

BICESTER TOWN COUNCIL



PLANNING COMMITTEE MEETING

Ref: PL11/1819

MONDAY 11th MARCH 2019

at

7.00pm

THE GARTH, LAUNTON ROAD, BICESTER

Circulation

Town Mayor: Councillor Sean Gaul

Committee Members

**Cllr Rose Stratford – Chairman
Cllr Nick Mawer – Vice Chairman
Cllr David Anderson
Cllr Nick Cotter
Cllr Sean Gaul
Cllr Richard Mould
Cllr Debbie Pickford
Cllr Lynn Pratt
Cllr Przemek Rybka
Cllr Les Sibley
Cllr Jason Slaymaker
Cllr Lawrie Stratford**

Substitute Committee Members

**Cllr Dan Sames
Cllr David Magee
Cllr Melanie Magee**

Other Circulation

**Cllr Tom Wallis – CDC
Cllr John Broad – CDC
Cllr Lucinda Wing - CDC
Bicester Review
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Monday 4th March 2019

Sir/Madam

To all Members of the Planning Committee

You are hereby summoned to attend a meeting of the Planning Committee on **Monday 11th March at The Garth, Launton Road Bicester OX26 6PS** to commence at **7.00pm** for the transaction of the following business.

Samantha Shippen
Chief Officer

Members of the public and press are welcome to attend in accordance with the Public Bodies (Admission to Meetings) Act 1960

Copy Attached	Agenda item No	AGENDA
	1	APOLOGIES FOR ABSENCE
	2	DECLARATIONS OF INTEREST
	2.1	Councillors are reminded to declare any interests on any item on this agenda in accordance with Bicester Town Council's Code of Conduct.
	2.2	Declarations of Interest for District & County Councillors District Councillors and County Councillors on this Planning Committee will make their comments and decisions based upon information available at the time of the Meeting. It is accepted that District and County Councillors may come to different decisions in the light of more information being made available at District or County Planning Meetings.
✓	3	MINUTES To confirm the Minutes of the meeting held on: PL10/1819 - Monday 11th February 2019

	4	PUBLIC SESSION In accordance with Standing Orders 1 d-f, members of the public may make representations, ask questions and give evidence in respect of any item of business included in the agenda. Time allocated shall not exceed 10 minutes. No member shall speak for more than 2 minutes.
	5	UPDATES ON LARGE DEVELOPMENTS AND ASSOCIATED ISSUES 5.1 NORTH WEST BICESTER 5.2 GRAVEN HILL 5.3 GARDEN TOWN 5.4 OTHER BICESTER STRATEGIC SITES
✓	6	CONSULTATIONS • OXFORDSHIRE PLAN 2050
✓	7	PLANNING APPLICATIONS FROM CHERWELL DISTRICT COUNCIL Committee is asked to consider and comment on the attached list of applications. <i>Members are advised that the full planning applications are available for inspection in the Council Offices or on the Cherwell District Council website.</i>
	8	AMENDED PLANS • 19/00051/F
	9	WITHDRAWN PLANS Committee is asked to note the following withdrawn planning applications: • None to note
	10	APPEALS • None to note
✓	11	NOTIFICATIONS OF PLANNING DECISIONS FROM CHERWELL DISTRICT Committee is asked to note the following planning decisions from Cherwell District Council. PD11/1819
✓	12	FORWARD PLAN Committee is asked to review and comment on the forward plan.
	13	DATE OF NEXT MEETING Monday 15th April 2019 at 7.30pm

Minutes of the Bicester Town Council Planning Committee on **Monday 11th February 2019** at **The Garth, Launton Road Bicester OX26 6PS.**

Present

Cllr Nick Mawer – Vice Chairman
 Cllr David Anderson
 Cllr Sean Gaul
 Cllr Richard Mould
 Cllr Debbie Pickford
 Cllr Lynn Pratt
 Cllr Przemek Rybka
 Cllr Dan Sames
 Cllr Les Sibley
 Cllr Jason Slaymaker

In Attendance:

Sam Shippen – Chief Officer
 Jane Beedell – Administrator

Minute Number	Agenda item No	
370/1819	1	APOLOGIES FOR ABSENCE RESOLVED that apologies were received from Cllr Lawrie Stratford and Cllr Rose Stratford.
371/1819	2	DECLARATIONS OF INTEREST 2.1 RESOLVED that no declarations of interest were received 2.2 Declarations of Interest for District & County Councillors RESOLVED that, Cllr David Anderson, Cllr Sean Gaul, Cllr Nick Mawer, Cllr Lynn Pratt, Cllr Richard Mould, Cllr Dan Sames, Cllr Les Sibley, and Cllr Jason Slaymaker as District Councillors and Cllr Les Sibley and Cllr Dan Sames as County Councillors on this Planning Committee will make their comments and decision based upon information available at the time of the Meeting. It is accepted that District Councillors may come to different decision in the light of more information being made available at District Planning Meetings.
372/1819	3	MINUTES RESOLVED that the Committee confirmed the minutes of the Planning Committee meeting with amendments to attendees by adding Cllr Sean Gaul and adding apologies from Cllr Przemek Rybka PL09R/1819 - Monday 28th January 2019
373/1819	4	PUBLIC SESSION No matters were raised.

Minute Number	Agenda item No	
374/1819	5	UPDATES ON LARGE DEVELOPMENTS AND ASSOCIATED ISSUES 5.1 NORTH WEST BICESTER The provision of land for a new burial ground is included in North West Bicester Master Plan. Ten acres have been set aside off the Bucknell Road where the town boundary meetings Bucknell Parish. This land is included as part of the S106 agreement for the development of phase 2 north of the railway line proposed to be developed by A2 Dominion (A2). We have been informed that A2 are no longer proposing to convert the option and will not be pursuing this phase of the North West development. The owners of the land are keen to see the project developed and are in negotiations with other developers to take on the option, this does mean however that the handover of land to BTC for the burial ground is likely to be delayed. To avoid BTC running out of space before the new area can be developed CDC are on behalf of BTC holding discussion with the land owner's agent regarding the possible purchase of the first phase of 2.5 acres as a matter of urgency. We continue to plan for the burial ground to be built as per the Master Plan and have submitted a Pre-app to CDC. The meeting was held on Thursday last week and whilst we await the report from the planning office, the proposals were well received. We are required to engage with both Network Rail and the Environment Agency as part of the pre-app process. Following Pre-app the council will consider going out to tender and also apply for full planning permission. Ward Councillors have been invited to a meeting on the 21st February regarding the Elmsbrook centre planning application proposal. 5.2 GRAVEN HILL The 100th sale is close and the Grand Designs TV programme is expected to air between March and May although no date has been confirmed. 5.3 GARDEN TOWN No update 5.4 OTHER BICESTER STATIEGIC SITES • The Oxfordshire Plan 2050 Consultation until 25th March 2019, details circulated to Councillors and will be an item on the next agenda • Wretchwick Green section 1 & 2 sports facilities Although this is currently within Ambrosden Parish, there will be another governance review after the May elections after which it is expected to be included within Bicester parish. BTC have already been consulted on the play areas. • Rodney House Roundabout Stage 3 Safety Audit to be conducted in April RESOLVED that Cherwell District Council be asked to send the proposals to BTC for consideration.

Minute Number	Agenda item No	
375/1819	6	CONSULTATIONS None to note
376/1819	7	PLANNING APPLICATIONS FROM CHERWELL DISTRICT COUNCIL RESOLVED that the following comments be made: 18/01777/REM – Welcome 18/02203/F – Support 18/02249/F – Not supported due to concerns about existing parking issues in the vicinity and impact on Woodfield Road 19/00008/F – No objection 19/00029/F – Object strongly due to overdevelopment of site 19/00034/ADV – Support 19/00035/ADV – Support 19/00039/F – Confirmation to be sought that the amendment means only washing and valeting can be done outside and every other activity must be conducted within the building. 19/00044/F – Support 19/00051/F – Not support due to overdevelopment of site, access, parking concerns and effect upon existing residents 19/00052/F – Support 19/00069/CLUE – Leave to CDC 19/00082/F – Support 19/00116/F – Not supported due to concerns of the impact on the street scene
377/1819	8	AMENDED PLANS RESOLVED that the following comments be made: 18/01822/F – Support
378/1819	9	WITHDRAWN PLANS 18/02145/F
379/1819	10	APPEALS None to note
380/1819	11	NOTIFICATION OF PLANNING DECISIONS FROM CHERWELL DISTRICT COUNCIL RESOLVED that the Committee NOTE the planning decisions from Cherwell District Council. PD09/1819 & PD10/1819
381/1819	12	FORWARD PLAN RESOLVED that the Committee requested no amendments.

Minute Number	Agenda item No	
382/1819	7	DATE OF NEXT MEETING Monday 11th March 2019 at 7.00pm CLOSE OF MEETING: 7.45pm

Topic Paper 1

Plan context and stages

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the context to the Oxfordshire Plan 2050 and to reference the key documents and projects that are relevant to its production. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

Oxfordshire Plan context

2. The Local Authorities in Oxfordshire have agreed to produce a Joint Statutory Spatial Plan (JSSP), titled the Oxfordshire Plan 2050 ('the Plan'), building upon the existing joint working and partnership arrangements through the Oxfordshire Housing and Growth Deal.

3. The Plan will cover the administrative area of Oxfordshire (all five constituent districts¹). The Local Authorities have committed to this process as they see the benefits of collectively agreeing the level of growth, the broad spatial location of that growth and in setting aspirations for place-making at a strategic level. All five Local Authorities will be formally asked to agree each decision-making stage of the process and at the final adoption stage. The process of asking to agree is individual to each authority and reliant on all Councils agreeing.



4. The Plan also offers an opportunity to formally consider the infrastructure needs collectively, to align strategies, and form part of any application for infrastructure funding through the Growth Deal or other sources.

¹ Cherwell District Council; Oxford City Council; South Oxfordshire District Council; Vale of White Horse District Council; West Oxfordshire District Council

Oxfordshire Housing and Growth Deal

5. The Oxfordshire Housing and Growth Deal² is recognition by government both of the track record of successful joint working in Oxfordshire and of its potential to contribute towards the successful sustainable growth of the country. In return for guaranteed funding for affordable housing, infrastructure and economic growth the Deal places commitments upon the constituent Oxfordshire Authorities to ensure that the following is undertaken:

- Plan for and support the delivery of 100,000 new homes to 2031
- All of the current suite of Local Plans submitted by April 2019
- Work to secure additional public and private funding to plan for and support the delivery of 100,000 homes by 2031
- The submission of a JSSP for Oxfordshire by March 2020.
- Work with Government to explore further opportunities to drive innovation in partnership, design and construction.
- Consideration of a Strategic Infrastructure Tariff (SIT)

6. Each Oxfordshire district is committed through the Oxfordshire Housing and Growth Deal to submitting a Local Plan for examination by 1 April 2019. The districts are at different stages of Local Plan production, however each authority is well on the way to producing a Local Plan covering the period to 2031, 2034 or 2036. As stated in the Housing and Growth Deal Delivery Plan, 'The Oxfordshire authorities are committed to planning to meet the 100,000 housing requirement for Oxfordshire set out by the Oxfordshire Strategic Housing Market Assessment (SHMA) by 2031'. The Local Plans make provision for these homes and they allocate specific sites for development.

Oxfordshire Plan scope

7. A statement of common ground between the partner authorities was signed in March 2018³ and included matters that are relevant to the delivery of the Oxfordshire Housing and Growth Deal, with particular focus on the preparation of a Joint Statutory Spatial Plan for Oxfordshire.

8. The agreed Statement of Common Ground identified the following key matters for the Plan to set out:

- An overall strategy for the pattern and scale of development in Oxfordshire to 2050

² Oxfordshire Housing and Growth Deal (Nov 2017)

³ Oxfordshire Joint Statutory Spatial Plan Statement of Common Ground (Mar 2018) Oxfordshire Growth Board

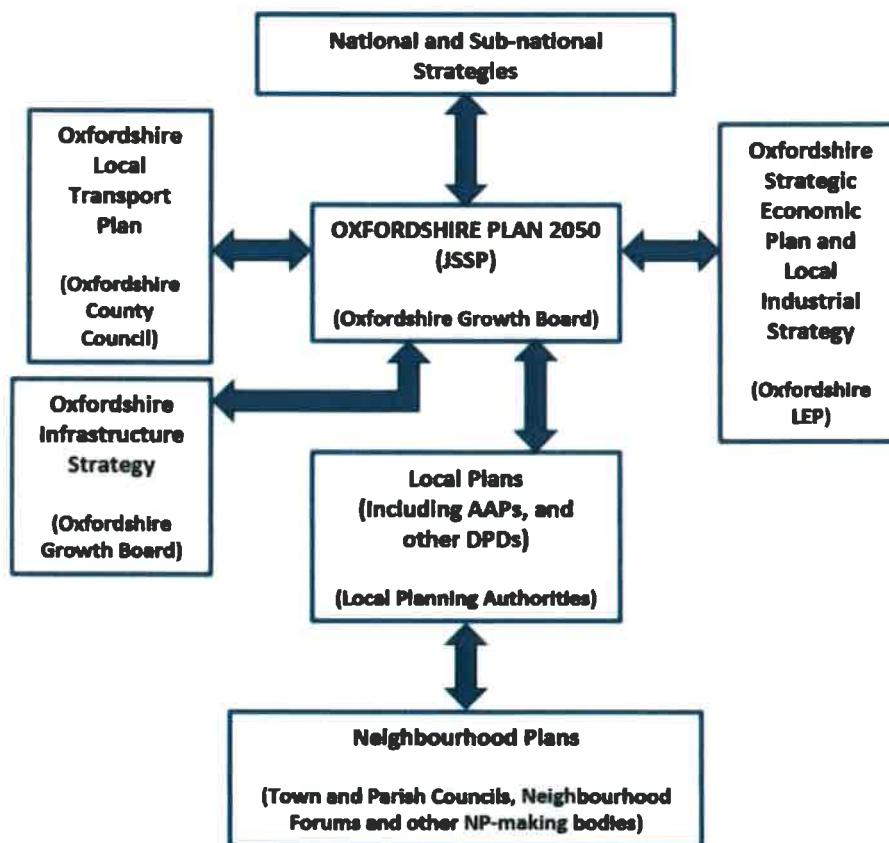
- Identify the number of new market and affordable homes and level of economic growth needed across Oxfordshire
- Identify an appropriate spatial strategy and strategic locations for new development based upon an understanding and appreciation of both the environmental quality and natural capital of Oxfordshire
- Outline the strategic transport and other infrastructure that needs to be provided to support sustainable growth

9. The scope of the Plan has been further developed through a Scoping Document which was agreed by all the partner authorities in September and October 2018.⁴

10. The Plan will build on the foundations set by the suite of current and emerging Local Plans and look at the strategic planning issues for the period up to 2050. The Plan will take into account the existing commitments made by this suite of plans through their site allocations as a baseline for the earliest part of the Plan period.

Relationship to other plans and documents

11. The Oxfordshire Plan will form part of a hierarchy of plans guiding development from a national level right down to neighbourhood level.



⁴ Oxfordshire Joint Statutory Spatial Plan Scoping Document (Oct 2018)

12. The Oxfordshire Plan will be a formal Development Plan Document, prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended) which enables two or more local planning authorities to agree a joint Plan. It will form part of the development plan for each of the authorities in Oxfordshire and will be used in the formulation of more detailed plans locally and in determining planning applications where appropriate.

13. The Plan will form the framework within which subsequent Local Plans will be drafted. Subsequent Local Plans will need to be in broad conformity with the Plan and provide a detailed application of the strategic policies which it contains.

14. The geographical scope of the Plan and the long term outlook up to 2050 mean that it is best placed to make strategic decisions about the scale and broad distribution of growth across the whole of Oxfordshire. This will help to inform the preparation of Local Plans at a District level beyond the end of their current plan periods.

Stages of the Plan

15. We are at the first formal stage of the Plan's preparation which provides an introduction to the context and issues that the plan should seek to address. It contains a vision, aspirations and objectives for the Plan as a whole and introduces spatial scenarios (patterns of growth), that new development could follow.

WE ARE HERE	Stage	Scope	Timescale
	Issues (Regulation 18 Part 1)	- Vision - Aspirations and Objectives - Spatial Scenarios	Consultation Feb/Mar 2019
	Options (Regulation 18 Part 2)	- Place-shaping principles - Policy options including level of housing and employment growth - Broad locations for new development	Consultation Jun/Jul/Aug 2019
	Draft Plan (Regulation 19)	Proposed policies	Consultation Oct/Nov/Dec 2019
	Submission Plan (Regulation 22)	Proposed policies with minor amendments following Reg 19 consultation	March 2020
	Examination in Public (EiP) (Regulation 24)	Examination by a Planning Inspector	Sep 2020*
	Receipt of Inspector's Report		Dec 2020
	Adoption of the Plan		March 2021 (depending on the EiP)

*Examination dates and subsequent programme subject to confirmation from the Planning Inspectorate and views of Inspector

Topic Paper 2

Spatial Strategy

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of the spatial strategy of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

What is a Spatial Strategy?

2. A spatial strategy sets out broad development patterns for where new development should be located. It aims to focus development in the right places, to help balance the need for development with the need to protect and enhance the environment. It also provides an opportunity to think about the linkages between different places, infrastructure and activities and how these can be coordinated and improved to help achieve social, environmental and economic objectives. Having an appropriate spatial strategy is an important part of achieving sustainable development.

National Policy Context

3. The spatial strategy in the Oxfordshire Plan 2050 will need to comply with national policy requirements. The main relevant requirements are summarised below:

National Planning Policy Framework (NPPF)

4. The NPPF¹ states that strategic policies should set out an overall strategy for the pattern, scale and quality of development. Strategic policies could include locations for new development and the supporting facilities required, requirement for infrastructure and utilities provision, and conservation and enhancement of the natural, built and historic environment. These matters, and more locally specific matters, may also be contained within Local Plans.

Planning Practice Guidance (PPG)

5. The PPG² provides additional guidance on how to apply NPPF requirements. The PPG is clear that strategic policy-making authorities are required to cooperate with each other, and other bodies (such as the Environment Agency, Historic England and Natural England), when preparing spatial development strategies.

