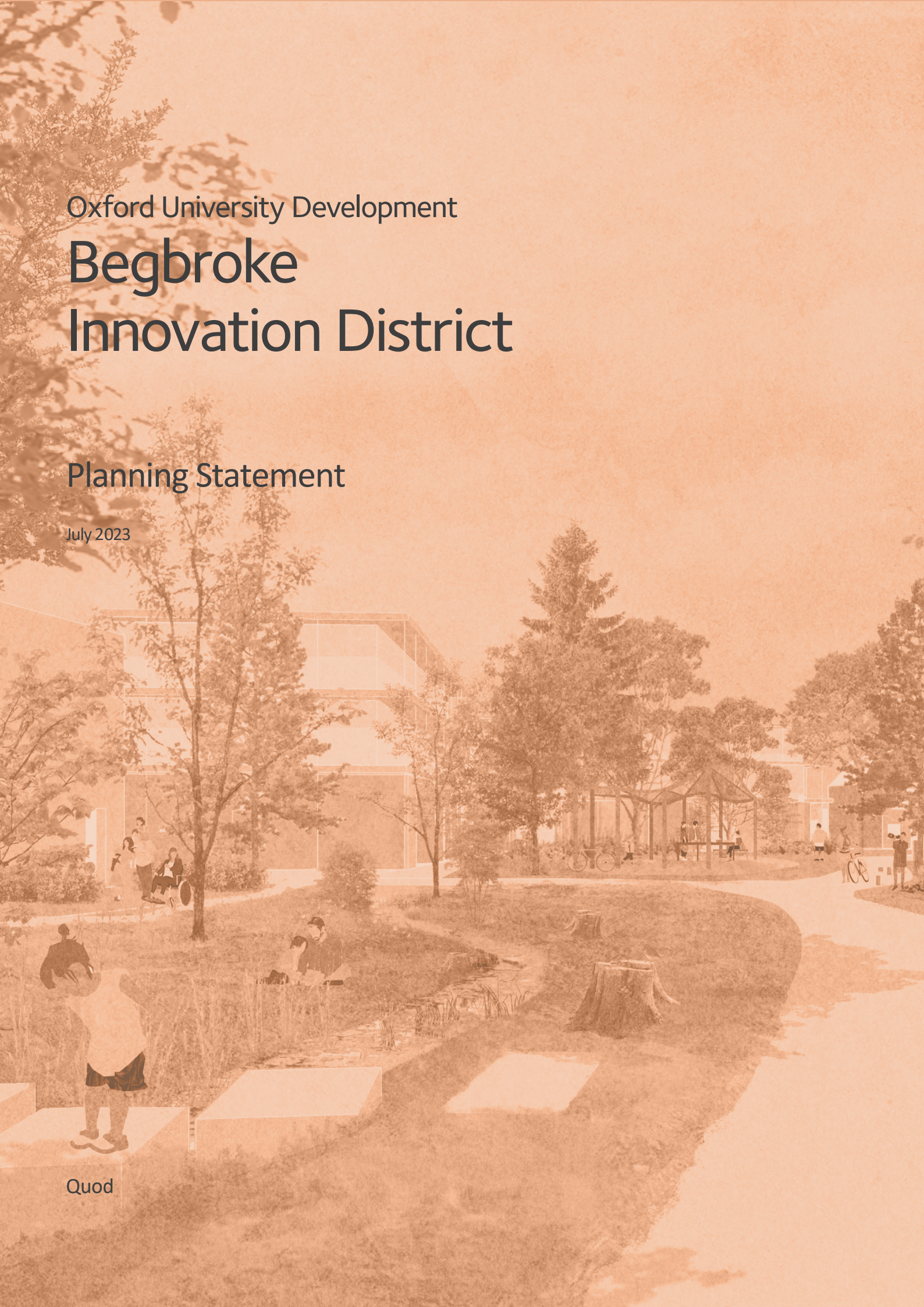


Oxford University Development

Begbroke Innovation District

Planning Statement

July 2023



Quod

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1 Executive Summary

Purpose of this document

- 1.1 This Planning Statement is submitted in support of an outline planning application ('the Application') for Begbroke Innovation District ('BID') at land to the east of the A44 between Yarnton, Begbroke and Kidlington ('the Site'). It is submitted on behalf of Oxford University Development ('OUD' or 'the Applicant').
- 1.1 This Planning Statement explains the Application in the context of relevant planning policies. It is structured as follows.
 - [Section 1 – Executive Summary;](#)
 - [Section 2 – Introduction](#)
 - [Section 3 – Site Context;](#)
 - [Section 4 – Consultation and engagement;](#)
 - [Section 5 – The Proposed Development;](#)
 - [Section 6 – Environmental Impact Assessment;](#)
 - [Section 7 – Planning Policy Context;](#)
 - [Section 8 – Planning Assessment](#)
 - [Section 9 – Planning Conditions and Obligations; and](#)
 - [Section 10 – Conclusion.](#)
- 1.2 This Planning Statement should be read in conjunction with the wider application documents which comprise the planning application submission, as listed in **Table 2-1** below.

The Applicant

- 1.3 Oxford University Development (OUD) is a joint venture partnership bringing together the land, vision and opportunities of Oxford University with the investment and development management skills of Legal & General ('L&G').
- 1.4 The University of Oxford ('OU' or 'the University') has been placed number 1 in the Times Higher Education World University Rankings for the sixth year running (2022), and at the heart of this success is ground-breaking research and innovation. Through its research commercialisation arm, Oxford University Innovation, Oxford is the highest university patent filer in the UK and is ranked first in the UK for university spinouts, having created more than 200 new companies since 1988. Over a third of these companies have been created in the past three years.
- 1.5 Established in 1836, L&G is one of the UK's leading financial services groups and a major global investor. Through inclusive capitalism, L&G aim to build a better society by investing in long-term assets that benefit everyone.

Begbroke Innovation District

- 1.6 OUD are seeking to use this once in a generation opportunity to deliver a new Innovation District in Oxfordshire that combines world class places of work and learning with an exceptional and unique residential neighbourhood.
- 1.7 A mix of new homes will be delivered to target the source of the pressure on Oxford's housing market. The new neighbourhood will be anchored by amenity and community uses that will provide services and facilities to existing and new communities alike.
- 1.8 The BID environment will provide a balance of elements to attract start-ups, scale-ups and spinouts, supporting them from inception through incubation to maturity. It will provide an attractive and stimulating working environment for University researchers and the research and development functions of established commercial organisations.
- 1.9 The new community will benefit from close access to large, high quality open spaces that will provide opportunities for play, leisure and exercise as well as for nature to recover and thrive. High quality new infrastructure will support people in living active, happy and healthy lifestyles.

The Site and Application Proposals

- 1.10 The Site is located in the south west of Cherwell District, between the villages of Begbroke, Kidlington and Yarnton. Cherwell District Council ('CDC') are the local planning authority ('LPA'). Oxfordshire County Council ('OCC') are the relevant upper tier authority and act (amongst other things) as the Lead Local Flood Authority, Local Highways Authority, and Local Education Authority.
- 1.11 At the centre of the Site is the existing Begbroke Science Park. It is the only science park wholly owned by OU. The western boundary of the Site borders the A44 and the eastern part of Yarnton. The Site's southern boundary borders land that is promoted for development by Hallam Land Management, and which is subject to the same site-specific policy as the Site. The Site's eastern boundary runs along the Oxford canal. The northern boundary follows Rowel Brook before extending northward to border an open field, the Langford Lane industrial park and the Rushey Meadows Site of Special Scientific Interest ('SSSI'). The Oxford-Banbury railway line runs in a north-south direction and bisects the Site.
- 1.12 This Application is submitted with all matters reserved for subsequent determination, these being scale, layout, appearance, access and landscaping. The Application is supported by the following 'Control Documents':
 - **Development Specification;**
 - The following **Parameter Plans**:
 - **Parameter Plan 1 – Development Areas;**
 - **Parameter Plan 2 – Maximum Building Heights;**
 - **Parameter Plan 3 – Green Infrastructure;**
 - **Parameter Plan 4 – Access and Movement;**

- **Strategic Design Guide;**
- **Framework Site Wide Travel Plan;**
- **Framework Construction Traffic Management Plan;**
- **Framework Delivery and Servicing Management Plan;**
- **Framework Energy and Sustainability Strategy;**
- **Framework Lighting Strategy;**
- **Outline Landscape and Ecological Management Plan;**
- **Outline Construction Environmental Management Plan;**
- **Operational Waste Management Plan;**
- **Site Waste Management Plan; and**
- **Outline Drainage Strategy.**

1.13 These Control Documents, along with a Planning Permission and Section 106 Agreement, would establish a framework within which future Development Area Briefs and Reserved Matters Applications would be prepared. This represents the first of three ‘tiers’ of planning control. Tier 2 will comprise Development Area Briefs that will be prepared to help inform and define the Reserved Matters Applications (Tier 3). An Illustrative Masterplan is submitted with this Application and shows one way in which the Site could be developed.

1.14 The Application is supported by an Environmental Statement (‘ES’) that details the findings of an Environmental Impact Assessment carried out in accordance with CDC’s adopted Scoping Opinion. A suite of supporting plans and technical reports is also provided. A full list of the material submitted as part of this Outline Planning Application (‘OPA’ or ‘the Application’) is set out in the appendix to the **Covering Letter**.

Policy Allocation

1.15 The Site-specific policy is set out in **Policy PR8: Land to the east of the A44** of the Cherwell Local Plan Part 1 Partial Review: Meeting Oxford’s Unmet Housing Needs (‘LPP1PR’). The Site is one of a number of sites that were partially or wholly released from the green belt to provide housing to meet Oxford’s unmet needs.

1.16 The full policy wording of Policy PR8 is set out in **Appendix A**. In summary, however, the Policy allocates the land to deliver:

- 1,950 net new homes, 50% of which should be affordable;
- 14.7ha of land for the expansion of the Begbroke Science Park;
- A new local centre
- A secondary school;
- A 3FE primary school;
- A 2FE primary school;
- The provision of homes for students and staff of the University of Oxford;
- The creation of a Local Nature Reserve on 29.2ha of land;

- The creation of a Nature Conservation Area on 12.2ha of land;
- The provision of a new canal side park on 23.4ha of land;
- The retention of 12ha of land in an agricultural use;
- Safeguarding of 0.5ha of land for the potential delivery of a new rail halt;
- New public bridleways suitable for pedestrians, cyclists and wheelchair users; and
- Provision made for a new bridge over to Oxford Canal to connect to land at Stratfield Farm.

Consultation

1.17 The Applicant takes seriously its responsibility to local communities and understands the importance of seeking the views of the local community to inform the contents of the development proposals. The Applicant has engaged extensively and meaningfully over the course of a year, including multiple public exhibitions and stakeholder workshops. Further detail of the consultation carried out and the feedback received is detailed in the **Statement of Community Involvement** and in **Section 4** of this Planning Statement.

1.18 In parallel to this, the Applicant has worked closely with CDC and OCC (collectively referred to as ‘the Authorities’) through a robust pre-application process that has involved 10 pre-application meetings with the Authorities between July 2022 and May 2023. This is in addition to regular workshoping with the County Council on the development of a strategic highways model. The Applicant has also sought specialist advice from an independent Design Review Panel (‘DRP’) over two meetings. Further detail on the pre-application process and how the designs have evolved in response to feedback received from the Authorities and the DRP are set out in **Section 4** of this Planning Statement.

2 Introduction

- 2.1 This Planning Statement has been prepared by Quod on behalf of the Applicant in support of an Application at land to the east of the A44 for the Begbroke Innovation District.

Description of Development

- 2.2 The description of development (the 'Proposed Development') is provided below:

Outline application, with all matters reserved, for a phased (severable), comprehensive residential-led mixed use development comprising:

Up to 215,000 square metres gross external area of residential floorspace within Use Class C3/C4 and large houses of multiple occupation (Sui Generis); Supporting social infrastructure including secondary school/primary school(s) (Use Class F1); health, indoor sport and recreation, emergency and nursery facilities (Class E(d)-(f)) Supporting retail, leisure and community uses, including retail (Class E(a)), cafes and restaurants (Class E(b)), commercial and professional services (Class E(c)), local community uses (Class F2), and other local centre uses within a Sui Generis use including public houses, bars and drinking establishments (including with expanded food provision), hot food takeaways, venues for live music performance, theatre, and cinema. Up to 155,000 net additional square metres (gross external area) of flexible employment uses including research and development, office and workspace and associated uses (Use E(g)), industrial (Use Class B2) and storage (Use Class B8) in connection with the expansion of Begbroke Science Park; Highway works, including new vehicular, cyclist and pedestrian roads and paths, improvements to the existing Sandy Lane and Begbroke Hill road, a bridge over the Oxford Canal, safeguarded land for a rail halt, and car and cycle parking with associated electric vehicle charging infrastructure; Landscape and public realm, including areas for sustainable urban drainage systems, allotments, biodiversity areas, outdoor play and sports facilities (Use Class F2(c)); Utility, energy, water, and waste water facilities and infrastructure; together with enabling, site clearance, demolition and associated works, including temporary meanwhile uses.

- 2.3 A further explanation of the Proposed Development is provided within **Section 5** of this document.

The Applicant

- 2.4 OUD is a joint venture partnership bringing together the land, vision and opportunities of Oxford University with the investment and development management skills of Legal & General.
- 2.5 The University of Oxford is world-famous for research and education excellence alike and home to some of the most talented people from across the globe. The University is the oldest in the English-speaking world, with evidence of existence in the Oxford area dating back to 1096. During the 20th and early 21st centuries, Oxford has established major new research capacities in the natural and applied sciences, including medicine. In so doing, it has enhanced and strengthened its traditional role as an international focus for learning and a forum for intellectual debate.

- 2.6 Legal & General is one of the UK’s leading financial services group and a major global investor. They invest in assets that shape the future of society, particularly with investments in ideas and entrepreneurs.
- 2.7 The unique partnership brings together the land and opportunities of Oxford University with the investment and development management skills of Legal & General. OUD was established to ensure that Oxford continues to be a global leader in innovation and a city that supports its population by providing a genuine choice of housing. It will help retain talent in the city, whilst providing the facilities for world-leading research and innovation and tackling sources of unaffordability in the housing market.

Scope of this Application

- 2.8 The Planning Statement explains the OPA in the context of the relevant planning policies. It is structured as follows:
- [Section 1 – Executive Summary](#)
 - [Section 2 – Introduction](#)
 - [Section 3 – Site Context](#)
 - [Section 4 – Consultation and Engagement](#)
 - [Section 5 – The Proposed Development](#)
 - [Section 6 – Environmental Impact Assessment](#)
 - [Section 7 – Planning Policy Context](#)
 - [Section 8 – Planning Assessment](#)
 - [Section 9 – Planning Conditions and Obligations](#)
 - [Section 10 – Conclusion and Application Benefits](#)
- 2.9 This Planning Statement should be read in conjunction with the wider application documents which comprise the planning application submission, as listed in Appendix 1 of the **Cover Letter**. **Table 5-2** then sets out the drawings that form part of the application.

3 Site Context

3.1 This Section of the Planning Statement describes the Site and the surrounding area, before providing a summary of the Site's planning history.

Site Location

3.2 The Site is approximately 170 hectares (ha) in size and comprises all land within the red line shown on **Figure 1** below. The Site is located approximately 6.7km north west of Oxford City centre, approximately 625m west of Kidlington village centre and close to the villages of Yarnton and Begbroke.

