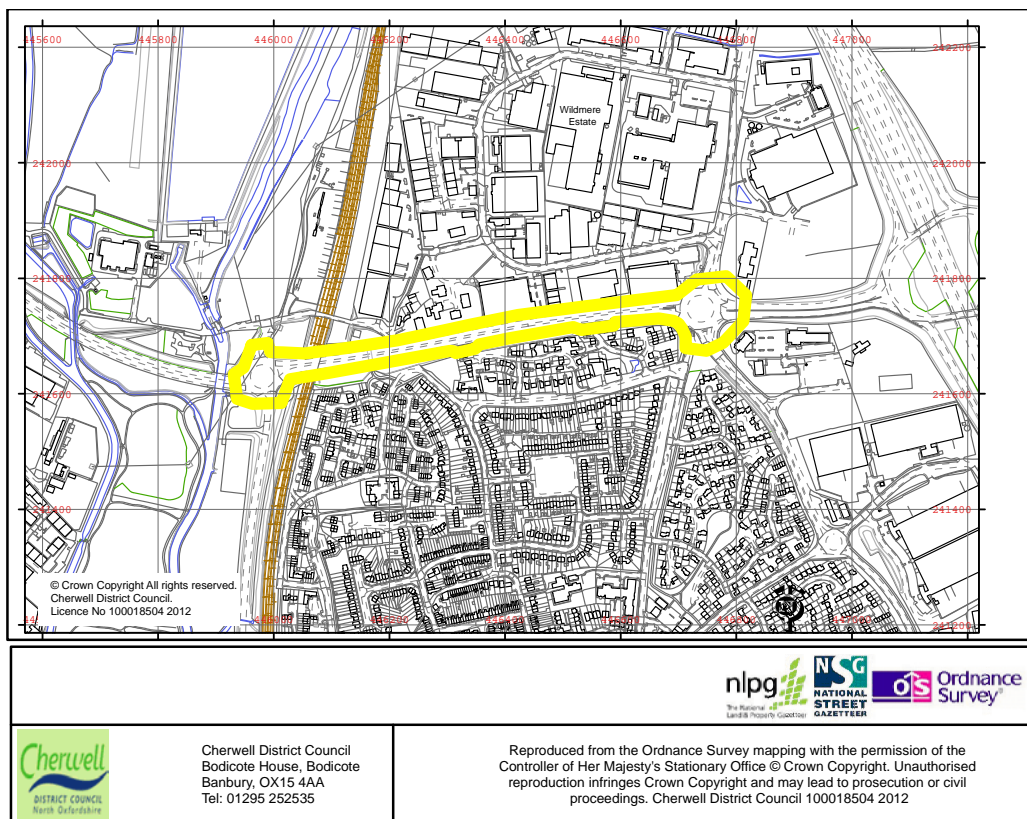
limits. Local authorities are required to regularly review and assess air quality in their area and if national standards are not being met an air quality management area must be designated, and an action plan prepared. Government guidance makes it clear that the potential impact of new development on air quality should be taken into account in

planning decisions where the national assessment limits have been exceeded or are close to the limit. Air quality action plans can also contain measures with implications for planning decisions.

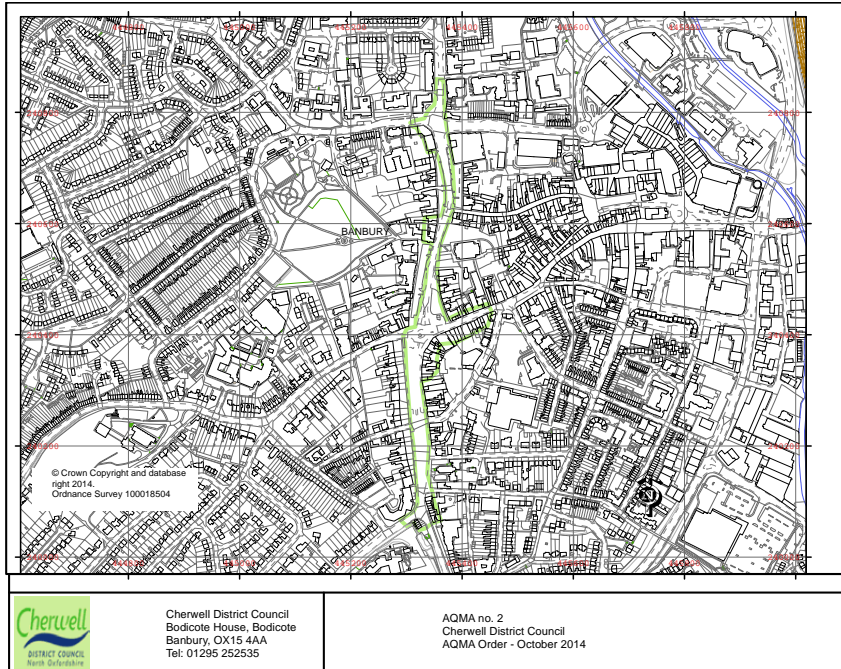
management areas (AQMAs) have been declared in Cherwell District: at Hennef Way, Banbury (declared 2011), Horsefair/North Bar/South Bar, Banbury, and Bicester Road, Kidlington (declared September 2014).

**4.247** The air pollutant of concern in Cherwell District is nitrogen dioxide from transport sources. Three air quality

**Figure 3 Air Quality Management Area I: Hennef Way, Banbury**



**Figure 4 Air Quality Management Area 2: Horsefair/North Bar/South Bar, Banbury**



**Figure 5 Air Quality Management Area 3: Bicester Road, Kidlington**



**4.248** Air quality action plans outlining measures to improve air quality in the AQMAs will be developed in consultation

with the Highways Agency and Oxfordshire County Council (as road transport sources are the cause of the problem). The Non

Statutory Cherwell Local Plan included a policy on air quality (EN5). In preparing Part 2 of the Plan we will need to consider whether to include a policy on air pollution to replace this policy and to assist in meeting the objectives of the action plans and the maintenance and improvement of air quality in general.

### Question 62

#### Air Quality

Do you think that Part 2 of the Local Plan should contain a policy on air quality?

What measures do you consider could be included in the plan to maintain and improve air quality, particularly in the vicinity of the AQMAs?

#### Soil

**4.249** Soil is a fundamental finite resource of particular importance for agriculture, biodiversity, and as a store for carbon and water. The planning system can play a role in ensuring that soil is protected and enhanced and unacceptable levels of pollution are prevented. New development can have a detrimental impact if construction is not managed to protect soil, and Defra has published a Code of Practice for the sustainable use of soils on construction sites as part of the government’s “Safeguarding our Soils” strategy.

**4.250** The strategic site allocation policies in Local Plan Part I include a requirement for a soil management plan to be submitted with planning applications to ensure that soils will be retained on site and used wherever

possible. In preparing Part 2 of the plan we need to consider whether further policy guidance is needed to protect and enhance our soil resource.

### Question 63

#### Soil

Do you consider that Local Plan Part 2 should include policy guidance on soil?

#### **Land Contamination and Unstable Land**

**4.251** Land contamination and land instability can impact on public health, the natural environment and property, and can also prevent development from going ahead. Land contamination is mostly a result of previous industrial activities, but can also be found in rural areas, caused for example by inappropriate spreading of materials. There are also naturally occurring hazardous substances such as methane or radon. The Environmental Protection Act 1990 sets out a system for identifying and remediating contaminated land. There are other regulations, such as the Building Regulations and the Environmental Permitting Regulations, which can be used to address land contamination and land instability. The Council maintains a list of contaminated land in Cherwell District and regularly inspects land that may be contaminated. It has published a Contaminated Land Strategy<sup>(19)</sup> setting out its approach to contaminated land.

**4.252** The planning system can also play a role in ensuring that where development is proposed, the type of use is suitable for the site, taking into account ground conditions and land instability. The planning

19 <http://www.cherwell.gov.uk/index.cfm?articleid=1748>

system needs to ensure that adequate site assessment information is submitted as part of development proposals, and that after remediation, the site would no longer be classified as contaminated land under Part IIA of the Environmental Protection Act 1990.

**4.253** Government guidance indicates that the responsibility for securing a safe development lies with the developer and/or landowner where a site is affected by contamination or land stability issues. The NPPG contains some indication of the type of information that site assessments should contain. The Oxfordshire authorities have published a planning advice note on land contamination<sup>(20)</sup> which focusses on ensuring risks from land contamination are addressed during development. Further guidance may be issued on naturally occurring contaminants, such as radon gas.

**4.254** The Adopted Cherwell Local Plan 1996 contained a policy (ENV12) on development on contaminated land, and the Non-Statutory Cherwell Local Plan contained policies on both contaminated land and unstable land (EN17 and EN18). In preparing Local Plan Part 2 we need to consider whether a new local policy should be included to replace these policies and clarify the role of developers and the Council's requirements for information and assessments to support planning applications to establish whether land contamination or land stability is likely to be an issue.

### Question 64

#### Land Contamination and Unstable Land

Do you consider that Local Plan Part 2 should include policy guidance on land contamination and unstable land?

#### *Other Development Management Issues Relating to Protecting and Enhancing the Environment*

**4.255** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan contained other detailed criteria based policies against which development proposals could be assessed, relevant to conserving and enhancing the environment:

- Protection of the ecological value and rural character of specified features of value in the District (Oxford Canal and river Cherwell corridors, Salt Way Banbury, flood plains of the River Bure and Langford Stream Bicester, Otmoor and the flood plain of the River Ray, and the rich calcareous grassland at former RAF Upper Heyford). (Adopted 1996 Policy C5, NSCLP Policy EN28)
- Development adjacent to river corridors and watercourses (NSCLP Policy EN13)
- Development proposals adjacent to the River Thames (Adopted 1996 Policy C6, NSCLP Policy EN29)
- Sporadic development in the open countryside including in the vicinity of motorway or major road junctions (Adopted 1996 Policy C8, NSCLP Policy EN30)

<sup>20</sup> Oxfordshire Planning Advice Note: Dealing with Land Contamination During Development: A Guide for Developers <http://www.oxford.gov.uk/Library/Documents/Environmental%20Development/Oxfordshire%20Planning%20Advice%20Note%20-%20Dealing%20with%20Land%20Contamination.pdf>



- Countryside management projects, new tree and woodland planting (Adopted 1996 Policy C14, NSCLP Policy EN37)
- Prevention of the coalescence of settlements and protection of important gaps (Adopted 1996 Policy C15, NSCLP Policy EN32)
- Land resources and protection of best and most versatile land (NSCLP Policy EN16)
- Development likely to cause detrimental levels of noise, vibration, smell, smoke, fumes or other types of environmental pollution (Adopted 1996 Policy ENVI, NSCLP Policy EN3)
- Redevelopment of sites causing detriment to local amenity (Adopted 1996 Policy ENV2, NSCLP Policy EN4)
- Development sensitive to noise from road and rail traffic, and development sensitive to vibration (NSCLP Policies EN7, EN8, EN9)
- Development proposals likely to damage or be at risk from hazardous installations (Adopted 1996 Policy ENV10, NSCLP Policy EN19)
- Proposals for new installations handling hazardous substances (Adopted 1996 Policy ENVI1, NSCLP Policy EN20)

**4.256** In some cases these policies reflected issues relevant to the District at the time the plans were formulated, and it may no longer be relevant to include replacement policies in Local Plan Part 2. There may also be new issues which are not covered in the list above. In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above local policies, or if national planning policy and the strategic policies in Local Plan Part 1 are sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

### Question 65

#### Other Development Management Issues for Protecting and Enhancing the Natural Environment

Do you consider that local development management policies are needed for any of the issues identified above?

Are there new issues that you consider require policy guidance as part of Local Plan Part 2?

### 4.3.3 The Oxford Green Belt

#### Introduction

**4.257** The southern part of the District lies within the Oxford Green Belt. The outer boundaries of the Green Belt were approved in 1975 with the inner Green Belt boundaries being approved in 1992. The purposes of the Green Belt are to:

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

**4.258** The Cherwell Local Plan Part 1 sets out the general approach to development proposals in the Green Belt in Policy ESD 14. It also indicates (Policies ESD 14 and Kidlington 1) that a small scale local review of the Green Belt boundary in the vicinity of

Langford Lane, Kidlington and Begbroke Science Park would need to be undertaken as part of Local Plan Part 2, in order to accommodate high value employment needs.

### **National Policy Context**

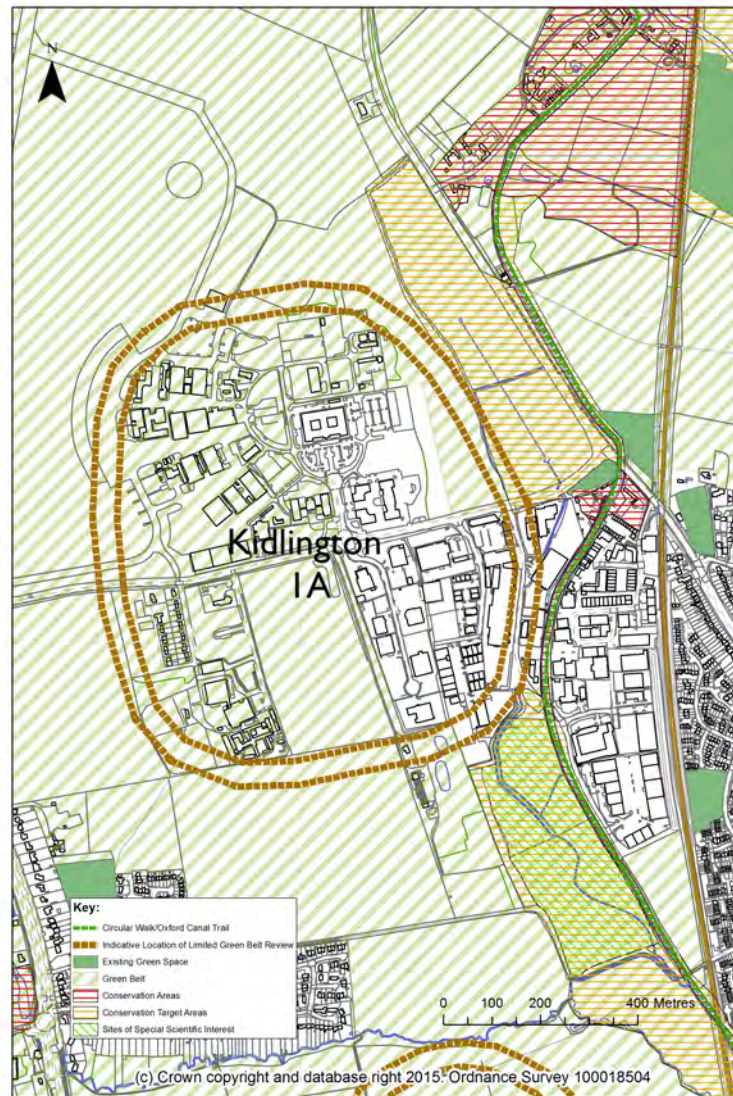
**4.259** National policy indicates that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and permanence, and once approved, boundaries should only be altered in exceptional circumstances through the preparation or review of the Local Plan. When altering Green Belt boundaries, local planning authorities should have regard to their intended permanence, and ensure they are capable of enduring beyond the plan period.

### **The Oxford Green Belt - Key Issues for Local Plan Part 2**

#### ***Small Scale Local Green Belt Review for Employment Purposes***

**4.260** Local Plan Part 1 identified two “areas of search” for the small scale local review of the Green Belt, as indicated on the maps below. The small scale local Green Belt review is required to meet specific high value employment needs at Kidlington, as identified in Local Plan Part 1 (paragraphs C.226-C.231 and Policy Kidlington 1). The Employment Land Review Update 2012 (ECO06) identified a need for additional employment land at Kidlington, which cannot be met on sites within the built up area of the village (on non-Green Belt land). Kidlington plays an important role in the District’s economy and together with Begbroke Science Park has the potential to further support the provision of land for high tech university spin outs and secure a wider, high value economic base. The exceptional circumstances which justify the small scale local review of the Green Belt, and which were established through the Local Plan Part 1, are summarised below:

Figure 6 Kidlington Policies Map 1A

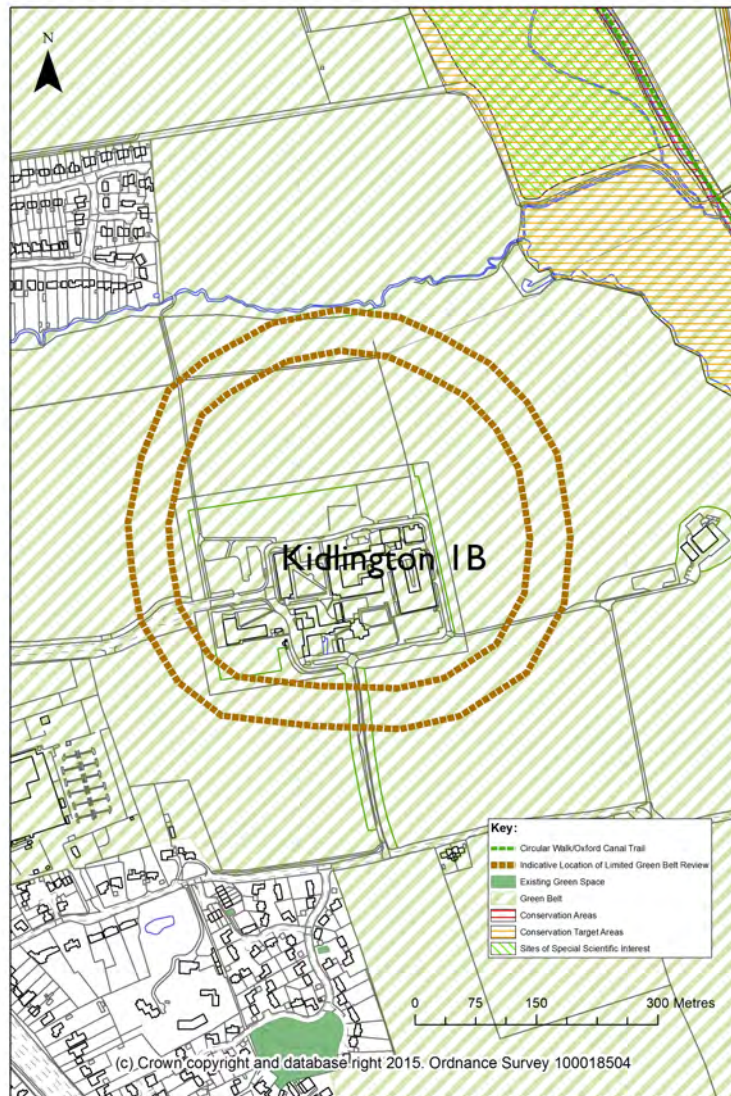


Kidlington IA:

**4.261** The release of land in this area is required to create a high value employment cluster in the vicinity of Langford Lane/London-Oxford Airport, and in doing so establish a new gateway at the northern entrance to Kidlington. The existing

concentration of commercial uses in this area provide the opportunity to improve the quality of the employment offer and help meet the need for higher value employment uses such as high technology industries. The future role of London-Oxford Airport will also need to be considered.

Figure 7 Kidlington Policies Map 1B



Kidlington IB:

**4.262** The release of land in this area is required to meet the specific needs of Begbroke Science Park. This site is vital to the University of Oxford’s leading role in research both nationally and internationally. Whilst the amount of scientific research at this location continues to expand, further growth is constrained by the Green Belt. The Science Park needs to remain in its current

location to maintain close links with University facilities and the research environment. It also has the potential to deliver wider benefits in the immediate vicinity through support for development of a high tech cluster, and elsewhere in the District with expected growth in scientific research, connecting with local businesses, nurturing enterprise and drawing investment into the District.

**4.263** Local Plan Part 2 needs to consider how and where the Green Belt boundaries will be changed to accommodate these high value employment needs, focussed on the indicative areas shown on the maps above. The Inspector into the examination of the Cherwell Local Plan Part 1 made it clear in his report (paragraph 238) that whilst he agreed that exceptional circumstances had been demonstrated to justify the limited changes to the Green Belt boundary intended by Local Plan Part 1, there were no exceptional circumstances elsewhere in the locality to justify a wider review at present.

**4.264** In defining revised Green Belt boundaries the Council will need to ensure the following in order to be in accordance with government advice:

- Ensure consistency with the strategy as set out in Local Plan Part 1 for meeting the requirements of sustainable development
- If necessary, identify areas of “safeguarded land”, which would not be allocated for development at the present time, but reserved in order to meet longer-term development needs beyond the plan period, if proved necessary through a Local Plan review
- Use physical features that are readily recognisable and likely to be permanent, to define the new boundaries
- Be sure that the boundaries will not need to be altered at the end of the local plan period.

**4.265** The Council is commissioning a small scale local review of the Green Belt to provide the necessary evidence base to inform Local Plan Part 2. The study will identify those land parcels and features of most and least importance in meeting Green

Belt objectives in the vicinity of Begbroke Science Park Langford Lane and Oxford Airport, further investigate the specific employment needs of Begbroke Science Park, London-Oxford Airport and known interested parties, and take into account environmental and social considerations relevant to meeting needs, avoiding coalescence between settlements, protecting features of importance and identifying potential land for release. The study will be informed by the county-wide Oxford Green Belt Study (2015).<sup>(21)</sup> The findings of the study will be tested through the publication of the Options Paper later this year (see Section 7).

### Question 66

#### The Oxford Green Belt

Do you have any views on where the revised Green Belt boundaries in the vicinity of Langford Lane/London Oxford Airport should be drawn?

Do you have any views on where the revised Green Belt boundaries in the vicinity of Begbroke Science Park should be drawn?

If you are actively seeking to invest in high value/high tech industries and promoting a site in the vicinity of the indicative locations of the Green Belt review, please complete and submit a Call For Sites: Site Submission Form, and include information on the specific employment needs that you consider justify exceptional circumstances for a small scale local review of the Green Belt.