¹ [NPPF \(July 2018\) MHCLG](#)

² [Local Plans, Planning Practice Guidance \(Sept 2018\) MHCLG](#)

Local Policy Context

6. Currently in Oxfordshire, spatial strategies are set at the district or city level through Local Plans. The current adopted and emerging spatial strategies are summarised in Table 1.

Table 1: Adopted/Emerging Spatial Strategies in Oxfordshire

Local Plan	Summary of Spatial Strategy
Cherwell Local Plan 2011-2031 Part 1 (Adopted July 2015)	The strategy is to target growth in the most sustainable locations; respect the character and beauty of rural areas by limiting growth in rural areas and direct it towards larger and more sustainable villages; and strictly control development in open countryside. • This strategy focuses the bulk of proposed growth in and around Bicester and Banbury to maximise the investment opportunities in towns.
Cherwell Local Plan 2011-2031 Part 1 Partial Review (at Examination stage)	The strategy is to prioritise locations well connected to Oxford and related to the area of the district that has the strongest economic and social relationships with Oxford and locations which are fully integrated with the County Council's sustainable transport policies. • This strategy focuses development on a geographic area extending north from Oxford to south Kidlington, along the A44 corridor to Yarnton and Begbroke, and up to Woodstock in West Oxfordshire.
Oxford Local Plan 2036 Proposed Submission Draft (Published November 2018)	The strategy focuses on intensifying development on previously developed land. • This strategy supports the role and function of Oxford's city centre, district centres and transport nodes as the most sustainable locations for new development; and • Protects Oxford's green spaces.
South Oxfordshire Local Plan 2034 Publication Version 2nd (Published January 2019)	The strategy is "Strengthening the heart of South Oxfordshire" and meeting unmet housing needs of Oxford near to where that need arises; and a strong network of vibrant settlements building upon the existing settlement hierarchy and actively create a sustainable pattern of development.

	• This strategy focuses development at Science Vale and sustainable settlements, including strategic allocations adjacent to the boundary with Oxford;
Vale of White Horse Local Plan 2031 Part 1 (Adopted December 2016)	The strategy is “Building on our strengths”. • This strategy focuses sustainable growth within Science Vale; • Reinforces the service centre roles of the main settlements across the district; and • Promotes thriving villages and rural communities whilst safeguarding the countryside and village character.
Vale of White Horse Local Plan 2031 Part 2 (at Examination stage)	The strategy is “Building on our Strengths” • This strategy focuses unmet need for Oxford in the Abingdon-on-Thames and Oxford Fringe Sub-Area; and • Supports the allocation of Didcot Garden Town
West Oxfordshire Local Plan 2031 (Adopted September 2018)	The strategy is to create strong market towns and villages, sustainable communities with access to services and facilities, and protecting and enhancing the environment. • The strategy steers a significant proportion of future development into the Witney, Carterton and Chipping Norton Sub-Areas, with a particular focus on the three main service centres of Witney, Carterton and Chipping Norton • A Strategic urban extension at Eynsham • A reasonable scale of development at Woodstock • New garden village settlement north of Eynsham • Some development in villages beyond the rural service centres • Limited development in the small villages, hamlets and open countryside

7. The Oxfordshire Plan will build on the current suite of adopted and emerging Local Plans, and will provide an extended spatial strategy to guide development across the whole of Oxfordshire to 2050. This provides an opportunity to think more widely than the individual district level, and to coordinate the long-term delivery of development and infrastructure across the county to best respond to Oxfordshire’s needs, opportunities and challenges.

8. The Oxfordshire Plan will identify broad locations for housing and economic growth but will not allocate sites except at the request of the relevant Local Planning Authority. Specific sites will be allocated through Local Plans produced by the district councils in the future. Future Local Plans produced at the district level will need to be in broad conformity with the Oxfordshire Plan 2050 and help deliver its spatial strategy.

Factors that will Shape the Spatial Strategy

National Policy and Guidance

9. The spatial strategy must be consistent with the requirements of the National Planning Policy Framework and have regard to the Planning Practice Guidance.

Evidence

10. It is important that the spatial strategy is based on proportionate, up-to-date evidence. Evidence needed to inform the spatial strategy includes:

- i) Information about Oxfordshire and its strengths and weaknesses - This includes information relating to:
 - The size, composition and distribution of the population;
 - The current and planned spatial distribution of development across the county (including: the hierarchy of settlements; the location of existing employment uses and key community services and facilities; and the location and scale of development planned to be delivered through adopted and emerging Local Plans);
 - The existing provision and quality of infrastructure across the county (including transport, health, education, communications and green infrastructure);
 - Oxfordshire's economy (the type, distribution and characteristics of businesses operating in Oxfordshire and opportunities for growth);
 - Oxfordshire's natural capital (including the type, distribution and characteristics of areas of landscape importance, agriculture, biodiversity importance, water resources); and
 - Oxfordshire's historic environment (the type, distribution and characteristics of Oxfordshire's built and archaeological heritage assets of international, national and local importance).
- ii) Information about the need for development in Oxfordshire to 2050 - Building upon an understanding of current development needs in Oxfordshire, we also need to consider projections for the amount of new development needed in Oxfordshire to 2050. This includes homes (including affordable homes) and employment and the infrastructure required to support this.
- iii) Information about the land availability - The spatial strategy needs to be deliverable. It is therefore important that it is based upon an understanding of the

amount, distribution and characteristics of suitable, available and achievable land across the county.

- iv) Information about the potential impacts of development and how these might be managed and/or mitigated where needed – for example impacts on flood risk, biodiversity and air quality.

11. In some cases, there may be existing evidence that can be used to inform the production of the Oxfordshire Plan. In other cases, evidence might need to be specifically produced to support the production of the Oxfordshire Plan. Evidence base documents will be published alongside consultations on the Oxfordshire Plan as they produced.

Sustainability Appraisal

12. Sustainability Appraisal is a legal requirement in the production of a Plan and it is to promote sustainable development by assessing the extent to which the Plan's policy options will help to achieve relevant environmental, economic and social objectives. Through the Sustainability Appraisal process, reasonable options will be tested to understand their effect on social, environmental and economic objectives.

The Oxfordshire Plan's vision and objectives

13. The spatial strategy will need to help deliver the plan's vision and objectives. There will therefore need to be a strong link between these parts of the plan and they will need to be developed side by side.

Engagement and consultation

14. The Oxfordshire authorities (Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council and Oxfordshire County Council) are working together to produce the Oxfordshire Plan 2050.

15. The approach to engagement and consultation in producing the Oxfordshire Plan is set out in the Statement of Community Involvement³.

Other plans and strategies affecting Oxfordshire

16. The Oxfordshire Plan's spatial strategy will need to have regard to the vision and objectives of other overarching plans and strategies affecting the county, including:

- The Oxfordshire Strategic Economic Plan
- The Local Industrial Strategy
- The Local Transport Plan
- The Oxfordshire Infrastructure Strategy

³ Statement of Community Involvement, Oxfordshire Plan 2050 (Feb 2019)

17. There are also many other subject specific documents which are important to understand the issues within Oxfordshire. Where relevant these are referred to in other Topic Papers or evidence base such as the Sustainability Appraisal Scoping Report⁴.

18. Emerging proposals for the Cambridge-Milton Keynes-Oxford Arc, including East-West Rail and the Oxford-Cambridge Expressway⁵, and the South East Strategic Reservoir Option⁶ could also have implications for the amount, type and distribution of growth in Oxfordshire and will be a key consideration in creating the spatial strategy.

Next Steps

19. The Oxfordshire Plan Regulation 18 Part 1 Consultation Document (February 2019) sets out a number of potential spatial strategy scenarios, each of which has strengths and weaknesses. Through the consultation, we are asking for views on the potential scenarios. The comments received will be carefully considered and used help to refine the spatial strategy options for inclusion in the Oxfordshire Plan.

20. At the moment, the spatial strategy scenarios are very broad. It is expected that they will become clearer and more focused as work on the Oxfordshire Plan 2050 progresses. However, at this early stage is important that all the reasonable options are considered.

21. The spatial options may also evolve, taking into consideration the consultation responses received and emerging evidence. The final spatial strategy in the Oxfordshire Plan 2050 could follow a combination of these scenarios.

22. In considering the plan's spatial strategy, it is important to note that the Oxfordshire Plan will identify broad locations for housing and economic growth but will not allocate sites except at the request of the relevant Local Planning Authority. Specific sites will be allocated through Local Plans produced by the district councils in the future.

23. Deciding on the future broad locations for growth in Oxfordshire will be challenging, as there are many different factors that need to be considered and balanced. Not everyone will agree on what the best approach is. However, it is important to get the spatial strategy right as it will have long-term impacts on people living in, working in and visiting Oxfordshire and on the economy and environment.

⁴ [Oxfordshire Plan 2050 Sustainability Appraisal Scoping Report](#) (Jan 2019)

⁵ [Oxford to Cambridge Expressway](#), Highways England

⁶ [Water Resources Management Plan 2019](#), Thames Water

Topic Paper 3

Support Economic Development

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of economic growth in relation to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

Context

2. Oxfordshire is one of the strongest economies in the UK, and is one of three net contributors to the exchequer, generating an economic output of around £23 billion of Gross Value Added each year, from about 400,000 jobs and 30,000 businesses¹.

3. Oxfordshire has a number of national assets, including globally-renowned education institutions, national research centres, and leading science and technology clusters. It has a highly skilled workforce, near-full employment, and a wide range of successful, growing and world-leading businesses in both established and emerging strategic sectors for the UK.

4. The county sits in a strategic location in the UK. It is close and well-connected to London and within an hour of Heathrow, a global hub airport. It is an integral part of the UK's Golden Triangle (London, Cambridge and Oxford) for research and innovation, which has contributed to the success of the place and the growth of key industries including Life Sciences, Small and Medium Enterprises (SMEs) and tourism. It is a very desirable place to live where the integrity and richness of the county's historic character and natural environment are valued and conserved.

National Policy

5. The National Planning Policy Framework² (NPPF) sets the context for plan makers in terms of building a strong, competitive economy. It states that:

"Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow

¹ Oxfordshire Local Industrial Strategy: Baseline Review (Dec 2018) OxLEP

² NPPF (July 2018) MHCLG

each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.

Planning policies should:

- a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*
- b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and*
- d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.*

Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.”

6. The Oxfordshire Plan will be prepared in conformity with the NPPF, with economic growth and productivity at its heart, enabling Oxfordshire to build on its distinct strengths in science and innovation and other key sectors while protecting the environment and delivering infrastructure, services and housing.

7. The economic strategy for Oxfordshire is set out in the Strategic Economic Plan³. The Oxfordshire Plan will develop this strategy, identifying future economic growth requirements for the county with broad locations for new business development. The Local Industrial Strategy⁴ provides a business-led framework detailing how Oxfordshire can realise its full potential by raising productivity and commercialisation of its unique innovation assets. It is to guide Government, public and private sector investment decisions to deliver a strategy.

Local Plans

8. The Oxfordshire authorities have committed to submitting their Local Plans for examination by 1 April 2019. Each of the adopted and emerging Local Plans takes a

³ [Strategic Economic Plan for Oxfordshire](#) (2016) OxLEP

⁴ [Oxfordshire Local Industrial Strategy](#) (Technical Negotiating Draft) (Dec 2018) OxLEP

distinct approach to economic development and growth, guiding the scale and location of business development within each district up to the end of each defined plan period.

9. Themes across the district's adopted or emerging Local Plans include facilitating economic and jobs growth, developing a diverse economy, building on strengths in medical, scientific and technological research industries, encourage sustainable tourism, supporting the rural economy, increase skills and innovation, support the retail sector and the vitality of town centres.

Other relevant strategies

10. There are a number of plans and strategies at a national, sub-national and county level which are relevant to the Oxfordshire Plan, setting the context for the scale and type of growth that we might want to plan for. Below are some of the key plans and strategies guiding economic strategy in Oxfordshire.

The UK Industrial Strategy⁵

11. The aim of the Industrial Strategy is to boost productivity by backing businesses to create good jobs and increase the earning power of people throughout the UK with investment in skills, industries and infrastructure. It sets out grand challenges to put the UK at the forefront of the industries of the future. The first 4 grand challenges are focused on the global trends which will transform the future of the country and where Britain can lead a global technological revolution:

- Artificial Intelligence and data
- Ageing society
- Clean growth
- Future of mobility

12. To meet these grand challenges, the Government has committed millions of pounds worth of investment in Oxfordshire's businesses, including specialists in battery manufacture, health care innovation, life sciences and nuclear fusion through their sector deals.

Oxfordshire Strategic Economic Plan 2016⁶

13. The Oxfordshire Local Enterprise Partnership (OxLEP) published a Strategic Economic Plan (SEP) in 2016 setting out an ambition for accelerated economic growth for Oxfordshire. The vision of the SEP is Oxfordshire as a vibrant, sustainable, inclusive, world leading economy, driven by innovation, enterprise and research excellence.

⁵ Industrial Strategy: building a Britain fit for the future (Nov 2017) Department for Business, Energy and Industrial Strategy

⁶ Strategic Economic Plan for Oxfordshire (2016) OxLEP

14. The SEP helps to identify potential opportunities and prospects of Oxfordshire. The plan seeks to meet the needs of a science and knowledge-rich economy, placing Oxfordshire at the forefront of the UK's global growth ambitions.

15. In order to realise the vision, the SEP is structured around a series of priorities which define four programmes illustrated below:



People – delivering and attracting specialist and flexible skills at all levels, across all sectors, as required by our businesses, filling skills gaps, and seeking to ensure full, inclusive, employment and fulfilling jobs;



Place – ensuring a strong link between jobs and housing growth, and providing a quality environment that supports and sustains growth; and offering the choice of business premises and homes (including more homes that are genuinely affordable) needed to support sustainable growth whilst capitalising on and valuing our exceptional quality of life, vibrant economy and urban and rural communities;



Enterprise – emphasising innovation-led growth, underpinned by the strength of Oxfordshire's research, business collaboration and supply chain potential; recognising and reinforcing the significant contribution made by all sectors, in all parts of Oxfordshire and all types of business;



Connectivity – enabling people, goods and services to move more freely, connect more easily; improving broadband and mobile coverage and capacity; and providing the services, environment and facilities needed by a dynamic, growing and dispersed economy.

16. Aligned with the SEP are a series of investment plans:

Creative, Cultural, Heritage and Tourism Investment Plan (CCHTIP)⁷

17. Recognises the contribution that creativity, cultural, heritage and tourism industries make to the thriving Oxfordshire economy. Culture and heritage are important to sense of place and identity but also contribute to the quality of life and health and well-being of residents.

18. The plan sets out a prospectus of opportunities to attract and secure outside investment in the county's economy and to deliver the growth goals of the Strategic Economic Plan 2016. It sets out a new model for a higher growth and more self-sustaining economy for Oxfordshire. 35 proposals for the Investment Plan have been attracted with a total value of £44.5 million.

Strategic Environmental Economic Investment Plan (SEEIP)⁸

19. The SEEIP recognises that investment in the Oxfordshire environment will ensure that the county's natural capital assets are able to meet the demands placed on them,

⁷ Creative, Cultural, Heritage and Tourism Investment Plan (Jul 2016) OxLEP

⁸ Strategic Environmental and Economic Investment Plan for Oxfordshire (Dec 2015) OxLEP

but it will also make its own distinctive and very significant additional contribution to growth.

20. There are two overlapping dimensions of the SEEIP and those are to make Oxfordshire a better place to live and do business, and to generate new environmental products and services with wealth creation and export potential. It identifies five strategic priorities for environmental investment to support the vision:

- Growing the green economy in Oxfordshire
- Enhancing the quality and resilience of urban areas
- Improving management of land to reduce flood risk, enhance water resources, and promote biodiversity
- Promoting and enabling access to the countryside
- Engaging people in the environment and enabling more sustainable lifestyles

21. The SEEIP steering group have worked with stakeholders across the county to identify an initial pipeline of investment proposals which have the potential to deliver on those priorities amounting to a total investment of £31 million. These projects are part of a wider investment need to support and enhance the county's natural capital.

Oxfordshire Skills Strategy⁹

22. The Skills Strategy sets out the key priorities that will help address skills challenges to 2020. The aim of the strategy is to provide an overview of the high-level interventions required to support the Oxfordshire economy and which are likely to have greatest impact in terms of addressing skills deficits and supporting growth. It is envisaged the strategy will:

- Provide a clear direction of travel to skills commissioners, our provider networks and employers
- Influence local skills provision and curriculum design
- Become a vital tool in setting priorities, allocating resources and potential funding.

Oxfordshire Innovation Strategy¹⁰

23. The vision of the Innovation Strategy is to enhance and support the innovation-led economy. It is intended to harness the component parts of Oxfordshire's excellent innovation base and experience and to enable, where practical, activity to be aligned and coordinated to ensure that all are working towards a common goal for Oxfordshire that spawns new ideas, new processes, and new ways of working that together combine to create high value job opportunities and increased productivity.

⁹ Oxfordshire Skills Strategy OxLEP

¹⁰ Oxfordshire Innovation Strategy OxLEP

Oxfordshire Local Industrial Strategy¹¹

24. Flowing from the established UK Industrial Strategy and the Strategic Economic Plan (SEP), Oxfordshire is one of three trail blazers nationwide to prepare a Local Industrial Strategy (LIS), a framework for guiding investment decisions to deliver a strategy between now and 2040.

25. Led by the Oxfordshire Local Enterprise Partnership (OxLEP), the LIS includes a vision that Oxfordshire will be a top three global innovation ecosystem by 2040, building on world-leading science and technology clusters to be a pioneer for the UK for emerging transformative technologies and sectors. The aim of the LIS is to double GVA to £46 billion and create 108,000 private sector jobs in the County.

26. The LIS suggests an approach to initiate a step change in the way economic growth is planned and pursued in Oxfordshire. It would deliver growth that would be innovation-led and inclusive, place-sensitive and sustainable, enhancing communities, the natural environment and quality of life.