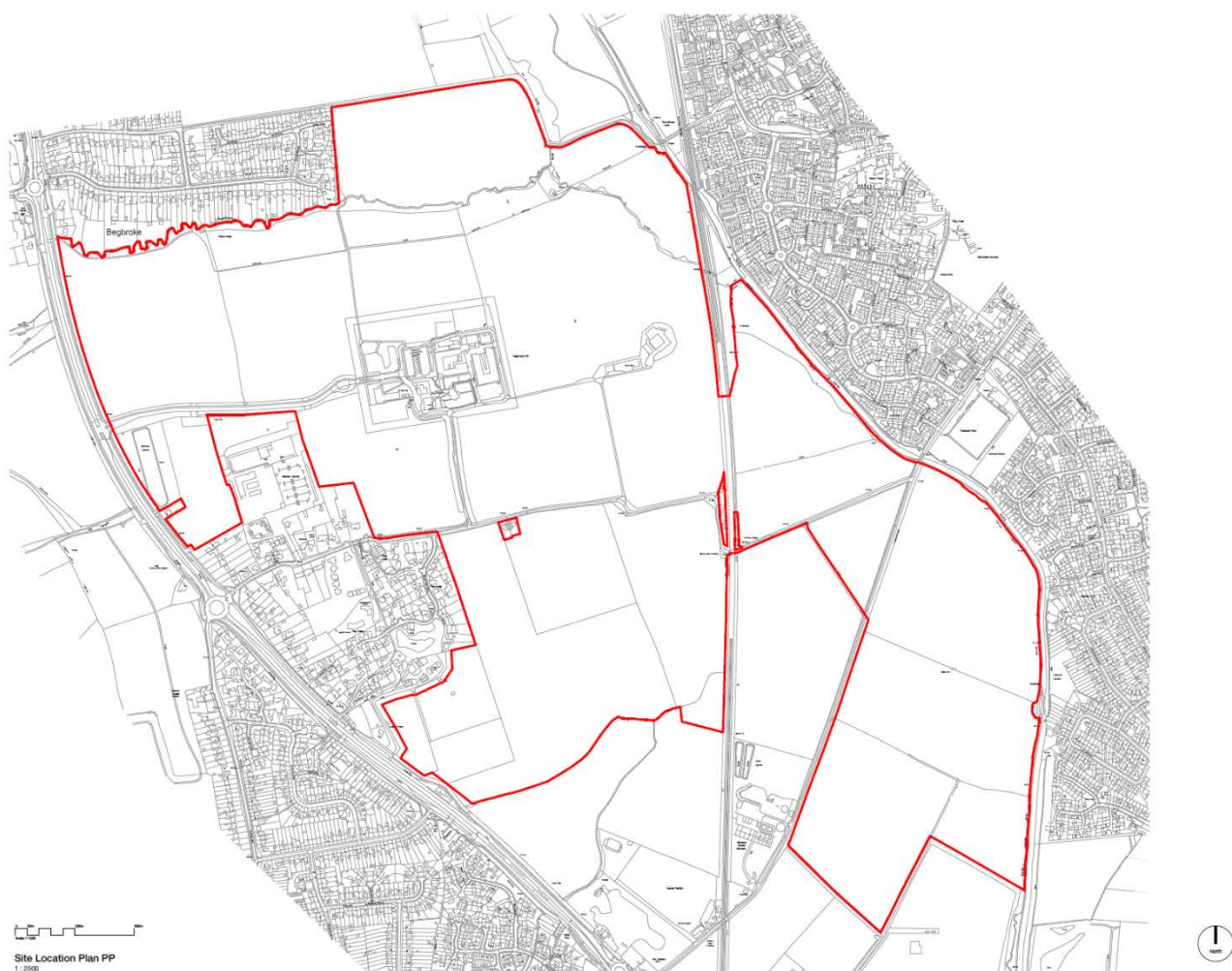


Figure 1 - Site Location Plan

3.3 The Site is located entirely within Cherwell District, though is in close proximity to West Oxfordshire District, Vale of White Horse District, South Oxfordshire District and Oxford City.

3.4 The Site forms part of the land allocated by **Policy PR8: Land East of the A44** within the Cherwell LPP1PR. The Site constitutes the majority of this allocation, with the remaining land

parcels being promoted by two separate applicants. Distinction is therefore made between ‘the Site’ - the land bound in red on the Site Location Plan – and ‘the PR8 site’ which refers to the wider area of land allocated by Policy PR8.

Site Description

- 3.5 Begbroke Science Park (‘BSP’ or ‘the Science Park’), is the only science park owned entirely by the University of Oxford, and located within the central northern portion of the Site. It comprises a number of one and two storey buildings which accommodate laboratories, engineering facilities and administrative buildings. It includes the Grade II listed Begbroke Hill Farmhouse (‘the Farmhouse’). Supporting the research facilities are surface car parking areas, service yards, bicycle storage racks, and some limited outdoor amenity areas. A thick rectangular hedge borders the outer edge of the existing Science Park. The Science Park is accessed via Begbroke Hill, via a junction onto the A44.
- 3.6 The majority of the Site is currently in agricultural use for arable farming and includes a small number of farm buildings and access roads. A section of the agricultural land in the southeast of the Site is currently used as a poultry and deer farm. The agricultural land is divided into a number of interlinked fields, with hedgerow and tree-lined borders and a system of ponds and ditches that drain into nearby watercourses. The Cherwell Valley railway line passes through the Site on an approximate north-south alignment.
- 3.7 Sandy Lane crosses through the middle of the Site on an approximate west-east alignment, linking the A44 (Woodstock Road) to the west of the Site and Yarnton Road to the east of the Site. To the south of Sandy Lane are two residential properties, 86 and 88 Sandy Lane, which lie outside the Site boundary. An additional residential property, Crossing Cottage, is located to the east of the Sandy Lane level crossing, also outside the Site boundary. To the east of Sandy Lane, immediately west of the mainline railway lies a traveller’s site, also outside the Site boundary.
- 3.8 An historical landfill site, known as Sandy Lane East, is located in the centre of the Site, south of Sandy Lane, approximately 250m south of BSP. It is approximately 5.2ha in area. The landfill historically received inert and industrial waste from unrecorded sources over an unspecified timeframe and is understood to be predominantly comprised of ash and other man-made materials.
- 3.9 The topography of the Site slopes moderately from north west to south east, towards the Oxford Canal. The highest elevation at 69m Above Ordnance Datum (‘AOD’) in the north west of the Site, dipping to 60.5m in the south east of the Site.

Surrounding Context

Land Uses

- 3.10 The village of Begbroke is located to the north and north west of the Site beyond Rowel Brook. Beyond the village of Begbroke to the north are three business parks that include a range of commercial and industrial uses: Station Field Industrial Estate (approximately 300m north of the Site), Chancery Gate Business Centre (approximately 740m north of the Site) and Oxford Motor Park (approximately 680m north of the Site). Oxford Airport is located to the north of the

business parks, approximately 750m north of the Site boundary. Oxford Airport provides private and business aviation services and is home to a number of flight schools.

- 3.11 Rushy Meadows Site of Special Scientific Interest ('SSSI') is located adjacent to the north east boundary of the Site.
- 3.12 A fuel station, operated by Shell, is located adjacent to the western boundary of the Site.
- 3.13 To the west of the Site, beyond the A44, is a large expanse of agricultural land which is allocated for residential development under Policy PR9 of the Local Plan.
- 3.14 Residential areas associated with the village of Kidlington are located adjacent to the Oxford Canal which forms the eastern boundary of the majority of the Site. Kidlington village centre is located approximately 530m west of the Site boundary and the closest residential properties to the Site are approximately 30m west of the Site boundary, beyond the Oxford Canal.
- 3.15 Residential areas associated with the village of Yarnton are located to the south and west of the Site. Yarnton village centre is located approximately 660m south west of the Site and the closest residential properties to the Site are adjacent to the western boundary of the Site. The urban fringes of the City of Oxford, including residential uses, are approximately 2.7km to the south of the Site, beyond the A34.
- 3.16 Areas to the north, west and south of the Site comprise agricultural land and are designated as Green Belt land in the Local Plan.

Transport and Access

- 3.17 The strategic road network around the Site comprises some major highways, including the A44, A34 and A4260. The Oxford Canal also bounds the Site to the east and there are a number of railway lines on and in the vicinity of the Site.
- 3.18 Vehicular and pedestrian access to the Site is gained via Begbroke Hill, Sandy Lane and Kidlington Lane.
- 3.19 The closest bus stop to the Site is located on Sandy Lane approximately 180m west and approximately a two minute walk from the Site boundary. The bus stop is served by the number 9 bus which runs between Middle Barton and Kidlington. Additional bus stops are located on the A44 northbound and southbound, approximately 420m and 365m west of the Site boundary respectively, and approximately a 10 minute walk from the Site boundary. The bus stops are served by the by NS3 gold and S3 gold buses, which run between Oxford and Chipping Norton.
- 3.20 Oxford Parkway Railway Station is located approximately 1km south east of the Site boundary (approximately 30-minute walking distance). Oxford Parkway Railway Station is served by Chiltern Railways services between London Marylebone and Oxford.
- 3.21 A number of Public Rights of Way (PRoW) cross the Site:
 - Adjoining ProWs 124/7/10, 124/7/30, 124/7/20, 420/19/10 and 265/22/10 cross the north of the Site on a west-east alignment, connecting the A44 to the Oxford Canal;

- Adjoining ProWs 265/33/10, 265/33/20, 2653/33/30, 265/33/40, 265/33/50 and 265/33/60 along the eastern Site boundary;
- ProW 124/8/10 which connects ProW 124/7/30 to the eastern and southern boundaries of the Begbroke Science Park, with connection to ProW 420/3/10;
- ProW 420/3/10 from Begbroke Science Park to Sandy Lane; and
- ProW 420/4/10 along the south eastern edge of Kidlington Lane.

Environmental and Heritage Designations

- 3.22 The Site is not located within a ‘sensitive area’ (as defined in Regulation 2 of The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (‘the EIA Regulations’), i.e. a SSSI, National Park, Area of Outstanding Natural Beauty, World Heritage Site, Scheduled Monument or National Site Network Site) and is not subject to any statutory designations for nature conservation. The edge of the Cotswolds Area of Outstanding Natural Beauty is located approximately 3.5km north west of the Site.
- 3.23 The Grade II listed Begbroke Hill Farmhouse is situated within BSP but there are no other heritage designations on the Site. There are no Scheduled Monuments, Registered Parks and Gardens or Registered Battlefields within the Site or within 500m of the Site boundary. Yarnton Manor Grade II listed Registered Park and Garden is located approximately 900m south of the Site. The Blenheim Palace World Heritage Site and Grade I Registered Park and Garden is located approximately 3km north west of the Site boundary.
- 3.24 Two Grade II bridges and Kidlington Green Lock, associated with Oxford Canal, are located adjacent to the eastern Site boundary with Grade II Tudor Cottage adjacent to the western Site boundary on the A44. There are over 100 listed buildings within 2km of the Site, notably the Grade I listed Church of St Bartholomew and Church of St Mary, approx. 950m south and 6km north east of the Site respectively. The Site is not located within a Conservation Area (‘CA’), but there are 13 CAs within 3km of the Site, with the closest being Oxford Canal CA, located on the eastern Site boundary.
- 3.25 There are no statutory designations for nature conservation within the Site boundary. Rushy Meadows SSSI is adjacent to the north east of the Site and there are a number of other SSSIs within 10km of the Site. Oxford Meadows Special Area of Conservation (‘SAC’) and Pixey and Yarnton Meads SSSI located approximately 1.8km south of the Site. There are no Local Nature Reserves (‘LNR’) within 5km of the Site. There is one non-statutory designated site within the Site boundary, the Lower Cherwell Valley Conservation Target Area (‘CTA’), which extends into the north-eastern corner of the Site. In addition, there are 17 other non-statutory designated sites within a 2 km radius of the Site.
- 3.26 There is no ancient woodland within the Site. The ancient woodlands of Begbroke Wood, Blandon Heath and Worton Heath are located approximately 660m west, 900m west and 1.1km west of the Site respectively. A Group Tree Preservation Order (‘TPO’) is located adjacent to the north western corner of the Site. There are 4no. veteran or ancient trees within the Site; 3 of which are located along the southern boundary of the Site, and the other located adjacent to Rowel Brook in the north-east of the Site.

- 3.27 Based on the Environment Agency (EA) flood maps, the Site is shown to be predominantly located within Flood Zone 1 (0.1% chance (low probability) of annual flooding). Areas within the east of the Site are located within Flood Zone 2 (between 0.1 – 1% chance (medium probability) of flooding) and Flood Zone 3 (greater than 1% chance (high probability) of annual flooding).
- 3.28 The Site is not located within an Air Quality Management Area ('AQMA'). The closest AQMAs to the Site are the CDC AQMA No.3 ('Kidlington') and City of Oxford AQMA approximately 1.5km east and 1.5km south of the Site respectively.
- 3.29 Planning policy and planning designations are considered in detail in **Section 7**.

Planning History

- 3.30 Part of the Site (the existing Begbroke Science Park) is subject to an outline planning permission, which was granted in May 2018 (Ref: 18/00803/OUT, as amended) for up to 12,500 square metres (sqm) of employment (B1a/b/c Use) and ancillary (D1 Use) floorspace, retention of and improvements to the existing vehicular, public transport, pedestrian and cycle access; car parking; hard and soft landscape works; and associated drainage, infrastructure and earthworks. Pursuant to this, a Reserved Matters approval (Ref: 21/03150/REM) was granted in January 2022 relating to one academic and one commercial research building totalling 12,500 sqm (of B1 a/b/c and ancillary D1 floorspace). Construction of this approved development has begun and is assumed for the purposes of the EIA process to be complete and operational by 2025.
- 3.31 A separate full planning permission (Ref: 21/03195/F) was granted in February 2022 to replace existing temporary parking zones within the existing Begbroke Science Park with a permanent surface level car parking area providing 253 spaces (incl. 4 accessible Blue Badge holder bays and 63 Electric Vehicle charging points). It is expected that construction of this development will commence in 2023 and that it would be complete by 2025.
- 3.32 Separate to this Application, Network Rail have secured funding to close and replace the Yarnton Lane and Sandy Lane level crossings. Network Rail are proposing that the Yarnton Lane level crossing is to be replaced with a pedestrian bridge and the Sandy Lane level crossing is to be replaced with a ramped cycle/pedestrian bridge. These proposals will be subject to a separate application(s) to be submitted in Autumn 2023 by Network Rail.¹ OUD are currently working with Network Rail to prepare an alternative design for a bridge over the railway that could accommodate cyclists, pedestrians and public transport vehicles. Further information on this is set out in **Section 5** of this Planning Statement. To be clear, neither the Network Rail cycle/pedestrian bridge nor the alternative bridge design are part of the scheme for which planning permission is being sought.
- 3.33 Hallam Land Management Ltd. ('HLM') are preparing proposals for housing development on land immediately south of the Site which forms part of the PR8 site allocation in the Local Plan. To date, HLM have submitted an EIA Scoping Opinion request (Ref: 21/00758/SCOP) in March 2021 which sets out that the proposals are expected to comprise up to 300 new homes. A

¹ At the time of writing, Network Rail are preparing this as an application to be made pursuant to the Transport and Works Act.

Scoping Opinion was issued by CDC in July 2021. At the time of writing no application has been submitted.

- 3.34 Land adjacent to the western part of the Site and falling within the PR8 Site known as Yarnton Home and Garden is owned by Newcore is expected to be subject to an outline planning application that would retain and enhance the existing garden centre alongside the delivery of housing, retirement living and a children's nursery. As of July 2023 no application has been submitted.

4 Consultation and Engagement

- 4.1 This Section sets out the consultation measures that have taken place in advance of the submission of this Application, as advocated by the National Planning Policy Framework ('NPPF') paragraphs 39-44.
- 4.2 The proposals have been subject to extensive pre-application consultation and engagement with local and statutory stakeholders carried out between July 2022 and July 2023. Full accounts of the engagement are set out in the **Statement of Community Involvement** ('SCI'). In summary there were:
- 5 stages of consultation with the public and key stakeholders;
 - 10 preapplication meetings held with CDC and OCC, plus additional meetings with OCC highways officers and OxCiCo housing officers; and
 - 2 sessions with a Design Review Panel.

Public Consultation

- 4.3 The SCI details the process of community involvement that has been undertaken to explain the proposals to relevant and interested parties. It has been undertaken in accordance with Cherwell District Council's Statement of Community Involvement October 2021 and the NPPF 2021.
- 4.4 There have been four distinct stages of community and stakeholder consultation and engagement beginning in July 2022. Further detail can be found in the SCI, but in summary:
- Stage 0 (November 2021 to March 2022) – an introductory stage meeting groups and individuals to start understanding concerns and ideas for development. This took place both on-line and in person.
 - Stage 1 (July 2022) – this was used as an opportunity to introduce the proposed approach to the project and to seek initial views, issues, and ideas on the proposed development. This included:
 - Stakeholder workshop (8th July);
 - Three drop in exhibitions were held on 12th, 13th and 14th July in Yarnton, Begbroke and Kidlington, respectively; and
 - The opportunity to view the material from the drop-in exhibitions online at OUD's website.²
 - Stage 2 (October and November 2022) – the first iteration of the illustrative masterplan was presented. This stage included:
 - Site walkabout (19th October);

² The website remains live and documents are available to view and download here: <https://oudl.co.uk/current-projects/#Four>

- Stakeholder workshop (20th October);
- OU masterplan review workshop (10th November); and
- Three drop in exhibitions were held, with the first being held in Begbroke on 22nd November, and a further two held on 24th November in Kidlington and Yarnton.
- Stage 3 (March 2023) – provided detail through the updated illustrative masterplan, including:
 - Stakeholder workshop (1st March);
 - Three drop in exhibitions were held, with the first being held in Begbroke on 8th March, and a further two held on 9th March in Kidlington and Yarnton; and
 - OU All staff briefing webinar (30th March).
- Stage 4 (July 2023) – a pre-application exhibition provided an opportunity for attendees to see the Parameter Plans, understand next steps and the opportunities for further engagement in the future. This included:
 - Three drop in exhibitions were held, in Yarnton, Begbroke and Kidlington on 12 and 13 July 2023.