21 Oxford Green Belt Study <http://modgov.cherwell.gov.uk/ecSDDisplay.aspx?NAME=Oxfordshire%20Green%20Belt%20Study&ID=426&RPID=7026870&sch=doc&cat=13638&path=13637%2c13638>

### **Development Management Issues relating to the Green Belt**

**4.266** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan contained detailed criteria based policies against which development proposals could be assessed, relating to the Oxford Green Belt:

- Outdoor recreation in the Green Belt (saved adopted 1996 Policy GB2)
- Major developed sites in the Green Belt (saved adopted 1996 Policy GB3, NSCLP Policies GB5, GB6 and GB7)

**4.267** In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above local policies, or if national planning policy and the strategic policies in Local Plan Part 2 are sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

#### **Question 67**

#### **Development Management Issues relating to the Green Belt**

Do you have any views on whether additional development management policies are required to assess proposals in the Green Belt?

### **4.3.4 Built and Historic Environment**

#### **Introduction**

**4.268** Conservation of the historic environment and securing high quality urban design are very important in protecting and enhancing the character of the District and

ensuring that Cherwell is an attractive place to live and work. Local Plan Part 1 Policy ESD 15 provides the strategic policy framework for ensuring that development proposals complement and enhance the character of their surroundings, securing high quality design and protecting and enhancing heritage assets, including listed buildings, conservation areas, historic parks and gardens and scheduled ancient monuments. Policy ESD 15 also indicates that more detailed policies on design and the historic environment will be included in Local Plan Part 2. Consideration therefore needs to be given as to what additional policy guidance is required.

#### **National Policy Context**

**4.269** Government guidance confirms that good design is a key part of good planning and sustainable development, and can contribute positively to creating better places for people. Local Plans should make clear the quality of development that will be expected for the area, and seek to promote or reinforce local distinctiveness.

**4.270** In terms of the historic environment, the National Planning Policy Framework (NPPF) indicates that local plans should set out a positive strategy for the conservation and enjoyment of the historic environment (para.126), include strategic policies to deliver the conservation and enhancement of the historic environment (para.156), contain a clear strategy for enhancing the natural, built and historic environment (para.157), identify land where development would be inappropriate for its environmental or historic significance (para.157), and be based on adequate, up-to-date and relevant evidence about the historic environment (paras.158 and 169).

#### **Built and Historic Environment - Key Issues for Local Plan Part 2**

**Layout, Design and External Appearance of Development including Local Distinctiveness**

**4.271** Representations received to the scoping consultation on the Local Plan Part 2 made reference to the importance of securing good design in new development. Local Plan Part 1 Policy ESD 15 contains the strategic policy approach to securing good design and highlights key principles that new development should meet. However there may be a need to include more detailed, place specific design guidance in Part 2 of the Plan to aid developers in preparing planning applications and assist the development management process in ensuring the strategic aims of policy ESD 15 are met, for example cross referring to the guidance contained in the Council’s Home Extensions and Alterations Design Guide.

**4.272** The 1996 Adopted Cherwell Local Plan contained policies on the design of new development which have not been superseded by the policies in Local Plan Part 1. The Non-Statutory Cherwell Local Plan also contains detailed criteria based policies to ensure new development is of high quality design and promotes local distinctiveness. The relevant policies include:

- Layout, design and external appearance of new development including local distinctiveness (Adopted 1996 Policy C28, NSCLP Policy D3)
- Appearance of development adjacent to the Oxford Canal (Adopted 1996 Policy C29, NSCLP Policy D10 and D11)
- Design of new residential development (Adopted 1996 Policy C30, NSCLP Policy D6)
- Quality of architecture (NSCLP Policy D4)
- Design of the public realm (NSCLP Policy D5)
- Tall buildings (NSCLP Policy D10a)

- Energy efficient design including internal/external drying space, household waste recycling (NSCLP Policy D9)
- Protection of views (NSCLP Policy D12)

**4.273** In preparing Local Plan Part 2 we will need to consider whether replacement policies need to be included, or whether the strategic policies contained in Local Plan Part 1 together with national policy and guidance are sufficient to ensure that development proposals achieve a high quality of design and promote local distinctiveness. We will also need to consider whether there are any new design issues for which it would be helpful to have policy guidance. In deciding whether to include additional policies we will need to have regard to government advice in the NPPF which indicates that design policies should “*avoid unnecessary prescription or detail*” and “*not attempt to impose architectural styles or particular tastes*” but that it is proper to seek to promote or reinforce local distinctiveness.

**Question 68**

**Layout, Design and External Appearance of Development**

What additional detail on design is required further to the National Planning Policy Framework and Policy ESD 15 of the Local Plan Part 1?

Is there a need to incorporate the existing detailed informal planning guidance on design into formal policy?

**Public Art**

**4.274** Provision of public art contributes to good design; it can improve the quality of new development and make a positive

contribution to the character of the locality, particularly if it takes inspiration from local themes or associations. Local Plan Part 1 includes a requirement in the strategic site allocation policies for the provision of public art to enhance the quality of the place, legibility and identity. However it does not contain a general policy relating to the provision of public art.

**4.275** The Council has had a Public Art policy for a number of years and has resulted in a number of distinctive features being secured. The policy is currently under review, and its relevance to Local Plan Part 2 will need to be taken into account as the Plan is progressed.

### Question 69

#### Public Art

Do you consider Local Plan Part 2 should include a policy on public art?

### *Integrating New Development into Historic Areas*

**4.276** It is important that in accommodating new development, the historic environment is protected and enhanced in both our towns and our rural areas, and this was recognised in responses to the scoping consultation on the Local Plan Part 2. Local Plan Part 1 Policy ESD 15 requires development proposals to respect the traditional pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings. Proposals must also contribute positively to an area's character and identity by creating or enforcing local distinctiveness and respecting local topography and landscape features.

**4.277** The strategic policies in Part 1 of the Plan allow for limited development in the District's rural areas and one of the purposes of Local Plan Part 2 is to allocate non-strategic sites in Category A villages. Many of the District's villages have conservation areas and the Council has published a number of Conservation Area Appraisals which provide information on the key characteristics of the area and features of value. The Council's Countryside Design Summary provides advice on how development can respect the landscape setting of our villages, and establishes principles for the design and siting of buildings. Oxfordshire County Council is currently undertaking a Historic Landscape Characterisation project which will provide a broad overview of the historic landscape and identify characteristics which make each place special and distinct.

**4.278** The Adopted Cherwell Local Plan 1996 contained a number of policies concerning development proposals and heritage assets which have not been replaced by Policy ESD 15, and therefore need to be reviewed as part of preparing Local Plan Part 2, to establish whether replacement policies are needed. The Non-Statutory Cherwell Local Plan also contained policies relevant to this issue. These include the following

- Retention of features contributing to the character or appearance of a conservation area (Adopted 1996 Policy C23, NSCLP Policy EN40)
- Protection of gaps important in preserving the character of a settlement, the setting of a listed building or in preserving the view of a feature of recognised amenity or historical value. (Adopted 1996 Policy C33)

**4.279** In preparing Local Plan Part 2 we need to consider whether additional policy guidance is required to ensure that new



development successfully integrates into historic areas or if national guidance and our own guidance documents are sufficient.

### Question 70

#### Integrating new Development in Historic Areas

Do you consider Local Plan Part 2 should contain additional policy guidance on integrating development into historic areas?

#### Assessing the Impact of Development Proposals on Heritage Assets and their Settings

**4.280** Local Plan Part 1 Policy ESD 15 requires new development proposals to conserve, sustain and enhance designated and non-designated heritage assets, and to include information on heritage assets sufficient to assess the potential impact of the proposal on their significance. Designated heritage assets comprise World Heritage Sites, Scheduled Monuments, Listed Buildings, Registered Parks and Gardens, Registered Battlefields or Conservation areas designated under the relevant legislation. Non-designated heritage assets fall into two categories: locally listed, which have special interest for the locality but are not worthy of statutory listing, and assets which make a positive contribution to the character and appearance of a conservation area (and therefore have protection as part of a designated heritage asset). The Council is required to identify and register non-designated assets and a register is being compiled.

**4.281** Additional policy guidance could be included in Local Plan Part 2 to set out in more detail what is required of applicants in order to determine the impact of proposals on heritage assets and their settings. Historic England has published guidance<sup>(22)</sup> on development management policies for the historic environment that could be relevant for inclusion in Local Plans, including policies to amplify the strategic policy to deal with particularly distinctive or important historic environment features of significance, provide further clarity, address local circumstances or address cross boundary issues such as World Heritage Sites. Historic England has also published guidance<sup>(23)</sup> on the setting of historic assets.

**4.282** The Adopted Cherwell Local Plan 1996 contained a number of policies concerning development proposals and heritage assets which have not been replaced by Policy ESD 15, and therefore need to be reviewed as part of preparing Local Plan Part 2 to establish whether replacement policies are needed. The NSCLP also contained policies relevant to this issue. These include the following:

- Development proposals affecting a listed building (Adopted 1996 Policy C18, NSCLP Policies EN39 EN44 and EN45)
- Proposals for the re-use of a listed building (Adopted 1996 Policy C21, NSCLP Policy EN42)
- Development affecting the site or setting of a scheduled ancient monument (Adopted 1996 Policy C25, NSCLP Policy EN47)

22 The Historic Environment in Local Plans

<https://content.historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/gpa1.pdf/>

23 The Setting of Historic Assets

<https://content.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/gpa3.pdf/>

- Protection of the vista and setting of Rousham Park (Adopted 1996 Policy C11, NSCLP Policy EN49)
- Local List of buildings of architectural or historic interest (NSCLP Policy EN45A)

**4.283** In considering the need for additional policy guidance on assessing the impact of development proposals on heritage assets and their settings we will be mindful of the need to avoid repeating government guidance contained within the NPPF and NPPG.

### Question 71

#### Assessing the Impact of Development on Heritage Assets and their Settings

Do you consider additional policy guidance should be included in Local Plan Part 2 on assessing the impact of development on heritage assets?

#### Heritage Assets at Risk

**4.284** The Council maintains Registers of Heritage Assets at Risk and Local Heritage at Risk. Where buildings are at risk, we work with owners to bring them back into productive use, but enforcement can also be used as a last resort, by serving an Urgent Works Notice or Repairs Notice.

**4.285** In some cases enabling development is proposed to secure the future of a building at risk. The Non Statutory Cherwell Local Plan included Policy EN46 on enabling development and heritage assets. In preparing Local Plan Part 2, we need to consider whether policy guidance is needed on heritage assets at risk, setting out the Council's approach to securing their future.

### Question 72

#### Heritage Assets at Risk

Do you consider that additional policy guidance on heritage assets at risk should be included in Local Plan Part 2?

#### Other Development Management Policies Relating to the Built and Historic Environment

**4.286** The adopted Cherwell Local Plan 1996 and the Non-Statutory Cherwell Local Plan contained other detailed criteria based policies against which development proposals could be assessed, relevant to the built and historic environment:

- Compatibility of proposals in residential areas (Adopted 1996 Policy C31)
- Provision of facilities for disabled people (Adopted 1996 Policy C32)
- Mixed use development (NSCLP Policy D7)
- Shopfront design (NSCLP Policy D8)
- Satellite dishes in conservation areas and on listed buildings (Adopted 1996 Policy C38, NSCLP Policy EN53)
- Telecommunications structures (Adopted 1996 Policy C39, NSCLP Policy EN54)
- Advertisements (NSCLP Policies EN50, EN51 and EN52).

**4.287** In some cases these policies reflected issues relevant to the District at the time the plans were formulated, and it may no longer be relevant to include replacement policies in Local Plan Part 2. There may also be new issues which are not covered in the list above. In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the

above local policies, or if national planning policy and the strategic policies in Local Plan Part 1 are sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

### Question 73

#### Other Development Management Issues for the Built and Historic Environment

Do you consider that local development management policies are needed for any of the issues identified above?

Are there new issues that you consider require policy guidance as part of Local Plan Part 2?

## 4.3.5 Green Infrastructure

### Introduction

**4.288** Green infrastructure comprises a network of multi-functional urban and rural green space, including parks and gardens, natural and semi-natural green space, green corridors (including cycleways and rights of way), outdoor sports facilities, amenity green space, children’s playspace, allotments, cemeteries and churchyards, accessible countryside in urban fringe areas, river and canal corridors, woodlands, nature reserves, green roofs and walls. Securing adequate green infrastructure is an important component of achieving sustainable communities, delivering environmental and social benefits.

**4.289** Local Plan Part 1 Policy ESD 17 provides the strategic policy for maintaining and enhancing the District’s green

infrastructure network. Some of the site specific proposals will result in new components of the green infrastructure network being provided. For example, the Cherwell Country Park proposed to the north of Banbury, and green infrastructure to be provided as part of the strategic development sites. Local Plan Part 1 identified the key open space components of green infrastructure provision in Banbury and Bicester but acknowledged that green infrastructure provision would be examined in more detail and progressed through work on the town masterplans and Local Plan Part 2. Work at a County level to formulate a County Council Green Infrastructure Strategy is also in the early stages. In progressing Local Plan Part 2 we therefore need to consider what further measures are necessary to secure an adequate green infrastructure network.

### National Policy Context

**4.290** Government guidance indicates that local planning authorities should plan positively for the creation, protection, enhancement and management of biodiversity and green infrastructure networks. It recognises the role that green infrastructure can play in delivering a wide range of environmental and quality of life benefits for local communities, and stresses the need for sufficient green infrastructure to be designed into a development to make it sustainable. Reference is made to Natural England’s guidance in planning positively for networks of green infrastructure.

### Green Infrastructure - Key Issues for Local Plan Part 2

**4.291** A key feature of green infrastructure is that it is multifunctional, with component parts having a range of functions, such as providing habitat for wildlife and access to nature, providing access for

recreation, movement and leisure, forming a landscape setting, and providing for flood attenuation and water resource management. As a result there are issues raised elsewhere in this Issues Paper that are directly relevant to green infrastructure, for example on open space, sport and recreation facilities and biodiversity. In addition, location specific green infrastructure issues are raised under the Cherwell's Places sections later in this Issues Paper. This section concentrates on District wide green infrastructure issues not covered in other sections that have been raised during initial consultation on what the Local Plan Part 2 might contain.

### **Blue Infrastructure**

**4.292** Green infrastructure networks can encompass river systems, sometimes referred to as blue corridors or blue infrastructure. This is relevant to Cherwell, with the river Cherwell flowing north south through the District, including through the centre of Banbury and close to Kidlington, and with the River Bure and Langford stream flowing through Bicester and feeding into the River Ray catchment. In addition the Oxford Canal runs north-south through the District including through Banbury and adjacent to Kidlington. Enhancement of the river corridors could contribute to both green infrastructure and biodiversity networks and provide other benefits such as better management of water resources, improved landscape and sense of place, and improved public amenity.

### **Historic Routeways**

**4.293** Cherwell District contains a number of historic routeways, many of which are public rights of way and can therefore contribute to the green infrastructure network. Some of these are in close proximity to settlements, for example Salt

Way, south east of Banbury, with others crossing open countryside. In some cases features of the historic routes have survived. Their existence helps to explain the history of the area, and understanding the relationship between roads, lanes, settlements and land use plays an important role in interpreting the landscape. Historic routeways can therefore form part of our heritage assets in addition to the contribution that can be made to the green infrastructure network, and some protection is afforded under Local Plan Part 1 Policy ESD 15. A study is currently being undertaken on historic routes in Cherwell to provide advice on their importance and how they should be taken into account in development proposals, and this will inform Local Plan Part 2.

#### **Question 74**

#### **Green Infrastructure**

Do you consider that Local Plan Part 2 should include local development management policy guidance on blue infrastructure?

Do you consider that Local Plan Part 2 should include local development management policy guidance on historic routeways?



## 5 Key Issues: Cherwell's Places

**5.1** In addition to the issues discussed under the three themes in Section 4, there are a number of key location-specific issues that need to be considered in preparing Local Plan Part 2. These are discussed below, under the headings of Neighbourhood Planning, Bicester, Banbury, Kidlington and the Rural Areas. The section concludes with a short summary on infrastructure issues. Each sub-section begins with a brief introduction including links with Cherwell Local Plan Part 1. This is followed by a summary of current and emerging national planning policy, a brief discussion of the issues so far identified for that topic, and questions we would like you to consider.

### 5.1 Neighbourhood Planning

#### Introduction

**5.2** The Localism Act 2011 introduced changes to the planning system to allow for “Neighbourhood Planning”. The Act and supporting regulations allow for town and parish councils or neighbourhood forums (known as “qualifying bodies”), to prepare community led Neighbourhood Development Plans to guide new development, and in some cases grant planning permission for certain types of development through Neighbourhood Development Orders and Community Right to Buy Orders. If supported by the local planning authority and adopted, Neighbourhood Plans form part of the Development Plan for the District, against which planning applications are assessed.

**5.3** The Council has produced a Neighbourhood Planning Protocol to provide guidance to those bodies wishing to prepare a Neighbourhood Plan, available on the following link: [www.cherwell.gov.uk/](http://www.cherwell.gov.uk/)

[neighbourhoodplanning](#). Guidance on procedure is also contained in the National Planning Practice Guidance. Neighbourhood Plans must conform to the strategic content of the Local Plan, the National Planning Policy Framework and other national policies and advice, together with relevant European Directives, and national and international designations.

#### National Policy Context

**5.4** Government policy in the NPPF indicates that communities engaging in neighbourhood planning should:

- *“Develop plans that support the strategic development needs set out in Local Plans, including policies for housing and economic development*
- *Plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan; and*
- *Identify opportunities to use Neighbourhood Development Orders to enable developments that are consistent with their neighbourhood to proceed.”*

**5.5** The NPPF (para 185) indicates that once a Neighbourhood Plan is adopted and forms part of the Development Plan, its policies take precedence over any non-strategic policies for that area if there is a conflict. It also advises that local planning authorities should avoid duplicating local planning processes for non-strategic policies where a neighbourhood plan is in preparation.

#### Neighbourhood Planning - Key Issues for Local Plan Part 2

**5.6** Neighbourhood Plan areas have been designated in the parishes of Adderbury, Bloxham, Bodicote, Deddington, Hook Norton, Stratton Audley, Merton, Weston

on the Green and the multi-parish area of Mid Cherwell. Stratton Audley and Merton Parish Councils are not actively preparing plans at the current time, but neighbourhood plans for the remaining neighbourhood areas are at varying stages of preparation, with Bloxham and Adderbury being the most advanced. The District currently has one fully adopted plan, the Hook Norton Neighbourhood Plan.

**5.7** Local Plan Part 2 will need to provide links to, and reflect the policies and proposals contained in Neighbourhood Plans as they emerge. This will be particularly relevant in considering any site specific proposals in the locations where Neighbourhood Plans are being prepared. Whilst Neighbourhood Plans should not promote less development than set out in the Local Plan or undermine its strategic policies, they can be used to allocate sites for development, including additional development where supported by the local community. An adopted Neighbourhood Plan enables the town/parish council to receive 25% of the revenues from the Community Infrastructure Levy (once in place) arising from development that takes place within the neighbourhood area, which could also have implications for infrastructure provision.

### Question 75

#### Neighbourhood Planning

Do you think that Local Plan Part 2 should contain guidance on its relationship with neighbourhood plans?

## 5.2 Bicester

### Introduction

**5.8** Bicester is the District's second largest settlement with a population of nearly 31,000 recorded in the 2011 Census. The town has significantly expanded in recent decades, and will continue to grow as a result of the proposed development contained in Local Plan Part 1, including the North West Bicester eco-town. The town's location has been influential in its growth, being well positioned in relation to the strategic road network, close to junction 9 of the M40, and with good rail connections to London, Birmingham and Oxford. The town's economy has traditionally focussed on defence activities due to the presence of the MOD, together with storage and distribution, food processing and engineering. The Oxfordshire Local Enterprise Partnership identifies Bicester as part of the Oxfordshire Knowledge Spine and the town's position in the Oxford-Cambridge corridor means that there are opportunities to benefit from higher value companies and businesses, with the development of "green" technologies and knowledge around existing and new employers.

**5.9** The spatial strategy contained in Local Plan Part 1 indicates that Bicester will continue to grow as the main location for development within the District within the context of wider drivers for growth. Local Plan Part 1 identified a number of challenges for the town, as summarised in Appendix 3. The Part 1 policies and proposals address some of these challenges, with a number of strategic development sites being identified for residential and employment development, including the North West Bicester eco-town. Improvements to the community hospital have been completed. Land is to be reserved at North West Bicester eco-town

for new cemetery provision. A new sports village at South West Bicester is under construction.

**5.10** However some of the challenges remain relevant for consideration in preparing Local Plan Part 2. Local Plan Part 1 also indicated that some issues would need progressing through Local Plan Part 2, as discussed below. In addition, the town was awarded Garden Town status at the end of 2014. Whilst this has secured extra government funding to support the delivery of development and infrastructure, its designation brings new opportunities and challenges.

**5.11** A masterplan for Bicester is to be prepared to develop the vision, objectives and policies for the town as contained in Local Plan Part 1, and to take into account the town's new status. Some elements of this work may be relevant to Local Plan Part 2 as it emerges.

### **National Policy Context**

**5.12** North West Bicester was identified by the Government as a potential location for an eco-town in July 2009. The Planning Policy Statement 1 Eco-Towns Supplement sets out a number of eco-town principles and standards. These are reflected in the Local Plan Part 1 Policy Bicester 1 and the emerging Supplementary Planning Document for North West Bicester.

**5.13** The government awarded Bicester Garden Town status in December 2014, based on development proposals contained in Local Plan Part 1. Garden Town status is accompanied by the opportunity for government funding to support the delivery of the development planned for the town and the provision of adequate infrastructure.

## **Key Issues for Local Plan Part 2**

### **Bicester: Garden Town Status**

**5.14** The Council's bid for Garden town status had to demonstrate ambition for growth supported locally and the ability to provide affordable homes, schools and jobs whilst preserving countryside. Plan proposals in Local Plan Part 1 provide for approximately 10,000 homes by 2031, with a further 3000 likely to come forward at North West Bicester eco-town beyond the plan period. These will include approximately 2,100 homes at Graven Hill, of which at least 1900 are expected to be self-build, the largest self-build scheme in the country. Local Plan Part 1 proposals will provide an estimated 18,500 jobs, with 3,000 additional jobs likely to come forward at North West Bicester eco-town beyond the plan period. The award of Garden Town status was not accompanied by any requirement for additional development.