27. A key pillar of the LIS is to develop Oxfordshire as a globally-recognised Living Lab. This encompasses creating sustainable, liveable places that utilise new technologies and services developed within the ecosystem and encourage collaboration between businesses and communities, to tackle the UK's four Grand Challenges set out in the UK Industrial Strategy: ageing society, mobility, clean growth, and data and artificial intelligence. The LIS aims to establish three types of Living Lab across the county - Clean Growth, Data and Mobility, and Health and Wellbeing.

Living Labs

28. A key pillar of the LIS is to develop three Living Labs in Oxfordshire. These are developments where new technologies can be tested in a real-life environment, such as Autonomous Vehicles or smart communities such as those being developed at North West Bicester Ecotown. New and expanded settlements across Oxfordshire could be living laboratories for the integration of Autonomous Vehicles, demonstrating transport solutions for further deployment nationally and in other countries. New developments could be a test-bed of innovative solutions in sustainability at all scales. As part of the Oxfordshire Plan we will consider options for new development to be designed as Living Labs.

Challenges for the Oxfordshire Plan

Key issues

29. The aim set out in the LIS is for Oxfordshire to become one of the top three global innovation ecosystems where groups of people develop new ideas and technology where

¹¹ Oxfordshire Local Industrial Strategy (Technical Negotiating Draft) (Dec 2018) OxLEP

teams, technologists, business leaders, investors and service providers form an innovation ecosystem.

30. It is important to consider what is distinctive and unique about Oxfordshire that differentiates it from other global innovation ecosystems. It is essential for a globally-leading innovation ecosystem to have a distinctive brand and strong vision that differentiates itself from other ecosystems, around which citizens, businesses, leaders and investors can unite. The quality of the Oxfordshire environment is one such factor that is often cited as making Oxfordshire a special place to live and work.

31. Oxfordshire has a unique and attractive lifestyle, combining science and technology excellence with the historic city, market towns, Areas of Outstanding Natural Beauty and close proximity to London. However, Oxfordshire faces significant challenges relating to living costs and transport.

32. Oxfordshire has a wealth of keystone assets which are essential in supporting an innovation ecosystem. It is home to a globally-renowned university, a number of national assets and several industry-leading clusters and facilities. Oxfordshire has further potential to build on these assets with more land available to create new and expand existing assets.

33. The Oxford universities are a particularly important asset in generating local skills and talent, releasing highly skilled graduates into the Oxfordshire talent pool. Oxfordshire needs to do more work to retain this talent, and attract and retain more from around the globe. Oxfordshire could also look to improve the way it nurtures and develops the skills of its domestic labour pool, for both high-tech jobs but also for the jobs that support the innovation industries.

34. The LIS future state assessment report identifies a spatial vision concept for delivering the vision of the Local Industrial Strategy in a sustainable manner, enhancing the natural environment and quality of life for Oxfordshire's residents. The spatial concept is designed to complete the Oxfordshire Business lifecycle, to nurture emerging businesses at the ideation stage, allow them to grow through the innovation stage and establish themselves for future growth through the commercialisation stage.

35. The spatial vision ideas for the LIS will be helpful in guiding the broad spatial distribution of economic growth areas in the Oxfordshire Plan.

Determining appropriate economic growth aspirations

36. The LIS considers scenarios for continuing 'business as usual' economic growth and a 'go for growth' scenario to 2040. It also focuses on increasing 'productivity' i.e. job growth generated by improving productivity of existing businesses. It also talks about the importance of supporting sustainable development and infrastructure delivery as both are essential to ensure the area is attractive to investors/ employers.

37. For the Oxfordshire Plan, economic growth scenarios for the period to 2050 will be required which will build upon information in the LIS scenarios. This will form part of the housing need assessment. The assessment will determine housing need based on household demographic projections and affordability levels.

Ensuring housing availability for workers

38. Having access to sufficient housing that people can afford is key to retaining a workforce operating in all sectors of the economy. For this reason, the housing need assessment will consider the level and type of housing needed to support economic growth scenarios.

39. The size of the labour market is a crucial, if complex, factor in increasing the rate of economic output. More workers means there is a potential for higher output, especially if they are highly skilled, (which is characteristic of a large section of Oxfordshire's labour force), but also puts further upward pressure on transport infrastructure, public services and housing costs. Hiring and retaining talent is fundamental to the success of businesses in Oxfordshire.

40. The median house price in Oxfordshire is now almost 50% higher than the median price in England. This means that Oxfordshire remains one of the least-affordable places in the country to buy property based on the house price to earnings ratio.

41. Poor housing affordability can prove a deterrent to young professionals hoping to live and work in Oxfordshire. As the population of Oxfordshire continues to age, retention of young workers should be considered a priority. Without these workers, the region's ability to fill positions in high-technology and innovative business sectors may be hampered, weakening Oxfordshire's competitiveness and hindering the aspirations of the SEP and LIS.

Amount and type of employment land needed

42. The housing need assessment and economic growth scenario work will include an assessment of the amount and type of employment land that would be needed to meet the economic growth aspirations.

43. This work would include a commercial property market assessment, labour demand modelling, assessment of past employment land completions and allocations. This information would then be drawn together to quantify levels of employment land provision.

44. In parts of Oxfordshire, a lack of affordable and available business space is constraining productivity and business growth. The constraints on land available for development in Oxfordshire, particularly around Oxford, lead to high prices for business space. New developments and expansions of science and business parks provide an

opportunity for more affordable, high quality and flexible office space which will enable businesses to grow to scale.

A spatial strategy and broad locations for development

45. The Oxfordshire Plan will determine the spatial strategy for new development. A spatial strategy sets out broad development patterns for where new development should be located. The Plan will identify broad locations for development and it will be the role of future Local Plans to define precise locations and boundaries. It will not allocate sites except at the request of the relevant Local Planning Authority.

46. This consultation stage (Regulation 18 Part 1) starts the discussion around potential spatial strategies for considering the location of new development. It aims to focus development in the right places, to help balance the need for development with the need to both protect the environment and provide the environmental services needed for the future. It also provides an opportunity to think about the linkages between different places, infrastructure and activities and how these can be coordinated and improved to help achieve social, environmental and economic objectives.

47. Topic Paper 2: The Spatial Strategy¹² provides further information. Options will be developed and refined through the consultation stages supplemented by evidence/data on issues such as sustainability appraisal, flood risk, natural capital, transport, social and utilities infrastructure, health impact, landscape and townscape, Green Belt and food security.

Economic Land Availability

48. The Plan will need to give some certainty that development can be delivered so an assessment of land availability will be undertaken.

49. The Plan is likely to focus on development of significant scale, such as that needed to deliver a new primary school, secondary school or major infrastructure project, should the housing need assessment justify it. For this reason, the assessment of land availability is likely to focus on strategic sites only and any development on sites of a smaller scale is likely to be more appropriate for an individual district authority to assess through reviews of their Local Plans.

50. To support the assessment of land availability and broad locations, a 'call for ideas' is being undertaken alongside the consultation on the Regulation 18 Part 1 document. The 'call for ideas' encourages suggestions from the public, organisations, landowners and developers. Further details are at www.oxfordshireplan.org.

¹² Topic Paper 2 – Spatial Strategy (Feb 2019), Oxfordshire Plan 2050

Digital connectivity

51. Digital connectivity in Oxfordshire has significantly improved in recent years. The *Better Broadband for Oxfordshire*¹³ programme has enabled over 96% of premises across the county to access to superfast broadband. 7% of premises in Oxfordshire have full fibre connectivity –whilst double the national average, it is still well behind many of our global competitors.

52. If Oxfordshire's businesses are to reach new customers and markets online then high quality digital connectivity is key. The provision of full-fibre broadband technology is seen as the future of high-speed and high-quality connectivity. The £200m local full-fibre networks challenge fund provides an opportunity for Oxfordshire to accelerate the roll out of full fibre networks across the region.

53. The Oxfordshire Plan will consider how it can support the delivery of superfast broadband. This could be by establishing place-shaping principles to ensure new development incorporates superfast broadband.

¹³ [Better Broadband for Oxfordshire](#)

Topic Paper 4

Improve Housing Availability and Affordability

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of housing availability and affordability in relation to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

Policy context

2. The National Planning Policy Framework¹ (NPPF) seeks to ensure that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed. Strategic policies can be contained in *"joint or individual local plans, produced by authorities working together or independently (and which may also contain non-strategic policies)"*². Strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance.

3. The Planning Practice Guidance³ states that *"the standard method for assessing local housing need provides the minimum starting point in determining the number of homes needed in an area"* and explains that exceptional circumstances can justify going above the minimum standard approach. It sets out five circumstances where figures higher than that derived from the standard method need to be considered and, on the basis of which additional growth above historic trends is likely to or is planned to occur over the plan period, an appropriate uplift may be considered.

4. The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.

5. Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need can be met over the plan period.

6. They should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning

¹ Section 5, NPPF (July 2018) MHCLG

² Paragraph 17, NPPF (July 2018) MHCLG

³ Planning Practice Guidance: Housing Need Assessment paragraph 2a-010-20180913, (Sep 2018) MHCLG

policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. In the case of Oxfordshire these planning policies are expected to be within the subsequent Local Plans rather than the joint plan. Strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period.

7. The Planning Practice Guidance⁴ (PPG) includes further detail on Housing Needs Assessments to inform Plan making and Housing and Economic Land Availability Assessments and Brownfield Registers to identify a future supply of housing. It provides guidance on Viability in Plan making; Starter Homes; Self and Custom Build housing; Rural Housing; Accessibility, adaptability and wheelchair housing standards.

Challenges for the Oxfordshire Plan

Delivering enough housing to meet need

8. The Oxfordshire district authorities are planning for and supporting delivery of 100,000 homes by 2031 through the Housing and Growth Deal⁵ with Government. A significant amount of joint work across the Oxfordshire authorities fed into the Growth Deal including the Strategic Housing Market Assessment⁶ (April 2014) which covered the period 2011-2031. This has fed into the current and emerging round of Local Plans which cover the period from 2011-2031/36. There is therefore a good deal of detail and certainty around the period up to 2031/36 as plans and strategies are well advanced.

9. The Oxfordshire authorities will work together to comprehensively test a range of options for growth, informed by the new standard methodology, up-to-date evidence and ongoing engagement with stakeholders.

10. The adopted Oxfordshire Plan will ultimately identify a housing requirement for the whole of Oxfordshire and apportion it to each of the five district authorities as set out in the Statement of Common Ground⁷. As District level Local Plans are reviewed in the future, the Oxfordshire Plan will form the strategic planning overview which Local Plans will need to be in broad conformity with. The precise level of detail that this information will be presented in will be determined through the production of the plan. It is envisaged that the Oxfordshire Plan will also identify strategic growth areas, especially for larger scales of development and where linked to strategic infrastructure.

⁴[Planning Practice Guidance](#) MHCLG

⁵ [Oxfordshire Housing and Growth Deal](#) (Mar 2018) MHCLG

⁶ [Oxfordshire Strategic Housing Market Assessment](#) (Apr 2014) GLHearn

⁷ Oxfordshire Joint Statutory Spatial Plan [Statement of Common Ground](#) (Mar 2018) Oxfordshire Growth Board

A spatial strategy and broad locations for development

11. The Oxfordshire Plan will determine the spatial strategy for new development. A spatial strategy sets out broad development patterns for where new development should be located. The Plan will identify broad locations for development and it will be the role of future Local Plans to define precise locations and boundaries. It will not allocate sites except at the request of the relevant Local Planning Authority.

12. This consultation stage (Regulation 18 Part 1) starts the discussion around potential spatial strategies for considering the location of new development. It aims to focus development in the right places, to help balance the need for development with the need to both protect the environment and provide the environmental services needed for the future. It also provides an opportunity to think about the linkages between different places, infrastructure and activities and how these can be coordinated and improved to help achieve social and economic objectives.

13. Topic Paper 2: The Spatial Strategy⁸ provides further information. Options will be developed and refined through the consultation stages supplemented by evidence/data on issues such as sustainability appraisal, flood risk, natural capital, transport, social and utilities infrastructure, health impact, landscape and townscape, Green Belt and food security.

Housing Land Availability

14. The Plan will need to give some certainty that development can be delivered so an assessment of land availability will be undertaken.

15. The Plan is likely to focus on development of significant scale, such as that needed to deliver a new primary school, secondary school or major infrastructure project, should the housing need assessment justify it. For this reason, the assessment of land availability is likely to focus on strategic sites only and any development on sites of a smaller scale is likely to be more appropriate for an individual district authority to assess through reviews of their Local Plans.

16. To support the assessment of land availability and broad locations, a 'call for ideas' is being undertaken alongside the consultation on the Regulation 18 Part 1 document. The 'call for ideas' encourages suggestions from the public, organisations, landowners and developers. Further details are at www.oxfordshireplan.org.

Affordable Housing Requirements

17. The housing need assessment will also consider the affordability of housing within Oxfordshire using guidance in the PPG⁹. It will look at current and projected need and the

⁸ Topic Paper 2 – Spatial Strategy (Feb 2019), Oxfordshire Plan 2050

⁹ [Housing Need Assessment, Planning Practice Guidance](#) (Sep 2018) MHCLG

supply of affordable housing in line with the Government's definition in the NPPF and come to conclusions on the number of affordable homes needed.

18. This will help develop a framework for affordable housing provision across Oxfordshire. Currently, the adopted and emerging Local Plans within Oxfordshire have a range of affordable housing requirements based on need and viability which reflects the costs of development and the prices of houses.

19. The PPG provides guidance on viability and plan making¹⁰. Affordable Housing policy requirements should be informed by evidence of infrastructure and affordable housing need, and a proportionate assessment of viability, including the cost implications of the Community Infrastructure Levy (CIL) and section 106. Policy requirements should be clear so that they can be accurately accounted for in the price paid for land. Different requirements may be set for different locations, types of site or types of development.

20. Existing viability studies across the Oxfordshire districts will be reviewed and, if necessary, further work commissioned.

Need for specialist housing including older people, Gypsies, Travellers, boat dwellers and travelling show people

21. The household projections that form the baseline of the standard housing need assessment method are inclusive of all households including Gypsies and Travellers as defined by the Planning Policy for Traveller Sites¹¹. The assessment may review the existing needs assessments for Gypsies, Travellers, boat dwellers and travelling show people and update this information if required.

22. In line with the PPG¹², the housing need assessment will also consider the need for specialist housing such as housing for older persons, people with disabilities, the private rented sector, self and custom build, student accommodation. The Oxfordshire Plan will consider whether, at a strategic level, it is appropriate to have policies on specialist housing or whether this should be left to Local Plans.

¹⁰ Viability, Planning Practice Guidance (July 2018) MHCLG

¹¹ Planning Policy for Traveller Sites (Aug 2015) MHCLG

¹² Housing Need Assessment, Planning Practice Guidance (Sep 2018) MHCLG

Topic Paper 5

Strong and Healthy Communities

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of strong and healthy communities in relation to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

What is healthy place shaping?

2. Our ambition is to plan for and shape communities to actively promote health and wellbeing and make it easier for people to enjoy healthy and sustainable lives.

3. Healthy place shaping involves local government working in partnership to create sustainable, well-designed communities where healthy behaviours are the norm and which provide a sense of belonging and safety, a sense of identity and a sense of community.

4. The Growth Deal provides an exceptional opportunity to shape healthy and thriving places where the right policies, environment and partnership working are adopted to empower individuals, communities and organisations to make healthier choices.

5. Healthy place shaping involves the following:

- Shaping the built environment, so people can easily access green spaces and are enabled to walk and cycle more.
- Working with local people and community groups, schools and businesses to support them in adopting healthier lifestyles.
- Developing local health and care services to deliver good local services.

6. The Oxfordshire Plan will seek to further these goals and ambitions and treat healthy place shaping as an integral objective of the overall strategy.

Policy context

7. The National Planning Policy Framework (NPPF)¹ is explicit in its support for healthy place shaping. It states that:

¹ [Paragraph 91, National Planning Policy Framework](#) (July 2018) MHCLG

"Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

- a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other - for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;*
- b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion - for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and*
- c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs - for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling".*

8. In terms of fleshing out what such an approach might look like, guidance produced by the Town and Country Planning Association's *Creating Health Promoting Environments*² and also Public Health England's *Spatial Planning for Health*³, are but a couple of several useful sources of information recently published by national bodies on how to plan places for healthy living. The National Institute for Health Care Excellence (NICE) have produced draft guidelines⁴ for planners to encourage physical activity in the population.



9. And finally, the NHS England's *Long Term Plan* (Jan 2019)⁵ lays down the gauntlet for all those who plan and design places to ensure that they do so with the nation's future health uppermost in their minds: *"Wider action on prevention will help people stay healthy and also moderate demand on the NHS. Action by the NHS is a complement to - not a substitute for - the important role of individuals, communities, government, and businesses in shaping the health of the nation".*

² [Creating Health Promoting Environments](#) (Dec 2017) TCPA

³ [Spatial Planning for Health: an evidence resource for planning and designing healthier places](#) (June 2017) Public Health England

⁴ [Physical activity: encouraging activity in the general population](#) (2019) NICE

⁵ [Overview and Summary, Chapter 2, NHS England Long Term Plan](#) (Jan 2019) NHS England

10. Locally, Oxfordshire's emerging and adopted Local Plans contain priorities which directly relate to healthy place shaping principles and a range of policies and proposals that will support the creation of healthy communities. District policies have identified the need for health impact assessments (HIA) to be conducted for all strategic development. A HIA identifies and takes account of the health status and needs in the area and provides information about how development proposals will improve health and wellbeing.