4.5 The SCI sets out the issues raised throughout the consultation process along with the responses to said issues.

Pre-Application Discussions

4.6 The Applicant has gone through a comprehensive pre-application process with CDC and OCC, which has included signing a Planning Performance Agreement to ensure that the two authorities are both fully resourced to provide advice and guidance on the preparation of the Application.

4.7 The Applicant has held the following 10 pre-application workshops between June 2022 and April 2023:

- Vision;
- Green Infrastructure and Sustainability;
- Expansion of Begbroke Science Park and Transport;
- Masterplan layout;
- Masterplan review;
- Green infrastructure and landscaping;
- Innovation (with the OCC Innovation Hub);
- School locations;
- Transport; and
- Sustainability.

4.8 For each meeting, a note was prepared by the Applicant and jointly agreed by all attendees. CDC and OCC also provided formal feedback to the Applicant in a report in February 2023.

4.9 The scheme has positively evolved and developed as a result of this engagement. A summary of how the scheme has responded to main points of advice from the authorities is set out in **Table 4-1**.

Table 4-1 – Summary of responses to preapplication feedback

Theme	Advice	Response
Expansion of BSP	The expansion of BSP should be contiguous with its existing boundaries to maintain a clear sense of character.	The expansion of BSP would be primarily to the east of its current location. Uses within the expanded Science Park will need to be clearly related to existing mix of uses. A Development Principle securing this point has been included in the Development Specification (which is a Control Document).
Vision and placemaking	The promotion of a healthy place should be made a clearer part of the place principles.	The delivery of a place that fosters happy and healthy lifestyles is fundamental to the BID vision and underpins all the place principles set out. The place principles have evolved over time and been distilled into 5 principles, each of which have a clear benefit for the delivery of a healthy place. These are then secured through the Strategic Design Guide (which is a Control Document).
Vision and placemaking	CDC encouraged the delivery of distinct character areas and neighbourhoods within the Site, which should include landscape character areas.	Character areas – though not defined spatially – have been included within the Strategic Design Guide , which will be used to inform the preparation of Development Area Briefs. This will ensure that BID has characterful and distinct yet coherent areas and neighbourhoods that will aid in placemaking and wayfinding. These are then secured through the Strategic Design Guide (which is a Control Document).
Stewardship	CDC requested the more information be provided on long term stewardship and site management.	A Outline Estate Management Plan has been prepared to demonstrate a commitment to high quality and long-term stewardship of the Site.
School locations	The 3FE primary school should be located close to the local centre.	Land directly adjacent to the local centre has been safeguarded for the delivery of the 3FE primary school.
School locations	The 2FE primary school location should be located further away from the A44, to minimise potential noise and air quality impacts.	The location of the 2FE primary school has been revised to bring it further into the Site and away from the A44.
Road layout	CDC welcomed the ‘car is a guest’ principle but noted the importance of ensuring the	The OUD team has engaged with the County’s adoptions team to ensure that the roads would be adoptable and meet the requirements of the

Theme	Advice	Response
	living streets would be serviceable by refuse, service and emergency vehicles.	various kinds of vehicles that would service the streets.
Sport facilities provision	CDC noted that they are considering seeking 50% of this provision as a payment-in-lieu to contribute towards offsite facilities.	OUD is willing to consider this as part of the s106 agreement. The full provision has been allowed for within the Site though to ensure flexibility should the approach to sport provision change over time.
Green infrastructure	CDC advised that thought should be given to how certain areas of the larger open spaces could be made less accessible or inaccessible, to help protect habitats and nature recovery.	The Local Nature Reserve is intended to have restricted access only via a boardwalk that would prevent the rest of this land being interfered with. Other parts of Rowel Brook Park and the Canalside Parkland would also have more restricted access. Signage can be used to encourage dog walkers to keep their dogs on a lead in certain areas.
Social farm	The provision of a social farm in land north of Rowel Brook was supported by CDC.	No change necessary.

4.10 In addition to the 10 preapplication meetings set out above, the Applicant has regularly and proactively engaged with the Case Officer, highways officers from the County Council and other PR applicants' consultants to help develop a strategic highways model for the local area. Further information on this work is set out in the **Transport Assessment** (ES Vol III, App. 9.1).

4.11 The Applicant has also met with housing officers from Oxford City Council on 23rd May 2023, which has informed the proposals set out in the **Housing Statement**.

Design Review Panels

4.12 The Applicant and Project Team presented the emerging proposals to a Design Review Panel ('DRP') on two occasions. The first took place on 16th November 2022 and included a site visit. This was deliberately early in the design process and the discussion focussed on the Site's existing assets, and how this could be combined with the design vision to create a unique and successful place.

4.13 The DRP provided feedback following the first review, which was addressed at the second DRP briefing held on 17th May. Feedback was focused around seven key recommendations: vision; climate change; sustainability; masterplan; innovation in the countryside; circular water strategy and housing typologies and density.

4.14 By the time of the second review, the proposals had advanced in response to pre-application engagement with the local authorities and further design and technical work by the project team.

- 4.15 The key recommendations from the second DRP were as follows: clarifying how commitments made at the outline application will be safeguarded; provide further design detail; set specific targets for the tangible benefits of the future community; explore how the school can be spatially connected with the innovation district; describe how a regenerative landscape will be manifested; and study the morphology and density of Oxfordshire villages. The DRP also recommended that the LPA work to better align the development brief with the proposed three-tier planning and design strategy.
- 4.16 Overall, the panel commended the Applicant's vision and ambition to deliver a new Innovation District that mixes the vibrancy and activity of an urban neighbourhood with the quality of living and access to nature more normally associated with rural village life.

5 The Proposed Development

5.1 This Section of the Planning Statement provides an overview of the proposals at the Site.

Description of Development

5.2 Outline planning permission with all matters reserved is sought for the following:

Outline application, with all matters reserved, for a phased (severable), comprehensive residential-led mixed use development comprising:

Up to 215,000 square metres gross external area of residential floorspace within Use Class C3/C4 and large houses of multiple occupation (Sui Generis); Supporting social infrastructure including secondary school/primary school(s) (Use Class F1); health, indoor sport and recreation, emergency and nursery facilities (Class E(d)-(f)) Supporting retail, leisure and community uses, including retail (Class E(a)), cafes and restaurants (Class E(b)), commercial and professional services (Class E(c)), local community uses (Class F2), and other local centre uses within a Sui Generis use including public houses, bars and drinking establishments (including with expanded food provision), hot food takeaways, venues for live music performance, theatre, and cinema. Up to 155,000 net additional square metres (gross external area) of flexible employment uses including research and development, office and workspace and associated uses (Use E(g)), industrial (Use Class B2) and storage (Use Class B8) in connection with the expansion of Begbroke Science Park; Highway works, including new vehicular, cyclist and pedestrian roads and paths, improvements to the existing Sandy Lane and Begbroke Hill road, a bridge over the Oxford Canal, safeguarded land for a rail halt, and car and cycle parking with associated electric vehicle charging infrastructure; Landscape and public realm, including areas for sustainable urban drainage systems, allotments, biodiversity areas, outdoor play and sports facilities (Use Class F2(c)); Utility, energy, water, and waste water facilities and infrastructure; together with enabling, site clearance, demolition and associated works, including temporary meanwhile uses.

5.3 The following section provides an overview of the Proposed Development. A detailed description of the Proposed Development is provided in the accompanying **Environmental Statement** (Volume 1, Chapter 5), **Development Specification** and the **Design and Access Statement**.

Site Wide Area Schedule

5.4 A mix of land uses is proposed in order to meet the requirements of the site-specific planning policy. The proposed maximum floor areas for the land uses put forward in the **Development Specification** above are as follows in **Table 5-1**:

Table 5-1 - Site Wide Area Schedule

Use	Proposed Use (Use Class)	Amount (sqm, GEA)
Uses associated with the expansion of Begbroke Science Park	Classes B2, B8, E(g), and F1(a).	155,000
Residential	C3/C4/Sui Generis	215,000
Ancillary / Supporting Uses	As below	21,000
- Retail (including the sale of food and drink)	E(a), (b), and (c)	3,500
- Hotel	C1	10,000
- Non-residential and leisure institutions, including nursery, medical or health services, indoor sport or fitness facilities, and creches and/or nurseries.	E(d), (e), and (f)	5,600
- Halls and meeting places	F2(b)	1,200
- Sui generis uses including (but not limited to) public houses, wine bars or drinking establishments	Sui generis	700

Application drawings and plans

5.5 Drawings and plans have been submitted and are listed in **Table 5-2** below.

Table 5-2 - Application drawings and plans

Drawing Title	Status	Drawing ref. no.	Rev	Size	Scale
Site Location Plan	Information	BEG-HBA-SW-ZZ-DR-A-080100	P1	A3	1:2500
Parameter Plan 1 – Development Areas	Approval	BEG-HBA-SW-ZZ-DR-A-080101	P1	A3	1:2500
Parameter Plan 2 – Maximum Building Heights	Approval	BEG-HBA-SW-ZZ-DR-A-080102	P1	A3	1:2500
Parameter Plan 3 – Green Infrastructure	Approval	BEG-HBA-SW-ZZ-DR-A-080103	P1	A3	1:2500
Parameter Plan 4 – Access and Movement	Approval	BEG-HBA-SW-ZZ-DR-A-080104	P1	A3	1:2500
Existing Site Levels	Information	BEG-HBA-SW-ZZ-DR-A-080105	P1	A3	1:2500
Illustrative Proposed Site Levels	Illustrative	BEG-HBA-SW-ZZ-DR-A-080106	P1	A3	1:2500

Indicative Demolition Plan	Illustrative	BEG-HBA-SW-ZZ-DR-A-080107	P1	A3	1:2500
Illustrative Masterplan	Illustrative	BEG-HBA-SW-ZZ-DR-A-080108	P1	A3	1:2500

Development Principles

5.6 The **Development Specification** contains Development Principles that would inform the design proposals set out within future reserved matters applications ('RMAs'). It is expected that a planning condition will prevent development from coming forward other than in accordance with the Development Principles, and that compliance with those Development Principles would be demonstrated in a statement of compliance submitted to the LPA.

Strategic Design Guide

5.7 A **Strategic Design Guide ('SDG')** for the whole Site has been prepared to guide the preparation of Development Area Briefs and RMAs. It sets out a commitment to embedding high quality design within the masterplan as it emerges over time. It is anticipated that a condition would be attached to the grant of outline planning permission requiring such future submissions to be substantially in accordance with the SDG.

Development Area Briefs

5.8 Following the grant of Outline Planning Permission, a Development Area Brief ('DAB') for each Development Area (or for an area defined in agreement with CDC) would be prepared. These would help to define more precise requirements and parameters for subsequent RMAs.

5.9 The approach and scope of the DABs will be discussed and agreed with CDC Officers during the determination period.

Detailed description of the Proposed Development

Housing

5.10 The Application proposes up to 215,000 square metres ('sqm') gross external area ('GEA') of residential floorspace within use classes C3, C4 and Sui Generis. The inclusion of use classes C4 and Sui Generis allows for the provision of houses in multiple occupation ('HMOs') that would be delivered as university-linked accommodation.

5.11 The residential floorspace would be delivered in accordance with the site-wide unit mix ranges set out in **Table 5-3** below.

Table 5-3 - Unit mix ranges

Unit type	Studio/1 bedroom	2 bedroom	3 bedroom	4+ bedroom
Range	20-40%	30-40%	15-30%	5-20%

- 5.12 The precise number of residential units delivered within the Site will be determined through the preparation of DABs and RMAs. For now, it is anticipated that the residential floorspace cap and unit mix range would deliver circa 1,800 residential units. This number could increase or decrease depending on the exact unit size split, for instance, if a greater number of flats and smaller properties were delivered.
- 5.13 The housing proposals have been informed by the site-specific planning policy and through pre-application discussions with officers from both CDC and Oxford City Council ('OxCiCo'). They have also been informed by evidence jointly prepared by CDC and OxCiCo set out in the Housing and Economic Needs Assessment (2022). The **Housing Statement** provides evidence and justification for the approach to the mix and tenures included in the Proposed Development. The housing offer will seek to:
- Meet Oxford's diverse existing and future needs;
 - Support Oxford's world class economy, university and local employment base;
 - Facilitate Oxford's ongoing economic growth;
 - Provide for a range of household incomes;
 - Create a balanced and cohesive community; and
 - Enable the best use of the existing housing within Oxford.
- 5.14 The Applicant can commit to the provision of 50% affordable housing on the basis of providing As set out in the Housing Statement, that would include:
- 10% of housing as sharer rent housing;
 - 10% of housing social rent housing; and
 - 30% of housing as discount rental housing.
- 5.15 An assessment of the housing offer against relevant planning policy and material considerations is set out in **Section 8** below.

Expansion of Begbroke Science Park

- 5.16 The existing Begbroke Science Park provides faculty space for Oxford University that supports inter-disciplinary research including materials, energy, nanotechnology, biomedical engineering and aerospace. Uniquely, it combines this faculty space with offices, R&D centres and laboratories used by commercial enterprises and start-ups. The result is a hot bed of innovation that has produced some of the most successful enterprises and significant technological advancements in the country.
- 5.17 This Application seeks permission to deliver up to 155,000sqm GEA of floorspace in association with the expansion of the Begbroke Science Park. This floorspace would be delivered across 14.7ha of land. Both the faculty and commercial components of the Science Park would be expanded to ensure that the successful combination of academic research and commercial application continues.
- 5.18 Given the diversity of commercial activities within the Science Park, permission is sought for floorspace within Use Classes B2, B8, E(g), and F1(a). This will ensure that the diverse needs

of occupiers can be met by providing a combination of offices, laboratories, storage spaces and industrial and manufacturing-type premises for research and development.

- 5.19 Supporting the growth of the Science Park and fostering the innovation that happens there is a key component of local planning policy but also of regional and national industrial and economic strategy. The **Innovation, Research and Employment Strategy** sets out the case for making the most of the opportunity provided by Policy PR8.

Supporting uses

- 5.20 To deliver a truly sustainable place that is able to meet its own needs, a mix of supporting uses is proposed that includes amenity and cultural offerings, education provision, sport and recreation. There are a number of benefits to this: existing communities and facilities are not negatively impacted; reducing the need to travel long distances; and allowing Begbroke Innovation District to become a place that fosters community, pride, and wellbeing.
- 5.21 The delivery of the supporting uses would be phased to support and respond to the needs of the new community as they arise, including from the outset. Further commentary on the form and purpose of the proposed supporting uses is provided below.

Hotel

- 5.22 The Application proposes up to 10,000sqm GEA of hotel (use class C1) floorspace. This would be delivered in proximity to the local centre and the expanded Science Park. It is intended to support the needs of the expanded Science Park and the possibility that conferences would be held there, though its use would not be restricted as it could also help support the wider tourist economy in the Oxford area.

Retail uses

- 5.23 The Application proposes up to 3,500sqm GEA of floorspace for retail uses (use classes E(a), (b) and (c)). These retail uses are intended to serve the day to day needs of those living and working on the Site, plus those who live close to the Site (namely those in Yarnton and Begbroke). The intention is to help reduce the need to travel offsite to meet daily convenience and comparison retail needs. An additional 700sqm GEA of sui generis floorspace is proposed to provide for bars and pubs. The provision of such retail and amenity floorspace will ensure that BID has a sense of character and place.
- 5.24 Retail and amenity uses will be clustered within the local centre, which would be delivered around the Grade II Listed Begbroke Farmhouse. No works to the Farmhouse itself are proposed through this Application. Small scale retail premises may be provided in other locations within the Site where this helps provide walkable neighbourhoods. The **Heritage Assessment** (ES Vol III, App. 8.2) considers potential impacts on the setting and significance of the Grade II listed Farmhouse arising from the Proposed Development.

Non-residential and leisure institutions

- 5.25 Up to 5,600sqm GEA of floorspace within use classes E(d), (e) and (f) is proposed. This will allow for the provision of things like nurseries, gyms and other indoor sports facilities, and the provision of medical or health centres (should these be required).

- 5.26 The provision of nurseries close to places of both living and work is considered an important component of the Proposed Development and one that will help parents balance the demands of work and childcare. Nurseries would be delivered as standalone premises and also co-located with the primary school(s) (described below).
- 5.27 A further 1,200sqm GEA of halls and meeting places (use class F2(b)) is proposed. These will be flexible spaces that can be used for a range of community-based events. They will be shared with the Science Park to ensure that they are well-used assets for the entire BID community. Residents in existing and new planned communities will also be able to make use of these facilities if they wish.