**5.15** Garden Town status makes available potential for government funding to support the delivery of homes, jobs and supporting infrastructure, including community facilities and transport. Some funding has already been secured, with work currently focussing on studies to inform delivery of development, particularly relating to cumulative impacts and infrastructure needed for new development. Other work progressing includes work on healthy new towns and apprenticeships, and transport (referred to below).

**5.16** Local Plan Part 1 contains policies and strategic allocations for the town, supplemented by the Council's Eco Bicester One Shared Vision document<sup>(24)</sup> that sets out the ambition to develop a low carbon community. The government has not

24 <http://www.ecobicester.org.uk/cms/content/eco-bicester>



defined what garden towns should be, but has indicated that they should be locally supported and are large scale developments including quality design, gardens, accessible green space near homes, access to employment, and local amenities. The Council will be consulting on what the vision should be to reflect Bicester's new Garden Town status. Additional principles will also need to be established to ensure the Garden Town vision is realised. The Council will be consulting separately on the vision as it will go beyond land use planning issues. However the outcome will inform the preparation of Local Plan Part 2, and the vision for the Garden Town and accompanying principles, once established, will need to be reflected within it.

#### ***Bicester: Review of the Town Centre Boundary and Primary Shopping Frontage***

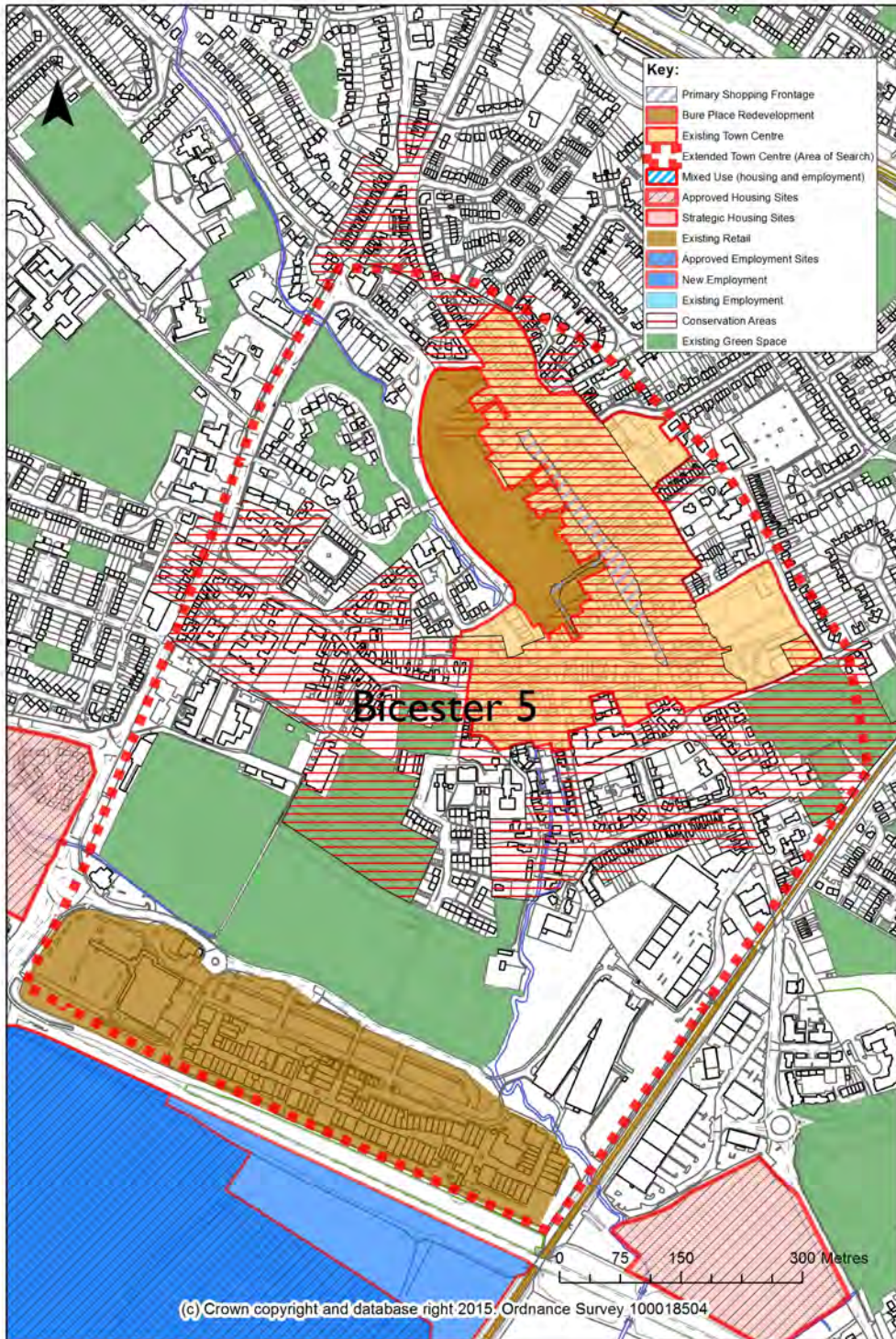
**5.17** Bicester's main retail areas are focussed in the town centre, and to the south of the town at Bicester Village retail outlet (a significant UK tourist attraction), and Bicester Avenue. The town centre and Bicester village are connected by public footpaths with areas of residential development, the community hospital, St Edburges Church and the town cemetery, Pingle Fields and other areas of open space, including Bicester Sports Association ground lying in between. A Conservation Area covers much of the town centre and adjacent residential areas. Phase I of Bure Place town centre redevelopment, Pioneer Square, comprising a supermarket, cinema, restaurants, other shops, a car park and new

bus interchange is now complete. Phase 2 of the redevelopment, which will provide a new library, hotel, civic offices, and further retail and office space, is currently under construction. The Council has granted planning permission for an extension to Bicester Village on the site of the existing Tesco's store which is to be relocated to the south of Boundary Way.

**5.18** Local Plan Part I Policy Bicester 5 indicates that within the town centre, shopping, leisure and other town centre uses will be supported. Residential use will be supported at appropriate locations where it will not lead to a loss of retail or other main town centre uses. Within the primary shopping frontage uses on the ground floor are restricted to A1 (retail) and A3 (food and drink) uses, with residential use encouraged above ground floor level. Policy Bicester 5 indicated that changes to the boundaries of the town centre and primary shopping frontage would be explored through the Local Plan Part 2. An "area of search" was identified, with the aim of the review being to:

- Support the viability and vitality of the existing town centre
- Encourage economic activity
- Assist with the connectivity between the existing town centre, a new Bicester Village railway station, Bicester Village and adjoining existing and proposed residential areas
- Improve the character and appearance of the centre of Bicester and the public realm.

Figure 8 Local Plan Part I Map Bicester 5



### Question 76

#### **Bicester: Review of the Town Centre Boundary and the Primary Shopping Frontage**

Within the parameters of the Area of Search established in the Local Plan Part 1, where should a new town centre boundary be defined? How should the Primary Shopping Frontage be defined?

Do you consider that further policy is required in the Local Plan Part 2 to provide guidance on determining planning applications in the defined Town Centre and the Primary Shopping Frontage?

Are there other specific sites within the Area of Search that you would like us to consider?

Please provide reasons for your comments.

#### **Bicester: Transport infrastructure**

**5.19** The town is benefiting from recent improvements to transport infrastructure, including a new park and ride on land off Vendee Drive adjacent to the A41 at Kingsmere which opened at the end of November 2015, offering direct links between Bicester and Oxford. Improvements to the train service between Oxford and Bicester to allow connection between Oxford and London Marylebone has included improvements to Bicester Town railway station, now renamed Bicester Village, with further improvements planned as part of the East-West rail initiative. East-West rail is a major project to establish

a strategic railway connection from Oxford via Bicester to Cambridge, Norwich and Ipswich.

**5.20** Oxfordshire County Council adopted a new Local Transport Plan, LTP4, in September 2015. LTP4 contains a Bicester Area Strategy, which seeks to:

- *“Increase highway capacity on the peripheral routes to make these attractive to employment and longer distance traffic and thereby reduce the strain on the town centre and central corridor.*
- *Implement a sustainable transport strategy within the town centre, reaching out to residential areas and key destinations.*
- *Accommodate proposed strategic rail initiatives, including East West Rail and plans for electrification and a possible future rail Freight Interchange, in order to strengthen Bicester’s position on the national rail network and maximise access to regional economic centres, such as Milton Keynes, Oxford, Banbury, London and Birmingham.”*

**5.21** LTP4 sets out a number of measures to achieve these aims, some of which will be relevant to the preparation of Local Plan Part 2. The County Council has recently carried out consultation on options for a new south east perimeter road for the town. Once the County Council has fully assessed the options and decided upon a preferred route, the route will need to be included in Local Plan Part 2 to ensure the necessary land is reserved for the scheme. In addition the potential for a new motorway junction is to be examined, which may have implications for the south east relief road and Local Plan Part 2 policies and proposals as the Plan is progressed.

**5.22** Work to achieve the aims of Eco Bicester One Shared Vision and to secure the North-West Bicester goal of at least 50%

of trips to be made by sustainable modes of transport and 40% of trips for the town as a whole, has included publication of a sustainable transport strategy for the town. The Bicester Sustainable Transport Strategy (October 2015)<sup>(25)</sup> is intended to help shape the town's transport network over the coming decades and focusses on walking and cycling networks and links to bus and rail services. The strategy identifies a comprehensive programme of infrastructure improvements to the existing transport network aimed at increasing the number of journeys made by sustainable modes (walking, cycling and public transport). It also sets out the potential for increased use of ultra-low emission vehicles including electric vehicles. The strategy will inform policies and proposals to be contained in Local Plan Part 2.

**5.23** The Highways Agency has commissioned a study to explore options for an Oxford to Cambridge “expressway”, to improve connectivity between towns and cities from Oxford to Cambridge, making use of existing roads where possible and considering the case for addressing “missing links”. This could further improve transport connections between Bicester, Oxford and Cambridge.

**5.24** The various transport initiatives being progressed by Highways England, Oxfordshire County Council and the District Council and other authorities and bodies highlight the need for joint working on transport matters.

### Question 77

#### **Bicester: Transport infrastructure**

Do you have any views on transport issues in Bicester that you think should be addressed in Local Plan Part 2?

#### ***Bicester: Retaining Local Identity and Character whilst Accommodating Growth***

**5.25** Bicester is a market town with a long-standing military presence. Despite its rapid growth in the 20th Century Bicester's pre-18th Century core remains and forms part of the town's commercial centre. The Bicester Conservation Area covers the majority of the historic part of the town and covers many Listed Buildings and Locally Listed Buildings. St Edburg's Church is Grade I Listed and the oldest remaining building in the town. There are key views to the Church from within the Conservation Area, and external views from the A421 north east across the sports ground to its tower and surrounding buildings contribute to the setting of the Conservation area. A second Conservation Area covers RAF Bicester to the north-east of the town, which contains the best preserved bomber airfield dating from the period up to 1945.

**5.26** The River Bure and its tributaries flows north- west to south- east through the town towards the River Ray, with the Langford Brook in the south east of the town. Much of the River Bure is canalised through the centre of the town. The land is flat with Graven Hill being the only prominent feature in the landscape.

25 <http://www.ecobicester.org.uk/cms/content/bicester-sustainable-transport-strategy-0>

**5.27** It is important that as the town develops further, its local identity and character is retained and enhanced.

**Question 78**

**Bicester: Retaining Local Identity and Character whilst Accommodating Growth**

Do you have any views on how we can ensure that Bicester’s local identity and character are retained and enhanced as the town continues to grow?

**Bicester: Green infrastructure**

**5.28** Securing a good green infrastructure network is an essential component of achieving sustainable development. The development of the eco-town at North West Bicester and Bicester’s Garden Town status arguably adds to the importance of protecting and enhancing the green infrastructure network as well as developing new green infrastructure as part of the growth of the town.

**5.29** Local Plan Part 1 Policy Bicester 7 continues previous planning strategies in seeking to secure an urban edge park around the town, by protecting the existing network of green spaces and securing new open space and linear route provision linked with public footpaths/cycleways, to create a circular route with connections to the town centre and to the countryside beyond. Core components of the existing open space network include Bure Park, Pingle Fields, Bicester Fields, and land in the town council’s ownership adjacent to Skimmingdish Lane. Garth Park is the main town park providing a mix of recreation provision. There are number of areas in private ownership used

informally for recreation purposes which contribute to the network, albeit with no secured public access.

**5.30** Policy Bicester 7 seeks to establish community woodland between Vendee Drive and Chesterton, and indicates that proposals for the use of Stratton Audley (Elm Farm) quarry for informal outdoor recreation will be encouraged provided that they are compatible with the site’s designation as a Local Wildlife Site and partial SSSI. The strategic site allocations contained in Local Plan Part 1 will result in new areas of open space and connecting footpath/cycleway links, which will contribute to the town’s green infrastructure network. Some of the measures identified in the Bicester Sustainable Transport Strategy could also result in improvements to the green infrastructure network, such as enhancement of pedestrian routes/cycleways.

**5.31** In preparing the masterplan and Local Plan Part 2 we need to consider what additional measures need to be included to protect and enhance Bicester’s green infrastructure network. Some of the sites originally allocated for recreation use in previous local plans have been lost to housing, or the site has not been formally secured, and consideration needs to be given as to whether these sites should be retained as allocations for recreation use in Local Plan Part 2. As indicated earlier, we are updating our assessment of open space, sport and recreation facilities to inform the preparation of Local Plan Part 2, and policies and proposals may need to be included in Local Plan Part 2 to address any identified deficiencies in provision.

**5.32** Local Wildlife Sites at Gavray Drive, Graven Hill and Bicester Wetland Reserve also form part of the town’s green infrastructure network. Further work will be undertaken on the cumulative effects of

development on the biodiversity resource, together with the formulation of a biodiversity mitigation and enhancement strategy, to inform Local Plan Part 2.

**5.33** Early work on a draft Bicester masterplan raised the idea of a new town park being formed between the town centre and Bicester Village, located on Pingle Fields and part of the Bicester Sports Association site. The Inspector of Local Plan Part 1, in making his report, indicated that the potential for a new park should be assessed as part of the Masterplan and Local Plan Part 2 process, including in terms of economic viability and practical implementation. This area lies within the “area of search” for the review of the town centre boundary discussed above. In assessing the potential for alternative uses the potential for securing a suitable alternative site for the pitch provision that would be lost will need to be explored.

### Question 79

#### **Bicester: Green Infrastructure**

How do you think the existing green infrastructure network in the town could be enhanced?

#### ***Bicester: Effecting a Town Wide Transition to a Low Carbon Environmentally Sustainable Community***

**5.34** In preparing Local Plan Part 2 we will need to consider how the growth of Bicester can be aligned with an environmental sustainability agenda. How will we create a vibrant Bicester where people choose to live, to work and spend their leisure time in sustainable ways? Can we attract inward investment to provide environmentally friendly jobs? How do we improve transport,

health, education and leisure choices while emphasizing zero carbon and energy efficiency and how do we ensure green infrastructure and historic landscapes, biodiversity, water, flood and waste issues are managed in an environmentally friendly and sustainable way?

### Question 80

#### **Transition to a Low Carbon Environmentally Sustainable Community**

Do you have any views on environmental issues in Bicester that you think should be addressed in Local Plan Part 2?

#### ***Bicester: Consideration of the Need to Allocate Non-Strategic Sites***

**5.35** In preparing Local Plan Part 2 we will need to consider whether non-strategic sites need to be allocated at Bicester, for employment, housing, open space or other land uses. Suggestions for non-strategic sites at Bicester that you consider to be suitable for development are requested elsewhere in this Issues Paper under the various topic headings. The Council will also need to consider whether any sites previously proposed for development in the 1996 Adopted Cherwell Local Plan and the Non-Statutory Cherwell Local Plan which have not been implemented should continue to be allocated as part of Local Plan Part 2. The Call for Sites and updating of the SHLAA will inform this process.

## 5.3 Banbury

### Introduction

**5.36** Banbury is the District's largest settlement, with a population of nearly 47,000 recorded in the 2011 census. The town contains a range of retail developments, employment and cultural/leisure facilities serving a wide sub region. It has received significant growth in recent decades, firstly as a result of accommodating overspill growth from London and the Midlands, and more recently as part of the "country towns" strategy aimed at relieving development pressure from Oxford. The town is set to receive further growth as a result of policies and proposals in Local Plan Part 1. Topographical and historic landscape constraints are important to the setting of the town and have influenced its development. Banbury's economy is focussed on manufacturing, distribution, service industries, local government and health, with the town benefitting from its location adjacent to the M40 and with a good train service to London and Birmingham.

**5.37** The spatial strategy contained in Local Plan Part 1 indicates that Banbury will continue to grow, albeit to a lesser extent than Bicester, in accordance with its status as a market town with a rural hinterland. Local Plan Part 1 identified a number of challenges for the town, as summarised in Appendix 3. The policies and proposals in Local Plan Part 1 have addressed some of these challenges, with a number of strategic development sites being identified for residential and employment development, including a new employment site to the east of the M40. Policy Banbury 10 identifies a regeneration area in the west of the town. A relocation site is identified for Banbury United Football Club in Policy Banbury 12, and a new Cherwell Country Park is

proposed in Policy Banbury 14. Provision is also made for additional secondary school facilities.

**5.38** However some of the above challenges remain relevant for consideration in preparing Local Plan Part 2. Local Plan Part 1 also indicated that some issues would need progressing through Local Plan Part 2, as discussed under key issues below.

**5.39** A masterplan for Banbury is in the early stages of preparation to develop the vision, objectives and policies for the town as contained in Local Plan Part 1, focussing on improving the town's economic performance and securing a better future for local people. Some elements of this work may be relevant to Local Plan Part 2 as it emerges.

### **Banbury - Key issues for Local Plan Part 2:**

#### ***Banbury: Review of the Town Centre Boundary and Primary Shopping Frontage***

**5.40** Banbury's main retail areas are focussed in the town centre, along the Southam Road, at Banbury Cross Retail Park to the north of the town, and at the recently completed Banbury Gateway development close to the M40 junction 11. The town has three main supermarkets: Morrison's located on the edge of the town centre, Tesco's in the north of the town, and Sainsbury's in the south of the town. The Council has recently resolved to grant planning permission for a Waitrose store on the Southam Road.

**5.41** The town centre is the largest shopping and service centre in Cherwell District and is a regional centre, drawing visitors from south Warwickshire and south Northamptonshire as well as from a rural hinterland within Oxfordshire. The majority of the town centre lies within the Banbury

conservation area with the historic core concentrated on the Market Place, High Street and Parson's Street. The Castle indoor shopping centre opened in 1974 and was extended to form Castle Quay shopping centre in 2000. Local Plan Part 1 policies include proposals for redevelopment of land at Bolton Road, to include retail and leisure use in addition to some limited housing as part of a mixed use scheme, and the Spiceball development area, to include new retail and leisure uses associated with strengthening the night economy in the centre of the town.

**5.42** Local Plan Part 1 Policy Banbury 7 seeks to strengthen Banbury town centre and sets out the approach to development proposals within the town centre area. The policy indicates that within the town centre, shopping, leisure and other town centre uses will be supported. Residential development will be supported at appropriate locations where it will not lead to a loss of retail or other main town centre uses. A1 uses will not be permitted within the existing Town Centre Commercial Area. Within the primary shopping frontage uses on the ground floor are restricted to A1 (retail) and A3 (food and drink) uses, with residential use encouraged above ground floor level.

**5.43** The primary shopping frontage, the town centre shopping area and the town centre commercial area in Local Plan Part 1 are those from the Non-Statutory Cherwell

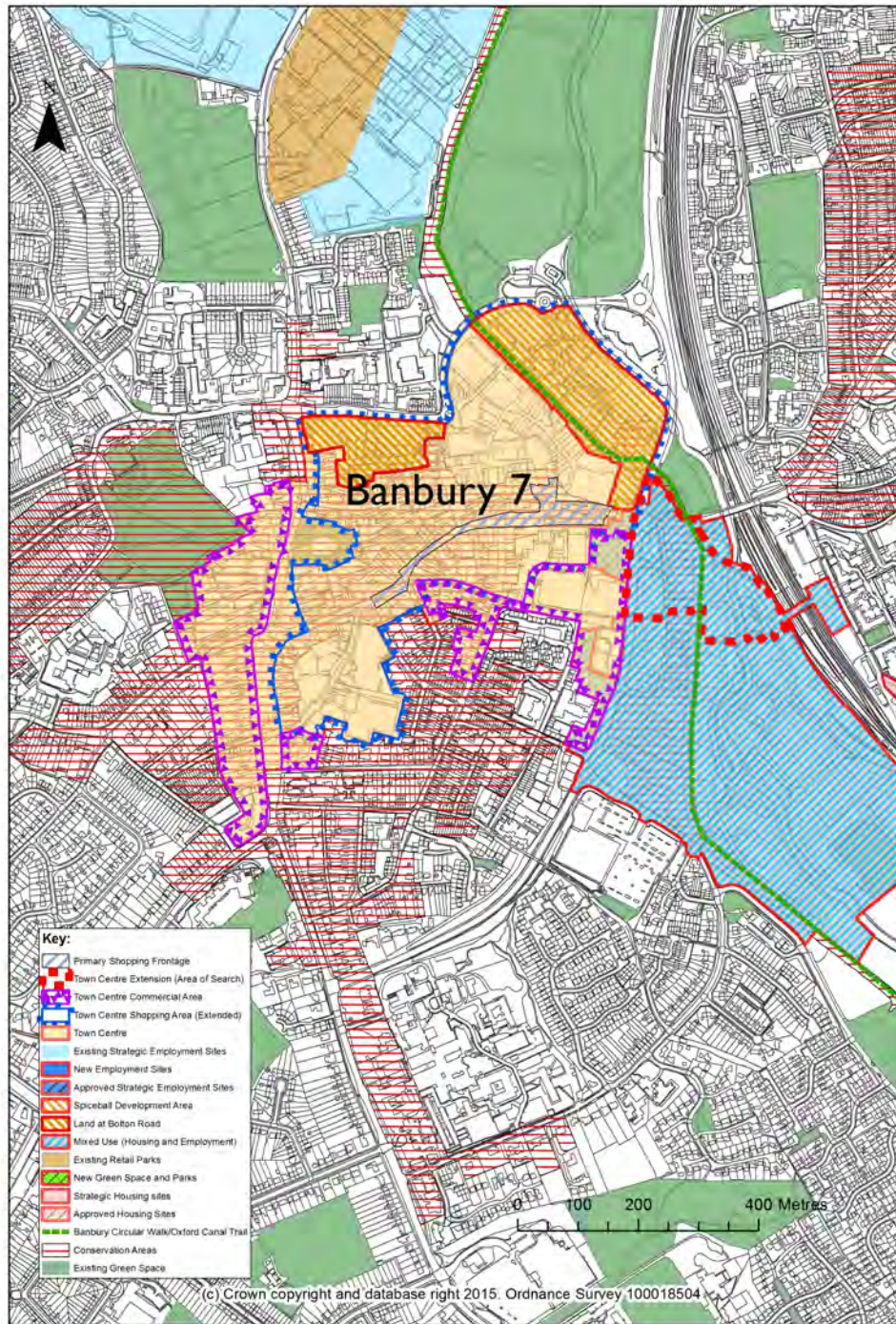
Local Plan. Part 1 of the Plan indicates that a boundary review would be explored through Local Plan Part 2. In addition, Policy Banbury 7 identified an "area of search" for an extension of the town centre into the northern section of the Canalside redevelopment area, for further consideration in Local Plan Part 2 supported by work on the Banbury Masterplan and Canalside SPD.