11. The following illustrates the existing approach to development as set out in the various local plans across Oxfordshire:

- In West Oxfordshire the Local Plan 2011-31 enables new development, services and facilities in locations which will help improve the quality of life of local communities and where the need to travel, particularly by care workers, can be minimised.
- The emerging Oxford Local Plan 2011-36 requires a Health Impact Assessment (HIA) for major development proposals, which ensures that measures will be taken to help contribute to healthier communities and reduce health inequalities through development.
- The emerging South Oxfordshire Local Plan 2011-34 requires that housing needs be met by delivering high quality, sustainable attractive places and providing access to high quality leisure, recreation, cultural, community and health facilities.
- The Vale of White Horse Local Plan 2031 seeks to build healthy and sustainable communities which protect the environment and respond to climate change.
- Cherwell's Local Plan 2011-31 proposes a number of transformational steps which will all support healthy placeshaping, including securing an excellent transport system; inclusive communities and quality urban, rural and natural environments. The Plan also contains policies that promote innovative approaches to growth, notably those which govern the ground-breaking developments at NW Bicester (Eco Town) and Graven Hill (large scale self-build). The lessons being learned from these projects will inform how the District plans and designs growth in the future.



Supporting strategies

Draft Oxfordshire Joint Health and Wellbeing Strategy 2018-2023⁶

12. Developing a coordinated approach to prevention and healthy place shaping is the first of three interrelated headline priorities which also include:

- Improving the resident's journey through the health and social care system;
- Agreeing an approach to working with the public so as to re-shape and transform services locality by locality;
- Agreeing plans to tackle critical workforce shortages.

13. Cutting across all three of these priorities is a commitment to shift the focus to the prevention of ill health, reducing the need for treatment and care whilst also tackling health inequalities.

Economic Growth Through Innovation: Strategic Economic Plan 2015-2030⁷

14. Improved health outcomes are amongst the objectives for a "*vibrant, sustainable, inclusive, world leading economy*" that benefits "*Oxfordshire's people, places and connectivity*". Through a combination of partnership approaches, supporting local commercialisation and direct funding, the plan encourages the development of digital technologies to improve health and care services, innovative approaches to reduce air pollution and development of active travel infrastructure within key growth areas.

Strategic Environmental and Economic Investment Plan for Oxfordshire 2015-2030⁸

15. The vision for Oxfordshire envisages "*a high quality, resilient environment which supports economic growth, development, health, wellbeing and prosperity for all*" with specific objectives to promote and enable access to the countryside and engage people in the environment, enabling more sustainable lifestyles

Connecting Oxfordshire: Local Transport Plan 2015-2031 (LTP4)⁹

16. All of the over-arching transport goals listed below have direct implications for healthy place shaping:

- To support jobs and housing growth and economic vitality;
- To reduce emissions, enhance air quality and support the transition to a low carbon economy;
- To protect and enhance the environment and improve quality of life (including public health, safety and individual wellbeing).

⁶ [Draft Oxfordshire Joint Health and Wellbeing Strategy 2018-2023](#) (Nov 2018) Oxfordshire Clinical Commissioning Group & Oxfordshire County Council

⁷ [Economic Growth Through Innovation: Strategic Economic Plan 2015-2030](#) (2016) OxLEP

⁸ [Creating the Environment for Growth: Strategic Environmental and Economic Investment Plan for Oxfordshire 2015-2030](#) (Dec 2015) OxLEP

⁹ [Connecting Oxfordshire: Local Transport Plan 2015-2031](#) Oxfordshire County Council

17. LTP4 also includes countywide mode strategies which impact on place shaping and most notably the Active Healthy Travel Strategy¹⁰ which aims to make walking and cycling "*equally if not more attractive than using the car, for the majority of people*". Other mode strategies which impact on healthy place shaping include bus and rail transport. County wide network management strategies made under LTP4¹¹¹² also aim to support healthy and thriving communities.

AONB Plans

18. The Chilterns Area of Outstanding Natural Beauty (AONB) Plan 2014-19¹³, the Cotswolds AONB Management Plan 2018-2023¹⁴ and the North Wessex AONB Management Plan 2014-2019¹⁵ include community activation objectives and seek to promote opportunities for improving health and wellbeing.



Challenges for the Oxfordshire Plan

19. Against a background of a growing and ageing population, where the number of people with chronic and complex diseases is increasing and housing pressures have exacerbated staffing shortages, the strategic focus of Oxfordshire's Joint Health and Wellbeing Strategy 2015-19¹⁶ approved in July 2017 is to:

- prevent avoidable illness
- reduce need for treatment and
- lower the impact of illness by supporting independence and delaying the need for care

20. Although Oxfordshire is better than the national average for many health outcomes, evidence shows a high proportion of morbidity is preventable such as heart disease, cancer and diabetes. This is more pronounced amongst communities suffering

¹⁰ [Active Healthy Travel Strategy](#) Oxfordshire County Council

¹¹ [Highways Asset Management Plan 2014-2019](#) (Sept 2014) Oxfordshire County Council

¹² [Oxfordshire's Rights of Way Management Plan 2015-25](#) (Nov 2014) Oxfordshire County Council

¹³ [Chilterns Area of Outstanding Natural Beauty Plan 2014-19](#) Chilterns Conservation Board

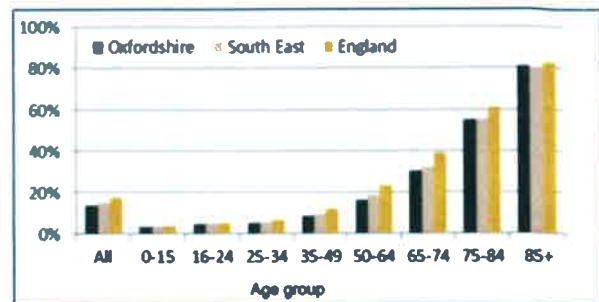
¹⁴ [Cotswold AONB Management Plan 2018-2023](#) (Sep 2018) Cotswold Conservation Board

¹⁵ [North Wessex AONB Management Plan 2014-2019](#), North Wessex Downs AONB Partnership

¹⁶ [Oxfordshire's Joint Health and Wellbeing Strategy](#) (July 2017) OCCG, Healthwatch Oxfordshire, Oxfordshire County Council

socio-economic deprivation. Some groups are at more risk because of the combined effects of where they live, their age, ethnicity, gender and mental health.

21. Current increases in demand on health and care services and infrastructure is unsustainable. Health inequalities undermine productivity and place a disproportionate burden on services. A transformational approach to healthy place shaping is required to address all these issues. The Oxfordshire Plan presents us with a fantastic opportunity to plan the County's future growth so that it benefits the health and wellbeing of existing and new residents / workers alike.



Percentage of residents in households* by age with daily activities limited by ill health or disability (a little or a lot) 2011, Oxfordshire vs South East and England. Source: ONS Census 2011 from nomis, table DC3302 *excludes people living in communal establishments such as care homes. Extracted from the [Director of Public Health's Annual Report for Oxfordshire XI](#)

22. But this won't happen unless we make a concerted effort to put healthy place shaping at the heart of how we build and design new places. By having in place a long term and coordinated approach across the County to build new places that make it easy for people to live healthier lives, we will be tackling in a very positive way the strategic priorities set out above.

23. The Oxfordshire Plan will set out the broad strategy for Oxfordshire's growth and how that might be delivered. As such it will set the tone and create the framework for more detailed planning policies that will shape growth at the district level and hence will be contained in district level Local Plans.

What could the Oxfordshire Plan's Healthy Place Shaping Strategy look like?

Strategic principles approach

24. The Oxfordshire Plan could contain a number of strategic principles to guide and inform how the Districts plan for growth at the local level. The benefit of doing so would promote a clear and consistent approach to healthy place shaping across the County and ensure that district level local plans contain relevant and effective measures to create healthy places.

25. The following are some ideas as to what these strategic principles could look like based upon considerations that are generally agreed (and referenced in the above cited sources of guidance) to make a difference.



26. Proposals for strategic scale development and urban extensions must contribute towards shaping healthy communities by demonstrating that they adhere to the following principles to deliver high quality sustainable places:

- must address the existing and projected health and wellbeing needs of an area and consider existing community assets that could be enhanced to help promote health.
- must provide opportunities for people to be more active e.g. street layout and public realm to encourage walking and cycling as modes of transport, open spaces/green spaces for play and recreation, sports and leisure.
- must enable good mental wellbeing through reducing social isolation and loneliness by encouraging social community infrastructure, access to nature and opportunities for social interaction.
- must provide adaptable homes with adequate amenities/room sizes and thermal/sound insulation which can accommodate change.
- must make it easier for people to make healthier food choices e.g. restricting proximity of hot food takeaways to schools and encouraging healthy food provision in public spaces such as community centres, leisure centres and park kiosks as well as including opportunities for food growing.
- must support the provision of multi-functional community facilities and co-location of services at appropriate geographical level e.g. health, social care and public service provision, community hubs, public spaces and green infrastructure.
- must be designed to allow universal accessibility, making it easier for everyone to maintain their independence throughout their life course.
- must take account of the behavioural change potential of appropriately phased development e.g. people moving into new developments are more likely to adopt healthier day-to-day lifestyle habits when health promoting infrastructure, such as community buildings, walkways and cycle paths, is already in place.

Delegate to Local Plans

27. An alternative approach could be less detailed but set out the requirement that district level local plans make the necessary provision to meet the health and wellbeing needs of their local areas - in essence along the lines of the first bullet point but then let the Districts shape what this might look like. While this could allow



the districts more latitude / flexibility to shape what a healthy place looks like in their area, it could lead to a less consistent approach to the issue across the County.

Healthy Place Shaping Principles

28. There is also the option that the Oxfordshire Plan could take its cue from the learning gained from the Healthy New Towns in Bicester and Barton, which is reflected in NHS London Healthy Urban Development's¹⁷ broad determinants of healthy urban planning. This states that there are ten key Healthy Place Shaping Principles which need to be considered when assessing development proposals as follows:



- Work with people to co-produce communities which people value because they have character and a local distinctiveness, which are attractive places to live and work, which promote a sense of identity, and where people feel safe and comfortable.
- Improve health and wellbeing and enable independence, reduce health inequalities and facilitate social interaction where people can meet to create healthy, inclusive and safe communities.
- Enable inclusive social, environmental and economic growth which supports local employment and other meaningful activity.
- Ensure the protection, enhancement and expansion of the natural, built and historic environment.
- Mitigate and adapt to climate change and use a catchment based approach to water management.
- Provide and ensure access to infrastructure that enables people to be active, which encourages active modes of travel and which does not add to congestion.
- Ensure easy access to infrastructure, facilities and services to enable people to live and age well and which provide early opportunities for people to meet and connect with one another.
- Maintain, enhance and expand easy access to green spaces and nature to deliver multiple benefits for people, place and the environment.
- Minimise energy demand and maximise the use of renewable energy, where viable meeting all demands for heat and power without increasing carbon emissions.

¹⁷ [Rapid Health Impact Assessment Tool](#) (Apr 2017) HUDU Planning for Health

- Provide diversity in the residential offer that improves accessibility, affordability and promotes inter-generational connectivity and lifetime neighbourhoods.

29. The advantage of taking this approach is that it is already predicated on local Oxfordshire examples and is specifically endorsed by the NHS. It is also planning focussed, clear and unambiguous in what it prescribes.



How will we know if we've succeeded?

30. The key question is whether any proposed growth will have either a positive or negative impact on physical health and mental wellbeing; e.g. will it increase physical activity; reduce loneliness and obesity and promote personal safety? Over time are we seeing a smaller gap between healthy life expectancy and overall life expectancy?
31. Will new housing options be sufficiently diverse that they encourage inter-generational connectivity and support social cohesion? Can growth enhance productivity by reducing congestion, increasing access to and choice in active travel modes, and create a public realm that is not car dominated? Are businesses benefiting from seeing a reduction in sickness absence, improvement in staff recruitment and retention? Most importantly growth needs to be inclusive in order to reduce deprivation and resulting health inequalities.
32. And this really gets to the heart of the rationale for the inclusion of some healthy place shaping principles in the Oxfordshire Plan - not least because if we don't set some benchmarks or standards against which to assess what we have built, how will we know what has worked, what hasn't and what needs some improvement? It is important for all of us now and for future generations that we are able to evaluate our performance and use that learning to continuously improve how we design and build places in the future.
33. Comments around healthy place shaping can be incorporated into responses to the Oxfordshire Plan Regulation 18 consultation on Issues and Aspirations which this series of Topic Papers support. If you think building strong and healthy communities that help people to live more healthy lives is an important aspiration for the Oxfordshire Plan, please can you briefly set out your reasons for your answer in your response to the consultation.

Topic Paper 6

Securing Nature's Benefits: The Role of the Oxfordshire Plan 2050

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of Securing Nature's Benefits in relation to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

A Vision for Oxfordshire's Environment in 2050

2. Oxfordshire's Strategic Environmental and Economic Investment Plan (OxLEP, 2015) sets out a vision for Oxfordshire to benefit from a high-quality, resilient environment which supports economic growth, development, health, wellbeing and prosperity for all. This is to be achieved by an innovative, efficient environmental sector working together with other public and private sector partners to:

- Attract and deliver investment in the county
- Ensure sustainable, long-term stewardship of natural capital assets
- Develop new and improved environmental knowledge, goods and services

3. This high-quality environment will be a place where beautiful landscapes, rich in nature are integral to people's lives.

Introduction

4. Oxfordshire's plants, wildlife, soils, air and water - its natural capital - provide a wide range of goods and services that together with the social and economic assets of the county will underpin future success for our residents, communities and businesses¹.

5. The Oxfordshire Plan 2050 has the potential to enhance the quality of Oxfordshire's environment through careful forward planning that provides benefits from a range of environmental goods and services. Some of the key assets within the county include the three Areas of Outstanding Natural Beauty (AONB), the River Thames, its

¹ The ecological processes and the resources they [natural capital] provide can be expressed in terms of goods and services. Ecosystem processes can be considered value-neutral, whilst their goods and services are considered to have a value to society. Ref Joint Nature Conservation Committee, 2014 <http://jncc.defra.gov.uk/default.aspx?page=6382>

tributaries and river corridors, nature reserves, important habitats and urban parks and green spaces. Together these provide vital goods and services, including wildlife, clean air, fresh water, surface water management, flood alleviation, food and forestry products, carbon capture and storage. They are also the setting for the city of Oxford and the county's towns and villages, and places for leisure and recreation. The River Thames is navigable along much of its length in the county and is an important recreational resource. There is a strong link between achieving good environmental outcomes and improving the physical and mental health and well-being of residents and visitors.

6. By considering environmental issues and opportunities at an early stage the Oxfordshire Plan 2050 could identify the spatial and investment needs to maintain and enhance a high-quality natural environment.

National policy context

7. The UK Government set out its long term environmental ambitions in A Green Future: Our 25 Year Plan to Improve the Environment² which recognises the natural environment as "*our most precious inheritance*". The goals of the 25 Year Plan are simply put as "*cleaner air and water; plants and animals which are thriving; and a cleaner, greener country for us all.*"

8. The National Planning Policy Framework (NPPF)³ sets out the Government's planning policies for England and how these should be applied. The policies contribute to the achievement of sustainable development. The objective of sustainable development is summarised in the NPPF as "meeting the needs of the present without compromising the ability of future generations to meet their own needs."

9. The three overarching objectives within the NPPF - economic, social and environmental - are to be pursued in mutually supportive ways. The environmental objective is "*...to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy*".

10. Within the NPPF there are a number of areas that are directly relevant to Oxfordshire's natural environment. These include sections on making effective use of land, biodiversity, the protection of landscapes, climate change and flood regulation all of which are likely to have a direct bearing on the place shaping and spatial aspects of the Oxfordshire Plan 2050.

11. The supply, quality and regulation of water in the county is a key environmental service. Oxfordshire's rivers, river corridors and wetlands are a vital environmental asset

² A Green Future: Our 25 Year Plan to Improve the Environment (Jan 2018) DEFRA

³ NPPF (July 2018) MHCLG

providing important environmental connectivity across the county. Policies and legislation for the protection of inland surface waters and groundwater are derived from the Water Framework Directive (WFD). The framework for delivering the Directive is through River Basin Management Planning. Oxfordshire lies within the Thames River Basin District, within which there are five catchments- Thame, Ock, Windrush, Evenlode, Cherwell, Ray and South Chilterns.

Local policy context

12. Local authorities seek to deliver environmental objectives through their local planning documents. Whilst Oxfordshire authorities' current Local Plans are at different stages of development, they contain policies that seek:

- the protection and enhancement of environmental assets e.g. sites of biodiversity and geodiversity value, agricultural soils, landscape quality in both urban and rural areas, green infrastructure, and water resources.
- to ensure development does not harm the existing regulation of environmental benefits for example by reducing air quality, polluting water courses and groundwater and achieve environmental gains for example through the remediation of contaminated land.
- to avoid a net loss in biodiversity and, where possible, achieve net gain, policies that seek developer contributions where these gains cannot be provided as part of the development.
- that consider the potential impacts of climate change and the measures that could be taken to mitigate and adapt to forecast changes.

13. There is a wide range of supplementary information produced by the local authorities that provides further detail on local environmental needs and opportunities. These include audits of open space, green infrastructure strategies⁴, design guides and landscape assessments.

14. The County Council does not have the same role as the districts and city councils in terms of Local Plan production. Key environmental policies are contained within the Minerals and Waste Core Strategy - Part 1⁵ and Connecting Oxfordshire: Oxfordshire's Local Transport Plan for 2015 - 2031⁶ which incorporates relevant information in the Active and Healthy Travel Strategy⁷ and, cycling and walking design standards. The statutory Oxfordshire Rights of Way Management Plan 2015-2025 identifies

⁴ Green infrastructure refers to the network of multi-functional green and blue space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. Green infrastructure assets are part of the county's natural capital.

⁵ Minerals and Waste Core Strategy Part 1 (Sep 2017) Oxfordshire County Council

⁶ Connecting Oxfordshire: Local Transport Plan 2015-2031 (Oct 2015) Oxfordshire County Council

⁷ Active Healthy Travel Strategy Oxfordshire County Council

opportunities to improve access and includes strong links to green infrastructure and biodiversity. As with the Local Plans these policies seek to protect existing environmental assets and services and enhance them where possible. County-wide landscape and biodiversity guidance is given in the Oxfordshire Wildlife and Landscape Strategy⁸. The link between the natural environment, health and wellbeing is reinforced in the county council's emerging Oxfordshire Joint Health and Wellbeing Strategy⁹.