Education provision

- 5.28 Land has been safeguarded within the Site for the provision of 3no. schools:
- A 1,100 place secondary school on 8.02ha of land;
 - A 3FE primary school on 3.2ha of land; and
 - A 2FE primary school on 2.2ha of land.
- 5.29 The secondary school is intended to meet the needs arising from all PR sites. In accordance with pre-application feedback received from OCC, the land for the secondary school has been safeguarded as a 6.77ha 'core' parcel, and a 1.26ha 'option' parcel. This ensures there is flexibility to expand to the school in response to needs as they arise in the local area. The secondary school land is between the historical landfill site (to become a new Central Park) and the railway line. The delivery and land cost of the school will be jointly funded by all PR sites, with financial contributions secured through their respective s106 agreements with CDC and OCC.
- 5.30 The primary schools are intended to meet the needs arising from PR8 only. The 3FE primary school, which would be delivered first, is located between Sandy Lane and the southwestern boundary of the existing Science Park. The 2FE primary school would be located in the southern portion of the Site on the location of the existing poultry and deer farm, south of Gravel Pits Lane.
- 5.31 An assessment of the education provision against relevant planning policy is provided in **Section 8** of this Planning Statement. A statement on the approach to the provision of education infrastructure within the Site is provided at **Appendix B**.

Allotments, open space and play space

- 5.32 Provision has been made for allotments, open space and play space to at least meet the standards set by CDC at Policy BSC 11 of the Local Plan 2011-2031 Part 1.
- 5.33 The Landscape Strategy indicates that the Proposed Development will provide more than 80ha of open space, which includes land will be retained within an agricultural-related use. A community farm is also proposed. Open space will also be delivered within the developable area in the form of green arteries (linear parks) that connect the centre of the development to the larger open areas on its peripheries.

Landscape

5.34 Open landscape within the Site will serve a range of functions including: human use and enjoyment; nature recovery and biodiversity net gain; and to help embed the Proposed Development into the surrounding landscape.

5.35 Detailed design of the landscape are reserved for future determination. **Parameter Plan 3 – Green Infrastructure** identifies the strategic open spaces, which comprise the following:

- **The Central Park:** a large public park set on the former landfill site. This should be remediated to an appropriate standard. Its form and design will take inspiration from urban green spaces in providing a functional environment for leisure, play and recreation. High quality, non-vehicular routes should be provided to aid permeability. Planting and access routes should be designed to avoid adverse impacts to the amenity of the existing residential dwellings on Sandy Lane.
- **Rowel Brook Park (south):** comprising land that is within the green belt, west of the railway line and south of Rowel Brook. This land is to be improved to deliver public open space with high quality walking and cycle routes, whilst creating new habitats and enhancing biodiversity. Structural planting in the area south of Begbroke village will be provided to aid visual screening.
- **Rowel Brook Park (north):** Land north of Rowel Brook. To be used for cultivation and uses related to its existing agricultural use, including (but not limited to) allotments, community gardens, farms and orchards. Structures that are ancillary to these uses will be permitted where they do not cause adverse visual impacts to nearby receptors and/or cause unacceptable harm to the green belt. Structural planting to the east of Begbroke village will be delivered to aid visual screening.
- **Canalside Parkland:** Land to the east of the railway and south of Sandy Lane. This land is to be delivered primarily as semi-natural open grassland and meadows. Formal sports provision and play areas will be permitted in areas that are easily accessible. Structures and buildings ancillary to these uses and to the enjoyment of this area will also be permitted where they do not cause adverse visual impacts and do not cause unacceptable harm to the openness of the green belt. High quality walking and cycling connections will be delivered.
- **Railway Marshes:** Land to the east of the railway and north of Sandy Lane. This land is to be used primarily for habitat and biodiversity enhancement. Public access will be limited. A bird-viewing hide or similar type of structure will be permitted where this does not cause unacceptable visual impacts, unacceptable harm to the green belt, or adverse impacts to existing or new habitats and species.
- **Green Arteries:** Delivered according to the approximate alignment shown on PP3 - Green Infrastructure. These areas will be wide green corridors that bisect residential and commercial development to link them to larger open spaces. They will be used for delivering high quality non-vehicular routes, play areas, Sustainable Urban Drainage Systems, biodiversity areas, food growing areas and 'pocket parks'.

5.36 Further detail on the landscaping proposals is set out in the **Design and Access Statement**. The **Strategic Design Guide** establishes a framework of measures that will ensure that the delivery of the landscaping proposals is to a high quality and delivers on the vision of delivering a new innovation district in the countryside. An **Outline Landscape and Ecology Management Plan** ('OLEMP') has been prepared to establish a framework of measures on which future Landscape and Ecology Management Plans will be based. This will ensure that

the biodiversity enhancements delivered through the Proposed Development are not lost over time.

Transport

- 5.37 One of the key design principles for the Site is that the car is a guest. This underpins the approach to sustainable transport strategy, which ultimately seeks to create a happier, healthier, and better place by reducing the dominance of the car within street spaces and providing high quality alternatives to private vehicle trips. This is primarily achieved through:
- The provision of high quality walking, cycling and public transport network within the Site;
 - Contributing to offsite public transport and active travel improvements;
 - Delivering a streetscape and road network that prioritises the movement of people, rather than vehicles; and
 - Focussing parking, either in multi-storey car parks or residential parking clusters, to provide more street space for people, play, and planting.
- 5.38 **Parameter Plan 4 – Access and Movement** shows where the key vehicular and non-vehicular access points and routes will be. This network would be supported by a finer grain of streets, paths, roads and routes that will ensure the Site is highly permeable.
- 5.39 An internal spine road will be delivered that links to the existing Begbroke Hill road and continues down through the Site, east of the historical landfill to connect to the third-party land to the South, and onwards to a new junction on the A44. The spine road will be a through route for public transport vehicles, pedestrians and cyclists only. This will avoid it being used by private vehicles for rat running and encourage shorter trips to be made by sustainable modes.
- 5.40 Network Rail are intending to close the level crossing at Sandy Lane, subject to securing the necessary consents for reprovision of an access over the railway. As such, Sandy Lane will be access-only for vehicles, and will become primarily a green pedestrian and cyclist movement corridor. Through the extensive public engagement it has undertaken, the Applicant understands the importance of the east-west connection that Sandy Lane currently provides to local communities. The Applicant has been working closely with Network Rail to explore the potential for delivering a bridge over the railway that would replace the level crossing, and provide connectivity for cyclists, pedestrians and public transport vehicles. This work with Network Rail is ongoing and as such does not form part of this Application. Land has been safeguarded, however, to ensure that such a bridge could be delivered in the future.
- 5.41 In accordance with part 13 of Policy PR8, land has also been safeguarded in the southeast of the Site to provide for a future canal bridge that would connect to land at Stratfield Farm (allocated by Policy PR7b). Detailed proposals would be prepared in consultation with the third-party landowner(s), the Canal and Rivers Trust, CDC and OCC at a future date. The intention would be to deliver a high quality connection through to Oxford Parkway.
- 5.42 A **Transport Assessment** (ES Vol III, App. 9.1) has been prepared on behalf of the Applicant. This details the proposed sustainable transport measures that would be deployed to ensure that the impact of the Proposed Development upon the local highway network is not severe. A **Framework Site Wide Travel Plan** (ES Vol III, App. 9.2) has also been prepared. This will

inform the preparation of future, detailed travel plans that will aim to keep reducing the number of private vehicle trips that people make to and from the Site.

6 Environmental Impact Assessment

- 6.1 The Application falls within category 10b (Urban Development Projects) of Schedule 2 of the EIA Regulations.
- 6.2 As such, an Environmental Impact Assessment ('EIA') is required and has been carried out, the results of which are set out in the Environmental Statement ('ES') submitted with the Application.
- 6.3 A request for a Scoping Opinion was submitted to CDC on 09 December 2022 by Quod on behalf of the Applicant, which was accompanied by an EIA Scoping Report (dated December 2022).
- 6.4 A Scoping Opinion was issued by CDC on 27th January 2023 (ES Vol III, App. 3.3). The Scoping Opinion included responses from CDC officers together with statutory and non-statutory consultees.
- 6.5 Matters raised in the Scoping Opinion are summarised in each topic chapter of the ES under 'Consultation' together with a brief explanation as to how the issue raised has been addressed or responded to.

7 Planning Policy Context

Introduction

- 7.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 provide that applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 7.2 This Section sets out the Development Plan, relevant national policy and guidance, and other material considerations for the Proposed Development. A summary of the relevant planning policies and guidance from each Development Plan or policy document as well as an assessment of the Proposed Development against those policies and guidance is set out thematically in **Section 8** of this Planning Statement.

The Development Plan

- 7.3 The Development Plan for this Site comprises:
- Cherwell Local Plan 2011-2031 (Part 1),
 - Saved Policies from Cherwell Local Plan 1996;
 - Cherwell Local Plan 2011-2031 (Part 1) Partial Review – Oxford's Unmet Housing Needs;
 - Oxfordshire Minerals and Waste Local Plan Part 1 (Core Strategy) 2017; and
 - Oxfordshire County Council Local Transport and Connectivity Plan 2022 ('OLTCP').
- 7.4 There are no adopted Neighbourhood Plans that are relevant to the Site.

Planning designations

- 7.5 **Policy PR8** of the LPP1PR allocates the Site (and land adjoining its southern and western borders) as a Strategic Development Site. This allocation included the removal of c.66ha of land from the green belt. The remainder of the allocation site remains within the green belt, this being land adjacent to Rowel Brook and land east of the railway. All of the retained green belt is within the Site.
- 7.6 The full policy wording of Policy PR8 is set out in **Appendix A**. In summary, however, the Policy designates the land to deliver:
- 1,950 net new homes, 50% of which should be affordable, a portion of which can be for students and staff of the University of Oxford;
 - 14.7ha of land for the expansion of the Begbroke Science Park;
 - A new local centre
 - A secondary school;
 - A 3FE primary school;

- A 2FE primary school;
- The creation of a Local Nature Reserve on 29.2ha of land;
- The creation of a Nature Conservation Area on 12.2ha of land;
- The provision of a new canal side park on 23.4ha of land;
- The retention of 12ha of land in an agricultural use;
- Safeguarding of 0.5ha of land for the potential delivery of a new rail halt; and
- New public bridleways suitable for pedestrians, cyclists and wheelchair users;
- Provision made for a new bridge over to Oxford Canal to connect to land at Stratfield Farm.

7.7 Policy PR8 states that applications relating to the land should be supported by a Development Brief. Part 17 of Policy PR8 states that the Development Brief is to be prepared by CDC and jointly agreed between the appointed representative(s) of the landowner(s) and CDC.

7.8 The Site falls partly within a Conservation Target Area, which runs through the north-eastern corner of the Site.

Material considerations

7.9 In addition to the Development Plan, the following documents are material considerations to the Proposed Development.

National Planning Policy Framework (2021)

7.10 The revised National Planning Policy Framework ('NPPF' or 'the Framework'), published in July 2021, sets out the Government's planning policies for England and how these are expected to be applied. It replaces the previous version of the NPPF published in 2019 and is a material consideration in planning decisions.³

7.11 The NPPF states that the weight that can be given to relevant policies in existing plans should be determined according to their degree of consistency with the NPPF.

7.12 **Paragraphs 7 and 8** of the NPPF state that the purpose of the planning system is to contribute to the achievement of sustainable development and that there are three overarching objectives to the planning system:

'a) an economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible

³ National Planning Policy Framework (2021), paragraph 2.

services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

*c) **an environmental objective** – 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.'*

7.13 Other sections of the NPPF relevant to this OPA are set out in **Section 8** below.

National Design Guide (2021)

7.14 The National Design Guide seeks to help create well-designed and well-built places that benefit people and communities. It includes ten characteristics: context; identity; built form; movement; nature; public spaces; uses; homes and buildings; resources; and lifespan.

National Model Design Code (2021)

7.15 This document provides detailed guidance on the production of design codes, guidance and policies to promote successful design. It relates to the ten characteristics of high quality design set out in the National Design Guide, demonstrating how these can be the basis for formulating design codes and guides. The overarching recommended approach is based on having a thorough understanding of the 'baseline' (i.e., the site and its surroundings), having a clear design vision and combining the two to formulate a high quality masterplan.

Planning Practice Guidance

7.16 Planning Practice Guidance ('PPG') is published by Government to provide further detailed guidance on the application of policies set out in the NPPF. It provides guidance in relation to (amongst other things), decision making, planning conditions and obligations, EIA, the historic and the natural environment, and design.

UK Industrial Strategy

7.17 The UK Industrial Strategy sets out policies to realise the Government's vision for:

- *"The UK to be the world's most innovative economy, with good jobs and greater earning power for all;*
- *A major upgrade to the UK's infrastructure;*
- *The UK to be the best place to start and grow a business; and*
- *Prosperous communities across the UK."* (page 4)

7.18 The first policy that is set out to help realise this vision is to increase research and development investment.

Oxfordshire Local Industrial Strategy ('OxLIS') 2019

7.19 This document was jointly prepared between the UK Government and the Oxfordshire Local Enterprise Partnership. It sets out that Oxfordshire is already the country's innovation engine and that it will be used to drive further growth and productivity for the good of the whole nation.

7.20 Begbroke Science Park is specifically mentioned as one of the county’s ‘critical economic sectors, assets and growth opportunities within the innovation ecosystem’, reading:

“Begbroke Science Park key sectors: advanced engineering, medical tech

- 60+ world leading research and technology companies employing 900+ staff

- Begbroke Innovation Escalator spin out hub

- Proposed 4,000 homes as part of wider A44 corridor vision to double capacity at Begbroke including new station and linking to Oxford Airport and Oxford Parkway” (page 28)

7.21 The OxLIS’s ambition is to develop Begbroke into a Global Innovation Hub.⁴

Housing and Economic Needs Assessment 2022 (‘HENA’)

7.22 The HENA was a study jointly commissioned by CDC and OxCiCo to provide evidence for each authority’s emerging Local Plans. It provides an update on the Oxfordshire Strategic Housing Market Assessment 2014, which was part of the evidence base for the Oxford City Local Plan and the CDC LPP1PR. Of particular note are the following:

- Table 10.2 of the HENA sets out the number of bedrooms by tenure in Oxford and Cherwell, based on 2011 Census data. Oxford has a lower proportion of family households, but a higher proportion of 4+ bed houses in the PRS, linked in part to the student population but also to university employees.
- The HENA suggests that of those who require affordable rented housing in Oxford, around 35% of households could afford an affordable rent, with a further 32% being able to afford a social rent (but not Affordable). 33% of households would need some degree of benefit support to be able to afford their housing (regardless of tenure).
- The HENA reports rental prices in Oxford City are exceptionally high, with median rents for even one bedroom properties exceeding the overall median monthly rent for the whole South East region. Since 2019 median rents have increased by 10%.
- Compounding the problem is the continuing chronic shortage of properties to let across Oxfordshire. It is reported that properties are being listed for a matter of hours with tenants offering on properties which are unseen or bidding higher rents to secure a home.

Draft Cherwell Local Plan 2040

7.23 CDC are preparing an update to their Local Plan and a draft of which is expected to be published for consultation in summer/autumn 2023.

Oxford Local Plan 2036

7.24 Given that the Site is allocated to meet Oxford’s unmet housing need, the Oxford Local Plan is a relevant material consideration. It is not, however, part of the Development Plan for the Site. The City Local Plan is clear about the scale of housing need in the City and the risks it poses to the wellbeing of its citizens:

⁴ Oxfordshire Local Industrial Strategy, 2019, Figure 7.

“The constrained housing supply and increasing unaffordability of homes in Oxford have significant sustainability impacts for those living and working in the City. Housing provision is a key determinant in attracting and retaining people to support the economy of the city, and the wider region. The current shortage of housing in Oxford also has environmental and social impacts, such as the congestion on roads around the city caused by employees travelling into the city to work, and the disconnection of networks of family and friends as people move to more affordable areas to live.” (paragraph 3.5)

7.25 It is also clear, however, that:

“The need for new homes for Oxford over the plan period to meet affordable housing need and the commitments of the growth deal is much higher than the city can realistically accommodate within its administrative boundaries. There are very significant constraints on the capacity of the city – physically with the city’s tight administrative boundary and Green Belt, and environmentally with large areas of national or international biodiversity interest and areas within flood zone 3b functional flood plain, as well as heritage and townscape considerations.” (paragraph 3.8)

Draft Oxford Local Plan 2040

7.26 In February and March 2023, OxCiCo carried out a Regulation 18 consultation on their Preferred Options for the Oxford Local plan 2040 which focussed on housing need. OUD responded to this consultation, a copy of which is provided at **Appendix C** of this Planning Statement.

7.27 Regarding housing delivery, the Preferred Options Plan suggests that adopting an economic development-led scenario for housing need is the most appropriate. This suggests a need for Oxfordshire of 5,830 dwellings per annum. Cherwell and Oxford are projected to be the ‘drivers of the wider Functional Economic Market Area and so *“it makes sense for housing need to be distributed... where the jobs are.”*⁵ The conclusion is that Oxford’s need would equate to 1,322 dwellings per annum during the plan period.

7.28 However, the document makes clear: the housing need is greater than the capacity of the City to deliver it. The interim assessment carried out by OxCiCo suggests it has a capacity of 457 dwellings per annum. The document does, however, state that *“most if not all of the proportion of unmet need implied by the need figure compared to the estimated capacity is likely to have been already provided for in existing allocations in neighbouring Council’s local plans.”* Nonetheless, the consultation document makes clear that the City Council will continue to work closely with neighbouring authorities to refine proposals in their respective local plans.