**5.44** In undertaking a review of the boundaries consideration will need to be given to the following:

- The potential changing role of the town centre in view of national trends with more on-line shopping
- Concentrating retail growth in the right location
- Addressing the number of vacant shop units
- Ensuring the town centre retains its vitality and viability, providing sufficient services and facilities for a growing population and maintaining and enhancing its attractiveness to visitors
- The impact of the out of town shopping areas on the town centre
- The opportunity to help secure regeneration of the Canalside area, and improve the attractiveness of the eastern edge of the town centre, taking advantage of the river and canal corridor.



Figure 9 Local Plan Part I Map Banbury 7



### Question 81

#### **Banbury: Review of the Town Centre Boundary and the Primary Shopping Frontage**

Within the parameters of the “area of search” for the extension of the town centre boundary, where should the town centre boundary be defined?

Do you have any views on the review of the town centre shopping area and commercial area?

How should the primary shopping frontage be defined?

Do you consider that further policy is required in Local Plan Part 2 to provide guidance on determining planning applications in the defined town centre and the primary shopping frontage?

Are there other specific sites within the Area of Search that you would like us to consider?

Please provide reasons for your comments.

The town has excellent rail services with connections to London Marylebone, Birmingham, Bicester and Oxford, and travel times having been reduced by recent investment in rail infrastructure. Emerging proposals at national level for strategic electrification upgrades on the Banbury to Oxford line could have an impact on the town’s railway station and provide the opportunity for improvements.

**5.46** Oxfordshire County Council’s Local Transport Strategy LTP4 contains an area strategy for Banbury. The strategy aims are to:

- *“Deliver infrastructure improvements to increase the overall capacity of the local transport networks whilst also supporting sustainable travel.*
- *Facilitate and promote sustainable travel for trips to, in and around Banbury, including use of the bus, walking and cycling. A step-change in the increased use of sustainable transport modes is essential to support growth in Banbury. The Sustainable Transport element of the Strategy will play a key role in reducing the volume of traffic associated with the town’s significant growth and mitigating the traffic on local roads serving Banbury.”*

**5.47** LTP4 sets out a number of measures to achieve these aims and also indicates the County Council’s intention to undertake a study to assess the opportunities, costs and benefits of a south east link road over the railway. Some of these issues will be relevant to the preparation of Local Plan Part 2.

#### **Banbury: Transport Infrastructure**

**5.45** Banbury benefits from excellent road connections, with access to the M40 via junction11 to the east of the town, and several strategic A roads connecting it to Warwick, Stratford, Oxford and the Cotswolds. Within the town the road network is influenced by physical and environmental constraints, with the town being dissected north-south by the Birmingham to London and Oxford railway line, the River Cherwell and Oxford Canal.

**Question 82****Banbury: Transport Infrastructure**

Do you have any views on transport issues in Banbury that you think should be addressed in Local Plan Part 2?

**Banbury: Green Infrastructure**

**5.48** Local Plan Part 1 policy Banbury 11 retains the long term objective to establish a series of open spaces based on the Oxford Canal and River Cherwell corridors linked by public footpaths/cycleways, to create a linear park and thoroughfare from the north of the town and Grimsbury reservoir to the new park to be provided as part of the committed development south of Bankside (Longford Park) currently under construction. The existing Spiceball Country Park forms the central section of the park, the new community park at Longford Park will provide a focus at the southern end, and the proposed Cherwell Country Park (policy Banbury 14) will provide a major component at the northern end of the town. Grimsbury reservoir and the Banbury Ornithological Society nature reserve also form part of this central corridor of open space. The strategic development proposals contained in Local Plan Part 1 for Spiceball development area and Canalside include the requirement for open space to be centred on the canal /river corridor linking with existing open space to improve connectivity.

**5.49** The wider green infrastructure network in the town is focussed on existing areas of open space and connecting footpaths including People's Park, Princess Diana Park, Moorfield Park, Easington Park and St Louis Meadow. The Banbury Fringe Circular Walk promotes access and views of the

countryside to the west of the town and passes through the Giant's Cave (the Bretch) Local Wildlife Site, the old mineral railway SSSI and the Oxford canal corridor through the centre of the town.

**5.50** Cemeteries also form part of the green infrastructure network. Banbury has two cemeteries, one at Southam Road, and the second at Hardwick Hill adjacent to the crematorium. Local Plan Part 1 acknowledges the need for additional burial provision to be provided to serve the needs of the town during the Plan period. The Town Council has been granted planning permission for an extension to the existing cemetery on Hardwick Hill. This land is not currently in the ownership of the Town Council.

**5.51** The strategic site allocations contained in Local Plan Part 1 will result in new areas of open space and connecting footpath/cycleway links, which will contribute to the town's green infrastructure network. This includes provision for a linear park as part of new development to the west of Bretch Hill, and a new footpath/bridleway along the southern boundary of new development to the south of Salt Way to form a circular route around the development linking back to Salt Way. Some of the measures identified in the County Council's Area Transport Strategy for Banbury could also result in improvements to the green infrastructure network, such as enhancement of pedestrian routes/cycleways.

**5.52** In preparing Local Plan Part 2 we need to consider what additional measures need to be included to protect and enhance Banbury's green infrastructure network, and in particular to enhance the Oxford Canal and River Cherwell corridor. There are particular opportunities for biodiversity enhancement in this area and some action is already being taken by various bodies to

secure benefits in Spiceball Park. As indicated earlier, we are updating our assessment of open space, sport and recreation facilities to inform the preparation of Local Plan Part 2, and policies and proposals may need to be included in Local Plan Part 2 to address any identified deficiencies in provision.

### Question 83

#### Banbury: Green Infrastructure

How do you think the existing green infrastructure network in the town could be enhanced?

#### **Banbury: Other Development Management Issues**

**5.53** The adopted Cherwell Local Plan 1996 and the Non Statutory Cherwell Local Plan contained policies and proposals relevant to Banbury, not all of which have been superseded by Local Plan Part 1. These include:

- Control of development in Grimsbury Local Centre (NSCLP Policy S8)
- Formation of new accesses to the inner relief road and Hennef Way, Banbury (1996 Adopted Policy TR14)
- Access improvements in the vicinity of Banbury Railway Station (1996 Adopted Policy TR16)
- Protection of important views of St Mary's Church Banbury (1996 Adopted Policy C34)

**5.54** In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above local policies, or if national planning policy and the strategic policies in Local Plan Part 1 are sufficient in considering development

proposals. It is important that policies in the Plan do not merely replicate national guidance.

### Question 84

#### Banbury: Other Development Management Issues

Do you consider that local development management policies are needed for any of the issues identified above?

Are there new issues that you consider require policy guidance as part of Local Plan Part 2?

#### **Consideration of the Need to Allocate Non-Strategic Sites**

**5.55** In preparing Local Plan Part 2 we will need to consider whether non-strategic sites need to be allocated at Banbury, for employment, housing, open space or other land uses. Suggestions for non-strategic sites at Banbury that you consider to be suitable for development are requested elsewhere in this Issues Paper under the various topic headings. The Council will also need to consider whether any sites previously proposed for development in the 1996 Adopted Cherwell Local Plan and the Non-Statutory Cherwell Local Plan which have not been implemented should continue to be allocated as part of Local Plan Part 2. The Call for Sites and updating of the SHLAA will inform this process.

### 5.4 Kidlington

#### Introduction

**5.56** Kidlington is the District's third largest settlement, with a population of approximately 13,700 recorded in the 2011

census. Although benefitting from a range of services and facilities, and its close proximity to Oxford, Kidlington's population has remained static over the last few years. The village is surrounded by the Oxford Green Belt and this acts as a constraint on growth.

**5.57** The spatial strategy contained in Local Plan Part 1 indicates that Kidlington's centre will be strengthened and its important economic role will be widened. Economic development will be supported close to the airport and nearby at Begbroke Science Park. There will be no strategic housing growth at Kidlington but other housing opportunities will be provided.

**5.58** Local Plan Part 1 identified a number of challenges for the village, as summarised in Appendix 3. Some of the above challenges remain relevant for consideration in preparing Local Plan Part 2. Local Plan Part 1 also indicated that some issues would need progressing through Local Plan Part 2, as discussed below.

**5.59** A Kidlington Masterplan is being prepared, and some elements of this work may be relevant to Local Plan Part 2, as it emerges.

### **National Policy Context**

**5.60** Kidlington is inset within, but tightly surrounded by the Oxford Green Belt. Government guidance indicates that once established, Green Belt boundaries should only be altered in exceptional circumstances, and within the Green Belt development is to be strictly controlled.

### **Kidlington - Key issues for Local Plan Part 2**

**5.61** Local Plan Part 1 identified the need for a small scale local review of the Green Belt to accommodate employment needs. This is discussed in section 4.3.3 on the Oxford Green Belt. Other key issues identified for Kidlington are highlighted below.

#### ***Kidlington: Determining the Boundary of the Village Centre***

**5.62** The existing village centre services and facilities are concentrated to the east of the Oxford Road, centred on the High Street, Sterling Approach and the Oxford Road frontage. Kidlington is the third largest retail centre in the District and there have been improvements to the village centre in recent years, including pedestrianisation of part of the High Street forming the core retail area. A library and health centre front the eastern side of the A4260 Oxford Road. Exeter Hall, located to the west of the Oxford Road, provides a central community facility and includes parish and District council offices.

**5.63** It is important that the village centre is supported and strengthened to ensure that everyday shopping needs are met to avoid the need for journeys to Oxford, Bicester and other nearby centres. The Council's 2012 retail study indicated that Kidlington did not need significant new retail development but indicated that the centre would benefit from further environmental improvements and encouragement of the evening economy. The village also has a relatively low provision of comparison retailers compared to convenience shopping.

**5.64** Local Plan Part 1 Policy Kidlington 2 indicates that within the village centre shopping, leisure and other main town centre uses will be supported. Residential development schemes which would contribute to regeneration of the village

centre and not lead to the loss of retail or other main town centre uses will be supported in appropriate locations. Policy Kidlington 2 proposed to expand Kidlington village centre to the west of the Oxford Road to:

- support the viability and vitality of the existing village centre
- encourage economic activity
- assist with the connectivity between the existing village centre and the civic,

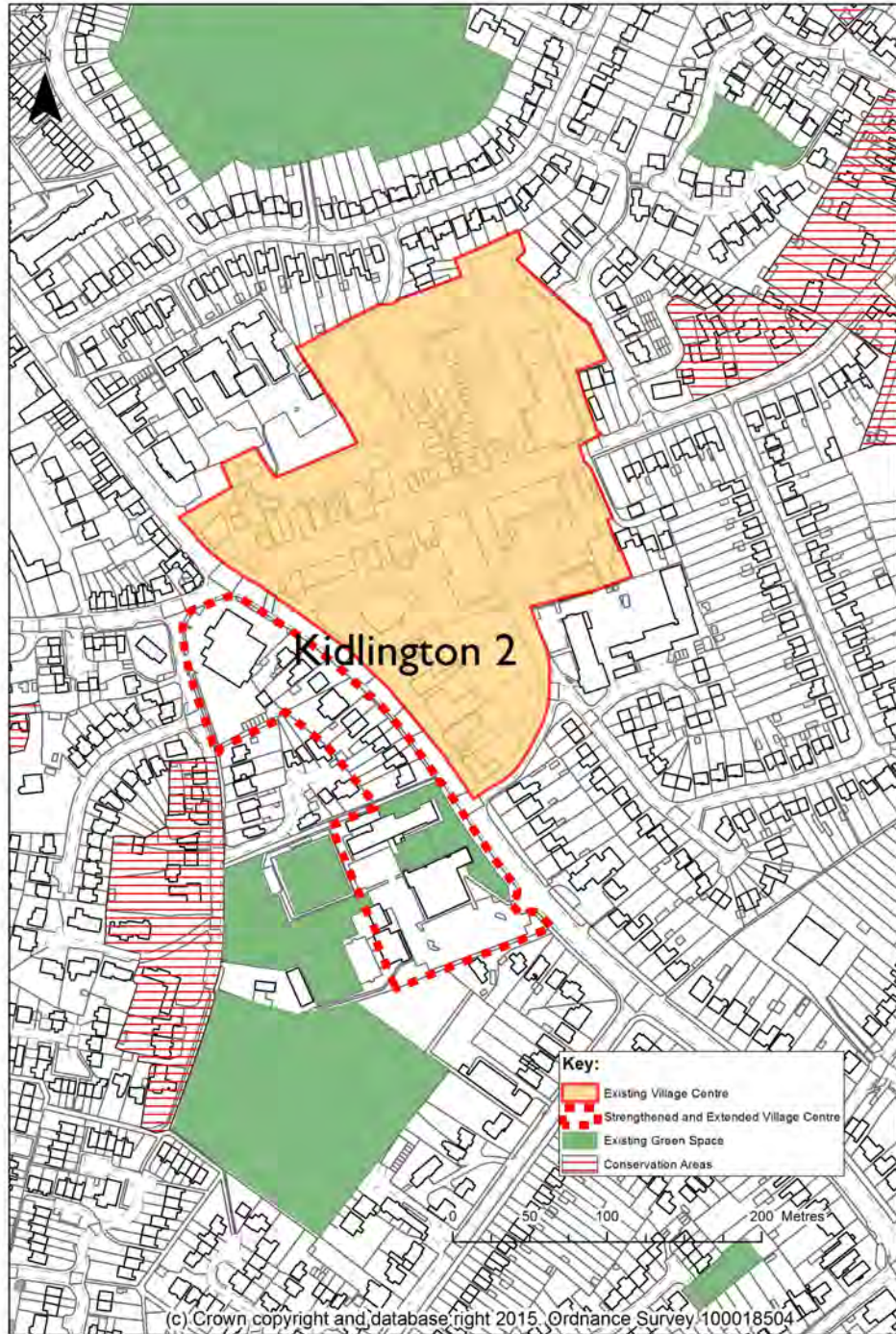
community and green open space at the Exeter Hall area

- contribute to and maximise the benefits of improvements to the character and appearance of the village centre and public realm.

**5.65** These aims reflect those identified by local organisations within Kidlington keen to ensure that the village achieves its full potential to reflect its size.

**5.66** Local Plan Part 1 defined an “area of search” but indicated that exact boundaries for the village centre would be defined through Local Plan Part 2:

Figure 10 Local Plan Part 1: Map Kidlington 2 - Kidlington Village Centre



### Question 85

#### **Kidlington: Determining the Boundary of the Village Centre**

Within the parameters of the area of search established in Local Plan Part 1, where do you think the boundary of the village centre should be drawn?

What measures do you think should be undertaken to enhance the attractiveness of the village centre and better connect the areas to the east and west of the Oxford Road?

Do you consider that further policy is required in Local Plan Part 2 to provide guidance on determining planning applications in the village centre?

#### **Kidlington: Transport Issues**

**5.67** Kidlington lies on one of the main A routes into Oxford. This has both advantages in terms of good transport links with Oxford by car and by bus, and disadvantages in that the Oxford Road experiences traffic congestion at certain times of the day and hinders connectivity between the eastern and western parts of the village. Water Eaton Park and Ride lies to the south of the village and the A34, and the newly opened Oxford Parkway railway station adjacent provides access to train services to Bicester and London Marylebone. The opening of Oxford Parkway station may have an impact on parking patterns within the village over time. The Banbury to Oxford railway line runs immediately to the west of the village but there is no longer a railway station in Kidlington itself.

**5.68** London Oxford airport lies on the northern limit of the village. Oxfordshire County Council's Local Transport Plan (LTP4) considers that the airport has the capacity for additional short-haul flights to cities and hub airports in north-west Europe without the need to expand the existing runway.

**5.69** The proximity to Oxford and the topography enables many people to commute to Oxford by bicycle, including along the Oxford Canal towpath. However the County Council's Local Transport Plan recognises that the quality of cycle links is variable and that there is scope to increase levels of cycling through targeted improvements to cycling infrastructure.

**5.70** The County Council's LTP4 Oxford Transport Strategy also proposes two new "outer" park and ride broad locations in close proximity to Kidlington: to the east of Kidlington to serve the A34 north corridor (Bicester, Banbury, Milton Keynes and Bedfordshire catchment), and one to the west of the village off Langford Lane to serve the A44 and A4260 corridors (Chipping Norton, Banbury, Worcestershire and Warwickshire catchment). The idea of the outer park and ride sites is to intercept traffic before it reaches the congested A34, outer Oxford ring road and other main corridors that feed into the city, and enable transfer to buses or other mass transit services to access the city. The County Council will be undertaking a comprehensive study to assess the viability of an outer ring of park and ride sites including potential locations, size and design. We will need to consider whether the findings of the study, once undertaken, are relevant for inclusion in Local Plan Part 2. The Non Statutory Cherwell Local Plan included Policy TR7 which indicates the Council will not permit any new park and ride sites in the District, to encourage commuter trips to Oxford to



transfer to public transport at or close to the source of the journey. This policy approach will need to be reviewed through Local Plan Part 2, once the outcome of the County Council study is available.

**Question 86**

**Kidlington: Transport Infrastructure**

Do you have any views on transport issues in Kidlington that you think should be addressed in Local Plan Part 2?

**Kidlington: Intensification of Residential Use**

**5.71** The scoping consultation on Local Plan Part 2 raised concerns over the intensification of residential use in some parts of the village. An increasing number of planning applications are being submitted proposing flats in Kidlington, either through extension and conversion of existing houses, or demolition of houses and replacement with flats. Whilst this can have the benefit of increasing the amount and choice of housing, it can have an impact on the character of an area. Intensification of use can also have an impact on issues such as car parking provision and noise pollution through an increased number of residents and activity in an area.

**Question 87**

**Kidlington: Intensification of Residential Use**

Do you consider that policy guidance should be included in Local Plan Part 2 to guide applications for intensification of residential use in the village?

**Kidlington: Green Infrastructure**

**5.72** Kidlington benefits from the proximity of the Oxford Canal immediately to the east of the village, and the River Cherwell valley to the north and east of the village. The area to the north and east of the village has a number of well used public footpaths crossing it and the Oxford Canal towpath provides longer distance connections into Oxford. Other significant components of the village's green infrastructure network comprise recreation provision at Stratfield Brake to the south of the village, and other open space and recreation sites within the village itself.

**5.73** Local Plan Part 1 policies ESD 16, ESD17 and BSC10 afford some protection to the Oxford Canal, existing open space sites and other components of the green infrastructure network. In preparing Local Plan Part 2 we need to consider what additional measures need to be included to protect and enhance Kidlington's green infrastructure network. As indicated earlier, we are updating our assessment of open space, sport and recreation facilities to inform the preparation of Local Plan Part 2, and policies and proposals may need to be included in Local Plan Part 2 to address any identified deficiencies in provision.

### Question 88

#### **Kidlington: Green Infrastructure**

How do you think the existing green infrastructure network in the village could be enhanced?

#### **Kidlington: Other Development Management Issues**

**5.74** The adopted Cherwell Local Plan 1996 and the Non Statutory Cherwell Local Plan contained policies and proposals relevant to Kidlington, not all of which have been superseded by Local Plan part 1. These include:

- Development at Oxford Airport, Kidlington likely to increase noise nuisance (1996 Adopted Policy ENV6, NSCLP Policy EN10)
- Protection of land at Yarnton Road recreation ground for a new primary school (1996 Adopted Policy OA2)

**5.75** In preparing Local Plan Part 2 we need to consider whether replacement policies are needed for the above local policies, or if national planning policy and the strategic policies in Local Plan part 1 are sufficient in considering development proposals. It is important that policies in the Plan do not merely replicate national guidance.

### Question 89

#### **Kidlington: Other Development Management Issues**

Do you consider that local development management policies are needed for any of the issues identified above?

Are there new issues that you consider require policy guidance as part of Local Plan Part 2?

#### **Consideration of the Need to Allocate Non-Strategic Sites**

**5.76** In preparing Local Plan Part 2 we will need to consider whether non-strategic sites need to be allocated at Kidlington, for employment, housing, open space or other land uses. Suggestions for non-strategic sites at Kidlington that you consider to be suitable for development are requested elsewhere in this Issues Paper under the various topic headings. The Council will also need to consider whether any sites previously proposed for development in the 1996 Adopted Cherwell Local Plan and the Non-Statutory Cherwell Local Plan which have not been implemented should continue to be allocated as part of Local Plan Part 2. The Call for Sites and updating of the SHLAA will inform this process.

## **5.5 Villages & Rural Areas**

### **Introduction**

**5.77** Cherwell's rural areas contain approximately 90 villages, which vary in size from just over 100 people to nearly 3400 people (excluding Kidlington). The open countryside surrounding the villages includes a small part of the Cotswolds AONB in the north west, and a section of the Oxford

Green Belt in the south of the District. The spatial strategy contained in Local Plan Part 1 indicates that growth in the rural areas will be limited and focus on meeting local community and business needs. Development will be directed towards the larger, more sustainable villages with development in the open countryside being strictly controlled.