15. The Chilterns¹⁰ and Cotswolds Conservation Boards¹¹ and North Wessex Downs AONB Partnership¹² produce management plans and associated guidance. The management plans are statutory documents which set out policies for achieving the primary purpose of conserving and enhancing the natural beauty of each AONB, and other responsibilities that fall to each Conservation Board / Partnership. Local authorities and other public bodies and holders of public office have a legal 'duty of regard' to consider the purposes of the AONB designation and the management plans.

New Ways to Consider Environmental Services

16. The techniques to assess whether development results in a gain or loss to the environment are developing rapidly. To date these have tended to focus on biodiversity. There is merit in this approach as the environmental improvements to provide a gain in biodiversity are often associated with gains in other environmental services. There is an increasing body of expertise and guidance which looks at the wider range of environmental services, their gains and losses in more detail. The Oxfordshire Plan 2050 could provide a good opportunity to look more roundly at the full range of environmental services and how best to maximise the benefits they bring.

Oxfordshire's Environmental Assets

17. Oxfordshire has an attractive and diverse landscape, both built and natural. The diverse geology, criss-crossed by eight river systems, gives the county a gentle, yet complex landscape that supports productive farmland and a variety of habitats including grasslands, woodlands, fens and meadows.

18. Many parts of the county are protected at national and international level for their nature conservation and landscape value. The three Areas of Outstanding Natural Beauty (AONB) - the Chilterns, Cotswolds and the North Wessex Downs which have the same level of landscape protection as National Parks. Together they cover 668km²,

⁸ Oxfordshire Wildlife and Landscape Strategy (2004) Oxfordshire County Council, Natural England and The Earth Trust

⁹ Draft Oxfordshire Joint Health and Wellbeing Strategy 2018-2023 (Nov 2018) Oxfordshire Clinical Commissioning Group & Oxfordshire County Council

¹⁰ Chilterns Area of Outstanding Natural Beauty Plan 2014-19 Chilterns Conservation Board

¹¹ Cotswold AONB Management Plan 2018-2023 (Sep 2018) Cotswold Conservation Board

¹² North Wessex AONB Management Plan 2014-2019, North Wessex Downs AONB Partnership

approximately 25% of the land in the county, an area broadly equivalent to Exmoor and greater than the New Forest National Parks.

19. Oxfordshire has 7 Special Areas of Conservation (SAC) that fall partly or entirely within the county. Sites of Special Scientific Interest (SSSI) are protected at national level as representative of the country's best habitats. There are 111 SSSIs in Oxfordshire, covering 4,012 ha. These sites are strongly protected at national level and in Local Plans. There are many other important sites identified for their ecological and geological interest including 362 Local Wildlife Sites and 46 Local Geological Sites. The State of Nature in Oxfordshire 2017¹³ report provides a comprehensive review of the current position and trends. The locations of key environmental assets are indicated in Figure 1.

20. The figure below is taken from State of Nature in Oxfordshire 2017. It shows the main strategic landscape, wildlife sites and river corridors. These overlay the agricultural land which is not referenced specifically.



Figure 1: Picturing Oxfordshire's natural environment (Image reproduced with the permission of Wild Oxfordshire. © Wild Oxfordshire 2017)

¹³ State of Nature in Oxfordshire 2017 (2017) Wild Oxfordshire

21. Strategic, Conservation Target Areas (CTAs) have been defined within the county and these provide a focus for delivery of significant ecological enhancements in the plan period to 2050. The CTAs cover 20% of Oxfordshire by area and together hold 95% of the SSSI land in the county.

22. Farmland accounts for 74% of Oxfordshire's land cover, of which 56% is under cereals farming and 30% under livestock grazing (NFU, 2014 / State of Nature 2017). Managing farmland sensitively helps to maintain its productivity, combat habitat fragmentation, provides links between protected sites and creates a more resilient landscape that can deliver a wide range of environmental, economic and social benefits.

23. There is a strong link between the natural environment and the health and well-being of people in Oxfordshire. Investment in the county's green infrastructure is likely to generate positive outcomes for individuals and communities including through improved air and water quality, providing accessible nature green space, enhancing opportunities for walking and cycling, increasing interactions with nature and reducing the effects of noise. However, the extent and condition of many of our environmental assets have been declining over the course of decades, resulting in major challenges including air and water pollution, land contamination, fragmentation of habitats and a decline in biodiversity.

Challenges for the Oxfordshire Plan

24. Many factors interact to determine what environmental goods and services are delivered and where. The Oxfordshire Plan 2050 provides an opportunity to consider in detail what type and level of provision we want in the future, and importantly, what level of investment we need and where, in order to achieve the best outcomes.

25. Not all aspects of environmental services will fall easily within the remit of the Oxfordshire Plan 2050. For example, food production is likely to be more responsive to market forces and whatever new agri-environmental funding regime is in place in the future; whilst minerals planning will be the focus of the county Minerals and Waste Strategy. Minerals planning is not within the scope of the Oxfordshire Plan 2050.

26. It is also important to note that many environmental benefits are influenced by factors far beyond local or even national control. The effects of a changing climate are likely to be felt across many of the environmental services during the plan period and the Oxfordshire Plan 2050 could usefully consider how to adapt to and, where possible, help mitigate these changes.

27. Areas where the Oxfordshire Plan 2050 could make a significant impact in the delivery of environmental services and benefits are highlighted in Table 1. This should

not be read as implying that some are more important than others, only that they might be better dealt with at a national level or through other mechanisms.

Table 1: Informal review of the impact of OP2050 on Environmental Goods and Services

Environmental Services & Benefits	Possible impacts or opportunities from OP2050	Ability for OP2050 to influence
Food and timber production	Potential minor negative impact from direct loss of farmland and woodland through development. Potential minor positive impacts from local food growing on allotments. Limited scope for OP2050 to influence.	Low
Materials supply	Potential impacts due to increases for the demand for quarried materials supplied from sites in the county. These could be both positive and negative depending on the restoration proposals.	Medium
Water resource management - supply and water quality.	Potential significant impacts from increased demand for potable water and water quality issues arising from new development and transport schemes. Potential for indirect ecological impacts on important wildlife habitats	High
Carbon storage and sequestration	An effective carbon capture and storage policy would require national and international action. There is some minor potential for carbon sequestration through planting associated with new developments.	Low
Air quality regulation	Impacts on local air quality on human health and wellbeing. Impacts on sensitive habitats from increased pollution.	High

Erosion protection	Limited impacts (the majority of erosion relates to agricultural land use practices).	Low
Flood regulation	Some opportunities for OP2050 to influence land use and plan for strategic habitat creation in wetlands and flood plains.	High
Pollination	Limited Impacts - relates mainly to crop pollination. However, OP2050 has the potential to have a beneficial impact through strategic policies for the creation of new Green Infrastructure and wildlife habitats.	Medium
Pest control	Limited impacts, relates mainly to crop pests, OP2050 policies unlikely to influence this.	Low
Local climate regulation	Limited potential through policies on design of new settlements and tree planting.	High
Recreation and access to nature	Potential significant impact from increases in population. Direct and indirect impacts on important habitats and species. Link to physical and mental health. Need to plan for new strategic green infrastructure assets in new developments through OP2050.	High
Aesthetic value / Sense of place	Potential significant impact from landscape change and population increase. Link to wellbeing.	High

Potential considerations for the Oxfordshire Plan 2050

28. To deliver improvements in environmental quality there are a number of issues that the Oxfordshire Plan could consider:

- Protect and enhance Oxfordshire's key landscapes, landscape settings, views and heritage features.

- Protect, enhance, expand and link key wildlife areas to achieve a measurable net gain in biodiversity and other environmental services, avoiding further fragmentation.
- Deliver new and enhanced green infrastructure assets to meet the needs of the expanding population in locations and ways that deliver multiple benefits, including for biodiversity, flood risk, air quality and climate change and, contribute to improvements in the physical and mental health and wellbeing of Oxfordshire's residents and visitors.
- Growing the green investment economy in Oxfordshire to support the provision of more and better environmental services.

29. Below are approaches that could deliver these improvements some of which may go beyond the scope of the Oxfordshire Plan:

- Setting a clear target for environmental net gain in Oxfordshire and the extent to which this could be delivered by future development. New tools are being developed by DEFRA and others to assess what the existing environmental provision is, what the consequence of development is in terms of the gains and losses expected, and the best means to achieve environmental improvement both within the development boundary and where necessary outside it.
- Development of funding mechanisms linked directly to growth to deliver and secure the long-term maintenance of new green infrastructure assets.
- Strategic green infrastructure allocations for each district located to maximise environmental gains in the areas most impacted by growth (e.g. new Country Parks, environmental investment areas) and secure county-wide benefits from improvements in connectivity of green infrastructure.
- A catchment-level approach to the management of water resources including achieving improvements in water quality and the use of natural flood management techniques to manage water flows.
- A strategic approach to the remediation of contaminated land through the development process.
- A programme of environmental improvements directed at improving the physical and mental health and wellbeing of Oxfordshire's residents and visitors.
- Maintaining close links and integrating with wider environmental investment opportunities such as the Oxford-Milton Keynes-Cambridge Growth Arc.
- A plan, in association with the local economic development strategy, to better understand the character and value of environmental services that benefit the county and to build the green economy in a way that capitalises on the county's unique collection of environmental expertise and environmental assets.
- A robust and properly funded plan to monitor the effectiveness of environmental interventions with a view to informing future activity.

Topic Paper 7

Heritage

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of heritage in relation to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

Context

2. Oxfordshire has a rich and varied cultural history helping to establish the distinctive character of the County. The County has a wealth of heritage sites from the prehistoric, the Roman occupation and the Saxon, Norman, Medieval, post-medieval and Victorian periods. Examples include the Neolithic long barrow at Wayland Smithy, the Iron Age hillforts such as Uffington Castle and Sinodin Hill, Roman temples at Frilford, Wiggington and the Lowbury Hill, lost medieval villages such as Tiggersley, and the chalk figure of the Uffington White Horse, one of the most iconic examples of Iron Age art in the world. In addition, the County contains the internationally renowned medieval collages and buildings of Oxford, one of the region's most important tourist destinations.

3. These remains form a valued and important resource that underpins Oxfordshire's sense of place. In addition to these visible remains the County has an abundance of below ground archaeological sites providing a valuable resource for investigating and understanding our development across thousands of years.

4. The county's Historic Environment Record, the oldest such record in the UK, has 13273 archaeological heritage assets recorded and 12,694 important buildings formally listed by Historic England. The Oxford Urban Archaeological Database holds a further 4,300 asset records for one of England's most visited and recognizable historic towns. In addition, the county contains 301 scheduled monuments, formally designated historic sites and features of the highest significance, 253 conservation areas, 58 registered parks and gardens, two formally designated Civil War battlefields and the world heritage site of Blenheim.

5. These surviving heritage assets are of more than just aesthetic and academic value and are an important factor in the county's economy both in terms of attracting visitors as well as investment.

- Oxfordshire Local Enterprise Partnership (OxLEP) recognises in its strategic economic plan that Oxfordshire's "world class natural and built heritage contributes significantly to its enterprise base"
- Estimates that the county's cultural, heritage and visitor economy attracts over 26 million visitors per year, adding around £3.1 billion to the local economy.
- Through agri-environment schemes we have secured £12 million of funding for archaeological related protection and environmental enhancement projects in Oxfordshire between 2005 and 2015. This includes £1.2 million specifically for archaeological feature protection.

6. These archaeological and historic heritage assets are a finite resource that is highly valued by the local community as well as both nationally and internationally. They form an important backdrop to the characteristic sense of place of Oxfordshire that makes it such a vibrant and attractive place to live and work. The Historic environment also plays an important role in the creation and enhancement of communities. These irreplaceable historic assets are easily disturbed and destroyed by unsympathetic development unless carefully managed.

Policy context

7. The National Planning Policy Framework¹ highlights that the protection and enhancement of the Historic Environment is a key factor of Sustainable Development as an environmental objective. "*c) an environmental objective - to contribute to protecting and enhancing our natural, built and historic environment*" (paragraph 8).

8. In order to achieve this the NPPF requires that strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for the conservation and enhancement of the natural, built and historic environment (NPPF 2018, Para 20).

9. In detail the NPPF sets out that:

"Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;

b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;

¹ Section 16, NPPF (July 2018) MHCLG

c) the desirability of new development making a positive contribution to local character and distinctiveness; and

d) opportunities to draw on the contribution made by the historic environment to the character of a place.”(Paragraph 185)

10. The link between the historic environment and the character of a place and wider social, cultural, economic and environmental benefits is clearly highlighted in this section of the NPPF.

Local Planning Policies

11. In line with the NPPF this positive strategy has been incorporated into a number of policies in each of the Districts Local Plans. These policies also highlight the link between the historic environment and the sense of local distinctiveness and character of the District.

12. The Cherwell Local Plan 2016-19 sets out this positive strategy in Policy ESD 15 which states:

“We will protect our historic environment; it is a major resource contributing to the local distinctiveness of the District. Conservation Areas and other heritage assets (including both designated and undesignated assets) form part of the historic fabric of the District and contribute to the character of the area and will be maintained” (Policy ESD 15, B.263).

“The Council will protect and enhance the special value of these features individually and the wider environment that they create.” (Policy ESD 15, B.264).

13. The emerging Oxford Local Plan 2036 contains a chapter on enhancing Oxford's heritage and creating high quality new development (chapter 6) which contains a number of draft policies relating to the historic environment. These include a draft policy specifically to protect designated assets, listed buildings and scheduled monuments and their setting (Policy DH3).

“Planning permission will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance character and distinctiveness of the heritage asset and locality.”

14. The plan also contains a draft policy specifically dealing with archaeological remains (Policy DH4) and a draft policy which sets out how Local Heritage Assets will need to be identified and conserved (Policy DH5). These local Heritage Assets consist of buildings and sites not formally listed which are valued for the special contribution they

make to the character of Oxford and its neighbourhoods through their locally significant historic, architectural, archaeological or artistic interest.

15. The Emerging South Oxfordshire Local Plan 2036 highlights the importance of the historic environment within the District. The Local Plan states that '*We seek to ensure the conservation, enhancement, enjoyment and understanding of all our heritage assets as they make a positive contribution to sustainable communities, including their economic vitality.*' (SODC Local Plan 2036 – para8.6). This ambition is in its Strategic Objective 7 Natural and Built environment:

"OBJ 7.2 Conserve and enhance our rich and varied historic assets and their settings, celebrating these as some of our strongest attributes."

16. The Plan also contains a draft Policy ENV6: Historic Environment which sets out this need to these valuable assets.

"1. The Council will seek to protect, conserve and enhance the District's historic environment. This includes all heritage assets including historic buildings and structures, Conservation Areas, landscapes and archaeology."

17. The plan also contains a number of draft detailed policies for dealing with Listed Buildings (ENV7), Conservation Areas (ENV8), Archaeology and scheduled monuments (ENV9) and Historic Battlefields, Registered Parks and Gardens and Historic Landscapes (ENV10).

18. Vale of White Horse District Local Plan 2031 highlights the importance of the historic environment to the district where it indicates that '*One of the greatest assets of the Vale is its rich and varied built heritage, which contributes greatly to the distinctive character and cherished identity of its towns, villages and countryside.*' This is reflected in Core Policy 39:

The Council will work with landowners, developers, the community, Historic England and other stakeholders to:

i. ensure that new development conserves, and where possible enhances, designated heritage assets and non-designated heritage assets and their setting in accordance with national guidance and legislation

ii. ensure that vacant historic buildings are appropriately re-used as soon as possible to prevent deterioration of condition *iii. seek to reduce the number of buildings on the "Heritage at Risk" Register*

iv. encourage better understanding of the significance of scheduled monuments on the "Heritage at Risk" Register and to aid in their protection

v. better understand the significance of Conservation Areas in the district through producing Conservation Area Character Appraisals and Management Plans

vi. identify criteria for assessing non-designated heritage assets and maintaining a list of such assets as Locally Listed Buildings, and

vii. encourage Heritage Partnership Agreements, particularly for Listed Buildings on any 'at risk' register.

19. The West Oxfordshire Local Plan 2011-2031 highlights this importance in policy CO14:

CO14 Conserve and enhance the character and significance of West Oxfordshire's high quality natural, historic and cultural environment - including its geodiversity, landscape, biodiversity, heritage and arts - recognising and promoting their wider contribution to people's quality of life and social and economic well-being both within the District and beyond.

Other relevant Strategies

20. LTP4 recognises the important of protecting and enhancing the historic environment and highlights that '*Oxfordshire has a rich and varied natural and historic environment, which makes it an attractive place to live, visit and work*'(para 20). As such it is included in a general environmental policy, Policy 24:

21. *"Policy 24 Oxfordshire County Council will seek to avoid negative environmental impacts of transport and where possible provide environmental improvements, particularly in Areas of Outstanding Natural Beauty, Conservation Areas and other areas of high environmental importance."*

22. The Minerals and Waste Core Strategy (Sep 2017) also recognises the need for this positive strategy in the historic environment and archaeology section (6.50) where it states that '*Oxfordshire has a wide range of heritage assets including the Blenheim Palace World Heritage Site, listed buildings, historic parks and gardens and scheduled monuments, which influence the character of the environment and sense of place.*' As such it contains a policy for the protection and enhancement of the historic environment, Policy C9:

"Policy C9: Historic environment and archaeology Proposals for minerals and waste development will not be permitted unless it is demonstrated, including where necessary through prior investigation, that they or associated activities will not have an unacceptable adverse impact on the historic environment."

Challenges for the Oxfordshire Plan 2050

23. Future build development in Oxfordshire over the next 30 years has the potential to significantly impact on these important and valued heritage assets unless this is carefully planned to maintain the sense of place which makes it such an attractive place to live work and invest in.

24. Policies are in place at both a national level and at a local level through the Local Plans to ensure that this new development takes into account the historic environment to minimise this impact and seek opportunities to enhance this fragile and important resource. Whilst these local plans all recognise the importance in preserving and enhancing the historic environment the policies all approach this need in different ways.

25. With a pressure for new development there is a need for high quality urban design and place shaping that uses and enhances heritage value to help create healthy, engaged and culturally enriched communities. Option for the spatial strategy for new development will consider impact upon heritage assets e.g. World Heritage Site and the setting of conservation areas) through the Sustainability Appraisal process.