Supplementary Planning Documents (SPD)

7.29 The SPDs that are relevant to this planning application are listed below and referred to within this application documents where relevant:

- **Cherwell Design Guide SPD (2018):** Contains design principles to guide future development within the District and to encourage a design-led approach to development.

⁵ Oxford City Council, Draft Local Plan 2040 Preferred Options Consultation, Paragraph 2.19.

Whilst detailed design proposals will come forward at the reserved matters stage, regard has been had for this SPD in the formulation of these outline development parameters and in the formulation of the Strategic Design Guide and DAS.

- **Developer Contributions SPD (2018):** This document sets out how contributions will be sought through s106 agreements in the absence of an adopted Community Infrastructure Levy charging schedule.
- **Kidlington Framework Masterplan SPD (2016):** This SPD provides planning guidance for relevant development proposals that affect the village of Kidlington. Whilst the Site is not within Kidlington, it does directly adjoin it and is considered to affect the village. Whilst it pre-dates the adoption of the LPP1PR, regard has been had to this document through the design process to ensure that its priorities can be reflected in the Proposed Development.

8 Planning Assessment

Introduction

8.1 This Section of the Planning Statement sets out a thematic assessment of the Proposed Development against relevant policies in the Development Plan and relevant planning guidance set out in **Section 7**.

8.2 Relevant policy and development management considerations are set out below:

- Principle of development;
- Housing;
- Expansion of the Science Park;
- Supporting uses;
- Delivering high quality design;
- Outdoor space, play and sport provision;
- Green infrastructure and biodiversity;
- Landscape and Visual Impact;
- Heritage assessment;
- Transport, access and parking;
- Energy and Sustainability;
- Flood risk and drainage; and
- Other environmental impacts.

Principle of Development

8.3 The principle of development is supported at both national and local level. The NPPF supports the achievement of sustainable development. As set out above, **paragraph 8** sets out that sustainable development will contribute towards meeting the three overarching objectives: the economic objective; the social objective; and the environmental objective. The Proposed Development contributes to achieving all of these:

- It proposes the delivery of research and development floorspace that will support growth, innovation and improved productivity, thus contributing to achieving the **economic objective**;
- It includes the delivery of a significant quantum of new housing in an area with significant housing need. It does so whilst providing for the social and cultural facilities that will foster happy and healthy communities, thus contributing to the **social objective**;
- The Proposed Development will contribute to nature recovery by enhancing over half of the Site to provide biodiverse, species-rich, and climate resilient open spaces. Development within the Site will be operationally net zero carbon. At least a 20% net

gain in biodiversity will be achieved, thus contributing towards the **environmental objective**.

- 8.4 **Paragraph 73** of the NPPF recognises that new settlements or significant expansions can often be the most effective way to deliver a significant number of homes.
- 8.5 **Paragraph 11** of the NPPF requires that decisions apply a ‘presumption in favour of sustainable development’, approving development proposals that accord with an up-to-date development plan without delay (paragraph 11c). The proposed development has been assessed against the development plan, alongside other material planning considerations such as emerging local and national policies.
- 8.6 The Site is allocated in the adopted Local Plan by **Policy PR8: Land east of the A44** within the CDC LPP1PR, with the allocation providing for 1,950 homes alongside an expansion of Begbroke Science Park and supporting community, educational, and amenity uses. The Proposed Development would deliver on the key objectives of the site specific policy. In accordance with Part 31 of Policy PR8, a **Framework Delivery Plan** (provided at **Appendix D** of this Planning Statement) has been prepared to demonstrate how the development could be delivered by 2033 and help CDC maintain a five year supply of housing.
- 8.7 The principle of the development is therefore considered to be established and in accordance with national and local planning policy. The specific requirements set out in Policy PR8 are addressed thematically in the sections below.

Housing – Meeting Oxford’s unmet needs

Policy context

- 8.8 Supporting the delivery of housing is a key component of the NPPF. It seeks to help “*significantly boost the supply of homes*” by ensuring that “*a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay*” (**paragraph 60**).
- 8.9 **Paragraph 68** recommends that local planning authorities identify a sufficient supply and mix of sites to meet the housing needs of the area. This includes specific deliverable sites for years one to five of the plan period and further developable sites or broad locations for years 6-15 of the plan period.
- 8.10 **Policy BSC1: District Wide Housing Distribution** states that Cherwell District will deliver 22,840 additional dwellings between 2011 and 2031.
- 8.11 **Policy PR1: Achieving Sustainable Development for Oxford’s Needs** identifies that 4,400 homes will be delivered by 2031 within Cherwell District.
- 8.12 The CDC LPP1PR allocates 6no. sites for development to meet Oxford’s housing needs. Together the allocations are expected to provide 4,400 new homes. The Site forms the significant majority of land allocated by **Policy PR8** of the LPP1PR to deliver 1,950 (net) new dwellings to meet Oxford’s housing needs.

8.13 **Policy PR12a: Delivering Sites and Maintaining Housing Supply** states that at least 1,700 homes will be delivered for Oxford in the period 2021 to 2026 with the remainder of the 4,400 homes delivered by 2031. Additionally, the policy states *“For the period 2026-2031, the Council will maintain a land supply equivalent to the number of remaining years of that period taking into account any delivery surplus or shortfall and a 5% additional requirement. If there has been a record of persistent under delivery of housing in meeting Oxford’s needs, the Council will increase the buffer to 20%”*. Permission will only be granted for any of the allocated sites if it can be demonstrated at application stage that they will contribute in delivering a continuous five year housing land supply.

Affordable housing

8.14 Part 2 of **Policy PR2: Housing Mix, Tenure and Size** states that the affordable housing provided should be as 80% affordable rent/social rented dwellings, and the remaining 20% as other forms of intermediate affordable homes. Part 5 states there should be provision made for key workers as part of the affordable and market housing mix.

8.15 The definition of key workers used in the LPP1PR is directly taken from OxCiCo’s own Local Plan and includes *“...any person who is in paid employment solely within one or more of the following occupations... Universities and colleges: lecturers at further education colleges; lecturers, academic research staff and laboratory technicians at Oxford Brookes University or any college or faculty within the University of Oxford...”*⁶

8.16 **Policy PR8** expects 50% of all housing delivered on the site to be delivered as affordable housing in line with the definitions set out in the NPPF.

Mix, density and unit size

8.17 The NPPF is clear that land that is suitable for development should be optimised to meet as much of the identified need for housing as possible. Indeed, the emphasis is on avoiding development built at low densities, and encourages that planning decisions ensure that developments make optimum use of the potential of each site.⁷

8.18 **Paragraph 60** of the NPPF makes clear the importance of addressing the needs of groups with specific housing requirements.

8.19 **Policy BSC2: The effective and Efficient Use of Land** makes it clear that new housing should be provided on net developable areas at a density of at least 30 dwellings per hectare.

8.20 **Policy PR2: Housing Mix, Tenure and Size** sets out the detail of the housing requirements in order to meet the needs of Oxford. It states that all housing should be provided as self-contained dwellings (use class C3) only. Further 25% to 30% of the affordable homes should be one bedroom properties; 30%-35% are to be two bedroom properties; 30%-35% are to be three bedroom properties; and 5%-10% are to be four or more bedroom properties. There should also be provision of an opportunity for self-build or self-finish housing. Market housing should be delivered in a mix to be agreed with CDC and with consultation from OxCiCo having

⁶ CDC LPP1PR (2020), page 72.

⁷ NPPF 2021, paragraph 125.

regard to the most up-to-date evidence on Oxford's housing need and available local evidence on local market conditions.

Assessment

- 8.21 The city of Oxford has an acute housing need. It is one of the most unaffordable places to live in the south east of England, and therefore in the entire UK. The OxCiCo Preferred Options Local Plan makes clear the scale of the issue and the problems that it causes. Oxford's economy is a significant contributor to the national economy, and significant investment in Oxford and Oxfordshire is a key part of the national Industrial Strategy. However, the constrained housing market imperils this success and makes it more and more difficult to attract talent to the City. Oxford University is both the cause and consequence of this issue. Students put pressure on the housing market, which squeezes the availability of family-sized housing as this is converted to shared accommodation. This makes it more difficult for professionals and families to find appropriate housing within the City, which in turn affects key life decisions such as moving in with a partner or having a family.
- 8.22 The Proposed Development would play a significant role in helping ease sources of pressure on the Oxford housing market. The Application proposes up to 215,000sqm of residential floorspace which is anticipated to deliver circa 1,800 new dwellings, though the precise number of homes coming forward in the Site will be the subject of future RMAs. This will deliver a dense contemporary urban neighbourhood that makes the best use of the land in accordance with Policy PR8 and Policy BSC2.
- 8.23 When built out, along with the Hallam Land Scheme, the site will therefore meet and exceed the minimum number of homes the site was anticipated to support. By optimising the amount of housing that can be delivered within the Site, the pressures on Oxford's housing market can be reduced, the local and national economy supported, and the need for further green belt release reduced.
- 8.24 The Proposed Development is expected to deliver 50% of housing on the Site as affordable housing, in accordance with Policy PR8. This is in accordance with Policy PR2 and Policy PR8.
- 8.25 The provision of 50% affordable housing is on the basis that the affordable housing mix is as set out in Section 5, i.e., 10% sharer rent, 10% social rent and 30% discount rent. This is in line with the overarching expectations of Policy PR2 with regards to the provision of a mix of housing, in particular key worker housing to be delivered as a component of the overall affordable housing offer.
- 8.26 It is recognised, however, that this mix would not align with Part 2 of Policy PR2, which expects 80% of affordable housing to be social rent and the remaining 20% to be other forms of intermediate affordable tenures. This mirrors the requirements of Policy H2 of the Oxford City Local Plan 2036. The evidence on which Policy H2 (and therefore Policy PR2) is based is the 2014 Oxfordshire Strategic Housing Market Assessment ('2014 SHMA'). Since 2014, new housing evidence has been prepared by OxCiCo and CDC, which includes an update to the SHMA in 2018, but the most recent of which is the HENA 2022 referred to above in **Section 7** of this Planning Statement.
- 8.27 The **Housing Statement** sets out an overview of the key findings of the HENA, as well as further evidence derived from the OxCiCo Housing Waiting List, and Choice Based Lettings

data. It also includes evidence gathered from employees of the University of Oxford, to help better understand their experience of housing in the City.

- 8.28 Collectively, these data sets show that the City is experiencing increasing affordability challenges and supply constraints. This is squeezing those households who would normally rely on the private-rented sector, who are being forced into sub-optimal accommodation or to seek cheaper accommodation further from their place of work (thereby increasing commuter distances). There remains a need for social rented housing, but this is very locationally sensitive with the evidence showing that households are understandably reluctant to be relocated to away from their established social and work networks. The worker survey, on the other hand, shows a greater mobility of households in the intermediate affordability categories.
- 8.29 The BID housing offer responds to this by providing a mix of housing that addresses the diverse unmet housing needs of Oxford City, and will deliver a vibrant, inclusive and mixed community. The delivery of a significant quantum of sharer and discount rent homes will help reverse the trends shown in the HENA, which demonstrates that the chronic shortage of rental homes is compounding the housing challenges faced by the City.
- 8.30 The **Housing Statement** provides further detail on the proposed housing offer. It is anticipated that the housing offer would be finalised and set out in a section 106 agreement made between the Applicant and CDC.
- 8.31 The majority of housing is expected to be self-contained dwelling houses within use class C3. The Application also seeks allowance for both small houses in multiple occupation (Use Class C4) and larger houses in multiple occupation (*sui generis*). The inclusion of these uses to allow for the sharer rent tenure. These are homes which recognise the very specific housing requirements linked to the university and other key employers which can provide a critical 'landing pad' on shorter tenancy terms, for individuals who may be more transient or between tenures, helping to avoid disruption of the housing market.
- 8.32 Policy PR2 expects housing to only be delivered within Use Class C3. Such a restriction on this Site would limit the opportunities to provide housing to address some of the specific causes on the Oxford housing market. By providing such accommodation on the Site, the Application would relieve part of this pressure on the Oxford housing market, preventing the loss of further family-sized homes in the City. It will ensure that the potential sustainability benefits of locating places of work close to homes can be maximised.
- 8.33 The Application proposes a unit mix range that is set out in the Development Specification and recreated above in **Table 5-3**. This would apply across all tenures of housing delivered within the Site. Future Development Area Briefs and RMAs would need to demonstrate that the cumulative delivery of housing within the Site is overall in compliance with the unit mix ranges stated. This unit mix range will ensure that a mixed and balanced community is delivered, whilst also meeting the specific needs of both the affordable and market tenures. The unit mix range would allow the affordable homes mix set out in Part 3 of Policy PR2 to be delivered, whilst also allowing flexibility to respond to evidence of housing needs as it arises.
- 8.34 In summary, the Application has sought to make best use of the land available for housing and has put forward a mix that would help meet the diverse needs of Oxford's housing market.

8.35 The Proposed Development meets the requirement in Policy PR8 of delivering 50% of housing as affordable housing. It meets the overarching requirements in Policy PR2 in providing a mix of tenures and unit sizes. Where it diverges from the expected affordable housing tenure split, this is in response to up to date evidence prepared by CDC, OxCiCo and the University. These material considerations indicate that the proposals are acceptable in planning terms and that a decision can be taken other than in strict accordance with the development plan.

Expansion of the Science Park – fostering innovation

Policy and guidance

8.36 Supporting the economy is one of the key objectives of the NPPF and one of the three key strands of sustainable development. **Paragraph 81** states that significant weight should be placed on the need to support economic growth and notes that this is particularly important where Britain can be a global leader in driving innovation:

*‘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 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.**’ [our emphasis]*

8.37 **Paragraph 83** states that planning 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...*”

8.38 **Policy SLE1: Employment Development** sets out the aim to focus new employment development on existing employment sites. Employment development should have good access by public transport, be of a high standard of design and not adversely affect surrounding land uses, residents and the historic and natural environment.

8.39 **Policy ESD14: Oxford Green Belt** states that a small scale review of the Green Belt around Begbroke Science Park will be undertaken as part of the Local Plan Part 2 in order to accommodate employment needs.

8.40 **Policy Kidlington 1: Accommodating High Value Employment Needs** sets out design and place shaping principles for Begbroke Science Park. These include the need to design buildings that create a gateway with a strong sense of arrival; inclusion of a Transport Assessment and Travel Plan; a well designed approach to the urban edge; provision of public art; comprehensive landscaping; height of the buildings to reflect the scale of existing employment development in the vicinity; exemplary compliance with climate change mitigation policies (ESD1-5); assessment of agricultural land; and where necessary, a soil management plan.

8.41 **Policy PR8** requires the reservation of 14.7ha of land for the potential expansion of Begbroke Science Park.

Assessment

- 8.42 The Application proposes up to 155,000sqm GEA of floorspace for the expansion of Begbroke Science Park. This floorspace would be delivered across no more than 14.7ha of land, in accordance with Policy PR8.
- 8.43 The Site will be accessible by high quality public transport and active travel links. The floorspace would include a mix of faculty space for the University of Oxford and private research and development floorspace, comprising laboratories, offices, storage spaces and manufacturing warehousing. The Science Park will ‘grow out’ of its existing location, ensuring that proximity benefits are maximised. As part of this, the Science Park will be opened up to the public, making it a fundamental part of the civic life within BID and encouraging engagement and chance encounters between those living and working at the Site.
- 8.44 This mix and quantum of floorspace will help realise the true potential of Begbroke Science Park, and further capitalise on its existing success. National and regional economic and industrial strategies are clear that such development is key to the nation’s economic success. In total, it is estimated that over 5,500 new jobs would be delivered, providing a significant benefit to the local economy. Further information relating to the expansion of the Science Park and its benefits for the regional and national economy is set out in the **Innovation, Research and Employment Strategy**.
- 8.45 In summary, the expansion of the Science Park is considered to be a public benefit that carries very significant weight in favour of the Proposed Development. Its importance to research and development, the local, regional and national economies, and its role in tackling some of the world’s most pressing issues cannot be overstated. Supporting its growth will see thousands of new jobs created in a sustainably accessible area, close to homes and new schools.

Supporting uses – creating a place

Retail, hotel, community, amenity and other town centre uses

Policy and guidance

- 8.46 Section 7 of the NPPF seeks to protect the vitality of town centres. This includes requiring applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold.
- 8.47 **Policy SLE2: Securing Dynamic Town Centres** seeks to direct retail and other ‘main town centre uses’ to existing town centres. An impact assessment is required for town centre use proposals over 350sqm in this area.
- 8.48 **Policy SLE3: Supporting Tourism Growth** supports “*proposals for new or improved tourist facilities in sustainable locations, where they accord with other policies in the plan, to increase overnight stays and visitor numbers within the District.*”
- 8.49 **Policy PR8** requires the provision of a new local centre. It states that the local centre should not be less than 350sqm of floorspace and not more than 500sqm. It could include local

convenience retailing, ancillary business development and/or financial professional uses, cafes and restaurants, and community buildings.