**5.78** Local Plan Part 1 identified a number of challenges for the rural areas, as summarised in Appendix 3. Some of the above challenges remain relevant for consideration in preparing Local Plan Part 2. Local Plan Part 1 also indicated that some issues would need progressing through Local Plan Part 2, as discussed below.

**5.79** The strategy of the Local Plan focusses the majority of the new development at Bicester and Banbury, with one strategic allocation in the rural areas: Policy Villages 5 allocates the former RAF Upper Heyford as a strategic development site for a settlement of approximately 1600 dwellings (in addition to the 761 dwellings already permitted) together with employment and necessary supporting infrastructure. A masterplan is being formulated to guide development at the site and further transport assessment work is being undertaken to inform the masterplan.

**5.80** A limited amount of new development is to be directed to the District's most sustainable villages. Local Plan Part 1 (Policy Villages 1) categorises the villages in the District into three categories; category A (service villages), category B (satellite villages) and category C (all other villages). Proposals for residential development in category A and category B villages will be limited to minor development, infilling and conversions within the built up

limits, with only infilling and conversions permitted in the remaining category C villages. In addition policy Villages 3 allows for "rural exception sites"; small scale affordable housing schemes within or immediately adjacent to villages to meet specifically identified local housing needs subject to certain criteria being met.

**5.81** Local Plan Part 1 policy Villages 2 indicates that a total of 750 homes will be delivered at category A villages, with specific sites to be identified through Local Plan Part 2 or Neighbourhood Plans. The category A villages are Adderbury, Ambrosden, Arncott, Begbroke, Bletchington<sup>(26)</sup>, Bloxham, Bodicote, Chesterton, Cropredy, Deddington, Finmere, Fringford, Fritwell, Hook Norton, Kidlington, Kirtlington, Launton, Milcombe, Sibford Ferris/Sibford Gower, Steeple Aston, Weston-on-the Green\*, Wroxton and Yarnton. The overall allocation of 750 homes is in addition to the rural allowance for small "windfall" sites expected to come forward during the plan period, and any planning permissions for 10 or more dwellings as at 31 March 2014.

**5.82** Local Plan Part 1 policy Villages 4 indicates that land may need to be allocated in Local Plan Part 2 to address open space, sport and recreation deficiencies in the rural areas.

### National Policy Context

**5.83** Government policy for the rural areas indicates that local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing. Consideration should be given as to whether some market housing would facilitate the provision of significant affordable housing to

26 \*denotes villages partly within and partly outside the Green Belt. In those parts that lie within the Green Belt, only infilling and conversions will be permitted

meet local needs. Housing should be located where it will enhance or maintain the vitality of rural communities.

**5.84** A positive approach should be taken to sustainable new development to support growth and expansion of businesses in rural areas in order to create jobs and prosperity.

### **Villages and Rural Areas - Key issues for Local Plan Part 2:**

#### **Updating Village Survey Information**

**5.85** Information on village services and facilities was updated during 2014 to inform Local Plan Part 1.<sup>(27)</sup> The Inspector examining Local Plan Part 1 indicated in his report that the survey data should be thoroughly checked and comprehensively reviewed during Local Plan Part 2, and before any new sites are allocated in category A settlements. Maps for the category A settlements indicating key services and facilities are included in Appendix 5, together with a table indicating the Council's 2014 survey information for all villages in the District in Appendix 4. Any information you can provide to assist us in updating this would be appreciated.

#### **Question 90**

##### **Villages and Rural Areas: Updating Village Survey Information**

Is the survey information for your village accurate? (If not, please provide details of the current position)

Do you consider the existing facilities for open space, sport and recreation to be adequate? (If not, please provide details)

Are you aware of any problems with infrastructure provision? If so, please provide details.

#### **Allocation of Sites at Category A Villages**

**5.86** The Local Plan Part 2 will need to determine the amount and distribution of housing growth between the category A villages in order to meet the overall allocation of 750 homes set out in Part 1 of the Plan. From the 2015 Annual Monitoring Report (available at [www.cherwell.gov.uk/index.cfm?articleid=9043](http://www.cherwell.gov.uk/index.cfm?articleid=9043)) it can be determined that a total supply of 470 dwellings is presently expected from non-strategic sites (10 or more dwellings) at Category A villages at 31 March 2015. This leaves only some 280 to be identified to meet the Policy Villages 2 requirement through to 2031; a considerable reduction in the amount of land that needs to be allocated at the villages in Local Plan Part 2. However, we need to update our Strategic Housing Land Availability Assessment and maintain a 5 year housing land supply, and for this reason we need to identify all potentially suitable sites for housing development in the category A villages.

27 HOU15PM Village Categorisation Update October 2014

**5.87** Policy Villages 2 indicates that the following criteria will be taken into account in identifying potential sites for housing:

- Whether the land has been previously developed land or is of lesser environmental value
- Whether significant adverse impact on heritage or wildlife assets could be avoided
- Whether development would contribute in enhancing the built environment
- Whether best and most versatile agricultural land could be avoided
- Whether significant adverse landscape and impacts could be avoided
- Whether satisfactory vehicular and pedestrian access/egress could be provided
- Whether site is well located to services and facilities
- Whether necessary infrastructure could be provided
- Whether land considered for allocation is deliverable now or whether there is a reasonable prospect that it could be developed within the plan period
- Whether land the subject of an application for planning permission could be delivered within the next five years, and
- Whether the development would have an adverse impact on flood risk.

**5.88** In preparing Local Plan Part 2 we will also need to consider whether allocations for other land uses should be made within the rural areas, for example for employment or open space. A small number of allocations in the Adopted Cherwell Local Plan 1996 and the Non Statutory Cherwell Local Plan 2011 have not been developed and it will be necessary to review whether these allocations are still appropriate.

**5.89** Village character assessments will be used to assess the constraints and opportunities of each Category A settlement to help determine whether and how the settlement should accommodate specific development sites. Reference will be made to Neighbourhood Plans where they exist.

### Question 91

#### **Villages and Rural Areas: Allocation of Sites**

Are there any sites which you consider suitable for development? If so, for what use?

If you are promoting a site for development please complete and submit a Call For Sites: Site Submission Form available at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

#### **Considering the Need for Identifying where Development would be Inappropriate**

**5.90** The policy for local landscape protection and enhancement in Local Plan Part 1(ESD13) adopts a character based approach to conserve and enhance the countryside and distinctive character of the whole District, and does not identify specific areas of local landscape value. The Inspector examining Local Plan Part 1, in making his report, indicated that once the local needs of villages have been assessed in Part 2 of the Plan, the Council could consider the need for a policy applying to specific locations meeting the definition of “valued landscapes” and/or “areas of environmental or historic significance” as defined in the NPPF, particularly around Banbury and Bicester, to identify where development would be inappropriate. In progressing Local Plan Part

2 the Council will therefore need to consider whether such areas should be identified and a policy included in the Plan.

### Question 92

#### **Villages and Rural Areas: Identifying where Development would be Inappropriate**

Are there local features or areas that you consider to be of particular value to the community? (If so, please provide details)

Do you consider that there are valued landscapes and /or areas of environmental or historic significance that merit protection from development? If so, please give details.

### Question 93

#### **Villages and Rural Areas: Settlement Boundaries**

Do you think we should define settlement boundaries, beyond which development would not normally be permitted?

#### **Retail Development in the Rural Areas**

**5.92** The adopted Cherwell Local Plan 1996 contains policies on retail (and garden centres) in the rural areas and the countryside (S26, S27, S28, S29), with similar policies in the Non Statutory Cherwell Local Plan 2011 (S22, S23, S24, S25, S26). These policies cover issues such as restricting retail outlets beyond centres, apart from where they are ancillary to existing acceptable land uses, restricting the development of garden centres apart from on the edge of settlements, supporting proposals for new small shops or extensions to existing shops in rural areas serving local needs, and protecting existing village services which serve the basic needs of the local community.

**5.93** The NPPF (paragraph 28) is clear that Local Plans should support sustainable rural economic growth, including the growth and expansion of all types of business and enterprise in rural areas, and the retention and development of local services and community facilities in villages.

**5.94** Paragraph C.241 of the Cherwell Local Plan Part I highlights that the number of permanent local services in the rural areas of the District is generally declining and the Local Plan identifies a sustainable hierarchy of villages to which appropriate levels of

#### **Considering the Need for Settlement Boundaries**

**5.91** Some local authorities identify settlement boundaries for their villages, beyond which development would not normally be permitted. Cherwell District has not followed this approach in the past as it can lead to pressure for development within the boundary on land which is not appropriate, for example areas of open space. However the definition of settlement boundaries can provide greater certainty as to the extent of the built up area. This may become more important in light of the government's proposed changes to the National Planning Policy Framework (NPPF) (December 2015) which include a 'presumption in favour' of development on small sites, provided they are within existing settlement boundaries.

growth across the rural areas will be directed over the plan period in order to meet local needs and Cherwell wide needs.

#### Question 94

#### Retail Development in the Rural Areas

Should the Local Plan Part 2 contain a policy on retail development in the rural areas? What kinds of issues should such a policy cover?

## 5.6 Infrastructure

### Introduction

**5.95** Local Plan Part 1 was accompanied by an Infrastructure Development Plan (IDP) which indicated the key infrastructure needed to support new development proposed by the Plan and how it will be provided. This included infrastructure for transport, education, utilities, health, community infrastructure, open space, recreation and biodiversity to ensure that appropriate essential infrastructure is provided alongside new homes, workplaces and other forms of development.

**5.96** Local Plan Part 1 Policy INF 1 indicates the Council's approach to infrastructure planning in the District, comprising working with partners including central government to provide infrastructure, identifying infrastructure needs and costs, phasing of development, funding sources and responsibility for delivery, and requiring development proposals to demonstrate that infrastructure requirements can be met. A Developer Contributions Supplementary Planning Document will set out the Council's approach to the provision of essential

infrastructure. The Council currently secures contributions to infrastructure provision through Section 106 agreements but work has commenced to consider the introduction of a Community Infrastructure Levy.

### National Policy Context

**5.97** Government guidance in the National Planning Policy Framework indicates that local plans should include strategic policies for the provision of infrastructure and facilities. Local planning authorities should work other authorities and providers to:

- “Assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands; and
- Take account of the need for strategic infrastructure including nationally significant infrastructure within their areas.”

### Infrastructure - Key Issues for Local Plan Part 2

**5.98** Local Plan Part 1 indicated that the IDP is a live document and would be adjusted to reflect changes in circumstances and strategies over time, and will be monitored with progress reported in the Annual Monitoring Report (AMR). In progressing Local Plan Part 2 there may be a need for further review if additional infrastructure requirements emerge. Some of the preceding sections have highlighted infrastructure issues, including in relation to transport, education, and green infrastructure. The following additional

potential infrastructure issues have been raised during early consultation on Local Plan Part 2.

### **Grid Capacity**

**5.99** There are grid constraints around Oxford which are impacting on the ability of renewable energy projects in Bicester to be connected at the present time. Scottish and Southern Electric Power Distribution (SSEBD) are intending to carry out a series of local enhancements to the Headington and Cowley substation to release more capacity in the short term, and commission a new distribution line connecting Bicester to the national grid east of the town to alleviate the issue longer term. This will require building a new substation.

### **Water and Sewerage Infrastructure**

**5.100** Local Plan Part 1 sets out the overall amount of development for the District up to 2031, enabling water and sewerage undertakers to plan for the necessary investment in infrastructure provision. However the distribution of development in the rural areas will be determined in Local Plan Part 2 and any water and sewerage infrastructure capacity issues will need to be taken into account in determining where development should be allocated. Where there are infrastructure constraints it can take time to deliver the necessary improvements. It is important that developers engage with water and sewerage undertakers at an early stage and provide sufficient information on how the infrastructure required for the development will be delivered and on what timescale. Government guidance in the National Planning Practice Guidance allows for the phasing of development to ensure it is not occupied until the necessary infrastructure has been secured. A response to the consultation on the scope of the Local Plan

Part 2 suggested the need for a policy on water and sewerage infrastructure to cover these issues.

#### **Question 95**

#### **Infrastructure**

Do you have any views on infrastructure provision and the need for additional policies in Local Plan Part 2?





## 6 Call for Sites

**6.1** As part of this submission we are inviting the submission of sites with the potential to deliver non-strategic development within the District. Non-strategic housing sites are considered to be sites for up to 100 dwellings. Non-strategic employment sites are considered to be sites of up to approximately 3 hectares. Site submissions should be accompanied by the necessary form available to download at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)

### Question 96

#### Call for Sites

Do you wish to submit details of sites to deliver housing, employment or other development within the District? Please use the necessary Site Submission form at [www.cherwell.gov.uk/policypublicconsultation](http://www.cherwell.gov.uk/policypublicconsultation)



## 7 What Happens Next?

**7.1** The Council will consider the representations received to this Issues Paper and accompanying “Call for sites” and the responses will be used to inform the preparation of the next stage of the document. This will be a consultation on the options for addressing the issues identified. The Council will need to consider all reasonable options and their associated impacts before deciding upon preferred options. As indicated in Section 1, work is on-going to prepare evidence base documents to inform and support the Local

Plan Part 2. Some of the evidence base documents prepared to inform Local Plan Part 1 will be relevant to Local Plan Part 2, but some additional evidence gathering will be required. Preparation of the Plan will include supporting assessments including Sustainability Appraisal and Habitats Regulations Assessment.

**7.2** It is anticipated that the next consultation on Local Plan Part 2 will be in August/September 2016. The main stages of the process and the timetable for the production of Local Plan Part 2 through to its final adoption are set out in the table below.

Stage	Provisional Timetable
District wide review of previous issues and options work and preparation	April 2015- December 2015
Initial District Wide Notification (Regulation 18)	May 2015
District Wide Issues Consultation (Regulation 18)	January 2016 - February 2016
District Wide Issues and Options Consultation (Regulation 18)	August 2016 – September 2016
Preparation of Proposed Submission Plan	October 2016 – February 2017
Consultation on Proposed Submission Plan	February 2017 – March 2017
Submission (Regulation 22)	June 2017
Examination (Regulation 24) (TBC)	June 2017 – February 2018
Examination Hearings (Regulation 24) (TBC)	October 2017
Receipt and publication of the Inspector’s Report (Regulation 25) (TBC)	February 2018
Adoption (Regulation 26)	March 2018
Legal Challenge Period (6 weeks)	March 2018 - May 2018
Final Publication	May 2018
(N.B. Examination and Hearing dates yet to be confirmed)	



## Appendix I Glossary

Phrase	Definition
Accessible Green Space Standards	Model standards devised by English Nature (now Natural England) for the provision of 'natural' greenspace, i.e. accessible areas that also provide potential wildlife habitat. The model sets out that no person should live more than 300m from their nearest area of natural greenspace of at least 2ha in size; that there should be at least one accessible 20ha site within 2km of home; that there should be one accessible 100ha site within 5km of home; and that there should be one accessible 500ha site within 10km of home.
Adoption	The approval, after independent examination, of the final version of a Local Plan by a local planning authority for future planning policy and decision making.
Affordable Housing	Includes affordable rented, social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.
Annual Monitoring Report (AMR)	A report produced at least annually assessing progress of the LDS and the extent to which policies in Local Development Documents are being successfully implemented.
Appropriate Assessment	A process required by European Directives (Birds Directive 79/409/EEC and Habitats Directive 92/43/EEC) to avoid adverse effects of plans, programmes and projects on Natura 2000 sites and thereby maintain the integrity of the Natura 2000 network and its features.
Area of Outstanding Natural Beauty (AONB)	Areas of national importance for their landscape character and appearance, within which the conservation and enhancement of their natural beauty is a priority. A small area of the Cotswolds AONB falls within the District.
Biodiversity	A collective term for plants, animals, micro-organisms and bacteria which, together, interact in a complex way to create living ecosystems.
Climate Change	The lasting and significant change in weather patterns over periods ranging from decades to hundreds of years, impacting on river and sea levels and the rate of flows on watercourses.
Community Infrastructure Levy (CIL)	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

Phrase	Definition
Conservation Area	A locally designated area of special architectural interest, where the character or appearance is desirable to preserve or enhance.
Development Plan	The statutory term used to refer to the adopted spatial plans and policies that apply to a particular local planning authority area. This includes adopted Local Plans (including Minerals and Waste Plans) and Neighbourhood Development Plans and is defined by Section 38 of the Planning and Compulsory Purchase Act 2004.
Development Plan Documents (DPDs)	Documents which make up the Local Plan. All DPDs are subject to public consultation and independent examination.
Duty to Cooperate	A statutory duty placed on public bodies to cooperate constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
Embodied Energy	The energy bound up in making a building's materials, transporting them to the site and constructing the building.
Evidence Base	The information and data collated by local authorities to support the policy approach set out in the Local Plan.
Examination	The process by which an independent Planning Inspector considers whether a Development Plan Document is 'sound' before it can be adopted.
European Union (EU)	Union of European Member States
Flood Zones	Areas of land assessed as being of low risk (Flood Zone 1), medium (Flood Zone 2), high (Flood Zone 3a) and the functional floodplain (Flood Zone 3b).
Green Belt	A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped.
Green Corridors	Green spaces that provide avenues for wildlife movement, often along streams, rivers or other natural features. They often provide pleasant walks for the public away from main roads.
Green Infrastructure	The network of accessible, multi-functional green and open spaces.
Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependant's educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.

Phrase	Definition
Habitats Regulations Assessments (HRA)	HRA is required under the European Directive 92/43/ECC on the "conservation of natural habitats and wild fauna and flora for plans" that may have an impact of European (Natura 2000) Sites. HRA is an assessment of the impacts of implementing a plan or policy on a Natura 2000 Site.
Infrastructure	All the ancillary works and services which are necessary to support human activities, including roads, sewers, schools, hospitals, etc.
Infrastructure Delivery Plan (IDP)	The IDP's role is to identify all items of infrastructure needed to ensure the delivery of the growth targets and policies contained in the Local Plan. This ensures that an appropriate supply of essential infrastructure is provided alongside new homes, workplaces and other forms of development.
Listed Buildings	Buildings and structures which are listed by the Department for Culture, Media and Sport are being of special architectural and historic interest and whose protection and maintenance are the subject of special legislation.
Local Development Documents (LDDs)	The collective term for Development Plan Documents, Supplementary Planning Documents and other documents containing statements relating to planning policy and the development and use of land.
Local Development Scheme (LDS)	A Local Development Scheme is a statutory document required to specify (among other matters) the documents which, when prepared, will comprise the Local Plan for the area. It sets out the programme for the preparation of these documents.
Local Plan	The plan for the local area which sets out the long-term spatial vision and development framework for the District and strategic policies and proposals to deliver that vision.
Local Transport Plan (LTP)	A transport strategy prepared by the local highways authority (the County Council).
Localism Act 2011	The Localism Act introduced changes to the planning system (amongst other changes to local government) including making provision for the revocation of Regional Spatial Strategies, introducing the Duty to Cooperate and Neighbourhood Planning.
National Planning Policy Framework (NPPF)	A document setting out the Government's planning policies.
National Planning Practice Guidance (NPPG or PPG)	The Government's planning guidance supporting national planning policy.



Phrase	Definition
Neighbourhood Plans	A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
Oxford-Cambridge corridor	A spatial concept focused on the economic influence of Oxford and Cambridge. The aim of this is to promote and accelerate the development of the unique set of educational, research and business assets and activities.
Planning & Compulsory Purchase Act 2004	This Act amended the Town & Country Planning Act 1990. The Planning and Compulsory Purchase Act 2004 introduced a new statutory system of regional and local planning and has since been amended by the Localism Act 2011.
Planning Inspectorate	The Government body responsible for providing independent inspectors for planning inquiries and for examinations of development plan documents.
Planning Policy Statement (PPS)	Formerly produced by central Government setting out national planning policy. These have been replaced by the NPPF.
Policies Map	Maps of the local planning authority's area which must be reproduced from, or based on, an Ordnance Survey map; include an explanation of any symbol or notation which it uses; and illustrate geographically the application of the policies in the adopted development plan. Where the adopted policies map consists of text and maps, the text prevails if the map and text conflict.
Regeneration	The economic, social and environmental renewal and improvement of rural and urban areas.
Saved Policies	Policies in historic development plans that have been formally 'saved' and which continue to be used until replaced by a new Local Plan.
Site Specific Allocations	Site specific proposals for specific or mixed uses or development. Policies will identify any specific requirements for individual proposals.
Special Areas of Conservation (SAC)	A SAC is an area which has been given special protection under the European Union's Habitats Directive.
Starter Homes	A new national scheme relating to homes for first time home buyers under the age of 40, available for sale at a minimum 20% discount below open market value, which are exempt from developer contributions. The price reduction is to last for 5 years after which they homes are resellable at full market rate.

Phrase	Definition
Strategic Environmental Assessment (SEA)	An assessment of the environmental effects of policies, plans and programmes, required by European legislation, which will be part of the public consultation on the policies.
Strategic Flood Risk Assessment (SRA)	An assessment carried out by local authorities to inform their knowledge of flooding, refine the information on the Flood Map and determine the variations in flood risk from all sources of flooding across and from their area.
Strategic Housing Land Availability Assessment (SHLAA)	An assessment of the land capacity across the District with the potential for housing.
Strategic Housing Market Assessment (SHMA)	SHMAs are studies required by Government of local planning authorities to identify housing markets, and their characteristics, that straddle District boundaries. Their purpose is to inform Local Plans in terms of housing targets, housing need, demand, migration and commuting patterns and the development of planning and housing policy.
Submission	The stage at which a Development Plan Document is sent to the Secretary of State for independent examination.
Supplementary Planning Documents (SPDs)	Documents which provide guidance to supplement the policies and proposals in Development Plan Documents.
Sustainability Appraisal (SA)	The process of assessing the economic, social and environmental effects of a proposed plan. This process implements the requirements of the SEA Directive. Required to be undertaken for all DPDs.
Sustainable Development	A widely used definition drawn up by the World Commission on Environment and Development in 1987: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs".
Travelling Showpeople	Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.
Windfalls	Unidentified sites that are approved for development.