Further issues

- The long term need to protect, repair and enhance Oxfordshire's exceptional historic stock/'at risk' structures;
- Securing long term storage of artefacts that are being produced in volume as a result of the pace of development;
- The need to foster and support the maintenance of a skills base in the heritage sector to meet the needs created;
- To secure more effective networking and harnessing synergies of disparate heritage bodies across city and county;
- The need to sustain the character of important 'place making' views² in and out of Oxford; and
- The need to foster and support a long term strategic vision in terms of sustaining key heritage values across the county, for example in Oxford there are challenges with the cumulative impact of the pressure of modernisation and expansion of Colleges in the historic core. The Oxford Archaeological Action Plan³ provides more detail.

² Assessment of the Oxford View Cones (2015) Oxford City Council

³ Oxford Archaeological Plan 2013-18 Oxford City Council

Topic Paper 8

Improving Connectivity and Movement

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on the subject of connectivity and movement in relation to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

Introduction

2. The main consultation document for this first stage in the preparation of the new Joint Statutory Spatial Plan for Oxfordshire ("The Oxfordshire Plan 2050") summarises the overarching context for the new plan by highlighting some of the key transport conditions, circumstances and challenges in Oxfordshire.

3. The purpose of this Topic Paper is to provide some additional, supporting strategic-level information on planning for connectivity and movement in Oxfordshire. The paper is in three parts.

- i) The first part documents the current state of play and future direction of transport planning in (and affecting) Oxfordshire, in terms of policy and strategy-making and the delivery of the key transport infrastructure which will be necessary to support and facilitate growth in the county over the next 30 years;
- ii) The second part of the paper considers how potential new strategic development opportunities in Oxfordshire will be identified and assessed from a transport perspective, to help inform decisions about the scale and location of future growth in the Oxfordshire Plan; and
- iii) The third and final part of the paper articulates what a future long-term Vision for transport in Oxfordshire might look like, having regard to the key drivers for change that now bear upon the county

Part 1: Planning for Transport and Movement in Oxfordshire

Connecting Oxfordshire: Local Transport Plan 2015-2031

4. As the Local Highway Authority for Oxfordshire, the County Council has a duty to prepare a document known as a Local Transport Plan¹ (LTP). Known locally as "Connecting Oxfordshire", the present version of the plan was adopted in 2015 and sets out the

¹ Connecting Oxfordshire: Local Transport Plan 2015-2031 (Oct 2015) Oxfordshire County Council

County Council's policies and strategies for developing the transport system in Oxfordshire to 2031. It was developed with input from Oxfordshire's District and City councils, local businesses, MPs and stakeholder groups and through extensive public consultation.

5. The document also has regard to the ambitions of the Oxfordshire Local Enterprise Partnership in its Strategic Economic Plan for Oxfordshire and the aspirations of the England's Economic Heartland (EEH) strategic alliance (see later in this paper). Hence, it identifies transport schemes that will support the critically important "Knowledge Spine" that runs through the county from Didcot and the Science Parks of the south (Science Vale) through Oxford to Bicester and beyond. Home to some of the greatest concentrations of knowledge-based employment in the



country, the Spine builds on the large research and business parks driven by university and innovation-led growth supported by the public sector and infrastructure investment.

Figure 1 The Knowledge Spine

(Source: Fig 2 Connecting Oxfordshire: Local Transport Plan 2015-2031 Oxfordshire County Council)

6. This Spine has more recently been embraced as a fundamental component of the Oxford-Milton Keynes-Cambridge Arc initiative promoted by the National Infrastructure Commission (see later).

7. Notwithstanding the above, Connecting Oxfordshire is primarily a plan for the entire county; it therefore includes policy priorities and proposals for the whole of Oxfordshire, providing a basis for securing transport improvements to support development and manage movement countywide.

8. The current plan is based around the following three overarching themes:

- a. Supporting Growth & Economic Stability;
- b. Reducing Emissions; and
- c. Improving Quality of Life.

9. Under the first theme, the Plan sets out policies and proposals to maintain and improve existing transport connections in the county; to optimise all available transport capacity through innovative network management; to increase journey time reliability; and to minimise public transport journey times.
10. Under the second theme, the Plan seeks to minimise the need for travel; to reduce the proportion of journeys made by private car (by making other modes of travel more attractive); to influence the location and layout of new development; and to reduce per capita emissions from transport in Oxfordshire.
11. Under the third and final theme, the Plan looks to support social inclusion by, for example, improving access to jobs, services, education and training; to protect and enhance the environment; and to improve public health and well-being by reducing casualties and increasing provision for walking and cycling.
12. Reflecting these three themes, key elements of “Connecting Oxfordshire” are:
- a) Providing an efficient highway network, including enhancements and improvements to capacity on key strategic routes;
 - b) Area & Route Strategies² for parts of the county where significant growth is proposed and/or where there are particularly pressing and complex transport issues to be addressed, namely:
 - Oxford
 - Science Vale
 - Bicester
 - Banbury
 - Witney
 - Carterton
 - A40
 - A420
 - c) Maintaining and improving existing transport infrastructure;
 - d) A strategy for freight movement that focuses on suitable routes and increases the movement of freight by rail;
 - e) Measures to increase the usage of public transport;
 - f) Development of mass transit solutions on the busiest routes and the wider bus network;

² Area Strategies; County and Corridor Strategies, Oxfordshire County Council

- g) Prioritisation of rail investment (against a forecast of a significant increase in demand);
- h) Improved integration of rail and bus networks and better access to local stations via enhanced provision for cycling;
- i) Integrated strategic land use and transport planning;
- j) Development of new Walking and Cycling Strategies;
- k) Improving health and well-being, by reducing carbon usage and by giving encouragement to 'Active Travel' and the use of Low Emission Vehicles; and
- l) Seeking out and securing funding from a variety of sources (both national and local) to help deliver the above

13. The County Council is now proposing to revisit the above plan and prepare a refreshed version, with work commencing on this in Spring 2019. The proposals and outcomes in that new document will both inform and be dependent on spatial options identified in the Oxfordshire Plan 2050, as well as the wider transport and movement ambitions for the Oxford-Milton Keynes-Cambridge Arc and England's Economic Heartland (further information about initiatives in these wider areas is detailed below).

14. The refreshed plan will also have close regard to initiatives currently being developed by Highways England for the strategic A34 corridor - which are likely to include a number of key, safety-related interventions - as well as the implications for that corridor on decisions yet to be taken about the route of the Oxford-Cambridge Expressway scheme (see para 36 below).

The Oxfordshire Infrastructure Strategy (OxIS)

15. The Oxfordshire Growth Board agreed to commission an Oxfordshire Infrastructure Strategy³ (OxIS) in May 2016 to identify and cost up the key infrastructure that will be necessary to support long-term growth in the county, based on a snapshot of planned developments as proposed in District Local Plans at that time. The Stage 1 OxIS report was published in April 2017 and Stage 2 in November 2017.

16. The Stage 1 report evidenced the infrastructure required to support this growth, estimating a total infrastructure cost of £8.96 billion, with a gap of £8.45 billion, excluding annual revenue requirements and maintenance costs.

17. The Stage 2 report involved consultation on the assumptions made in Stage 1, made various revisions in the light of those assumptions and developed a Multi Criteria Assessment tool to enable a prioritisation process for strategic infrastructure schemes.

³ Oxfordshire Infrastructure Strategy (Nov 2017) AECOM

18. Work on a refreshed OxIS is due to commence in Spring 2019 involving the County, City and District Councils. This will take account of the progress that has been made in the intervening period with the Oxfordshire Housing & Growth Deal infrastructure programme and associated Housing Investment Fund bids (see below), as well as other relevant workstreams, strategies and plans. It will also reflect changes in Local Plans including site allocations and trajectories.

19. Subject to the outcome of the above exercise, the future provision and timing of key transport infrastructure improvements will be critical in assessing the potential capacity and broad locations of the further growth opportunities that will be proposed in the new Oxfordshire Plan 2050 (see Part 2 of this paper).

The Oxfordshire Housing & Growth Deal

20. In November 2017, Oxfordshire's County, District and City Councils signed a Housing and Growth Deal with Central Government, the main purpose of which is to facilitate a major step change in the delivery of new homes in Oxfordshire. The Deal allocates £215m of funding to Oxfordshire of which £150m is for infrastructure to support housing delivery, £60m for provision of affordable housing and £5m in capacity funding (the latter committing the Oxfordshire authorities to the production of the Oxfordshire Plan 2050). A programme⁴ for the £150m infrastructure funding has since been agreed, based on a review of priorities which will be reflected in the proposed refresh of OxIS (refer above).

Further funding opportunities

21. In February 2018, the Government awarded 5 Oxfordshire schemes Housing Infrastructure Fund (HIF) Marginal Viability funding, subject to further assessment. At the time of writing Oxfordshire was still awaiting the outcome of the further assessment. The schemes are:

- Cherwell District - Howes Lane Tunnel (£6,700,000);
- Oxford City - Blackbird Leys District Centre (£3,750,000);
- Oxford City - Oxford North (Northern Gateway) - (£10,000,000)
- Oxford City - Osney Mead Innovation Quarter (£6,090,000)
- Vale of White Horse District - Wantage Eastern Link Road - (£7,717,989)

22. Oxfordshire County Council is also through to the next stage of bidding for an apportionment of Government's HIF Forward Funding. If successful this would provide vital funding of £350m for strategic infrastructure associated with Didcot Garden Town and Oxfordshire Cotswolds Garden Village.

Oxfordshire Rail Corridor Study

⁴ Year One infrastructure projects

23. This Study⁵ is being jointly funded by the Department for Transport (DfT), Oxfordshire Growth Board and other partners, and is being undertaken by Network Rail. It will look at the movement of people and goods across the rail network in Oxfordshire, with particular emphasis on how rail can support growth and development across Oxfordshire and the wider region and inform strategic decisions.

24. The study will continue throughout 2019 and is in two stages - an initial strategic study followed by more detailed consideration of investment priorities to support growth and potential service patterns, including proposed new stations such as Grove and Begbroke, and enhancements at Culham. A specific workstream is considering the reopening of the Cowley Branch Line and is being taken forward alongside the initial strategic study phase. The first phase of the project is due to be completed by summer 2019.

Innovation and Digitalisation in "Smart" Oxfordshire

25. With its global academic offer and the presence of many leading-edge research and development organisations and advanced technology businesses, Oxfordshire is at the very forefront of developing innovative solutions to some of the complex transport challenges which face the developed world, many of which employ state-of-the-art technologies pioneered in the local area.

26. The rolling-out of these initiatives may be expected to radically transform movement and communications in Oxfordshire within the next 30 years. The new Oxfordshire Plan, with its long-term time horizon of 2050, will provide an appropriate platform to facilitate and capture the potential of these technological advances in the planning of new development.

27. A key enabler of innovation in Oxfordshire, as elsewhere, will be continuing advances in *digital* connectivity – advances which may also be expected to have a positive effect on reducing the need to travel. As indicated in Topic Paper 3 (Economy), over 96% of premises in the county currently have access to superfast broadband and considerable efforts are now being made to accelerate the roll-out of full fibre connectivity. In line with the requirements of the National Planning Policy Framework, the Oxfordshire Plan will look to support the expansion of all electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections.

Healthy Place-Shaping in Oxfordshire

28. The concept of healthy place-shaping rests on the premise that significant population level benefits can be derived if multiple determinants of health such as housing infrastructure, environmental services and economy are specifically planned and coordinated with health and wellbeing in mind. Transport options, digital connectivity and

⁵ Oxfordshire Rail Corridor Study (Mar 2018) Network Rail

the choice of which transport modes are prioritized, are key determinants of health and wellbeing. These 'wider determinants' significantly influence:

- Physical activity/inactivity levels;
- Risk of loneliness and social isolation - in both rural and urban contexts
- Levels of exposure to traffic generated noise and air pollution
- Number of people killed and seriously injured whilst using the highway network
- Ability of patients, staff and emergency services to access health and care infrastructure and services

29. Socio-economically disadvantaged communities are more likely to be negatively affected by one or a combination of these issues. A key public health priority is to reduce health inequalities that these issues generally compound.

30. With the above in mind, the preparation of the Oxfordshire Plan 2050 will embrace collaborative working between the County, District and City Councils and other relevant organisations to encourage modes, transport and connectivity options and spatial layouts and environmental services that promote health and wellbeing. This will build on work already underway, which is being overseen by an Active and Healthy Travel Steering Group and associated Partnership Forum.

31. Further information on how building strong and healthy communities relate to the Oxfordshire Plan is in Topic Paper 5⁶.

The Oxford-Milton Keynes-Cambridge Arc

32. An extensive corridor, broadly running from Oxford, through Milton Keynes, to Cambridge but encompassing a wide surrounding hinterland that includes the whole of Oxfordshire, has been identified by Central Government as a major national economic and housing growth initiative, where up to 1 million homes, together with supporting wealth-generating and ancillary development are to be delivered by 2050. The project is being led by the National Infrastructure Commission (NIC)⁷, in conjunction with the local authorities across the Arc and a range of other key stakeholders.

⁶ Topic Paper 5 - Strong and Healthy Communities (Feb 2019), Oxfordshire Plan 2050

⁷ Partnering for Prosperity: a new deal for the Cambridge-Milton Keynes-Oxford Arc (Nov 2017) National Infrastructure Commission

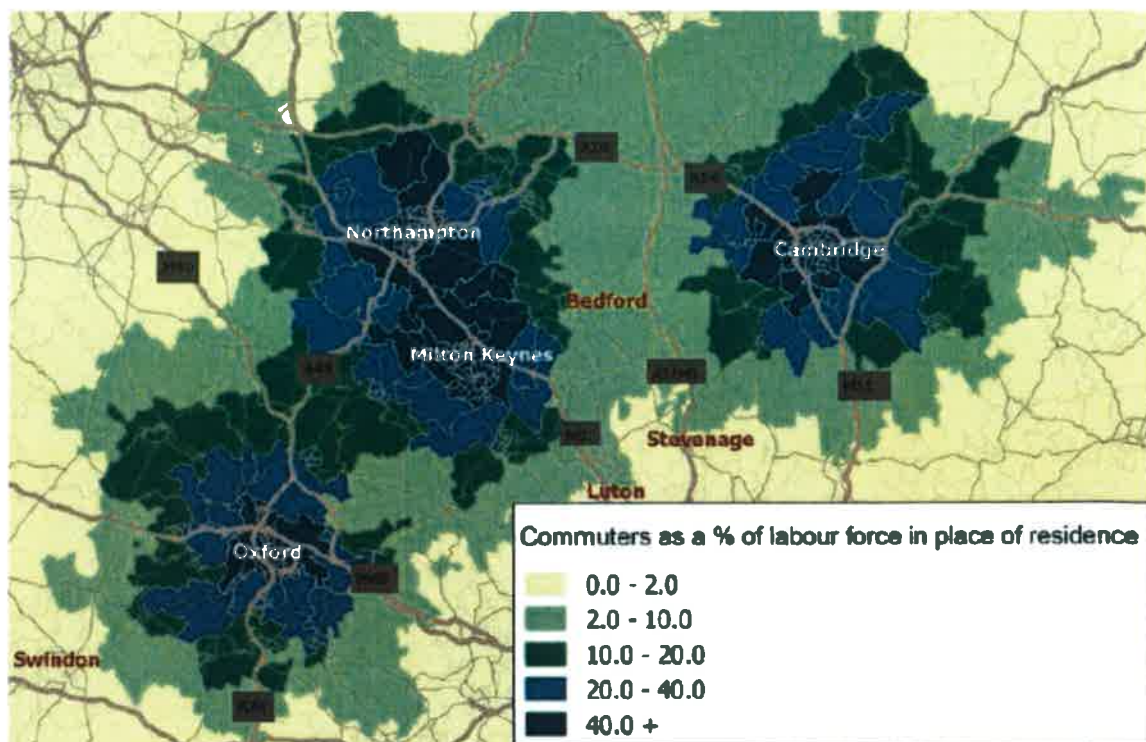


Figure 2 Commuting as a percentage of the labour force across the Cambridge-Milton Keynes-Oxford arc (Source: Fig 9 *Partnering for Prosperity: a new deal for the Cambridge-Milton Keynes-Oxford Arc* National Infrastructure Commission)

33. There are a range of key transport-related initiatives, strategies and projects planned or underway that seek to help realise the growth ambitions for the Arc. These include East -West Rail, the Oxford to Cambridge Expressway and England's Economic Heartland's Transport Strategy⁸.

East West Rail

34. East-West Rail is a major infrastructure project to establish a strategic railway line across the corridor, linking Oxford and Cambridge via Bicester, Milton Keynes (at Bletchley) and Bedford. The route within Oxfordshire has been established and the Oxford to Bicester section (Phase 1) opened in 2016. The Western Section of the route (Oxford-Bletchley) is proposed to be open by 2023, subject to the outcome of a Public Inquiry in 2019. Complementing the installation of the new line, funding is currently being

⁸ Co-terminus with a large part of the Arc, stretching from Swindon to Cambridgeshire and from Northamptonshire to Hertfordshire, a strategic alliance called "England's Economic Heartland" (EEH) brings political and business leaders together in a collaborative partnership with a shared commitment to realise the economic potential of the Arc and surrounding areas. EEH also operates as the Strategic Transport Forum for the area and works closely with the NIC and Government on matters concerning transport and movement. For further information about EEH, see: <http://www.englandseconomicheartland.com/Pages/home.aspx>

pursued to enable high capacity fibre/ 5G infrastructure to be installed throughout the length of East-West Rail so that it benefits surrounding areas as well as passengers.