Assessment

- 8.50 A new local centre is proposed to be located in the heart of the Site, set around the Grade II listed Begbroke Farmhouse. The range of use classes proposed ensures that a suitable mix of uses can be delivered, providing a range of retail, amenity and community uses that would be open to all. Hotel floorspace has been included to provide the opportunity to support the expanded Science Park and the wider tourism industry.
- 8.51 The quantity of such floorspace proposed reflects the anticipated resident and working populations of the Site. The location of the local centre will ensure that it receives footfall both components of the Site's population. This will help the long term success, vitality, and viability of it as a retail location. This has been discussed with officers at CDC through the pre-application process who have agreed that the location and provision of such uses would be beneficial.
- 8.52 In accordance with Policy SLE2, a **Retail & Town Centre Impact Assessment** ('RTCIA') has been carried out (**Appendix E**). The RTCIA is based on a worst-case assessment for each proposed use to ensure a wholly robust approach has been taken. This assumes that the maximum amount of permissible floorspace would be delivered within a single use class. Even in this unrealistic, absolute worst-case scenario, there would not be any significant adverse impacts on the investment or vitality and viability of nearby centres (including Kidlington Village). The impact on existing centres would be extremely limited. Instead, the overall proposals will enhance the retail and town centre offer in the local area, improve choice and encourage sustainable shopping patterns.
- 8.53 This satisfies the requirements for impact tests set out in Section 7 of the NPPF and in Policy SLE3 of the Local Plan. The Proposed Development will deliver a vibrant new local centre that improves the retail and amenity offer in the area. Whilst it exceeds the maximum floorspace set out in Policy PR8, it is considered appropriate with regard to material considerations.

Education

Policy context

- 8.54 **Paragraph 95** of the NPPF states:

"It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and

b) work with school promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted."

- 8.55 **Policy BSC7: Meeting Education Needs** states that the Council will work with partners to ensure educational needs of the District are met. The council encourage the location of new schools in sustainable locations and in particular encourage the co-location of other services with schools.
- 8.56 **Policy PR8** requires a secondary school on 8.2ha of land, a 3 form entry ('FE') primary school on 3.2ha, and a 2FE primary school on 2.2ha of land. The Policies Map for PR8 indicates the locations of each of these schools. It should be noted, however, that through discussions with OCC and CDC it has become clear that these locations are indicative and subject to further discussion with the authorities.

Assessment

- 8.57 Land for the full provision of educational premises has been made within the Site. The locations of the schools has been a matter of extensive discussion with officers at the County Council. This has included having close regard for the County Council's Secondary School and Primary School Design Criteria. OUD has also made use of the wealth of experience in education provision that it has available through Oxford University – the world's oldest and top university – to determine the optimum location for each of the school sites. OUD will remain as the long-term steward of the Site. It has a vested interest in ensuring that the schools are in the best locations possible, as these could help generate significant value for the market sale housing.
- 8.58 Each location will allow for the delivery of high quality educational premises and interact well with the wider masterplan and phased delivery of the development. The 3FE primary school, which will likely be the first school that would be delivered on the Site, is located near where the initial phases of development are anticipated to be and adjacent to the local centre. The secondary school benefits from close proximity to the expanded Science Park, encouraging relationships between the OU faculty, private enterprise, and the secondary school itself. The 2FE primary school is located in the south of the Site in a location befitting its smaller scale and later delivery.
- 8.59 The delivery of the schools would respond to the delivery of housing and child yield, both within the Site and within other PR sites, through a 'monitor and manage' approach. Further information on this proposed 'monitor and manage' approach is provided in the **Education Provision Strategy** that is provided at **Appendix B** of this Planning Statement. This will ensure that education infrastructure is provided to meet needs as and when they arise.
- 8.60 The Proposed Development is in accordance with the NPPF and relevant policies in the Development Plan with regards to education provision.

Delivering high quality design

Policy context

- 8.61 The importance of design is made clear throughout the NPPF, which provides for significant weight to be given to outstanding or innovative designs which promote high levels of

sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.⁸

8.62 **Section 8** of the NPPF relates to promoting healthy and safe communities, which is a key objective of good design. **Paragraph 92** states that

“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 attractive, well-designed, clear and legible pedestrian and cycle 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.”

8.63 The NPPF states that being clear about design expectations and how these will be tested, is essential for achieving high quality, beautiful and sustainable places.⁹

8.64 **Paragraph 129** states that design guides can be prepared by an applicant for sites they wish to develop. These design guides *“should be based on effective community engagement and reflect local aspirations for the development of their area, taking into account the guidance contained in the National Design Guide and the National Model Design Code.”*

8.65 **Paragraph 130** provides criteria that developments should:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

⁸ NPPF 2021, paragraph 134(b).

⁹ NPPF 2021, paragraph 126.

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁹; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

8.66 **Saved Policy C30** seeks to ensure that new housing development is compatible in design terms with existing dwellings in the vicinity, and that standards of amenity and privacy are acceptable to the Council.

8.67 **Saved Policy C31** opposes new residential development that is not in keeping with the residential character of the area or would cause unacceptable levels of nuisance or visual intrusion.

8.68 **Policy ESD15: The Character of the Built and Historic Environment** requires new development to complement and enhance the character of its context and to meet high design standards. The policy supports the efficient use of land and infrastructure along with the positive contribution of a development to an areas character. The Policy also requires that the major sites or strategic sites, Design Codes will need to be prepared in conjunction with the Council and local stakeholders.

8.69 **Policy PR8** includes a series of place shaping principles that include an expectation that BID would be a “*contemporary urban neighbourhood*” where the “*contrast between the dense urban development and canal-side parkland setting [is] used as a positive and integral design feature.*” A sensitive interface with Yarnton should be included, plus an attractive frontage to the A44.

8.70 CDC have an adopted **Residential Design SPD (2018)**. The document’s ambition is to help raise design standards throughout the District and leave a legacy of successful places that are functional and beautiful. The document emphasises that proposals should respond to local context and be informed by robust analysis to understand the opportunities and constraints of the site. It encourages a collaborative approach to design between the applicant and the Council and local stakeholders. Importantly for this Application, the SPD recognises the need for flexibility to allow design to “*respond positively to local needs, characteristics of the site and surrounding context.*”¹⁰

Assessment

8.71 High quality design has been embedded into the Proposed Development through the **Strategic Design Guide**, which sets out a series of design principles that will be used to inform the

¹⁰ Residential Design SPD, page 40.

preparation of Development Area Briefs. It has been prepared with regard to the National Design Guide and National Model Design Code, and will ensure that the masterplan is beautiful and functions well for its entire lifetime.

8.72 The **Design and Access Statement** provides further detail on the design approach and vision for the Site. The Proposed Development has been informed by a well-considered masterplan that has evolved from firstly gaining a thorough understanding of the Site's opportunities and constraints, as well as its place within the wider landscape and built environment context. This knowledge of the Site was then combined with the Applicant's vision of delivering a world class place of living and working, which was developed in consultation with local residents and key stakeholders through collaborative workshops. The result is the **Illustrative Masterplan** for Begbroke Innovation District, which provides an illustrative indication of how the development could deliver a distinctive new place that would act as a new model for peri-urban, mixed-use development.

8.73 The **Strategic Design Guide**, which is a Control Document, sets out the important design principles of the Proposed Development. It seeks to aid the delivery of a contemporary, urban neighbourhood (in accordance with Policy PR8) whilst reflecting the prevailing character of surrounding built development, which is more suburban and rural. It does so by:

- Creating character areas within the Site that will have their own distinct 'feel' with a varied townscape and vernacular, including variations in roofscape and building set backs from the street;
- Encouraging the delivery of landmark buildings and wayfinding features to create a characterful place;
- Focussing the taller, denser development within the centre of the Site where it is naturally further from neighbouring properties. Set backs and breaks in development massing are also incorporated to protect privacy and other aspects of residential amenity;
- Positively mixing uses to deliver walkable, lively neighbourhoods;
- Creating people-oriented streets by reducing the prevalence of the car and arranging buildings that have strong characterful frontages that provide overlooking onto public spaces;
- Delivering characterful, biodiverse landscaped areas that encourage people to be outdoors and live healthy lifestyles; and
- Promoting the delivery of a playable landscape that encourages people of all ages to play by making such experiences fun, interactive and offers a sense of spontaneity.

8.74 These measures will ensure that detailed development proposals accord with local and national planning policy and deliver high quality design.

Outdoor space, play and sport provision

Policy

8.75 **Policy BSC10: Open Space, Outdoor Sport and Recreation Provision** intends to ensure that proposals for new development contribute to open space, sport and recreation provision commensurate to the need generated by proposals. This will be guided by evidence and in consultation with parish councils.

8.76 **Policy BSC11: Local Standards of Provision- Outdoor Recreation** requires development proposals to contribute to the provision of outdoor recreation and its management and maintenance. Provision should be made in accordance with the “Local Standards of Provision” as set out in the Local Plan. If this is not possible, then a financial contribution will be sought. The standards for the Proposed Development are as set out in **Table 8-1** below.

Table 8-1 - Open Space requirements¹¹

Provision	CDC Requirement (ha/1,000 people)	Requirement for BID*
Allotments	0.37	1.54 ha
Children’s play and youth facilities	0.78	3.25 ha
Amenity Green Space and natural green space	2.74	11.40 ha
Outdoor Sports Provision	1.13	4.71 ha
	Total	20.91 ha

* Assuming that BID yields a population of 4,200 people.

8.77 **Policy BSC12: Indoor Sport, Recreation and Community Facilities** requires development proposals to contribute to the provision of new or improved facilities where a development generates a need.

8.78 **Policy PR8** requires the provision of formal sports and play areas to adopted standards within the developable area. It also requires the provision of public open green space as informal canalside parkland on 23.4ha of land.

Assessment

8.79 The full allocation of open space requirements are provided for within the Site. The precise quantum of open and play space will be determined through RMAs and will serve the needs arising from the relevant phase of development. The **Strategic Design Guide** sets out further detail on the play provision strategy, which seeks to create playable landscapes that embed a sense of playfulness into the fabric of the entire masterplan.

8.80 Within the larger open areas there is opportunity to accommodate formal outdoor uses described above (allotments, play areas and outdoor sport). **PP3 – Green Infrastructure**, indicates the likely locations of these uses. These will be served by high quality pedestrian and cycle routes and have controlled vehicular access to ensure accessibility to all. The precise locations will be determined through further consultation with the Authorities and local communities, and confirmed through subsequent Development Area Briefs and Reserved Matters Applications.

8.81 CDC have expressed a preference for 50% of the open space requirements to be provided through financial contributions to existing facilities. It is anticipated that this will be discussed as part of the section 106 negotiations. The Proposed Development allows for the full-on-site provision nonetheless in order to maintain flexibility, should full on-site delivery become the preference in the future.

¹¹ As per Table 7 of the CDC Local Plan Part 1 (2015).

- 8.82 The **Development Specification** ensures that 23.4ha of land will be delivered as canal side parkland. The **Strategic Design Guide** sets out guidance on how this should be delivered, which will be as a combination of active and tranquil open spaces, providing for a range of uses and ecological enhancements. The result will be a large area of land that is currently inaccessible and of poor ecological value becoming open to the public and more biodiverse.
- 8.83 The provision of open space by the Proposed Development not only meets requirements but far exceed the standards set by CDC with regard to the provision of open space. The provision of such high quality open space within the Site is considered a significant public benefit of the Proposed Development.

Green Infrastructure and Biodiversity

Policy and guidance

- 8.84 The NPPF states that improving biodiversity is a component of achieving sustainable development (**paragraph 8(c)**). Chapter 15 of the Framework seeks to contribute to and enhance the natural and local environment by protecting sites of biodiversity, and providing net gains for biodiversity, including
- 8.85 **Policy ESD10: Protection and Enhancement of Biodiversity and the Natural Environment** sets out extensive requirements for development proposals, including net gain in biodiversity, air quality assessments for developments likely to increase air pollution, securing biodiversity net gains by delivering Biodiversity Action Plan targets and/or meeting the aims of Conservation Target Areas
- 8.86 **Policy ESD11: Conservation Target Areas** requires a biodiversity survey and report to identify constraints and opportunities for biodiversity enhancement.
- 8.87 **Policy ESD17: Green Infrastructure** states that the green infrastructure will be maintained and enhanced through joint working, protecting existing sites, integral planning of new developments and through the provision of new green infrastructure in strategic development sites.
- 8.88 **Policy PR3: The Oxford Green Belt** sets out the areas of land to be removed from the Green Belt within the allocated strategic development sites. PR8 (Begbroke) includes the removal of 111.8 hectares of land from the Green Belt. To compensate for the loss of Green Belt land, development proposals on land to be removed from the Green Belt will be required to contribute to improvements to the environmental quality and accessibility of land remaining in the Green Belt.
- 8.89 **Policy PR5: Green Infrastructure** sets out the ways in which strategic developments will be expected to protect and enhance green infrastructure and incorporate green and blue assets into a design approach. Provisions are expected to be made on site, with financial contributions only allowed in exceptional circumstances. Applications will be expected to: identify existing green infrastructure; show how existing and new green infrastructure will be connected; show how restored or re-created habitats can be accommodated into the development; show how existing trees will be protected and show opportunities for planting new trees; demonstrate how the built and natural landscape will be improved using green infrastructure; demonstrate

how green infrastructure will be provided along movement corridors and to benefit open space; demonstrate how the provision of green infrastructure will assist in the beneficial use and permanence of the Green Belt; demonstrate how green infrastructure can be multi-functioning; and provided details of long term maintenance and management.

8.90 Policy PR8 requires:

8.90.1 The creation of a publicly accessible Local Nature Reserve on 29.2ha of land based on Rowel Brook;

8.90.2 The creation of a nature conservation area on 12.2ha of land to the east of the railway line and north of Sandy Lane;

8.90.3 The retention of 12ha of land in agricultural use.

8.91 It also requires that the application should be supported by a Biodiversity Impact Assessment and Biodiversity Improvement and Management Plan. A Phase 1 habitat survey should also be carried out, alongside a tree assessment and hedgerow regulations assessment.

Assessment

8.92 The Application considers potential impacts to nearby sensitive ecological habitats and receptors and finds that there would be no significant adverse impacts. There would be no impacts to Rushy Meadows SSSI. The Proposed Development would contribute to the resilience of this Conservation Target Area by providing additional marshy habitat in the north-east of the Site that would be largely inaccessible to humans.

8.93 In accordance with Policy PR5 a suitable balance has been struck between ensuring that the open space provided is functional and enjoyable for human benefit and reserving land for nature recovery where access is more tightly controlled.

8.94 The full assessment is set out in Chapter 13 of the ES and its associated appendices. These include an **Ecological Baseline Report** (ES Vol III, App. 13.2) that sets out the findings of the ecological surveying work, the scope of which was agreed with CDC Ecology Officers. It also includes a **Biodiversity Net Gain Assessment** (ES Vol III, App. 13.3) that demonstrates that the Proposed Development could deliver at least a 20% net gain in biodiversity within the Site.

8.95 **ES Chapter 13** finds that there will be a mix of minor beneficial and minor adverse impacts to ecology as a result of the Proposed Development. These minor adverse impacts are primarily related to the increased recreational disturbance generated by the population of the Site and their domestic pets (namely cats and dogs). The Proposed Development is able to mitigate such impacts through a range of measures that are set out in the **Outline Landscape and Ecology Management Plan** (this fulfils the role of the Biodiversity Improvement and Management Plan required by Policy PR8). The **Strategic Design Guide** also embeds mitigation through requiring areas of the green infrastructure to be less accessible or inaccessible to reduce disturbance to ecology in these areas.

8.96 The Proposed Development would see ecologically low value agricultural land transformed into a network of biodiverse habitats and open spaces that contribute to the wider ecological network and improve connectivity between habitats. This includes a substantial amount of new

tree planting that would see a significant net increase in the number of trees on the Site. No veteran or Class A trees would be removed as a result of the Proposed Development. Future construction works would be subject to an agreed Arboricultural Method Statement that would seek to avoid and mitigate any potential damage to existing trees that are not being removed throughout the construction process.

8.97 In summary, the Proposed Development is in accordance with national and local planning policy with regard to the provision of green infrastructure and biodiversity net gain.

Landscape and visual impact

Policy context

8.98 Policy at both national and local level offers clear support for the protection and enhancement of valued landscapes, with development required to be sympathetic to the landscape setting. Visual amenity of the landscape should be retained and enhanced, including when considered cumulatively.