## **Appendix 2 Summary of Representations Received to the Consultation on the Scope of Local Plan Part 2 (May 2015)**

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Rep ID No.	First Name	Surname	Organisation	Summary
1	Bill	Gair		Raises concerns regarding traffic issues in Banbury, believes they will get worse and suggests a lot of effort is put into looking at this. A new motorway junction south of Banbury and a possible inner ring road are proposed. This would assist through traffic and would open up land south of Banbury for industrial use without causing more problems around junction 11.
2	Gary	Bell		States that policies relating to Gypsies and Travellers should not be in Local Plan Part 2. Suggests that the natural environment must be included in the Local Plan and previous policy was too vague. Concern is expressed about how biodiversity will be monitored and there is a need for specific, measurable targets. Net gain in biodiversity should be explained and defined and Local Plan part 2 should explain how it will be delivered. Landscaping features such as verges do little to encourage biodiversity and areas like extensive woodland are needed. No Green Belt land should be built on and where this is occurring it should be explained. There is a need to plan for sufficient employment land alongside housing to enable sustainable communities to be developed and developers should provide evidence of satisfactory employment generation which should be monitored and audited and not include just providing an internet connection. Developers could contribute to information technology buildings and infrastructure. Local Plan part 2 must include policies relating to sustainable construction and renewable energy to support the transition to a low carbon future. Solar farms should be encouraged on poor quality farmland and can provide a haven for wildlife.
3	Adrian	Fox		Promoting a site at Ardley, is concerned that Ardley's Category 3 status only allows for infilling and conversions. It should be considered as to whether potentially a 100 dwellings could be provided on the site which is considered suitable for development in a village. He believes that the village has good services and facilities and it is questioned as to the sustainability of locating most development at Banbury and Bicester.
4	Simon	Gamage	RPS on behalf of Mr Rowland Bratt	Promoting land at Cotefield Farm, Bodicote for housing, employment and other uses and seeking a clear policy basis for considering employment in the most sustainable locations in the rural areas with the allocation of sites including for expansion and re-development to create opportunities locally. Requests clear policies on farm diversification and the re-use of agricultural buildings. RPS would welcome engagement on the transport modelling being undertaken by Oxfordshire County Council. There should be clear recognition of the role that the District's villages will play in meeting housing demand. Supports policies on high quality design and would welcome policies on self and custom build which should include how these sites will be managed through the development control process and SPD's to come forward when required. There should be clear development management policies and an allocation of housing and employment sites in the rural areas.
5	Ben	Knighton		Believes in relation to roads it is not wider junctions that are needed but more carriageway duelling especially between Wheatley and Witney which could connect to Oxford Parkway. The purpose of the A34 and A44 should be considered. There should be improved cycleways to Oxford Parkway and a hard-surface canal towpath from Kidlington to Oxford. There should be improvements to the passenger rail service to reduce congestion including a service to Cowley. States that air transport is polluting, any subsidies should be removed and low-flying over built-up areas should be stopped. Forward thinking on infrastructure is needed to provide for growth whilst considering the environment.
6	Chris	Gaskell	Scottish and Southern Energy	No comments made other than to acknowledge the consultation.
7	Mark	Goodall	Inchmere Design Ltd	Promotion of a site for housing at Tramway Road which is part of the Canalside site in Banbury.
8	Philip	Freeman-Bentley	NHS Property Services	Local Plan Part 2 should locate new health care facilities alongside new homes to ensure sustainability.
9	Susan	Davidson	Marine Management Organisation	No comments made other than to acknowledge the consultation.
10	Louise	Dale	MOD	States that the area of Cherwell has statutory safeguarding consultation zones within the District boundary. The safeguarding sites are Croughton, Barford St John and Weston on the Green. The MOD's principal concern is related to any development which may infringe/inhibit defence operational capabilities and site allocation should note the interests in the area and consultation should take place with the MOD.
11	Bob	Thacker		Raises issues mainly concerned with water and flood risk which should be considered carefully and material is provided in the representation.

12	Nick	Hedges		Believes there should be investment in walking and cycling to reduce reliance on private cars. The A34 is at capacity, will not cope with growth and there will be impacts on more minor roads. There should be investment in 'mass transport systems' to avoid congestion.
13	Anneli	Harrison	Office of Rail and Road	No comments made other than to acknowledge the consultation and to request being contacted again on certain matters (which are listed) when there are more developed policies.
14	Mark	Cherry	Councillor	Would like to see the provision of a relief road for Calthorpe / Bankside included in Local Plan part 2 considering the impact of traffic from the Longford Park development. New housing development will result in traffic flow issues in Banbury and there should be more detail in Local Plan part 2 on infrastructure and liaison between the District and County Council on these matters.
15	Patricia	Clissold		Believes planning policies have not considered and safeguarded the natural and historic environment sufficiently in Bicester and would like to be involved in Local Green Space designation. Light pollution and river maintenance should be considered and biodiversity planned in new developments. Proposes environmental enhancements to Bicester historic town centre where the small lanes provide opportunities for crafts shops. Funding for the Garden town and contributions from Bicester village should be sought. An improved pedestrian route from Bicester Village to the town centre should be provided.
16	Mike	Pollard	Banbury Ornithological Society	States that there should be a net gain in biodiversity and local nature reserves provided close to Banbury and Bicester in line with Natural England policy. The following is proposed: 1. Within the natural environment topic add, 'consider the provision of new local nature reserves close to Banbury and Bicester'. 2. Within the Green Infrastructure topic add, 'ensure new green infrastructure provision delivers a net gain in biodiversity through the creation and management of new areas of priority habitat'. 3. Within the Banbury topic include specific reference to 'nature reserve provision'. 4. Within the Bicester topic, include specific reference to 'nature reserve provision'.
17	Bob	Sutton	Brown and Co.	Questions the planning approach and consistency in relation to the Green Belt and development at Weston on the Green. Sites are promoted at Weston on the Green and Begbroke.
18	Stewart	Patience	Anglian Water	Notes that there are already policies in the Local Plan Part 1 which deal with water and flood risk. Reference should be made in rural site allocations to water supply and foul sewerage mitigation and the provision of SuDS.
19	Hugo	Brown	Stoke Lyne Parish Councillor	Raise that they have an interest, alongside other Parishes, in potential employment at motorway junctions. They list the following issues: implications for communities close to the proposed sites, current infrastructure (especially road) constraints, commuting impact of workforce, impact of commercial development in areas designated as High Landscape Value, possibility of contiguous development once a precedent has been established, spatial considerations of ribbon development along the M40, environmental concerns, loss of agriculture land.
20	Martin	Small	Historic England	Historic England states that 'Built Environment' should be replaced with 'Built and Historic Environment' and refers the Council to the NPPF and Historic England's revised 'Good Practice Note 1; The Historic Environment in Local Plans'. With reference to the Council's evidence base for Local Plan Part 1 they state that the evidence for Local Plan Part 2 should be more comprehensive and suggest it should include all Conservation Area Appraisals, the Conservation and Urban Design Strategy plus further evidence from external sources. Policies should reinforce commitments made in Local Plan Part 1 'to be proactive in the conservation and enhancement of the historic environment'. Policies should recognise and highlight the importance of the historic environment and its role in delivering the Plan's vision. Strategies should be further developed through detailed development management policies assessing the potential impact of development proposals on all relevant heritage assets. Any loss or harm of a heritage asset should require clear and convincing justification, the more important the asset the greater weight should be given. Draft wording is suggested for a 'Development Management Policy' to set out what is required of applicants in respect of heritage assets, important views, tall buildings etc. Site allocations should be based on consideration of the historic environment and Historic England are currently preparing additional advice on site allocations which is expected to be available in 2015.
21	Mark	Matthews	Savills on behalf of Thames Water	Suggests wording for a proposed 'Water and Sewerage Infrastructure Policy' and supporting text. Stresses the importance of not underestimating the time required to deliver infrastructure and the need for developers to engage with water and sewerage providers at an early stage. Proposes a 'Integrated Water Management Strategy' to support growth in Banbury and Bicester and policies to support the delivery of effective SuDS. Proposes a policy that requires water efficiency measures in new developments providing for a maximum usage of 110 litres per person per day. Policies should ensure water cycle efficiency measures in new developments, for example green roofs and the re-use of surface water.

22	Patricia	Redpath	Kidlington Parish Council	Clarification is requested on how the draft Kidlington Framework Masterplan will link to Local Plan Part 2. The Parish Council state that they would like to see a broader consultation take place. There is a need to emphasise the re-defining of the village centre to include the Exeter Close site and a lack of a clear design policy for Kidlington village centre has resulted in poor planning decisions. The Parish Council requests the continued engagement in any review of the Green Belt. They believe the SHLAA should be reviewed annually. There is a need to review parking in Kidlington in light of commuter parking and the impact of the new railway station. There should be policies to promote improvements to healthcare facilities. The impact of traffic on the A4260 as a result of development at Upper Heyford should be taken into account.
23	David	Broadley	Aylesbury Vale DC	In producing Local Plan Part 2 there is a need to consider the impact on and work with neighbouring authorities when development is assessed or planned near the District's borders including in relation to strategic transport implications and landscape/visual impact. This should include consideration of designations and relevant evidence studies.
24	Helen	Marshall	CPRE Oxfordshire	CPRE strongly object to the proposed examination of options for logistics employment at motorway junctions which they state will result in ribbon development. If this is proposed it should be restricted to rail interchanges. The focus of the Local Plan should be not on farm diversification but to increase food production. They believe Oxfordshire County Council's Local Transport Plan is a meaningless document which is not fit for purpose without input from Highways England. They state that the 'jargon' used in open space policies is impenetrable but support the designation of a local green space at Gavray Meadows and Langford Community Orchard. They would like to see footpath creation considered under green infrastructure. There is support for sustainable construction and renewable energy policies but they would like to see more detail for example that all new solar power units should be confined to roofs and brownfield sites. It is questioned as to whether the maps showing 'sites suitable for wind farms' are still appropriate. CPRE are supportive of 'Natural Environment' policies but say that recognition should be given to the grading of farmland. The Green Belt Review should be cancelled and only infilling and conversions should be permitted in villages in the Green Belt including Kidlington. They support Green Infrastructure and Built Environment policies and at Banbury they suggest that 'allotment land' be added to the list and 'measures for flood control in the Banbury area'. Employment land allocations in Banbury should be confined to the west of the M40 and in villages avoid out-of-scale developments and protect allotments. Infrastructure in relation to flood risk and water should be addressed through the Local Plan. The Local Plan Part 2 should address the urban extension proposed at Woodstock. All policies should be correctly cross-referenced to avoid potentially conflicting policies.
25	Charlotte	Frizzell	Natural England	Natural England suggest updating evidence base for open space, sport, and recreation facilities and suggest including new allocations to meet identified local needs and address deficiencies as well as providing for future growth. Accessible Natural Greenspace Standards (ANGST) are suggested for this purpose. There would be support for detailed policies which will enhance biodiversity. Open space, sport and recreation provision should feed into Green Infrastructure policy which should include progressing the Green Infrastructure Strategies for Bicester and Banbury.
26	Jack	Moeran	Environment Agency	The EA suggest updating the Council's Strategic Flood Risk Assessment to cover all forms of flood risk and that any new modelling that has taken place should be taken into account. Local Plan part 2 should apply a sequential, risk based approach to the location of new development and follow the NPPF with a sequential test undertaken. A Water Cycle Study should be undertaken which will assess whether sites will have an impact on the water environment and the infrastructure upgrades required. New camping sites in Flood Zones 2 or 3 are unlikely to be supported. The Local Plan should consider the environment in relation to new transport infrastructure. In relation to housing there could be policies which guide finished floor levels and access/egress arrangements. New traveller sites would not be supported in zones 2 and 3. The EA would support new policy on solar farms and a policy requiring new developments to comply with optional Building Regulation standard of 110 litres p/h/d. Biodiversity policies building on Local Plan Part 2 would be welcome and Green Infrastructure including 'Blue Corridors' to enhance sections of the main rivers through Banbury and Bicester should be provided to enhance biodiversity. The provision of a burial site in Banbury should consider any impacts on ground water quality.
27	Jan	Molyneux	Stephen Bowley Planning Consultancy	State that a review undertaken for Local Plan part 2 to include a small number of strategic sites would enable the earliest provision of an adequate housing supply of housing and the Green Belt should be reviewed to identify a site at Shipton-on-Cherwell Quarry to create a self contained village close to public transport. It is stated that this is an opportunity to create a properly planned 'village' to meet Kidlington's unmet housing, employment and recreational needs while avoiding sporadic incursions into the Green Belt.
28	Ross	Anthony	The Theatres Trust	Raise that the NPPF explains the importance of cultural facilities and the Local Plan Part 2 must contain a suitable policy to reflect it including one which protects buildings used for cultural facilities and encourages new ones. A definition of community and cultural facilities is suggested.



29	Chris	Birch	Bicester Hockey Club	Bicester Hockey Club explain that it has entered into consultation with local providers with regard to the provision of sports facilities at the Graven Hill site as part of the Bicester Garden Town Development. They require that a twin sand dressed astroturf pitch plus community facility be formally included in the Local Plan part 2.
30	Jonathan	Porter	Barton Wilmore on behalf of Archstone Projects Ltd	Are promoting a site which was assessed as potentially developable in the Council's 2014 SHLAA at Stratfield Farm, Kidlington for release from the Green Belt for housing.
31	Jonathan	Porter	Barton Wilmore on behalf of Archstone Projects Ltd	Are promoting a site which was assessed as suitable and deliverable in the Council's 2014 SHLAA at Church Leys, Blackthorn Road, Ambrosden for residential development. They support the identification of Category A villages to deliver housing.
32	Eleanor	Cooper	Oxford Preservation Trust	The Trust believe that there should be development management policies that protect the historic environment, the heritage of Oxford and its unique character and green setting in the Local Plan Part 2 and these issues should be key in making allocations in villages. They continue to object to the small scale review of the Green Belt set out in Local Plan Part 1 and believe that if a review of the Green Belt in Cherwell was deemed necessary it should only happen following a review of the entire Oxford Green Belt involving all adjoining authorities who cover the Oxford Green Belt. The objection would also stand if any of the village allocations are proposed in the Green Belt.
33	Simon	Tofts	Blue Cedar Homes	Refer to changes in government guidance relating to older people and suggest Local Plan Part 2 policies should explicitly encourage the provision of retirement housing recognising that this would make available family housing for younger families. It should be recognised that this housing can be less viable to build and minimum densities should not be prescriptive for housing for the elderly due to on site open space provision. Regarding affordable housing policies, it may be appropriate to seek a financial contribution towards off-site provision for proposed developments addressing a specific local need such as retirement housing. Specialist accommodation such as retirement housing should have a separate development scenario and not be amalgamated into a general residential category for affordable housing.
34	Alex	Hales	Savills on behalf of the Trustees of the estate of JW Tustian	Are promoting a housing site at land adjacent to Oak Farm Drive, Milcombe and the characteristics of the site and the village are set out with reference to the Council's SHLAA. It is stated that the site is deliverable and would satisfy the criteria in Policy Villages 2. The general approach for the rural areas set out in Local Plan Part 1 is supported and it is argued that it is essential that any detailed policies which emerge through Local Plan Part 2 do not prejudice the ability of applications to come forward on unallocated sites. Local Plan Part 2 should focus on the design of new development in the rural areas.
35	Jane	Hennell	The Canal and River Trust	Welcomes the fact that the Council wish to update and amend policies relating to development affecting the Oxford Canal and the opportunity to work with the Council on these policies. It is explained how the Canal is a multi-functional asset and that it runs through several authority areas meaning alignment between authorities is important. They suggest a policy which recognises the importance and multifunctionality of the canal and seeks to protect it. The policy should not only cover water related development but the impact that other development can have on the waterspace and ensure mitigation is required.
36	John	Cooke	Mono Consultants on behalf of the MOA	The MOA represents the four UK mobile network operators and highlights how telecommunications has a vital role in the economic and social fabric of communities. A specific policy relating to telecommunications development is requested and wording is suggested.
37	Dominic	Woodfield	Bioscan (UK) Ltd	Welcomes the range of issues proposed for Local Plan Part 2 including commitments to review natural green space provision and the commitment to progressing GI strategies for Bicester and Banbury. It should be explored as to how the Local Plan can facilitate access to and enjoyment of existing and future green spaces, particularly natural green spaces and better integrate these with school criteria. The Council should review the policy approach of 'no net loss' and 'net gain where possible' highlighting how other authorities have adopted the Defra metrics underpinning biodiversity. The issue of dark skies should be added for Local Plan Part 2.
38	Jon	Waite	Kemp and Kemp on behalf of Taylor Wimpy Oxfordshire	Are promoting a site for housing adjacent to Collins Drive, Bloxham (a Category A village) and set out how they believe it is a suitable and sustainable location for an allocation.

39	Andrew	Hickman	Middleton Stoney Parish Council	Suggest in relation to transport the wording should be 'examine the requirement to include transport infrastructure...' and there should be no reference to exploring the release of employment land at motorway junctions. The M40 was to be transport corridor only and there are already traffic issues at motorway junctions.
40	Frank	Davies	Deddington Development Watch	Welcome more detailed Development Management policies regarding conservation areas and listed buildings; the focus should be on protective policies for these heritage assets. New development should not be allowed which negatively affects a conservation area, listed building or its setting. With regards to villages and rural areas consider: the capacity of core infrastructure in villages to accommodate additional development; sustainability impact of car dependent 'dormitory' development in rural areas; car parking provision capacity in 'service centre' villages to access to local services and for residents in historic housing without off-road parking. They believe that there are shortcomings in the village categorisation and a qualitative rating system should be applied to village categorisation allowing for evaluation of the quality of services and facilities and for it to be regularly re-assessed.
41	Tom	Ormesher	National Farmers Union	Policies should support sustainable intensification of farming, enabling development such as changes to existing farm buildings or construction of more modern, increasingly efficient, and in some instances larger, buildings; help horticultural industry with criteria based policies being prepared to permit large glasshouse developments and polytunnels and in Green Belt only applying the tests relevant to agriculture; support farm diversification (including farm renewables); be framed so that they can accommodate development necessitated by regulation (e.g. increased slurry storage); reflect changes to farming practices following legislation changes (e.g. nitrate vulnerable zones); adopt NFU recommendations for policies on rural workers' dwellings, with a more relaxed policy where the business is well-established; protect farming from undue interference and harm from non agricultural development and taking into account the economic and other benefits of best and most versatile agricultural land. Farming planning applications should not be required to be accompanied by 'unnecessary reports' or made un-economic by CIL.
42	Jennifer	Coppock	Carter Jonas LLP on behalf of the Oxford Diocese Board of Finance (ODBF)	Promoting Land at Sibford Gower, Land at Bloxham and Land at Fritwell (Category A Villages). Considers the Reg 18(1) consultation 'premature'. The Plan should emphasise the role housing development in villages can play in creating and maintaining sustainable communities. They support '...the Council's intention to complete Village Character Assessments to assess constraints and opportunities of individual Category A villages...'. Requests consideration of 'efficient use of land': whilst reflecting local demand, density in combination with the use or mix of uses can affect the vitality and viability of a place. Requests consideration of the effect of off-site contributions and CIL charges on the viability of development and its implementation in a timely manner.
43	Joanna	Male	Gregory Gray Associates on behalf of Wyvale Garden Centres	Requests introducing a policy supporting 'town centre first' but making provision for the sustainable development of existing retail businesses on identified retail parks. Promoting the Bicester Avenue Garden Centre site for 'alternative food/non-food retail use, leisure or tourism development or as a logical extension and link between the two adjacent strategic employment sites Bicester 4 and Bicester 10'.
44	Alex	Hales	Savills on the behalf of Stratfield Farm	Promoting land at Stratfield Farm, Kidlington. Considers it essential that a 'small scale local review of the Green Belt boundary' is undertaken as part of the LP Part 2 process to meet Kidlington's local housing needs. Agrees that DM policies on biodiversity enhancement are an appropriate function of Local Plan Part 2 but considers that future policies should provide more detailed guidance for development in Conservation Target Areas (CTAs). Policies should: consider the extent to which biodiversity offsetting could be used not only to compensate for biodiversity loss, but also to secure biodiversity enhancements; make clear ways by which built development can contribute to biodiversity enhancement within CTAs. Seeks greater flexibility for development in 'these locations' (CTAs) to ensure deliverability of Local Plan strategy and suggests that Local Plan Part 2 makes provision for the boundaries of the designated buffer areas to be adjusted to accommodate development in appropriate sustainable locations.
45	Alex	Hales	Savills on behalf of Mr and Mrs Shouler	Promoting land at Lodge Farm, Chesterton. Has concerns regarding emerging Policy ESD15 on green buffers and considers that Local Plan Part 2 should make provision for proposed green buffers to be adjusted to accommodate development in appropriate sustainable locations.
46	Jamie	Lewis	Hunter Page	Promoting a site (location unspecified) in Deddington (A Category A village) and refers to a previous submission for consideration in the SHLAA. Supports the scope of LP Part2 as set out in the consultation.
47	Alice	Hare	Bidwells on behalf of the Tusmore Estate and Tusmore Park Farms Ltd.	Object to logistics employment sited at M40 J10 as the location is unsustainable. Supports logistics developments at M40 J9 and J11 as they are in close proximity to existing urban areas.