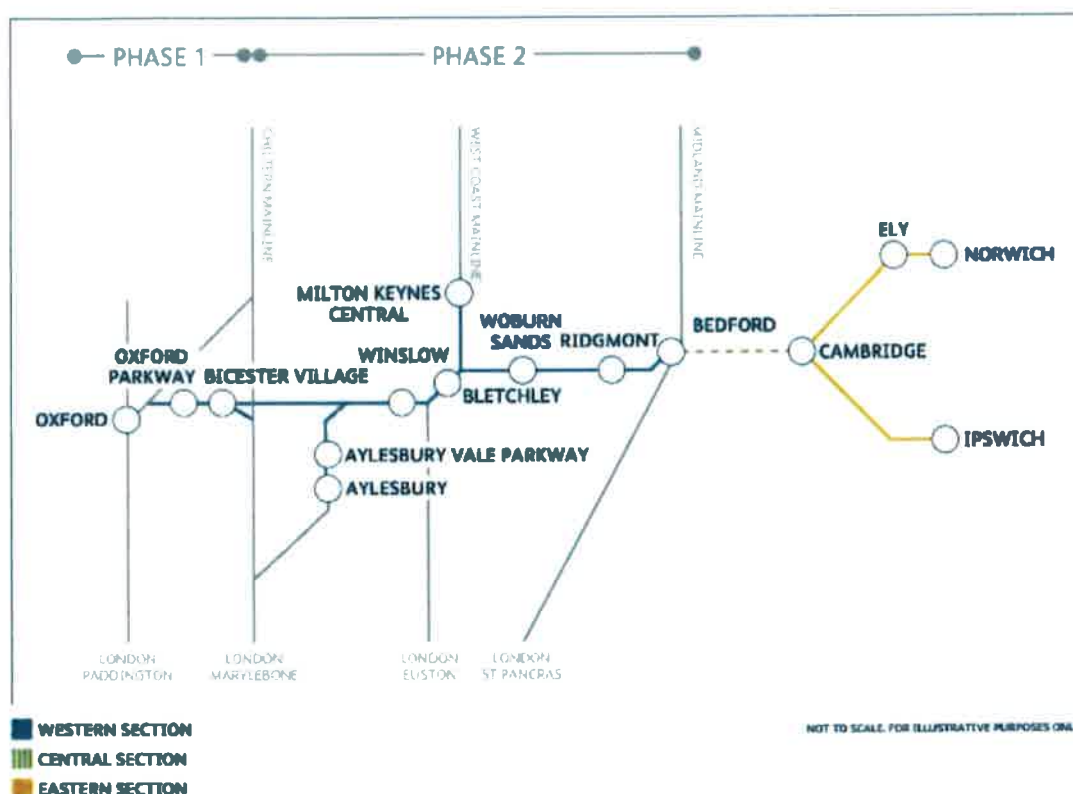


Figure 3 East West Rail phases
(Source: *East West Rail*, Network Rail)

Oxford to Cambridge Expressway

35. The proposed Oxford to Cambridge Expressway will form a strategic multi-modal transport spine for the Oxford-Milton Keynes-Cambridge Arc, along with East-West Rail. The preferred corridor for the Expressway (not due to open before 2030) was announced by Highways England in September 2018. Options for the route itself are being developed for consultation in Autumn 2019, with a decision expected in 2020.

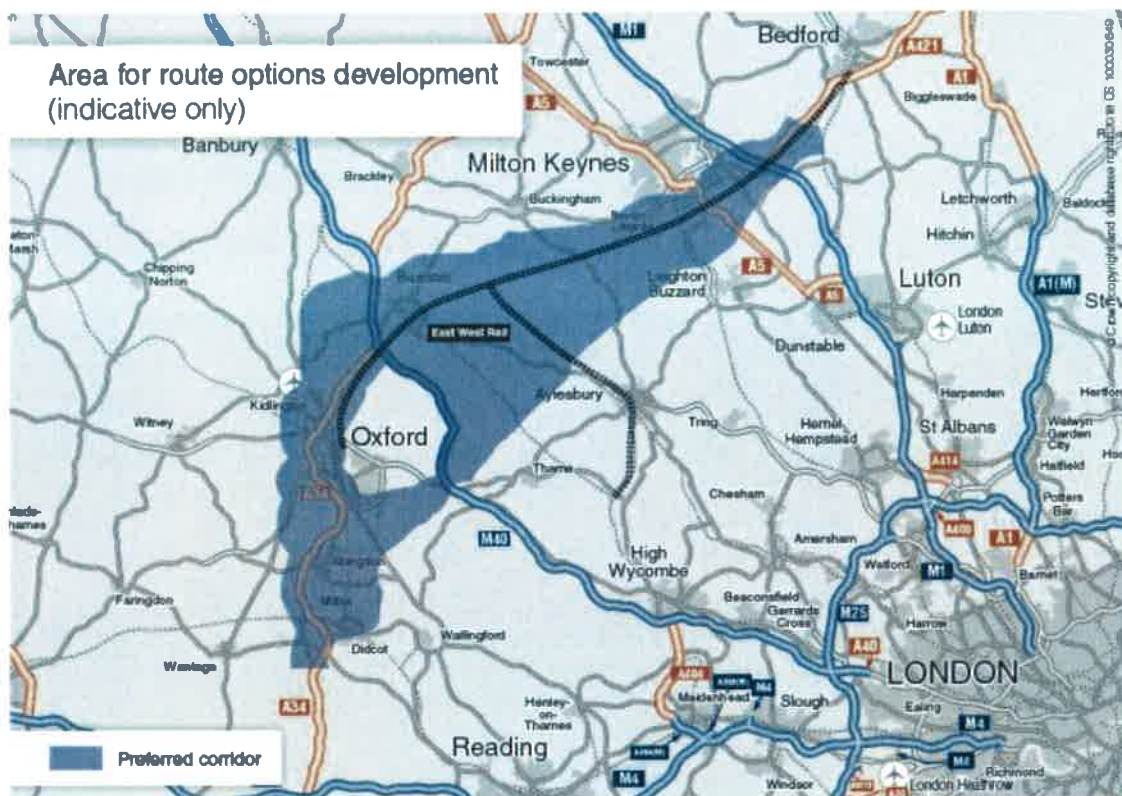


Figure 4 The Expressway Preferred Corridor
(Source: *Oxford to Cambridge Expressway: The Preferred Corridor*, Highways England)

England's Economic Heartland Transport Strategy

36. England's Economic Heartland (EEH) Transport Strategy will establish the transport vision and the means to achieve it for this part of the Arc, consistent with an overarching ambition to deliver a zero-carbon transport situation by 2050. Oxfordshire's refreshed Local Transport Plan will be framed in the context of it. The Final Strategy is due Spring 2020. As part of this process EEH are developing modelling tools which will examine the impacts of existing and future growth and different policy scenarios (e.g. the introduction of local congestion charging) on strategic and major road networks to 2050. It is currently a prototype, in development, which EEH will be validating and testing during 2019.

37. A critical expectation of the NIC, of direct and fundamental relevance to the preparation of the Oxfordshire Plan, is that locations for a series of new and expanded settlements be identified across the Oxford-Milton Keynes-Cambridge Arc, consistent with the Government's stated housing ambitions for this area (see above).

38. The local authorities of Oxfordshire have recently made a submission to the NIC, showing how their current plans, projects, strategies and initiatives for transport and movement planning in the county could evolve into a wider vision for the Oxford-Milton Keynes-Cambridge Arc to 2050.

Part 2: Identifying and assessing the impacts of future growth

Identification

39. The Oxfordshire Plan 2050 will be a key overarching spatial development blueprint for the county and as such, it will provide a broad indication of where further major growth will be delivered in Oxfordshire over the next thirty years.

40. Decisions about the above will need to have due regard to a range of different considerations, from the social and the economic to the environmental, but amongst these, issues of transport, movement and the need to minimise unnecessary carbon usage will be critical.

41. From the point of view of transport and movement, a key starting point in the identification and subsequent assessment of additional areas for long-term growth in Oxfordshire will be the advice set out in the National Planning Policy Framework (NPPF)⁹. In July 2018, the Government published an updated version of the NPPF, the parts of which that will be of the most relevance to the matters considered above and below are as follows:

102. Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;*
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;*
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.*

103. The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise

⁹ NPPF (July 2018) MHCLG

sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

104. Planning policies should:

- a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;*
- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;*
- c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;*
- d) provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);*
- e) provide for any large-scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements; and*
- f) recognise the importance of maintaining a national network of general aviation airfields, and their need to adapt and change over time – taking into account their economic value in serving business, leisure, training and emergency service needs, and the Government's General Aviation Strategy.*

42. The Oxfordshire Plan will be consistent with the NPPF and, in common with all other development plans in the country, a raft of local considerations will also be relevant in the identification and assessment of new growth areas in Oxfordshire from a transport and communications perspective. By no means an exhaustive list, these will include:

- i) The legacy of (and progress with) existing development commitments and proposals as set out in Local and Neighbourhood Plans and other, speculative, planning applications which have received permission. By virtue of their associated infrastructure improvements and enhancements, some of these existing commitments and proposals may offer the potential for further tranches of sustainably-planned growth in the second half of the Oxfordshire Plan 2050 period;

- ii) The transport implications of major development proposals outside but impacting upon Oxfordshire, including schemes in adjoining parts of the Oxford-Milton-Keynes-Cambridge Arc and, to the other side of the county, the Eastern Villages Expansion Area at Swindon;
- iii) The additional capacity that will be opened-up by the significant new, strategic-scale infrastructure projects that are currently progressing in and around Oxfordshire. Prime amongst these, will be the infrastructure associated with the Oxford-Milton Keynes-Cambridge Arc, most notably East-West Rail (Phase 1 of which is already in operation) and the proposed Expressway, which will together create a new, state-of-the art multi-modal corridor for this nationally-important growth area;
- iv) The outcomes of the current Connectivity Study for the Arc, which (during 2019) will consider and appraise long-term development scenarios within the East West Rail/Expressway corridor and its adjoining hinterlands to the north and south;
- v) Any additional capacity that may be released by new strategic infrastructure in Oxfordshire that is currently the subject of bids into the HIF Forward Fund;
- vi) The ability of new growth areas to adequately fund such additional transport infrastructure as they may make necessary;
- vii) The production of a refreshed Local Transport Plan for Oxfordshire, which will establish a new, long-term transport strategy/vision for the county consistent with its economic and environmental aspirations. It will be produced in parallel with the Oxfordshire Plan 2050 during 2019 and each will seek to inform the other.;
- viii) The refreshed Oxfordshire Infrastructure Strategy (OXiS), which will also be produced in 2019, and which will provide an updated assessment of requirements across a wide spectrum of infrastructure types, including transport, to support long-term growth in the county; and
- ix) The implications of advances in digital/communications technologies for the way in which people, goods and services may be expected to move around - or otherwise - over the next thirty years.

Testing

43. Whilst the above are some of the main transport factors that will come into play in the identification of new broad strategic growth areas in the Oxfordshire Plan 2050, it will nonetheless be necessary to ensure that the areas in question will perform satisfactorily in “the real world” in terms of their impacts on the transport networks and systems of Oxfordshire and its many towns and villages. This “testing” of potential new growth areas will be carried out in a variety of ways:

- i) Firstly, it will employ the accumulated knowledge and expertise of officers of the Local Highways Authority (Oxfordshire County Council), who routinely appraise and advise the District and City Councils on planning applications and emerging Local Plan proposals, having regard to national and local standards and guidance on issues concerning highways safety, road/junction layouts and access arrangements etc;
- ii) Secondly, it will have regard to the expert advice received from key consultees such as Highways England and transport operators on the implications of further growth proposals for their areas of interest, for example the strategic road network and rail/bus service provision;
- iii) Thirdly, it will involve the use of a dedicated forecasting transport “model” to predict likely trip generation from proposed development areas in terms of volumes and flows of traffic on the highway network; and
- iv) Finally, feedback from wider public and stakeholder consultation on draft proposals at the key stages of the Oxfordshire Plan’s preparation will be important factors to be considered and reflected in necessary revisions and refinements of the document.

44. The strategic alliance for England’s Economic Heartland (EEH) is currently in the process of developing new transport modelling tools which will examine the impacts of growth on strategic and major road networks throughout the Oxford-Milton Keynes-Cambridge Arc. Working closely with Local Enterprise Partnerships and Local Planning Authorities across the region, the tools will enable the implications of alternative policy scenarios (to 2050) to be considered and debated, as well as the impacts of existing and future housing and employment growth. This will in turn shape the development of the area’s overarching transport and connectivity study.

45. To inform the next stage of consultation for the Oxfordshire Plan 2050, a series of options representing potential broad locations for further growth will be developed and then assessed for their transport implications, using a red/amber/green rating system, against a range of transport objectives. The outcome of this assessment (and the feedback from the consultation) will then inform the preparation of the draft Plan itself.

Part 3: Towards a new Vision for Transport in Oxfordshire

46. As mentioned in Part 2 of this paper, the Oxfordshire local authorities have recently made a submission to the National Infrastructure Commission (NIC) as an input to the development of a vision and strategy for the Oxford-Milton Keynes-Cambridge Arc. That submission is, however, equally relevant to the development of a new transport vision for Oxfordshire itself, based as it is on a detailed analysis of existing conditions and future opportunities in this area.

47. The future transport vision for Oxfordshire will be more fully developed in the forthcoming refresh of the Oxfordshire Local Transport Plan, but based on the submission to the NIC and other work carried out to date, key elements of this might include:

At the Economic Level:

- Enabling the county to play a leading role in the UK's designated National Growth Corridor (Oxford-Milton Keynes-Cambridge Arc);
- Further enhancing the successes, achievements and potential of the Oxfordshire "Knowledge Spine" and other strategic development corridors;
- Fostering innovation;
- Facilitating sustainable economic growth;
- Improving the safety, reliability, and resilience of the local network to maximise the productivity of goods, services and commuters.

At the Social Level:

- Reducing barriers to travel;
- Providing high quality and efficient transport options for all users;
- Increasing journey time reliability and end-to-end journey times;
- Requiring new developments to promote active travel, health and wellbeing;
- Facilitating a step-change in the delivery of new and affordable homes by providing infrastructure to support delivery;
- Enabling residents to achieve their full potential.

At the Environmental Level:

- Continuously reducing the negative impacts of the transport system;
- Minimising the impacts of transport on the built, natural and historic environment;
- The prioritisation of available infrastructure for space and resource-efficient transport modes;
- Utilising the potential of advances in, and the further rolling-out of, digital technologies to reduce the need to travel;
- The effective management of motorised traffic;
- A "net zero-carbon" transport system by 2050.

Topic Paper 9

Energy and Climate Change

February 2019

Purpose

1. The purpose of this Topic Paper is to provide background information on energy and carbon emissions in Oxfordshire and how this is relevant to the development of the Oxfordshire Plan 2050. Further versions of these Topic Papers may be produced at later stages in the Plan making process.

Context

2. The UK Clean Growth Strategy¹ sets the government's ambition to accelerate the pace of clean growth in the UK, by delivering increased economic growth and decreased emissions and for decarbonising all sectors of the UK economy through the 2020s. Recognising that local areas will play a key role, the Department for Business, Energy and Industrial Strategy has supported the development of local energy strategies across England.

3. The Oxfordshire Energy Strategy², developed by OxLEP in partnership with all local Councils, University of Oxford, Low Carbon Hub, the Distribution Network Operator and other stakeholders, and endorsed by the Growth Board in November 2018, sets objectives to:

- secure a smart, modern, clean energy infrastructure which will support planned housing, industrial and commercial growth.
- Lead nationally and internationally to reduce countywide emissions by 50% by 2030, on 2008 levels, and set a pathway to achieve zero carbon growth by 2050

4. Meeting the emission reduction target will need ambition and action across all existing sectors within the County to reduce energy demand and significantly increase low carbon energy generation.

5. New buildings that are designed for a zero carbon future, avoid the inefficiencies of future costly and disruptive retrofit, reducing energy costs for residents and businesses and combating fuel poverty, as well as minimising demand (particularly peak demand) on an already constrained grid. The following section sets out the relevant legislative and policy frameworks covering energy and emission reductions.

¹ Clean Growth Strategy (Oct 2017) Department for Business, Energy and Industrial Strategy

² Oxfordshire Energy Strategy (Nov 2018) OxLEP

International and National legislation

Carbon emissions

Paris Climate Agreement

6. The historic United Nations Paris Climate Agreement, 2015 (ratified by the UK in November 2016) commits nations to keeping the increase in average global temperatures well below 2°C above pre-industrial levels; aims to limit the increase to 1.5°C and sets a long-term goal of net zero carbon emissions³.

The UK Climate Change Act⁴

7. The Climate Change Act 2008 commits the UK government to reduce greenhouse gas emissions by at least 80% by 2050 from 1990 levels, setting legally binding 'carbon budgets' capping the amount of emissions released within certain periods. The first five periods have been put into legislation and run until 2032, however it should be noted that the targets within the Climate Change Act are not in line with the more stringent requirements set in the Paris Climate Agreement.

Energy efficiency

Emission reductions and energy efficiency in National Planning Policy

8. The National Planning Policy Framework⁵ (NPPF) seeks to ensure that plans take a proactive approach to mitigating and adapting to climate change and support the transition to a low carbon future. The planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability to and improve resilience of communities and infrastructure to climate impacts and support renewable and low carbon energy and infrastructure.

9. Plans should provide a positive strategy for increasing energy supply from low carbon and renewable sources. They should identify suitable areas for low carbon and renewable energy generation and identify opportunities for development to draw energy from decentralised, renewable and low carbon energy sources.

10. The Planning and Energy Act 2008⁶ allows Local Authorities in England to impose reasonable requirements on new developments to ensure that:

- a. a proportion of energy used in development is from renewable / low carbon sources, and;

³ Paris Climate Agreement (2015) UNFCCC

⁴ The Climate Change Act

⁵ Section 14, NPPF (July 2018) MHCLG

⁶ Section 1, Planning and Energy Act 2008

- b. new developments must comply with energy efficiency standards that exceed the energy requirements of building regulations.

11. The Government's response to the NPPF consultation⁷ in 2018 confirmed that the provisions of the Planning and Energy Act continue to apply:

"To clarify, the Framework does not prevent local authorities from using their existing powers under the Planning and Energy Act 2008 or other legislation where applicable to set higher ambition. In particular, local authorities are not restricted in their ability to require energy efficiency standards above Building Regulations. The Government remains committed to delivering the clean growth mission to halve the energy usage of new buildings by 2030".