8.99 The relevant Local Plan policies are as follows.

8.100 **Policy EDS12: Cotswolds Area of Outstanding Natural Beauty (AONB)** details the level of protection that will be offered to the AONB and its setting from potentially damaging and inappropriate development. It should be noted that the Site is not within the Cotswolds AONB and lies approximately 3.5km beyond the boundary. However, the Site could be considered to be within the setting of the AONB so to ensure a robust approach this is considered a relevant policy.

8.101 **Policy ESD13: Local Landscape Protection and Enhancement** seeks to enhance the character and appearance of landscape and requires mitigation to be secured where damage to local landscape cannot be avoided.

8.102 **Policy ESD15: The Character of the Built and Historic Environment** requires new development to complement and enhance the character of its context and to meet high design standards. The policy supports the efficient use of land and infrastructure along with the positive contribution of a development to an areas character. The Policy also requires that the major sites or strategic sites, Design Codes will need to be prepared in conjunction with the Council and local stakeholders.

8.103 **Policy ESD17: Green Infrastructure** states that the green infrastructure will be maintained and enhanced through joint working, protecting existing sites, integral planning of new developments and through the provision of new green infrastructure in strategic development sites.

8.104 **Policy PR8: Land East of the A44** sets out the key delivery requirements, planning application requirements, requirements of the Development Brief and place shaping principles associated with the development at Begbroke. The full wording of the policy can be found at **Appendix A**.

Assessment

- 8.105 The Proposed Development embeds new green infrastructure as identified on the **PP03 - Green Infrastructure Plan**. The proposed features, for which all locations are indicative, include planting, open space, allotments, playing space and a sports pitch. The **Strategic Design Guide** ensures that new planting will reflect native species types to help the development sit comfortably within the landscape.
- 8.106 A **Landscape and Visual Impact Assessment** ('LVIA') (ES Vol. II) considers the effects of the proposals on the surrounding landscape. In summary, the LVIA describes the existing landscape character and views, considers their sensitivity to change; identifies likely changes; and provides judgement on the importance of effects on landscape and visual receptors that would arise. It assesses the Proposed Development based on **PP2 – Maximum Building Heights** to generate a zone of theoretical visibility ('ZTV') based on a topographical model. 17no. representative viewpoints within the ZTV were selected in consultation with CDC.
- 8.107 In terms of the effects on landscape character, at their greatest within the Site, this would be at most of a major significant and adverse effect. Given the Site is allocated for development in the Local Plan, the introduction of newly built form within the Site is acceptable in planning policy terms and harm to the landscape character of the Site clearly outweighed by the benefits of the proposals.
- 8.108 Beyond the immediate context, the effect on landscape character would reduce with distance, with the greatest effects remaining where visibility is possible in-between gaps of vegetation or in areas of elevated land form. In such situations the effects would be at most of moderate significance and adverse. Further outside of the Site's local context, effects on the landscape character would be of minimal significance and neutral.
- 8.109 Effects on visual receptors would be at their greatest on users using publicly accessible routes and areas within the Site and its immediate context, from which location the visual effects would be of major significance and adverse. Extending beyond the Site's boundaries to further afield visual effects would rapidly reduce as a result of intervening vegetation with effects at most being of minimal significance and neutral. As above, the Site is allocated for development and so a level of change to views from paths within the Site is unavoidable and to be expected.
- 8.110 The Proposed Development is considered to accord with relevant planning policies in avoiding significant adverse effects to the local landscape and to long term views. Where there are impacts, namely within the Site, these are unavoidable and heavily outweighed by the public benefits the Proposed Development would offer.

Heritage assessment

Policy context

- 8.111 Chapter 16 of the NPPF sets out the government's planning policies for conserving and enhancing the historic environment. The NPPF gives great weight to the conservation of heritage assets in a manner appropriate to their significance.
- 8.112 **Paragraph 194** expects planning applications to describe the significance of any heritage assets that may be affected by development proposals. "*Where a site on which development*

is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”

8.113 **Paragraph 200** states that “*any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.*” “*Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*” (**Paragraph 202**).

8.114 The Planning Practice Guidance sets out that public benefits may follow from many development and could be anything that delivers economic, social or environmental objectives as described in the NPPF (Paragraph 020, Ref ID: 18a-020-20190723).

8.115 Returning to the NPPF, **paragraph 206** states that “*local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*”

8.116 **Policy ESD15: The Character of the Built and Historic Environment** requires new development to complement and enhance the character of its context and to meet high design standards. The policy supports the efficient use of land and infrastructure along with the positive contribution of a development to an areas character. The Policy also requires that the major sites or strategic sites, Design Codes will need to be prepared in conjunction with the Council and local stakeholders.

8.117 **Policy ESD16: The Oxford Canal** identifies the importance of the Oxford Canal corridor and confirms the Council will seek to protect and enhance this as a green transport route. The corridor is designated as a Conservation Area and any proposals detrimental to its character or appearance will not be permitted.

8.118 **Policy PR8** requires the application to be supported by a Heritage Impact Assessment. This should identify measures to avoid or minimise conflict with identified heritage assets within the Site, particularly the Oxford Canal Conservation Area and the listed structures along its length. The proposals must not cause harm to the Grade II Listed Begbroke Farmhouse.

Assessment

8.119A **Heritage Assessment** (ES Vol. III, App. 8.2) has been submitted in support of the Application and potential impacts are considered in **ES Chapter 8**.

Built heritage

8.120 The Proposed Development has been developed having regard to existing heritage assets and measures are proposed within the Application to reduce the potential effects of the Proposed Development on these assets as far as practicable.

8.121 In relation to built heritage (as noted in the ES Chapter 8), the iterative design process and early identification of potential effects through engagement with heritage experts has enabled mitigation to be designed into the Proposed Development (through the Parameter Plans and Development Principles). They seek to avoid significant adverse effects through careful planning, siting, access, layout, and the scale of buildings, and in particular they comprise:

- The set back of built development from the Grade II Listed Begbroke Farmhouse the adjacent farm buildings and gardens, which are considered to make a high positive contribution to its setting;
- Inclusion of green infrastructure to soften effects of the Proposed Development from the surrounding landscape;
- Retention of the mature tree planting surrounding BSP, as shown on the Parameter Plans. Selective thinning of the hedge around BSP will improve the landscaping of the Site; and
- Restriction of building heights and incorporation of green open spaces through the establishment of the extent of built development on the Site, as set out on PP2 – Maximum Building Heights to minimise effects on views.

8.122 Taking into account this inherent mitigation, the ES finds that there would be no significant effects on heritage assets within the construction phase of the Proposed Development. Upon completion of the Proposed Development it finds that the majority of effects would be neutral, however there would be three minor adverse effects (not significant) – on the setting of the Listed Building.

8.123 The ES is supported by a Heritage Statement. It explains that against Paragraph 202 of the NPPF the effects on the setting of those assets would result in some slight (less than substantial) harm, all of which would *'be at the lower end of less than substantial harm'*.

8.124 In accordance with the NPPF and PPG (para 18a-020-20190723), while the less than substantial heritage harm identified to the setting and significance of the Grade II listed Farmhouse should be given considerable importance and weight, it should be weighed against the public benefits which flow from the Proposed Development, which the PPG confirms is anything that delivers economic, social or environmental objectives. As is set out throughout this Planning Statement, the Proposed Development contributes towards the delivery of these objectives. More specifically with regards to the Farmhouse, the Proposed Development would deliver a new local centre with the listed Farmhouse as its central feature, complete with a new civic plaza to its south that will allow greater access to and appreciation of the asset than is currently the case. On balance, these benefits outweigh the less than substantial harm that could be caused to the Farmhouse's setting.

8.125 Within Kidlington lies the Grade I Listed St Mary's Church. The Site lies outside of the Church's immediate setting. The **Strategic Design Guide** requires future more detailed stages of design to consider how long-distance views to the Church from within the Site can be preserved. This will help avoid any harm to the setting of the Church, which even in a worst-case scenario is considered to be on the lower end of less than substantial in NPPF terms.

8.126 The Oxford Canal Conservation Area falls partly within the Site and includes 3 no. listed assets that directly adjoin the Site. No works directly to these listed assets are proposed. In accordance with policy, the land adjoining Bridge 228 and Green Lock will be transformed into a canalside parkland for public use. The loss of the agricultural fields in these locations may harm the setting of these assets, however, the Proposed Development retains the land adjacent to these assets as green open space with the result that there would be a neutral effect to their setting.

8.127 North of the Site lies Begbroke Conservation Area and within it the Grade II* St Michael's Church. In recognition of this, the Proposed Development includes the retention of existing planting and additional structural planting between Begbroke village and the Proposed Development. A **Framework Lighting Strategy** has been prepared to ensure that light spill and harm arising from light pollution are minimised and avoided. This embedded mitigation will ensure that potential harm to the setting of the Conservation Area is avoided or, at worst, minimised to be on the lower end of less than substantial.

8.128 As the **Heritage Assessment** sets out, listed heritage assets along the A44 (Tudor Cottage, Rose Cottage and the Grapes Inn) and the Bladon Camp Scheduled Monument are unlikely to be affected by the Proposed Development.

8.129 In summary, the Proposed Development will not cause any direct harm to listed heritage assets either within or adjacent to the Site. Embedded mitigation ensures that potential harm to the setting of heritage assets is avoided where possible. Where the possibility of harm to the setting of heritage assets has been identified, this is always less than substantial and frequently on the lower end of the 'scale' of less than substantial harm. Nonetheless, great weight is given to this potential harm in accordance with paragraph 199 of the NPPF, and therefore requires clear and convincing justification (NPPF paragraph 200) with reference to the public benefits of the proposal (paragraph 202).

8.130 The Proposed Development would deliver a considerable package of public benefits that would substantially outweigh the less than substantial harm to the setting of nearby heritage assets. These include (but are not limited to):

- The provision of circa 1,800 new homes in an area with a clear need for such development, 50% of which would be affordable;
- The expansion of the Begbroke Science Park to foster economic growth and innovation in fields that will help address global issues including health and climate change. In total, over 5,500 new jobs would be delivered on the Site; and
- A development that sets a new benchmark with regards to environmental performance. Buildings will be operationally net zero carbon, and at least a 20% net gain in biodiversity will be delivered on the Site.

8.131 Each of the above benefits are considered to carry very substantial weight in favour of the Proposed Development and would be enough to substantially outweigh and fully justify any less than substantial harm that is caused to the settings of nearby heritage assets. On balance, therefore, the Proposed Development is considered to be acceptable with regards to its effects on built heritage.

Archaeology

- 8.132 An extensive programme of archaeological surveying and trial trenching has been carried out by the Applicant within the developable area of the Site (i.e., those parts of the Site outside of the green belt) to understand the potential for archaeological remains within the Site. The findings are presented in the **Archaeological Trial Trenching Report** (ES Vol III, App. 8.4).
- 8.133 Following magnetometer and electromagnetic geophysical surveys, 279 trenches were dug within the developable area of the Site. The scope and method of trenching was carried out in accordance with a Written Scheme of Investigation that was agreed with OCC. The trial trenching indicated that the Site does contain items of buried archaeology from a range of periods including the Iron Age, Anglo-Saxon and Roman.
- 8.134 Trial trenching in land to the east of the railway was delayed due to winter flooding and will be carried out in autumn 2023. This has been agreed with OCC.
- 8.135 A mitigation plan will be developed following the grant of outline planning permission, and agreed with OCC prior to the commencement of development in the relevant area of the Site (which the Applicant is anticipating will be secured via a condition attached to the grant of outline planning permission). This will ensure that areas of the Site are both to be affected by substantive groundworks, and that have proven potential to contain significant archaeological remains will be archaeologically excavated and remains properly recorded and appropriately protected.

Transport, access and parking

Policy context

- 8.136 Section 9 of the NPPF promotes sustainable transport and encourages that transport issues should be considered from the earliest stages of development proposals. Significant development should be focused on locations that can be made sustainable, by limiting the need to travel and offering a range of genuine transport options. When considering development proposals, LPAs should ensure that appropriate opportunities to promote sustainable transport modes can be, or have been taken up and applications should give priority to pedestrian and cycle movements, followed by access to high quality public transport.
- 8.137 When considering development proposals, the NPPF sets out that “*development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.*”¹²
- 8.138 **Policy SLE 4: Improved Transport and Connections** requires that where reasonable to do so, all developments should facilitate the use of sustainable modes of transport and make the fullest use of transport, walking and cycling. The Policy further encourages solutions which support reductions in greenhouse gas emissions and reduce congestion.

¹² NPPF 2021, paragraph 111.

- 8.139 **Policy PR4a: Sustainable Transport** expects strategic development sites to provide proportionate financial contributions directly related to the development in order to secure necessary infrastructure improvements.
- 8.140 **Policy PR4b: Kidlington Centre** supports measures that would improve access to Kidlington centre by sustainable means.
- 8.141 **Policy PR8** expects new public bridleways suitable for pedestrians, all-weather cycling and wheelchair users connecting with the existing public right of way network. Provision should also be made for a pedestrian, cycle and wheelchair bridge to connect to Stratfield Farm (PR7b) over the Oxford Canal. 0.5ha of land should be safeguarded for the future delivery of a rail halt. The policy requires a Transport Assessment and Travel Plan to support applications within the PR8 Site that seek to minimise the impact of motor vehicles both during construction and through the life of the development.
- 8.142 The OLTCP sets out ambitious targets of replacing or removing 1 in every 4 car trips in Oxfordshire by 2030, and 1 in every 3 car trips by 2040. This is to be achieved through a 'decide and provide' approach that prioritises the movement of people by sustainable means, those being by public or active transport modes.
- 8.143 **Policy 2 – Cycle and walking networks** requires that all new developments have safe and attractive walking and cycling connections to the site and internally.
- 8.144 **Policy 4 – Strategic Active Travel Network** states that the county will support all opportunities to develop and link up the Strategic Active Travel Network in new developments.
- 8.145 **Policy 8 – Healthy Streets Approach** promotes human health as being a central aspect of planning and the decision-making process to improve the human experience of streets and encourage walking and cycling.
- 8.146 **Policy 10 – Safe Streets Policy** encourages the use of filtered permeability in new developments to create safe streets and strategic walking and cycling routes.
- 8.147 **Policy 12 – Guidance for new development** gives guidance for residential developments to use transport planning to achieve the County's aims.

Assessment

- 8.148 The proposals include continuous pedestrian and cycling networks, integrated with public transport. Limited main vehicular access to residential areas will be coupled with 'living streets' where traffic volumes are low and flows in one way only. This is in accordance, and indeed exceedance of **Policy SLE 4: Improved Transport and Connections**
- 8.149 One of the key design principles underpinning the Applicant's vision for BID is for the car to be a guest. This means that whilst the Site will be fully accessible to vehicles, movement of people by active modes and public transport will be prioritised. In this way, the ambition is to reduce the number of private vehicle trips and mitigate the impact to the local highway network, but also to create an environment that encourages active, healthy and happy lifestyles.

8.150 This ‘vision first’ strategy aligns with OCC’s ‘decide and provide’ approach to transport planning, as set out in the OLTCP and ‘Implementing ‘Decide & Provide’: Requirements for Transport Assessments’ guidance. The strategy takes a holistic approach and includes a broad range of measures and initiatives.

8.151 A series of measures and initiatives to help achieve this reduction in private vehicle trips is set out in the **Framework Site Wide Travel Plan** (ES Vol III, App. 9.2). These are set out in Table 4.1 of that document, and recreated in **Table 8-2** below. It should be noted that achieving a reduction in private vehicle trips would not be dependent on achieving any particular one of the measures and initiatives set out below, nor all of them in combination. Instead, they are a series of measures that can be considered and developed through consultation with OCC and CDC, plus other stakeholders, and through the preparation of Development Area Briefs and Reserved Matters Applications.