48	Valerie	Russell	Bodicote Parish Council	Criticism that existing policies were not applied consistently to SHLAA sites. Concerns with SHLAA sites: BA374 & BA341 - Land south of Bankside, BO022 - Land South of Bodicote, BA368 - Land at Wykham Park Farm, BA362 - South of Saltway and West of Bodicote, and BA370 - Land at White Post Road on various grounds including transport implications on the Oxford Road and White Post Road, local school capacity, water supply and water drainage systems, urbanising impact on Bodicote village, coalescence, landscape impact, and impact on the Salt Way, in addition to considering further development in BA374 & BA341 is contrary to policy. Proposes stronger policies relating to infrastructure provision in villages, particularly water and sewerage, and a policy to prevent urbanisation of Bodicote and coalescence with Banbury.
49	Chris	Thornton	Ardley with Fewcott Parish Council	Expresses an interest in the area of releasing land at motorway junctions for large scale logistics development due to the close proximity of the Parish to J10 M40. Believes that the issues to be considered in relation to this matter are: implications for communities close to proposed sites; current infrastructure, especially roads constraints; possibility of contiguous development once a precedent has been established; spatial considerations of ribbon development along the M40; environmental issues (including light pollution); and loss of agricultural land.
50	William	Benbow	Savills on behalf of Christ Church, Oxford	Promotes two sites at Milcombe for housing which are suitable and available and can be delivered within the Plan period.
51	Peter	Bateman	Framptons on behalf of Mr and Mrs Donger	Promotes land north of Dukes Meadow Drive, Banbury which was submitted to the Council's SHLAA in 2014. It is suggested that the list of land uses relating to Banbury also includes 'strategic sports and retail' and a future 'Call for Sites' should clearly define what constitutes a 'non-strategic site' for the purposes of the Local Plan Part 2. It is considered that the site could accommodate up to 400 dwellings, a number of characteristics are listed and it is stated that development could enable a comprehensive planned development to achieve and deliver new housing of a scale which is appropriate for the most sustainable settlement in the District. The land is considered available, suitable and achievable for housing and there are a number of services and facilities in close proximity.
52	Colin	Astley	Some members of Adderbury Neighbourhood Plan Community Group	A number of matters are listed in the representation which were considered at the Local Plan Part 1 examination including; green buffers, policies for avoiding coalescence of Banbury with its surrounding villages, village categorisation and the distribution of growth in the rural areas and the use of the Strategic Housing Market Assessment (SHMAA). A number of matters are listed which they believe should be considered for Local Plan Part 2. These include: 1. Examination of saved Policies from the 1996 Adopted Local Plan to explore which should continue to be used. 2. Developments including the relocation of Banbury United, the gap between Banbury and Adderbury and coalescence. 3. Village Categorisation including to take account of recent planning permissions. 4. The distribution of development in the rural areas. 5. Under utilisation of commercial premises. 6. A review of town centres. 7. Tourism. 8. Transport. 9. Housing. 10. Sustainable construction and renewable energy location. 11. Infrastructure including an examination of education with OCC.
53	Paul	Newton	Barton Willmore on behalf of Bicester Sports Association	Promotes sites at Oxford Road, Bicester and Akeman Street, Chesterton which are owned by Bicester Sports Association and state that Local Plan Part 2 should identify sites for additional A1 retail in Bicester. They explain that the Oxford Road site is within the 'area of search' and is sequentially preferable and capable of accommodating retail floorspace along with other development.
54	Nik	Lyzba	JPPC	Considers the consultation to be premature. They state that the limited review should consider land around Begbroke Science Park and Kidlington in detail for Local Plan Part 2 involving the Tripartite and others in consultation. Ancillary uses should be considered at the Science Park including key worker housing. It is stated that a number of saved policies from the 1996 Adopted Plan and Non-Statutory Local Plan 2011 are not NPPF or NPPG compliant and these policies should be reviewed. Employment policies should be positive and proactive, supporting economic growth, particularly at Begbroke Science Park.
55	Darren	Bell	David Lock Associates on behalf of Hallam Land Management Ltd	Promoted a site in Ambrosden to the 2014 SHLAA. Believe the Council should ensure development is located in the most sustainable locations by referring to the existing categorisation information and the criteria in Policy Villages 2 and the Local Plan Part 2 should allow for development in addition to the housing target for villages where it is supported by local communities. Village character assessments will be useful new evidence but should also rely on existing evidence relating to sustainability collected for villages. Consultation should take place on accommodating sites in category A villages and sustainability appraisal undertaken. It is suggested that the Local Plan Part 1 already contains sufficient policy on urban and rural design for most circumstances and that additional guidance is only needed in special circumstances, e.g. for conservation areas. Urges caution over a blanket application of areas of tranquillity.

56	Peter	Frampton	Framptons	Promotes a site at junction 10 of the M40 to meet the needs of regional and national scale logistics and information is provided including describing links with manufacturing and retail.
57	Julia	Mountford	Boyer on behalf of Redrow Homes and Wates Developments	State that intensification of existing employment sites as proposed for the scope of Local Plan part 2 should not include those sites already allocated in the Local Plan Part 1 as it could undermine the Local Plan part 1 strategy. Concerns are raised regarding the fact that transport infrastructure will be set out in Local Plan part 2 which is not due for adoption until 2017 after which many sites will have commenced building, particularly as CIL is unlikely to be charged until August 2016 at the earliest. Concerns are also that the infrastructure requirements for Local Plan part 2 could be based on out of date evidence. The Council's Cil and IDP are at the early stages and they believe the source of costs are not clearly identified. They state that the deliverability and viability of the Plan cannot be determined without a clear schedule of infrastructure requirements and costs, relating to the phasing of development and confirmation that this evidence base will be provided would be welcomed. Additional policies relating to the Bicester Garden Town designation should be reasonable and not conflict with policies in the Local Plan Part 1. Clarification is needed on whether policies relating to community facilities and open space are intended to clarify or supersede existing policy in Local Plan Part 1. Policies on sustainable construction and renewable energy should not seek to go beyond restrictions imposed in the Deregulation Bill 2015. Clarification is needed on what additional infrastructure is being referred to and would involve for Local Plan part 2. The review of older consultation papers produced by the Council should be undertaken with caution.
58	Carl	Smith	Gosford and Water Eaton Parish Council	State that there is a need to emphasise OCC's approved 'Heavy Lorry Routes' and apply these to policy formulation. The Parish opposed an A40 - A44 link which they believe will create more congestion and development pressure at Begbroke and Kidlington. There is concern over the number of flats in residential developments, occupancy and parking. The Parish believe that the needs of Gypsy and Travellers have already been met in the Parish. More consideration should be given to developers contributions for maintaining open spaces and enhancement of biodiversity including providing nesting facilities for swifts/swallows/house martins. The Parish would oppose a Green Belt Review to meet Oxford's needs and is especially opposed to accommodating any of Oxford's housing need in the Parish. They believe that Air Quality Action Zones should be included in the Local Plan and air quality monitored. Parking enforcement should be considered and how money from Cil could be used for the Parish.
59	Ian	Jelfs		Opposes large scale logistics developments owing to low employment levels and significant use of land. Coalescence of Banbury and surrounding villages should be prevented. Development should be spread equally among the Category A villages and wider across more villages.
60	Alan	Hughes	DP9 Ltd on behalf of EP Barrus Ltd.	Promoting a site at Chilgrove Drive, Upper Heyford it is explained how EP Barras is local company who wishes to expand. A needs assessment has been undertaken examining existing and emerging employment allocations and it concludes that none of the Local Plan Part 1 employment allocations are suitable, viable or available. It is considered that the promoted site is suitable, viable and available for employment and the allocation at Upper Heyford should be expanded to include land at Chilgrove Drive adjacent to the land identified in the Local Plan. The allocation would meet the requirements of the NPPF, assist the Council in meeting its aims and strengthen employment provision at Upper Heyford.
61	Oliver	Taylor	Strutt and Parker on behalf of the Walker Family	State that they believe non-strategic allocations need to be made for employment development at Bicester as Local Plan Part 1 evidence base sets out a strategy for growth at Banbury and Bicester. They are promoting two sites for this purpose at Charbridge Lane, Bicester which they believe would have limited impact on the identity and setting of Launton, would not lead to coalescence or effect the historic field pattern. There is existing employment in the area and there is a need for sites for smaller units which will contribute to the economic growth of Bicester.
62	Oliver	Taylor	Strutt and Parker on behalf of Charterhouse Standard Holdings and the Walker Family	Promote a site adjacent to South East Bicester for residential development which they state was discussed at the Local Plan Part 1 examination where it was stated that it would be considered for Local Plan Part 2. The 5.3 hectare site is within the Gavray Drive meadow Local Wildlife site (LWS). An ecological survey is submitted which shows that 2 hectares of the site could be developed. Development of the site would be consistent with the strategy for locating growth at Bicester and in the vicinity at Bicester 12 and 13 allocations, would conserve and enhance the natural environment and is deliverable, suitable and available.

63	Kathryn	Young	Turley on behalf of Gallagher Estates Ltd	Promotion of a site north of The Bourne, Hook Norton for residential development. State that clarification should be provided on the relationship between Local Plan Part 2 and Neighbourhood Plans and agree that development should be focused at Category A villages. Development viability is considered to be a key factor in the delivery of sites and the need to apply a flexible approach to affordable housing requirements and section 106 contributions to reflect the development viability of schemes.
64	Mat	Evans	Gladman Developments Ltd	Gladmans have fundamental concerns about the approach taken in the preparation of this consultation and its adherence to the statutory regulations on consultation periods and the information contained within the Council's Statement of Community involvement. They welcome that Local Plan part 2 will explore sites in the villages and state that it will be important to consider the relationship between Neighbourhood Plans and Local Plan part 2. They suggest using Local Plan Part 2 to meet Oxford's needs. Sites are promoted at Banbury Road, Adderbury; Sibford Road, Hook Norton and Oxford Road, Kirtlington.
65	Ifti	Maniar	West Waddy on behalf of Pye Homes and the Vanbrugh Unit Trust	Promotion of a site known as Woodstock East for mixed use development which they state is outside the Green Belt, outside landscape designations away from the historic core of Woodstock and can provide employment in an area which is close to where the Council is already reviewing the Green Belt to accommodate employment needs. The site could accommodate some 1,200/1,500 dwellings contributing to Kidlington's housing needs and avoiding the need for a significant review of the Green Belt to meet housing and employment needs. Local Plan Part 2 should enable the delivery of sustainable employment sites and set out a policy approach to care homes/retirement homes.
66	Hannah	Smith	Quod on behalf of Albion Land	Promotion of land for large-scale logistics development at M40 J10 for Local Plan Part 2. The representation contains a report which is considered to demonstrate the appropriateness in planning, market and environmental terms of the site at junction 10 of the M40 to deliver 232,258 sq metres of logistics floorspace. It sets out how the site will: provide a deliverable development option capable of meeting an identified specific market requirement for large scale logistics buildings in Cherwell that cannot be met through existing Local Plan allocations; is capable of being satisfactorily accessed via the existing road network and the inclusion of new site access arrangements; can be appropriately accommodated without unacceptable impact on ecology and through the application of appropriate design and landscaping treatment could deliver potential biodiversity improvements; can be accommodated within the surrounding landscape without unacceptable harm through the incorporation of appropriate design measures and; is suitable in flood risk and drainage terms and can be appropriately accommodate without harm to future users from potential sources of contamination. It is stated that there is strong market demand for large scale logistics buildings nationally and it has been demonstrated that these cannot be suitably accommodated in full on the allocated sites within Part 1 of the Local Plan. Part 1 of the Plan cannot meet the objective employment needs for such facilities.
67	Julie	Smith	Cerda Planning on behalf of Cala Homes	Consider the employment policies are over-restrictive and should include mechanisms to bring forward reserved sites. They believe that employment sites should be protected from residential development for example. The review of Bicester town centre boundary is supported to ensure opportunities for additional floor space to reflect Bicester's sustainability and a sequential approach is required. The Local Plan part 2 should take objectively assessed need as a minimum and should include mechanisms to bring forward additional sites. The Local Plan part 2 should make provisions for an early review of the objectively assessed need and the extent of allocated/reserved sites to meet Oxford's needs. The Local Plan Part 2 should make it clear that a presumption in favour of sustainable development applies. Policies relating to housing mixes should be flexible and no standards should be set for sustainable construction as the Building Regulations cover this. Consider whether green infrastructure could be best delivered through residential urban extensions. At Bicester the Council should identify more sites than the objectively assessed need requires to ensure flexibility. Proposes a new Local Plan Part 2 topic on 'Planning Balance'.
68	Debbie	Jones	Framptons	Is promoting sites at Adderbury and Finmere and believe that the 'service centre villages' identified in Local Plan Part1 need to have a more flexible growth policy than the other villages within the larger village category. Local Plan part 2 must allocate each service centre villages growth in terms of housing numbers, be clear on the capacity of the village and include in planning policy for more sustainable service centre villages, that development on land contiguous, or well-located to village services, all things considered, would be acceptable. States that settlement boundaries can constraint development and inflexible policies relating to settlement boundaries may lead to development in less sustainable locations. Neighbourhood Plans, through the Local Plan, should robustly differentiate between windfall sites and those that will come forward through an allocation policy.

69	Theresa	Goss	Bloxham Parish Council	<p>Questions the sustainability of logistics development at M40 junctions. The capacity of existing employment sites should be reviewed and housing development not permitted on employment sites in rural areas. Policies should support farming and small holdings and encourage tourism. Town Centre Boundaries and Primary Shopping frontages should be reviewed to avoid encroachment into the surrounding countryside. A policy is needed regarding the sub-division of existing houses in villages and associated traffic generation. The Parish Council wishes to be more involved in s106/CIL process and 'community use' agreements need to be secured for education facilities. There should be an allocation for 'local green space' to include identification of ridge and furrow fields and further clarification of the distinction between 'local green space' and 'significant green space' needed. Further guidance needed on what the Council considers 'sustainable construction' and how it relates to the Building Regulations. If wind or solar farms are approved local residents should benefit. For all new developments biodiversity should be assessed and mitigation measures agreed to result in a net gain. Support expressed for community orchards and allotments. There should be a robust policy on tranquillity. Support small scale local review of Oxford Green Belt around Kidlington and Begbroke. All new development needs to model the increase in pollution expected to be generated. Rural development needs to include adequate parking for the current level of cars used by residents. All roads in new developments should have wider roads and pavements (roads 6.0m min, pavements 2.0m min) and avoid the use of parking courts, on-street residents' parking and parking adjacent to play areas. Allocate funding for play equipment improvement to village-wide facilities instead of concentrating play provision on individual developments and avoid locating play areas close to access roads. Allocate a higher proportion of shared ownership homes and include the need for bungalows. 'Clear green space' should exist between villages and there is a need for additional burial sites in villages. More work is needed on sustainability of individual sites in Category A villages.</p>
70	Chloe	French	Bidwells on behalf of Brasenose College	<p>Promotion of a potential housing site at Station Road, Cropredy (a Category A village). The relationship between the Local Plan Part 2 and Neighbourhood Plans needs to be clarified. Housing land supply should be considered and the Council's SHLAA assessment will be an important background document. Concern that (while the timetable set out for the production of the Local Plan Part 2 is considered reasonable) there will be a two year hiatus before it can be adopted which should not be allowed to delay development. Category A villages can contribute to the housing requirement in a shorter timescale owing to them often having fewer constraints. The documents forming the evidence base for Part 2 should be made public as they are produced.</p>
71	Kate	Skingley	on behalf of Mr Bertrand Facon	<p>Site promotion of land at Tadmarton Road, Bloxham (a Category A village). Suggests rating Category A villages for sustainability and introducing a 'Category A+' for the most sustainable to which the 'vast majority' of rural housing should be allocated and questions the promotion of some villages from Category B to Category A in the last review. Believes a review of CRAITLUS, Village Categorisation Assessment and a draft sustainability appraisal are needed. Opposes potential policy on tranquillity as this is already covered by other policies. Supports the opportunity to re-visit non-strategic issues and allocations and to review supporting documents such as the SHLAA. The relationship between the Local Plan Part 2 and Neighbourhood Plans needs to be clarified.</p>
72	David	Flavin	Oxfordshire County Council Part 1 of 5	<p>The inclusion of additional infrastructure within Local Plan Part 2 is strongly supported. OCC do however have concerns about the proposal to examine options for the release of land at motorway junctions for large scale logistics development. Large scale logistics developments would be likely to have significant impacts and raise strategic planning issues. Such an options assessment is considered to fall outside the scope of Local Plan Part 2 and would be more appropriate as part of the early review of Local Plan Part 1. This would allow the impact and infrastructure requirements of releasing land at motorway junctions for large scale logistics development to be considered alongside the allocation of strategic sites for accommodating Oxford's unmet housing needs. If CDC is satisfied that there is an identified need for large scale sites for logistics buildings which cannot be met in or adjoining the urban areas, there should be an assessment of all reasonable options for meeting that need. This should include rail based options, locations which may be subject to new motorway junctions and other transport interchange locations, not just options around motorway junctions. Large scale logistics development is a significant generator of traffic. A road based solution located at motorway junctions would impact significantly on the local and strategic highway network. Whilst the emerging Local Transport Plan LTP4 encourages road-based transport of freight to use motorways, there is a risk that the introduction of new strategic sites for B8 uses at motorway junctions at this stage could require the reassessment of emerging local transport strategies and infrastructure plans. With the exception of sites at J11 Banbury, locating large scale development at existing or potential motorway junctions would appear to be out of conformity with the local plan spatial strategy which seeks to focus development at Banbury and Bicester and allows for only limited growth in the rural areas. Local Plan Part 1 makes provision for B8 uses at Graven Hill, Bicester, which is due to come on stream 2016-21. There is a risk that the early provision of alternative sites at junctions 9 and/or 10 could undermine investment at Graven Hill which could prejudice the success of the local plan strategy for Bicester. If land at M40 Junction 10 is to be released, the potential for a large scale energy user to utilise heat supply from Ardley energy recovery facility should be maximised.</p> <p>The County Council supports tourism policies being within scope of Local Plan Part 2 as tourism makes a significant contribution to the Oxfordshire economy. The work should take account of the Oxfordshire Cultural, Heritage and Tourism Investment Plan which has been commissioned by the Oxfordshire LEP and should be available in July.</p> <p>The County Council would support the inclusion of transport infrastructure arising from the review of its Local Transport Plan (which is scheduled to be adopted in September 2015) and area strategies. This should include potential park and ride sites at Langford Lane and East of Kidlington. The table in the Reg 18 notification states "Consider the need to include transport infrastructure". For the avoidance of doubt, the need has already been identified and transport infrastructure should be included.</p>

72	David	Flavin	Oxfordshire County Council Part 2 of 5	<p>Local Plan Part 2 could look to identify small sites to meet any identified specialised housing needs of older people and/or people with disabilities or mental health problems that would not be met on urban strategic sites. Policies to deal with a broad range of tenures / housing types, Lifetime Homes, and supported accommodation should be included within the scope of Local Plan Part 2. Clarity over the distinction between extra care accommodation that falls within Use Class C2 and extra care that falls within Use Class C3 would be welcomed.</p> <p>The County Council supports the inclusion of new standards for the provision of community facilities. The standards would need to be flexible to take account of the varying internal and external space requirements of public and voluntary sectors as they seek to find new ways of delivering services within the community. A criteria based policy or policies dealing with the loss of existing facilities should also be included.</p> <p>The County Council support CDC in developing additional guidance on allowable solutions and renewable energy schemes. The County Council’s Position Statement on Solar Development (<a href="https://www.oxfordshire.gov.uk/cms/content/position-statement-solar-development">https://www.oxfordshire.gov.uk/cms/content/position-statement-solar-development</a>) provides technical advice on issues relating to County matters which should be considered when developing major ground-mounted solar energy proposals.</p> <p>The County Council support:</p> <ul style="list-style-type: none"> <li>- a local review of the Green Belt in the vicinity of Langford Lane, Kidlington, Oxford Airport and Begbroke Science Park to provide sufficient land to enable local key sector, high tech employment growth in line with objectives of growing the Oxfordshire economy in the SEP and City Deal.</li> <li>- a local review of the green belt at Kidlington to meet local housing need if sufficient housing sites cannot be found within the built-up area.</li> </ul> <p>Any new sites to be considered will need to be assessed against a transport strategy. Sites that would maximise patronage demand along key public transport corridors will be developed through LTP4, with a view to maximising walking and cycling opportunities. The Oxford Green Belt study currently being undertaken as part of the post SHMA joint strategic work programme will inform Cherwell’s local green belt reviews. The conclusions of the Spatial Options Assessment may offer opportunities for meeting these localised Cherwell unmet needs in combination with Oxford’s unmet housing needs.</p>
72	David	Flavin	Oxfordshire County Council Part 3 of 5	<p>Progress green infrastructure strategies for Bicester and Banbury and consider the need for new green infrastructure allocations. The County Council supports this being within Local Plan Part 2. The provision of green infrastructure is an important element of place shaping and is in line with LEP objectives for innovative place. There will be links to the work the County has done on a Green Infrastructure Strategy and work to be undertaken to develop an Oxfordshire Infrastructure Delivery Assessment as part of the post SHMA work programme.</p> <p>Bicester-</p> <p>Consider the need for additional policies arising from the Garden Town designation.</p> <p>Identify non-strategic site allocations for housing, employment, open space and recreation and other land uses. OCC transport strategies will need to be developed in parallel with emerging policies arising from the Garden Town designation. OCC seeks a policy which defines this joint working to establish the Garden Town designation in Bicester. This will ensure that future development of the County’s LTP4 area strategy is coordinated with Garden Town proposals.</p> <p>Banbury-</p> <p>Identify non-strategic site allocations for housing, employment, open space and recreation and other land uses including a burial site. A clear vision or strategy for Banbury should be in place prior to the allocation of further development. This could be achieved through the emerging Banbury Masterplan SPD.</p> <p>Kidlington-</p> <p>Determine the boundary of an expanded village centre.- Identify non-strategic site allocations for housing, employment, open space and recreation and other land uses. The County Council seek clarification on the masterplanning process in Kidlington.</p>
72	David	Flavin	Oxfordshire County Council Part 4 of 5	<p>The County Council supports the allocation of housing sites in category A villages within Local Plan Part 2. This will enable the cumulative impacts of new rural housing on strategic infrastructure to be assessed and will provide a basis from which to identify the additional infrastructure that will need to be included in the Plan. The work should consider the level of employment development to be planned for at Upper Heyford and any necessary transport mitigation measures. Local Plan 1 established that this site is required to be brought forward through a ‘comprehensive approach’. This approach needs to be defined and agreed with a relevant programme for taking it forward. The County Council sees the requirement of a ‘comprehensive approach’ as laid out in Local Plan 1 as essential for assessing, defining, and delivering the necessary mitigation requirements; any partial site proposals separate from a comprehensive full assessment of the full allocation including mitigation requirements will not be acceptable.</p> <p>The County Council supports the inclusion of infrastructure work. This should include:</p> <ul style="list-style-type: none"> <li>issues related to grid capacity for Bicester;</li> <li>household waste recycling site provision across the district;</li> <li>additional education infrastructure where capacity dictates;</li> <li>further details on the new secondary school at Banbury 12; and</li> <li>considerations of the transport and infrastructure needs arising from GardenTown status. This work will also need to incorporate the outcomes of the Oxfordshire Infrastructure Delivery Assessment to be completed as part of the post SHMA strategic work programme.</li> </ul> <p>Housing, Sustainable Construction, the Natural Environment and the Built Environment could all promote sustainable drainage as flood relief, environmentally friendly, increasing bio-diversity and improving the built environment as well as following Government guidelines. All sites to be included need to include a policy requiring Sustainable Urban Drainage.</p>