Local Plans

12. The Oxfordshire District Councils currently have a variety of planning policy requirements covering climate change and energy efficiency.

13. Cherwell District Council's adopted local plan (2011-2031) has 5 specific policies on sustainable development which broadly seek to limit the amount of energy needed in development by ensuring that the initial demand is minimised and seeking to ensure that the design of new development utilizes an energy hierarchy.

14. The South Oxfordshire emerging Local Plan 2011 - 2034 and Vale of White Horse adopted Local Plan 2011- 2031 contain policies for efficient use of resources, sustainable design and renewable energy. These policies are broadly similar in seeking to minimise the initial demand and adopt climate change adaptation measures, utilise energy efficiency measures and support renewable and low carbon generation. The Vale of White Horse has a chapter dedicated to climate change and the environment.

15. The West Oxfordshire adopted Local Plan 2011 - 2031 contains a policy for renewable or low carbon energy development, providing conditioned support for renewable and low carbon developments and requiring certain developments to conduct feasibility assessments for district heating, battery storage and community energy initiatives.

16. The emerging Oxford Local Plan 2011 - 2036, contains a policy for Sustainable Design and Construction. Besides maximising the use of low carbon energy and energy efficiency, the policy contains a specific requirement for new residential developments to achieve a 40% reduction in carbon emissions from Part L 2013 Building Regulations, to be achieved through a combination of on-site renewable energy and other low carbon technologies. This requirement will increase to 50% by 2026 and to zero carbon from 2030.

⁷ Government response to the draft revised NPPF consultation, Q.32-33 (July 2018)

17. The Oxford policy also details requirements for non-residential properties, of certain sizes, in meeting BREEAM excellent (or equivalent) and achieve a 40% improvement in regulated emissions from Part L 2013 Building Regulations, rising to 50% from 2026.

Other relevant strategies

UK Clean Growth Strategy (BEIS, 2017)⁸

18. This strategy sets out proposals that aim to accelerate the pace of clean growth in the UK, by delivering increased economic growth and decreased emissions and for decarbonising all sectors of the UK economy through the 2020s. The strategy is a key plank of the government policy that will help to meet the Climate Change Act commitment to reduce greenhouse gas emissions by at least 80% by 2050 when compared to 1990 levels. It sets an ambition for as many homes as possible to be improved to EPC Band C by 2035, where practical, cost-effective and affordable.

Smart Systems and Flexibility Plan (BEIS, 2017)⁹

19. National Policy plan detailing the UK government's guiding principles to create a smart, flexible energy system. The plan sets out the need for the Distribution Network Operators (DNOs) to transition Distribution Systems Operator (DSO) to support the changes to the energy system.

The local DNO to DSO strategies (Scottish and Southern Electricity Network, 2018; UK Power Networks, 2018; Western Power Distribution, 2017)

20. Detail the transition plans for the DNOs in Oxfordshire. The changes will enable smarter, more flexible management of electricity supply and demand across the county.

Challenges for the Oxfordshire Plan

Key Issues

Meeting carbon emission targets

21. Carbon reduction targets have been set and commitments made at a national and local level covering the lifetime of the Oxfordshire Plan.

22. The Oxfordshire Energy Strategy commits to reduce emissions by 50% by 2030 against 2008 levels, reflecting a longstanding target agreed by all Oxfordshire authorities¹⁰. In addition, the Energy Strategy sets a longer-term goal to reach zero carbon by 2050.

⁸ The Clean Growth Strategy (October 2017), BEIS

⁹ Smart Systems and Flexibility Plan (July 2017), BEIS

¹⁰ Oxfordshire 2030 – Oxfordshire Partnership

23. These commitments are in line with and build upon national government policy detailed within the Paris Agreement and Climate Change Act. Success in achieving these emissions targets will also improve quality of life and increase our economic prosperity¹¹.

24. Emissions analysis and projections underpinning the Oxfordshire Energy Strategy¹², indicate that, under business as usual with full local implementation of current national policies, the county will miss these emissions targets unless further measures are taken as detailed in Figure 1. Residential properties and road transport are the most significant contributors to overall carbon emissions (Figure 1).

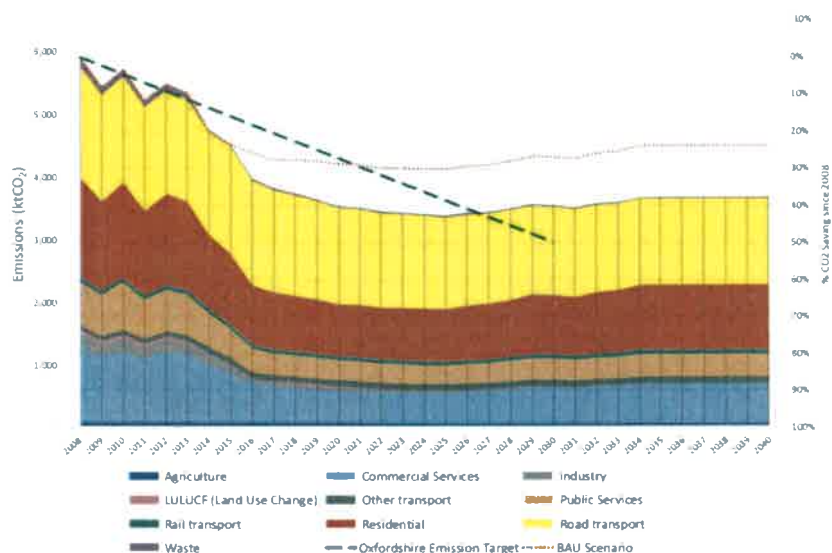


Figure 1: Oxfordshire Emissions Projections Against 50% Target

25. However, the emissions model also indicates that emission reduction targets can be met by driving a committed and ambitious low carbon agenda in tandem with delivery of the 100,000 new homes committed to in the Housing and Growth Deal. This approach underpins our agreed Energy Strategy.

26. In order to deliver this strategy deep emission reduction is required in all existing sectors, along with a substantial increase in renewable or low carbon energy generation.

27. Alongside this it is essential that new buildings are designed for a zero carbon future, avoiding the inefficiencies of future costly and disruptive retrofit, reducing energy costs for residents and businesses and combating fuel poverty, as well as minimising demand (particularly peak demand) on an already constrained grid. The modelled scenario assumes that all new homes would meet an energy efficiency standard equivalent to that required at the Northwest Bicester development.

Energy infrastructure

¹¹ The Clean Growth Strategy (October 2017), BEIS

¹² Oxfordshire LEP Greenhouse Gas (GHG) Projections: 2018 Update (2018) Aether

28. The Oxfordshire Energy Strategy highlights a number of infrastructure considerations:

- the need to significantly increase the proportion of renewable electricity generated within the County;
- the need for energy systems and the grid to operate in a way that allows growth, and particularly clean growth;
- the need to decarbonise both heat and transport and the potential implications for electricity demand and distribution.

29. Modelling underpinning the Oxfordshire Energy Strategy suggests that in order to meet targets 58% of electricity demand in Oxfordshire must be generated from renewable resources¹³.

30. The government has recognised that the previous system of centralised generation of electricity transported through to the end user is changing to a more decentralised system¹⁴.

31. This in turn is driving the need to change system and network operating models – Distribution Network Operators (DNOs) will transition to Distribution System Operators (DSOs).

32. National Grid predict that electric vehicles will make up between 80-100% of total car ownership by 2050 as illustrated in Figure 2. The My Electric Avenue report for SSE My Electric Avenue concluded that EVs could cost £2.2 billion in UK grid infrastructure without managed charging¹⁵.

¹³ [Oxfordshire LEP Greenhouse Gas \(GHG\) Projections: 2018 Update](#) (2018) Aether

¹⁴ [Upgrading our Energy system: Smart Systems and Flexibility Plan](#) (July 2017), BEIS

¹⁵ [My Electric Avenue](#)

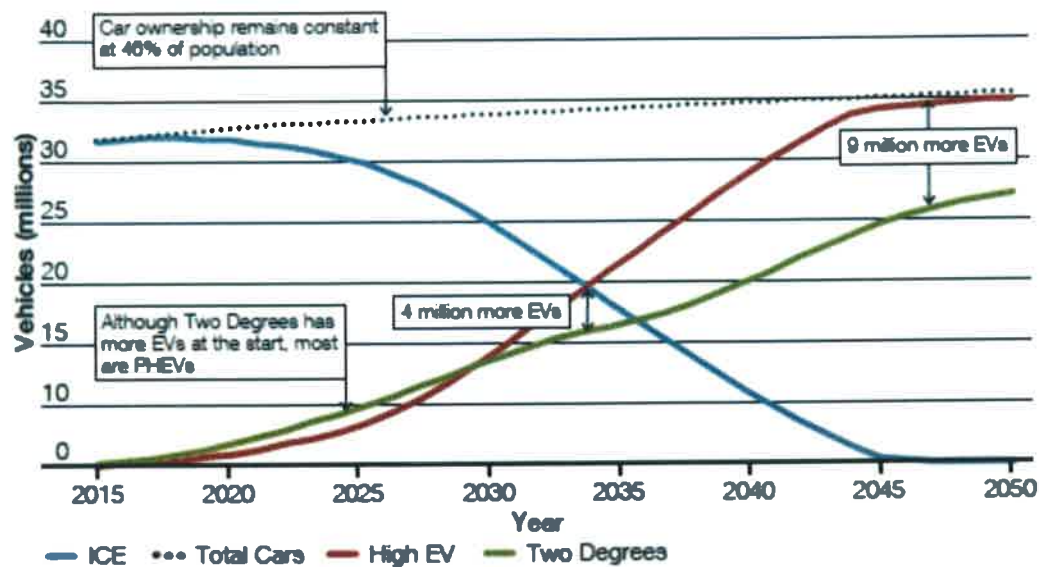


Figure 2: National Grid Future Electric Vehicle Uptake

33. These changes are in part to facilitate a more efficient energy system, overcoming electricity grid constraints in new and innovative ways, producing a fairer and more cost effective solution. The move to a more flexible, smart energy system will help enable additional capacity, particularly renewables, to be incorporated into the system.

New Applications Received Between 11/02/2019 and 01/03/2019

Item No :

Ref No :

Application No	Date Recd	Case Officer	Applicant Name	Location
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New Application

18/01895/REM

18/02/2019	Linda Griffiths	Linden Homes Thames Valley	KMF South West Bicester Pioneer Way Bicester OX26 6AA
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Proposal : Ward: West
 Proposal: Reserved Matters to application 13/00433/OUT - Erection of 4 dwellings, landscaping, private drive and driveway and associated infrastructure on parcel KMF

Observations :

19/00024/TCA

12/02/2019	Iain Ostenton	Mr Jonty Ashworth	Bicester Heritage Buckingham Road Bicester
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Proposal : Ward: Launton
 Proposal: Removal of tress as indicated on Tree Removal Plan. The trees fall within the footprint of the New Technical Site application and CDC are looking to remove the tree prior to the bird nesting season

Observations :

19/00044/TCA

27/02/2019	Iain Ostenton	Mrs Hughes	Garth Court Bicester
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Proposal : Ward: Town
 Proposal: T1 x Yew - Crown lift to 5.5m over access road, and lift over bin store and wall to give adequate clearance for high vehicles and pedestrians.

Observations : Bicester Town Council RESOLVED to leave the decision to the CDC tree officer.

19/00164/F

01/03/2019	Sarah Greenall	Mr & Mrs Hornby	145 Whitelands Way Bicester OX26 1AF
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Proposal : Ward: West
 Proposal: Erection of conservatory to rear.

Observations :

19/00166/F

11/02/2019	Sarah Greenall	Mr Oliver & Mrs Nicola Martell	74 Willow Drive Bicester OX26 3XA
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Proposal : Ward: North
 Proposal: Single storey pitched roof front extension, side lounge high level window

Observations :

19/00172/F

11/02/2019	Sarah Greenall	Mr & Mrs Hubbard	4 Bath Terrace Victoria Road Bicester OX26 6PR
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Proposal : Ward: Town
 Proposal: Rear loft dormer extension

Observations :

New Applications Received Between 11/02/2019 and 01/03/2019

Item No :

Ref No :

<u>Application No</u>	<u>Date Recd</u>	<u>Case Officer</u>	<u>Applicant Name</u>	<u>Location</u>
19/00199/F	11/02/2019	Sarah Greenall	Mr & Mrs A Snipe	8 Hazel Grove Bicester OX26 3XE
Proposal : Ward: North Proposal: Two storey front and side extensions				
Observations :				
19/00208/F	25/02/2019	Sarah Greenall	Mr Fraser Milne	7 Bath Terrace Victoria Road Bicester OX26 6PR
Proposal : Ward: Town Proposal: Remove existing conservatory extension and erect new single storey extension to side/rear				
Observations :				
19/00223/F	19/02/2019	Sarah Greenall	Mr and Mrs Williams	33 Wye Close Bicester OX26 2NL
Proposal : Ward: West Proposal: Proposed new fence and change of use of part of amenity land to residential garden C3 use (Resubmission of 18/01660/F)				
Observations :				
19/00224/LB	14/02/2019	Sarah Greenall	Mr Richard Kemble	The Cottage, Kings Head Court London Road Bicester OX26 6DZ
Proposal : Ward: Town Proposal: Open up existing blocked fireplaces; replacing flooring to ground floor and first floor bathroom, including underfloor heating to ground floor.				
Observations :				
19/00246/F	27/02/2019	Sarah Greenall	Clip 'n' Climb Brackley	Unit 3 Bessemer Close Bicester OX26 6QE
Proposal : Ward: East Proposal: Change of use from existing B8 commercial unit 2 Sui Generis accommodation for Clip 'n' Climb activity centre including parking and amenity space.				
Observations :				
19/00256/F	01/03/2019	Sarah Greenall	Mr/Mrs Tanya & Paul Middleto	8 Jubilee Way Bicester Oxon OX26 6PN
Proposal : Ward: Town Proposal: Garage conversion - retrospective.				
Observations :				

New Applications Received Between 11/02/2019 and 01/03/2019

Item No :

Ref No :

<u>Application No</u>	<u>Date Recd</u>	<u>Case Officer</u>	<u>Applicant Name</u>	<u>Location</u>
19/00267/F	01/03/2019	Sarah Greenall	Mr Smith	14 Falcon Mead Bicester Oxon OX26 6YU

Proposal : Ward: South

Proposal: Single storey rear extension - re-submission of 18/01749/F.

Observations :**Applications Received :- 14****Amended Plans**

18/01721/OUT	27/02/2019	Linda Griffiths	Countryside Properties Ltd	Land West of Oxford Road and South of Newton Close Bicester
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Proposal : Ward: South West

Proposal: Outline permission for development of up to 100 residential dwellings (C3 use class) with land safeguarded for doctors surgery (D1 use class), other related infrastructure and associated works.

Amendment: Increase in area to be safeguarded for doctors surgery to 2.5 acres and reduction in maximum number of dwellings to 57.

Observations : RESOLVED that Bicester Town Council objects to this application on the issues of the effect on the road network and the cumulative effect of development in the same area on traffic and travel, access to the site and placement of the bus stop. Regret that the health village was not achieved and would request that the marketing be properly assessed.

Applications Received :- 14

NOTIFICATIONS OF PLANNING DECISIONS FROM Cherwell District Council

Minute Ref 11

Mon 11 March 2019

District Ref

' C ' Contrary to District 'CD' Contrary Delegated

' D ' Delegated

' E ' Endorsed by District 'ED' Endorsed Delegated

Page No : 1

GRANTED PLANNING PERMISSIONS

18/01510/F	Approved (With conditions)	26 Blythe Place
18/01576/F	Approved (With conditions)	96 Isis Avenue
18/01777/REM	Approved (With conditions)	Phase 2 SW Bicester
18/01989/LB	Approved (With conditions)	Lisseters of Bicester
18/02075/ADV	Approved (With conditions)	Unit 2
18/02113/F	New Application	13 Graydon Road
18/02134/F	Approved (With conditions)	13 Priory Road
18/02135/F	Approved (With conditions)	Land South of Tesco and North
18/02139/F	Approved (With conditions)	50 Mulberry Drive
18/02140/F	Approved (With conditions)	19 Wensum Crescent
18/02167/F	Approved (With conditions)	Chiltemer Avenue
18/02184/F	Approved (With conditions)	39 Wensum Crescent
18/02192/F	Approved (With conditions)	19 Hambleside
18/02195/F	Approved (With conditions)	79 Barry Avenue
18/02199/F	Approved (With conditions)	12 Poppylands
18/02227/F	Approved (With conditions)	3 Stoneburge Crescent
18/02229/F	Approved (With conditions)	11 Lambourne Crescent
18/02253/F	Approved (With conditions)	81 Kingsclere Road

OTHER PLANNING DETAILS

18/02145/F	Withdrawn	19 Forsythia Close
19/00051/F	Withdrawn	30 Heather Road

FORWARD PLAN: 2018 / 2019

POLICY COMMITTEE		
MEETING DATE	ITEM	COMMENT
	Closure policy for cemetery	Pending
July	London road Level Crossing	Watching brief
	Retention of Assets Policy	Pending
	NW Bicester	
	Future management of open space play areas on SW Bicester Phase 1	
	New burial ground and memorial policy	
FINANCE COMMITTEE		
MEETING DATE	ITEM	COMMENT
	Business continuity plan	

ENVIRONMENT COMMITTEE		
MEETING DATE	ITEM	COMMENT
2018	Wheelchair Swing	
PLANNING COMMITTEE		
MEETING DATE	ITEM	COMMENT
2019	East West Rail	Invite East West Rail to Planning Meeting when the consultation process starts
May 2019	Graven Hill	Schedule site visit.
	London Road Level Crossing	Ongoing – Live issue
2019	A2 Dominion	Invite A2 dominion to discuss the next phase once the application has been submitted.
Jan 2019	Realignment of Howes Lane	Invite A2 Dominion, CDC & Network Rail to discuss.
2019	Oxfordshire Spatial Plan Consultation	
Oct 2019	Oxford/Cambridge Arc Development	