				P&F would be keen to work with Cherwell District to identify County Council property and land which is either surplus to requirements or where co-location / relocation of facilities and services could free up land for development over the Plan period, thus helping the District to achieve its ambitious growth targets.
72	David	Flavin	Oxfordshire County Council Part 5 of 5	<p>The preparation of Development Management Policy is supported. This should include the requirement for developers to prepare and implement an Employment &amp; Skills Plan with local agencies and providers that will ensure, as far as possible, that local people have access to training (including apprenticeships) and employment opportunities available at the construction and end user phases of the development.</p> <p>There is no reference to the Historic Environment within the topic areas of the table. There is a mention of the Historic Environment within the Built Environment section however this could appear to relate to the listed buildings and conservations areas only and does not include archaeological deposits and historic landscape. OCC would recommend the need for a specific section on the Historic Environment highlighting the need to consider detailed policies on protecting and enhancing sites of archaeological or historic interest and historic landscapes. As an alternative the 'Built Environment' section could be amended to 'Built and Historic Environment' and the need to consider policies for the Historic Environment set out above added to the detailed section of the table.</p> <p>OCC welcomes the inclusion of a policy on Green Infrastructure (GI) and supports the progression of GI strategies for Bicester and Banbury and consideration being given to new GI allocations. At present Cherwell has a shortage of accessible green space, including deficiencies in woodland. The proposed policy on Infrastructure should also include the need for GI. When considering Green Belt reviews, this should incorporate assessments of potential impacts on Local Wildlife Sites, protected species and the Oxford Canal as a habitat corridor, in addition to Sites of Special Scientific Interest, and other designations. Also, when considering the approach to residential canal moorings and boaters' facilities on the Oxford canal please take into account potential impacts on the biodiversity value of the canal and adjacent sites. OCC supports the suggestion of including a policy on biodiversity enhancement. This would be in line with NPPF, the policies in the Core Strategy and the NERC Act. The policy could include practical guidance to signpost applicants to good practice and sources of further information. The District Council may find the Biodiversity &amp; Planning Guidance document helpful: <a href="https://www.oxfordshire.gov.uk/cms/content/planning-and-biodiversity">https://www.oxfordshire.gov.uk/cms/content/planning-and-biodiversity</a> As commented on in relation to the Core Strategy, OCC considers that the Local Plan should assess potential cumulative impact of development on biodiversity at Bicester, in particular on the Local Wildlife Sites.</p> <p>OCC requests a policy on increasing the amount of woodland in Cherwell District, ideally woodland in active management. This could refer back to the policy on Green Boundaries to Growth in the Core Strategy and add to the details of its implementation to help ensure that woodland is delivered. Please see further information on woodland creation in Annex 1, below. The District Council should seek the advice of their in-house ecologist on the proposed policies. There is a strong emphasis nationally on the multiple benefits of woodland creation. There can also be funding available from external and national bodies to assist in woodland creation, therefore it is deliverable. The Sustainability Appraisal (Table 9.19) that accompanied the Core Strategy also recognised this issue of the lack of accessible woodland for the major towns in Cherwell. OCC welcomes the opportunity to assist the district in their efforts to incorporate further woodland creation in the Local Plan.</p>
73	Raymond	Cole	Sport England	Is concerned that the wording used as follows, 'open spaces and recreation' does not specifically mention 'sport'. Local Plan Part 2 should include policies to secure developer contributions for sports pitches and built facilities. Concern that the proposed timetable for the Local Plan Part 2 is not long enough to properly assess existing sports pitches, leading to the possibility of the Plan being found unsound owing to it not being based on robust and up-to-date assessment of needs.
74	V	Jones		The Local Plan Part 2 should aim to increase biodiversity, for example planting of wildflower areas and specifying verge mowing regimes.
75	Maureen	Miller		Has comments regarding a land holding and inadequate procedures.
76	Lorraine	Watling	Woodstock Town Council	Opposes any development or urbanisation on greenfields abutting or surrounding Woodstock and any Green Belt Review.



77	V N	Smith		<p>Proposes a 'local tax' on the rise in land value when a site receives planning permission to be used for making brownfield sites more deliverable. The possible release of land for logistics purposes should only be considered after a survey of empty shops, offices and industrial premises has been completed. Town centres need to be redeveloped for housing with vacant shops and offices also used for tourist accommodation. Believes there is no future for public transport outside of large towns and cities. Provision of affordable housing on developments must be enforced and sites for gypsies and travellers should be found but as far as practicable should not be sited next to residential areas. Sports facilities are too expensive to use and should have free parking and open spaces should be retained, especially near population centres. Regarding renewable energy; solar farms should be 'explored' if they can be economically justified but no more wind farms should be allowed. Regarding the natural environment; its preservation must be top priority, with enhancement if funding allows. There should be no reduction of Green Belt until the redevelopment of all brownfield sites has been explored. If new homes have to be built near main roads sound proofing measures must be required. New buildings in Conservation Areas should be '...very rare and must adhere to the style of any nearby dwellings' and there should be no building on any land in the Green Belt or a Conservation Area. In Bicester concerns are stated over funding of new schools and sports facilities. In Banbury convert vacant buildings for business or residential use, changing industrial or office buildings into retail parks only makes sense if town centre shops are converted into homes. Growth of Category A villages should be controlled with no village to grow by more than 30% by 2030 (or an average of 2% each year). A minimum of three off-road parking spaces per house should be provided. Housing development is causing traffic issues in Banbury. Planning permission should not be granted for development on flood plain in any circumstances.</p>
78	Rob	McKenzie		<p>Suggests including policies on pollution and nuisance control including measures to address light pollution.</p>

## Appendix 3 Local Plan Part I Challenges and Issues

### Theme One: Developing a Sustainable Local Economy

Local Plan Part I identified the following key challenges to achieving a sustainable local economy:

- Growing the 'knowledge economy'
- Identifying new employment sites to meet modern business needs
- Making more efficient use of existing employment areas by prioritising the use of existing sites
- Improving our urban centres and existing employment areas to retain and attract business
- Adapting to the changing rural economy and to provision of more employment opportunities and potentially suitable employment sites in rural areas
- Improving the level of education and training
- Addressing pockets of multiple deprivation in the District
- The average weekly wage is lower than the South East average
- The claimant count rose, particularly in Banbury, in 2009 as a result of the economic downturn. In 2012 it was about twice the level it was in 2008
- Insufficient diversity in the local economy
- Overdependence on a declining number of manufacturing jobs
- The need to respond to a growing and ageing population.

### Theme Two: Building Sustainable Communities

Local Plan Part I identified the following key challenges to building sustainable communities:

- Addressing multiple deprivation
- Responding to a growing and ageing population
- The need to make market housing more affordable - Cherwell is the most affordable District for housing in Oxfordshire, but in 2009 median house prices were still over 7 times median earnings
- The need to provide more family housing for newly forming households in rural areas
- The Council has been successful in the prevention of homelessness but it remains important to ensure an adequate supply of new housing for vulnerable households
- The need to meet the requirements of a relatively young population, particularly those aged 0 to 15 in urban areas
- Meeting the needs of an ageing population and those with special needs
- Child well-being in Cherwell which is well below the other rural districts in Oxfordshire
- Rates of claimants of health-related benefits in Cherwell are above the average for Oxfordshire but below the South East average with the exception of Attendance Allowance which is above the county and regional average.
- The need to improve educational attainment
- The level of adult obesity is above the levels in other Oxfordshire districts

- The percentage of Cherwell residents participating in sport and active recreation is below other rural Oxfordshire districts but above regional and national averages
- The need to consider the implications of low population growth (and potential depopulation) in Kidlington
- The need to protect and enhance the identity of Cherwell's towns and villages, to maintain or create a sense of belonging and improve social cohesion
- Ensuring that the needs of a diverse Cherwell population are met, for example Cherwell has a relatively large Indian and Pakistani population compared to other rural districts in Oxfordshire
- A lack of affordable housing and the need to increase the proportion of the housing stock that comprises social housing.

### **Theme Three: Ensuring Sustainable Development**

Local Plan Part I identified the following key challenges to ensuring sustainable development:

- There is a need to maximise the opportunities to significantly cut carbon emissions.
- Although compared to other 'significant rural' districts, Cherwell has lower domestic carbon dioxide emissions per person, it has higher overall emissions per person due to more emissions from industrial and commercial activity
- A need to consider the effects of development on air quality, including in relation to the Air Quality Management Area (AQMA) in Banbury, and how development proposals can contribute towards improvements
- A need to ensure that contamination is addressed effectively on sites through re-development
- There is a need to maximise opportunities for the use of renewable energy, efficient buildings and for using resources such as energy and water more efficiently
- There is a need to reduce dependence on travel by car and to manage traffic congestion - between 1981 and 2001 the number of cars in Cherwell increased by over 34,700 (97%), over double the growth in households (46%); residents in our rural areas are particularly dependent on their cars and congestion hotspots include Junction 9 of the M40, on the A34, in the centres of Banbury, Bicester and Kidlington at peak times and in villages with schools. Commuters in Cherwell travel relatively long distances to work.
- Maximise the opportunity to shift dependence from the car to sustainable modes of transport
- Cherwell is ranked very poorly on a national measure of geographical accessibility of services
- Water resources in Cherwell are limited and needs will continue to be met from outside the Cherwell catchment area
- Cherwell's rivers have been consistently assessed as poorer in chemical quality than rivers in other districts in Oxfordshire
- There is a need for a leap forward in sustainable design and construction in Cherwell
- There is a need to improve the quality of our built up environments and urban areas, to ensure that new development maintains or increases their distinctiveness and to improve the functioning of our towns and villages

- Cherwell's biodiversity needs to be protected and enhanced and measures need to be taken to ensure it is capable of adapting to a changing climate. There is need to support the management of existing woodlands and wildlife sites and to identify new wildlife sites. The reduction in nesting and roosting sites is a particular concern.
- There is a need to cherish, preserve and enhance our distinctive natural and built environment and our rich historic heritage including listed buildings and conservation areas.
- Cherwell households have the lowest access to natural green space across the whole of the South East; 72% of households meet none of the Accessible Green Space requirements - a reflection of the low number of country parks and areas of common land in the District.

### **Cherwell's Places: Bicester**

Local Plan Part 1 identified the following key challenges, in summary, for Bicester:

- The significant imbalance between homes and jobs. Out-commuting is a particular problem with a significant proportion of residents leaving the town to work.
- The provision of new services, facilities and infrastructure in Bicester has not kept pace with population growth
- There is a need to make Bicester more attractive to new businesses, particularly knowledge based and high-technology companies
- Some of Bicester's employment areas are ageing and in need of rejuvenation. A greater range of employment space is needed
- There is a need to improve standards of education and training in Bicester, areas of which are among the worst 20% in England in terms of skills, education and training
- The need to ensure the vitality and viability of Bicester town centre, to make it more attractive to both residents and visitors, and to enable the town centre and Bicester Village to co-exist in a mutually productive way.
- The lack of sufficient services and facilities in Bicester for a town of its size. Implementation of the town centre redevelopment scheme, and recently completed sports centre modernisation, will contribute significantly in addressing this, but there will remain a need to continue to provide more services and facilities for residents and visitors, and to improve the image of the town. Car parking in Bicester will be significantly increased by the Town Centre redevelopment phase 2.
- The need to increase the sense of pride and belonging to create more community cohesion
- High levels of out-commuting and rapid housing growth make it more difficult to achieve community cohesion within new residential areas and between new and older parts of Bicester
- Household incomes for those who live in Bicester are relatively high, but wages for people who work in the area are relatively low
- Parts of Bicester suffer from problems of deprivation such as poor housing and low incomes but these problems may not be in concentrated enough measure to fall into a recognisable deprivation category

- In the central Bicester Town ward there are many people on low incomes, a concentration of older people (Bicester presently has a relatively young population), many people with long-term illnesses and a significantly lower life expectancy than for newer housing areas
- The need for an improved community hospital and police infrastructure
- The need for improved library provision, facilities for young people, a museum, theatre and public art
- Bicester has existing deficiencies in open space, sports and recreation amenities. Additional open space, sport and recreation provision will be required to provide for future development needs.
- There is also a long-term aspiration to provide an athletics track, indoor bowls facility and to improve synthetic turf pitch provision
- The town's existing cemetery has very little capacity remaining with limited scope for extension and there is an urgent need for additional provision.
- The need to improve the appearance of the town centre and historic core, delivering town centre redevelopment and environmental improvements to Market Square
- Accommodating major growth whilst addressing constraints such as:
  - The severing effect of the town's perimeter roads
  - Managing growth in a way that will not unacceptably harm important natural and historic assets
  - Addressing the capacity of the sewage works and energy infrastructure
  - The character, appearance and setting of historic assets such as RAF Bicester Conservation Area and nearby villages
  - Ecological constraints such as designated wildlife sites, ecologically important landscapes and conservation target areas, and
  - Highway constraints such as traffic congestion in the town centre and at King's End / A41 and the need for improvements to M40 Junction 9 and the Bucknell Road / Howes lane junction within the town
- Accommodating growth without having an adverse effect on the Oxford Meadows Special Area of Conservation
- Addressing deficiencies in 'green' infrastructure
- Improving the attractiveness of the town's employment areas.

### **Cherwell's Places: Banbury**

Local Plan Part I identified the following key challenges, in summary, for Banbury:

- Ensuring the town remains competitive so that it retains and attracts major employers
- Addressing the impact of recession on the unemployment level
- The need to improve standards of education and training
- Maintaining a strong manufacturing sector but further diversifying the economy and creating more higher skilled and knowledge based job opportunities
- The need to improve the overall attractiveness of the town as a place to live and work
- The need to improve the appearance and vitality of the town centre outside of the Castle Quay shopping centre

- Maintaining the importance of the town's manufacturing sector despite a reduction in size. Since much of this is in higher value and specialised areas which are more dependent upon skilled input, it is of great importance that the sector remains an important local employer. The town has a strong industrial heritage and the Economic Development Strategy sees this evolving into a robust engineering economy driven by flagship sectors such as motor sport and advanced materials.
- Some of Banbury's employment areas/sites are in need of investment and there are vacant buildings.
- The need to ensure social opportunities increase in a number of wards in Banbury, particularly Ruscote ward and two areas of Banbury Grimsbury and Castle Ward which are in the 20 per cent most deprived areas nationally according to the Index of Multiple Deprivation 2010
- The need to foster social cohesion, integration and equal opportunity: Banbury has a diverse population, with higher concentrations of people of non-white ethnic origin than elsewhere in the District, many of whom live in the more deprived areas
- The need to reduce the incidences of teenage pregnancy, anti-social behaviour and to improve educational attendance and attainment
- The need for a replacement library
- The need for affordable housing and a more diverse private rented housing sector
- The need to improve access to services and facilities and to address existing deficiencies, including for open space and recreation, and finding a new site for Banbury United Football Club
- Additional open space, sport and recreation provision will also be required to provide for future development needs
- The need for new cemetery space
- Managing growth in a way that will not unacceptably harm important natural and historic assets
- The need to manage traffic congestion and to provide more opportunities to travel using more sustainable modes.
- Improving footpaths and cycle ways to encourage walking and cycling
- Preserving and enhancing the quality and distinctiveness of the urban area including the historic street pattern of the town centre
- Recognising the river and canal as an asset and improving the river / canal corridor to improve the setting of the town centre
- Making more efficient and effective use of land and enhancing its ecological value
- Improving access to natural and semi-natural green space
- The need for more publicly accessible woodland and protecting existing areas of urban woodland
- Protecting the ecological value and the historic rural character of Salt Way.

### **Cherwell's Places: Kidlington**

Local Plan Part 1 identified the following key challenges, in summary, for Kidlington:

- Defining robust boundaries for the village centre to allow for future growth
- Improvements to the public realm

- Creating stronger links between various uses including Exeter Hall which lies over 200 metres from the shops on the High Street.
- Lack of spare primary education capacity
- Relatively low provision of comparison retailers compared with convenience shopping
- The need for additional employment land in the Kidlington area.

### **Cherwell's Places: The Rural Areas**

Local Plan Part I identified a number of key economic, community and environmental issues facing the villages and rural areas. In summary, these were:

- Addressing the changing needs of the rural economy and farming communities
- Ensuring appropriate opportunities for local rural employment and to support home working
- Supporting the visitor economy whilst preserving the rural environment
- Preserving the canal and its immediate surroundings whilst realising its recreational potential
- Lack of affordable housing of all types
- Deficiencies in open space provision
- Protection of services and facilities and their improvement where possible
- Lack of school places and the need for expansion of schools
- Protection of biodiversity in the rural areas including the Oxford Meadows SAC
- Addressing the challenges faced by the legacy of major developments that have taken place in the rural areas, including MOD assets
- The impact of growth on the quality, character and landscape setting of villages
- Traffic issues from the high level of commuting to larger urban areas.

## **Appendix 4 Village Survey Results 2014 - Table**



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**Village Survey Results 2014**

<b>Village Name</b>	<b>Nursery</b>	<b>Primary School</b>	<b>Retail Service Outlet</b>	<b>Food Shop</b>	<b>Post Office</b>	<b>Public House</b>	<b>Recreational Facilities</b>	<b>Village/Community Hall</b>	<b>Other Services</b>
Adderbury	√	√	√	√	√	√	√	√	Library
Alkerton	0	0	0	0	0	√	0	0	0
Ambrosden	√	√	√	√	√	√	√	√	Doctor's Surgery (not full time)
Ardley	0	0	0	0	0	√	√	√	0
Arcott	0	0	√	√	0	√	√	√	0
Balscote	0	0	0	0	0	√	0	0	0
Barford St John	0	0	0	0	0	0	0	0	0
Barford St Michael	0	0	0	√	√	√	0	√	0
Begbroke	√	0	√	√	0	√	√	√	0
Blackthorn	0	0	0	0	0	0	√	√	0
Bletchington	0	√	√	0	0	√	√	√	0
Bloxham	√	√	√	√	√	√	√	√	Dental Practice, Doctor's Surgery, Secondary School
Bodicote	√	√	√	√	√	√	√	√	0
Broughton	0	0	0	0	0	√	0	0	0
Bucknell	0	0	0	0	0	√	0	√	0
Caulcott	0	0	0	0	0	√	0	0	0
Caversfield	0	0	0	0	0	0	√	0	0
Charlton on Otmoor	√	√	0	0	√	√	√	√	0
Chesterton	√	√	0	0	0	√	√	√	0
Claydon	0	0	0	0	0	0	√	√	0
Clifton	0	0	0	0	0	√	√	0	0

**Village Survey Results 2014**

<b>Village Name</b>	<b>Nursery</b>	<b>Primary School</b>	<b>Retail Service Outlet</b>	<b>Food Shop</b>	<b>Post Office</b>	<b>Public House</b>	<b>Recreational Facilities</b>	<b>Village/Community Hall</b>	<b>Other Services</b>
Cottisford	0	0	0	0	0	0	√	0	0
Cropredy	√	√	√	√	√	√	√	√	GP Surgery
Deddington	√	√	√	√	√	√	√	√	Health Centre, Dentist, Library
Drayton	0	0	0	0	0	√	0	√	0
Duns Tew	0	0	0	0	0	√	√	√	0
Enslow	0	0	√	0	0	√	0	0	0
Epwell	0	0	0	0	0	√	√	√	0
Fencott	0	0	0	0	0	0	0	0	0
Fewcott	0	0	0	0	0	√	0	0	0
Finmere	0	√	√	0	0	√	√	√	0
Fringford	√	√	√	0	0	√	√	√	0
Fritwell	√	√	0	√	√	√	√	√	0
Godington	0	0	0	0	0	0	0	0	0
Great Bourton	0	0	0	0	0	√	√	√	0
Hampton Gay	0	0	0	0	0	0	0	0	0
Hampton Poyle	0	0	0	0	0	√	0	0	0
Hanwell	0	0	0	0	0	√	√	√	0
Hardwick	0	0	0	0	0	0	0	0	0
Heathfield	0	0	0	0	0	√	√	0	0
Hempton	0	0	0	0	0	0	√	√	0
Hethe	0	0	0	0	0	√	√	√	0



**Village Survey Results 2014**

<b>Village Name</b>	<b>Nursery</b>	<b>Primary School</b>	<b>Retail Service Outlet</b>	<b>Food Shop</b>	<b>Post Office</b>	<b>Public House</b>	<b>Recreational Facilities</b>	<b>Village/Community Hall</b>	<b>Other Services</b>
Piddington	0	0	0	0	0	0	√	√	0
Prescote	0	0	0	0	0	0	0	0	0
Shenington	√	√	0	0	0	√	0	√	GP Surgery
Shipton on Cherwell	0	0	0	0	0	0	0	√	0
Shutford	0	0	√	0	0	√	√	√	0
Sibford Ferris	0	0	0	√	√	0	√	0	0
Sibford Gower	√	√	0	0	0	√	√	√	GP Surgery in Burdrop
Somerton	0	0	0	0	0	0	0	√	0
Souldern	0	0	√	0	0	√	√	√	0
South Newington	0	0	0	0	0	√	√	√	0
Steeple Aston	√	√	0	√	√	√	√	√	0
Stoke Lyne	0	0	0	0	0	√	√	0	0
Stratton Audley	0	0	0	0	0	√	√	0	0
Swalcliffe	0	0	0	0	0	√	0	√	0
Tadmarton	0	0	0	0	0	√	√	√	0
Thrupp	0	0	0	0	0	√	0	0	0
Upper Heyford	0	0	√	0	0	√	√	√	0
Wardington	0	0	√	0	0	√	√	√	0
Wendlebury	0	0	0	0	0	√	√	√	0
Weston on the Green	√	0	√	√	√	√	√	√	0
Wigginton	0	0	0	0	√	0	√	√	0
Williamscot	0	0	0	0	0	0	0	0	0
Wroxton	0	√	0	0	0	√	√	√	0
Yarnton	√	√	√	√	√	√	√	√	Medical Practice