Table 8-2 - Summary of Transport Strategy Measures and Initiatives

Mode	Measures
Active Travel Infrastructure	Provision of L/TN 120 compliant cycle routes within the site that complies with the Active Travel England design principles.
	A network of walking routes connecting the site to nearby communities (e.g., Begbroke, Yarnton, Kidlington) and will tie into existing routes such as the Oxford Canal Towpath and other Public Rights of Way.
	A network of cycle infrastructure and routes that will connect the site to both nearby communities and key destinations such as Oxford Parkway and Oxford City.
	Closure of Sandy Lane Level Crossing (by Network Rail) to general traffic to provide an east-west active travel connection between Yarnton and Kidlington, but designed to be future proofed for public transport.
	Safeguarding of land for an active travel bridge over the canal to connect between the site and Local Plan allocated site PR7b. This will provide active travel connections to destinations such as Oxford Parkway.
	Wayfinding infrastructure throughout the site for pedestrians, wheeling and cyclists.
	Specific design consideration made for people with disabilities such as provision of tactile paving and dropped kerbs in accordance with relevant guidance.
	Financial contribution towards pedestrian, wheeling and cycling crossing facilities across the A44 at key desire lines as well as active travel routes along the A44 corridor.
	20mph speed limits to be implemented in areas of the site to enable cyclists to safely cycle on the carriageway.
	Provision of covered and secure cycle parking in accordance with the higher of either OCC’s cycle parking standards or cycle mode targets for the Site within the local centre and employment buildings within the Site.
Cycle parking / storage to be provided at residential dwellings that is in accordance with OCC’s cycle parking standards and/or cycle mode targets.	
Mobility Hub	Provision of a primary mobility hub located at the heart of the development, nearby to the local centre. This could include car club spaces, Electric Vehicle

	(EV) parking and charging, cycle parking and public transport infrastructure e.g. bus stops.
	The possibility of secondary 'neighbourhood' mobility hubs is to be explored. These would be smaller mobility hubs situated across the Site, that contain more locally focussed features than the primary mobility hub.
Public Transport	Improvements to the local highway network to provide bus priority and reduce the journey time of buses.
	Provide a new community bus service that will serve the Site as well as Yarnton and Kidlington. Explore how existing residents of Begbroke would be best served by the proposed community bus.
	Financial contribution towards improvements to the frequency of existing bus service (e.g., service S3).
	Financial contribution towards a new bus service to serve the proposed development and provide a connection to Oxford Parkway station.
	Financial contributions towards off-site bus priority infrastructure along the A44.
	Safeguarding of land for the provision of a potential railway station at Begbroke Innovation District.
	Provision of high quality public transport infrastructure within the site (e.g., bus shelters, live timetable information)
Driving	No east-west through route across the railway line for general motor traffic in accordance with Local Plan policy.
	No north-south through route within the site for motor-vehicles. Instead, a north south restricted access will be provided that accommodates public transport and active modes of travel.
	'Car is a guest' concept to be implemented, where active travel is the priority.
	A network of 'Living Streets' will be provided within the residential areas of the site. These are traffic restricted areas where active travel is prioritised.
	Streets designed in accordance with OCC's Street Design Guide and Manual for Streets.
	Car parking strategy to be in accordance with OCC's Street Design Guide and OCC's maximum parking standards.

8.152 Detailed Travel Plans will be prepared for all residential and non-residential development (that meet the OCC thresholds for organisations) and establishes criteria for their coordination, monitoring and review. These will be prepared with regard to the framework measures set out in the **Framework Site Wide Travel Plan**. The Framework Site Wide Travel Plan also proposes to establish a Sustainable Transport Innovation Fund. This would help ensure that additional infrastructure or technologies can be deployed if travel plan or mode share targets are not being met.

8.153 Efforts to minimise trips associated with the Proposed Development will be further bolstered during the construction and operational phases of the development by the **Framework Construction Traffic Management Plan** (ES Vol III, App. 9.3) and the **Framework Delivery and Servicing Plan** (ES Vol III, App. 9.4) respectively. Detailed strategies will be prepared in accordance with these framework measures, secured by a condition attached to the outline planning permission.

- 8.154 The Applicant has engaged extensively with OCC to ensure that the offsite highways impacts of the Proposed Development are less than severe. This has included collaboratively working with OCC and other PR-site applicants to strategically model the local highway network and identify necessary improvements to it to account for the planned growth in the area. This has resulted in the North Oxford VISSIM model ('the Model'), which has been used to assess the standalone transport effects of the Proposed Development as well as the cumulative impact of traffic generated by all PR sites.
- 8.155 The **Transport Assessment** (ES Vol. III, App. 9.1) sets out how the Model has been used the various assumptions that lay behind it, including on committed development, infrastructure enhancements, trip rates and traffic growth. An assessment of the forecasted impact on queuing on key junctions south of the Site has been carried out.¹³
- 8.156 The Assessment finds that when all PR sites are developed and mitigation delivered, there will be an overall negligible impact on queuing at the junctions in the study area. This therefore comfortably meets the test set out in the NPPF (paragraph 111) that development should only be prevented or refused on highways grounds if the residual cumulative impacts on the road network would be severe.
- 8.157 A LinSig model has been prepared to assess the potential capacity of the Begbroke Hill junction. It shows that the junction would continue to operate within capacity in both the AM and PM peak hours, albeit with limited reserve capacity in the AM peak hour. Following the 'Decide and Provide' guidance provided by OCC, no further enhancements to the junction are proposed. Instead, the approach has been to minimise private vehicle journeys through the transport strategy measures and initiatives summarised above.
- 8.158 To understand the safety of the existing highway network surrounding the Site, the Transport Assessment provides a collision analysis. This shows that whilst there have been collisions, the data gives no indication of specific concerns relating to the nature/pattern of collisions in the study area in relation to the Proposed Development. Committed improvements to the highway network are anticipated to improve road safety. Increases in traffic can lead to lower levels of highway safety. However, the impact of the Proposed Development at the junctions assessed is not considered likely to introduce an unacceptable impact on highway safety.
- 8.159 In summary, with regards to the tests set out in the NPPF, the Transport Assessment demonstrates that there would be no reason to refuse this Application on highways grounds, as there would neither be an unacceptable impact on highway safety, nor would there be a severe cumulative residual impact on the road network. Rather, there are many transport-related reasons for why the Application should be supported. These reasons include the package of transport strategy measures and initiatives that collectively will encourage lower private vehicle use, and a shift towards a greater share of trips being taken by active and public transport modes. This will help OCC realise its ambitious targets set out in the LTCP and create happier, healthier, better connected communities.

¹³ The junctions analysed are shown on Figure 8.4 of the Transport Assessment and are the Cassington Road roundabout, the Oxford Road roundabout, the Kidlington roundabout, Loop Farm roundabout, the Peartree Interchange, Wolvercote roundabout, and the Cutteslowe roundabout.

Energy and Sustainability

Policy context

- 8.160 National planning policy seeks to support the transition to a low carbon future by contributing to a “*radical reduction in greenhouse gas emissions*” (paragraph 152). New development should be planned for in a way that “*can help reduce greenhouse gas emissions, such as through its location, orientation and design*” (paragraph 154(b)).
- 8.161 **Policy ESD1: Mitigating and Adapting to Climate Change** seeks to mitigate the impact of development on climate change. This can be through the distribution of growth to the most sustainable locations, seeking to reduce the need to travel and encouraging sustainable travel options, reducing carbon emissions and promoting the use of decentralised and renewable or low carbon energy. Resilience to climate change will need to be demonstrated through design approaches and the provision of green infrastructure.
- 8.162 **Policy ESD2: Energy Hierarchy and Allowable Solutions** seeks to achieve a reduction in carbon emissions by promoting an energy hierarchy as follows: reducing energy use, supplying energy efficiently, making use of renewable energy and making use of allowable solutions.
- 8.163 **Policy ESD3: Sustainable Construction** expects all new residential development to incorporate sustainable design and construction technology to achieve zero carbon development.
- 8.164 **Policy ESD4: Decentralised Energy Systems** encourages heating or heating and power energy systems in all new developments. For developments of 100 or more dwellings, a feasibility assessment for these energy systems will be required.
- 8.165 **Policy ESD5: Renewable Energy** requires a feasibility assessment of the potential for significant on site renewable energy provision for residential developments for 100 dwellings or more.

Assessment

- 8.166 The Applicant recognises the pressing need to tackle climate change and reduce the built environment’s environmental impact. The Application is supported by a **Framework Energy and Sustainability Strategy** and the ES includes Chapter 12 which presents an assessment of the likely significant effects of the Proposed Development on Climate Change and Greenhouse Gases.
- 8.167 The Framework Energy and Sustainability Strategy sets out the Applicant’s ambition to deliver a truly sustainable new development. It will be used to inform the preparation of detailed sustainability strategies that will be prepared at later planning stages. The Strategy includes a commitment to the Proposed Development operating at net zero, achieved through following the energy hierarchy of Lean, Clean, Green as set out in Policy ESD2.
- 8.168 The Strategy has also been prepared with regard to emerging planning policy set out in the draft CDC Local Plan 2040. The tests for how much weight should be attributed to emerging planning policy are set out a paragraph 48 of the NPPF. The draft Local Plan 2040 has not been publicly consulted on nor independently examined so only limited weight can be

attached to it as a material consideration (as per NPPF paragraph 48(a)). Nonetheless, testing the Strategy against more rigorous emerging planning policy has helped to ensure that the Strategy is robust.

- 8.169 The 'Lean' measures include a combination of passive design measures and a fabric-first approach that follow Passivhaus principles. This improves the thermal performance of the buildings and reduces the need for heating and cooling. Further improvements in energy efficiency would be achieved through building services interventions such as waste water heat recovery systems and energy efficient lighting.
- 8.170 A decentralised all-electric heating and cooling system is proposed as part of the 'Clean' stage of the strategy for all residential and non-residential buildings. Air source heat pumps are the favoured heating infrastructure as they are more efficient in both energy transfer and spatial terms than other options (such as ground and water source heat pumps or electric boilers). Gas boilers will not be permitted within the Proposed Development. A study into the feasibility of a district heat network has been carried out. It was found that neither the scale nor density of such an approach would provide the best carbon reduction results, though it has not been discounted as a potential option. This is in accordance with Policy ESD4.
- 8.171 Electricity will be derived from a combination of on-site renewable energy from roof-mounted solar panels ('Green' stage) and the national grid, which itself is rapidly de-carbonising.
- 8.172 Together these Lean, Clean and Green measures would deliver an 85% reduction in emissions compared to a Building Regulations Part L notional benchmark development. The remaining 15% would be offset through financial payments or through agreed off-site measures to reach net zero carbon. This complies with the requirements of Policy ESD2.
- 8.173 All non-residential buildings within the Site will be capable of meeting BREEAM 'Very Good' standard, in accordance with Policy ESD3.
- 8.174 Numerous strategies underpin the wider sustainability strategy for the operational phase of the Proposed Development. These are set out in greater detail in the respective subsections of this Planning Statement, but in summary include:
- Reducing waste production in accordance with the measures set out in the **Operational Waste Management Plan**;
 - Delivering at least a 20% net gain in biodiversity within the Site;
 - Reducing the number of private vehicle trips through a combination of investment in high quality sustainable alternatives (namely active travel and public transport) and delivering a masterplan that makes the car a guest;
 - Reducing the need to travel by car to places of work or retail by placing these uses close to new homes;
 - Provision of electric vehicle charging points to encourage the shift away from combustion engine vehicles, with positive effects on noise and air quality impacts;
 - Delivering a network of sustainable drainage systems that account for extreme events and climate change scenarios;

- Reducing on-site water demand through a combination of low flow fittings, and rainwater and grey water harvesting, cleaning and reuse.

8.175 In summary, the Proposed Development includes numerous strategies and frameworks for delivering a truly sustainable new development that not only meets but often exceeds adopted and emerging planning policy. Policies ESD1-5 are all complied with, as is the ambition of achieving a 'radical reduction in carbon emissions' through the commitment for all buildings to be operationally net zero carbon.

Flood Risk and Drainage

Policy context

8.176 Section 14 of the NPPF sets out how the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, it should be made safe for its lifetime without increasing flood risk elsewhere. Where appropriate, planning applications should be supported by a site-specific flood-risk assessment.

8.177 The NPPF further states that development should only be allowed in areas at risk of flooding where it can be demonstrated, amongst other things, that the development incorporates sustainable drainage systems and these systems should take account of advice from the lead local flood authority.

8.178 **Policy ESD1: Mitigating and Adapting to Climate Change** aims to ensure development is more resilient to climate change and requires consideration of minimising the risk of flooding and making use of sustainable drainage methods.

8.179 **Policy ESD3: Sustainable Construction** expects residential water consumption to be limited to 110 litres per person per day ('l/p/d').

8.180 **Policy ESD6: Sustainable Flood Risk Management** seeks to manage and reduce flood risk in the District. Site specific flood risk assessments ('FRA') are required for development proposals in flood zones 2 or 3 or those proposals of 1 hectare or more. FRAs should demonstrate there would be no increase in surface water discharge rates during storm events up to and including a 1 in 100 year event with allowance for climate change, nor any surface water flooding to developments in the same event. The policy requires that a Level 3 FRA that includes hydraulic modelling may be required for sites in close proximity to the Rowell Brook or the River Cherwell.

8.181 **Policy ESD7: Sustainable Drainage Systems (SuDS)** requires all development to use SuDS for the management of surface water run off and it must take into account the need to protect ground water quality.

8.182 **Policy ESD8: Water Resources** confirms that the Council will seek to maintain water quality, ensure adequate water resources and promote sustainability in water use. The quality will be maintained and enhanced by avoiding adverse effects of development on the water environment.

8.183 Policy ESD16: The Oxford Canal will be protected and enhanced and the Oxford Canal corridor is designated as a Conservation Area, and proposals which will be determinantal to its character or appearance will not be permitted.

Assessment

Water Resources

8.184 A sustainable approach has been taken to water resources within the Proposed Development that seeks to limit demand for water within the Site. In accordance with Policy ESD3, it has been agreed with Thames Water that a connection can be made on the basis of a residential water demand limited to 110l/p/d. This will be achieved through a combination of low flow fittings and on-plot rain water harvesting. The water demand from commercial buildings will be kept to an absolute minimum, with non-potable water demand being met by rainwater harvesting.

8.185 Opportunities for grey water capture, cleaning and reuse will also be considered as part of the detailed water demand reduction measures, as set out in the Framework Energy and Sustainability Strategy.

8.186 An Outline Construction and Environmental Management Plan ('CEMP') includes a commitment to limit sediment runoff to water courses and avoid accidental releases of hydrocarbons and oils into water bodies.

8.187 The outline drainage strategy seeks to utilise swales rather than piped solutions where feasible that will convey water to basins where water can be infiltrated and/or conveyed to a discharge point. This multi-stage strategy is known as a 'treatment-train' and has the benefit of more effectively removing sediment and other pollutants before the water is discharged.

8.188 The Site borders the Rushy Meadows SSSI. Drainage from the Site flows into channels (Rowel Brook or Thrupp Ditch) and is conveyed south and away from the SSSI. This ensures that there will not be any significant adverse effects on the quality of the SSSI arising from the Proposed Development.

8.189 In summary, the Proposed Development will include measures to both reduce water demand within the Site and protect existing water features. It therefore complies with Policy ESD8.

Flood Risk and Drainage

8.190 The ES includes Chapter 16 (Water Resources and Flood Risk) which has been informed by the preparation of a **Flood Risk Assessment** ('FRA'; ES Vol. III, App. 16.1), **Outline Drainage Strategy** (ES Vol. III, App. 16.2). These documents assess the impact of the construction and operation of the Proposed Development on surface water resources and flood risk in line with relevant legislation, planning policy and guidance. They have also been the basis of consultation with OCC acting as the Lead Local Flood Authority.

8.191 The FRA provides a baseline assessment of current Site conditions informed by site-specific hydraulic modelling and ground investigation studies to understand existing Site runoff rates and areas of potential flood risk. Areas at risk of flooding are primarily located within the retained green belt area. There are two further areas of potential flood risk that fall within the

developable area when considering extreme flooding events. These are located in the near the western Site boundary north of Begbroke Hill, and near the southern Site boundary adjacent to the small copse of trees. Both areas can be fully mitigated such that once in place, the overall flood risk to the Proposed Development is Low. This includes in all storm events up to the 1 in 100 year storm event + 40% climate change. This accords with section 14 (paragraph 162) of the NPPF to direct development away from areas of high flood risk.

8.192 The surface water drainage strategy for the Proposed Development will aim to replicate the predevelopment surface water runoff regime. This is achieved by capturing, filtering and harvesting (where possible) surface water as close to source as possible through source control SuDS features. The SuDS hierarchy will be used to design the Site drainage in the most sustainable way.

8.193 In summary, the Proposed Development complies with guidance set out in the NPPF and with policies ESD6 and ESD7 of the CDC Local Plan Part 1 with regard to drainage and flood risk.

Other environmental impacts

Construction Phase Impacts

Policy context

8.194 **Policy ESD3: Sustainable Construction** expects that all new residential development will incorporate sustainable design and construction technology to achieve zero carbon development.

Assessment

8.195 Chapter 5 of the ES describes the anticipated construction works involved in delivering the Proposed Development. An assessment of the anticipated construction stage effects is included in each technical chapter of the ES in conjunction with other schemes in the vicinity of the Site.

8.196 Mitigation is embedded in the form of the **Outline CEMP** (ES Vol III, App. 6.1). This establishes a commitment to utilise best practice measures to reduce and/or mitigate the potentially adverse effects arising from the construction process.

8.197 The Outline CEMP will be used to inform the preparation of detailed CEMPs, which will be submitted to and agreed with the Council prior to the commencement of construction in a given phase of development. It is anticipated that this will be required by way of a condition attached to the outline planning permission. In this regard the Proposed Development is in accordance with Policy ESD3.

Waste

Policy context

8.198 As part of the environmental objective for sustainable development, paragraph 8 of the NPPF requires that the planning system must protect and enhance our environment, including by minimising waste and pollution.

8.199 **Policy ESD3: Sustainable Construction** encourages developments to reduce waste and pollution and make adequate provision for the recycling of waste.

Assessment

8.200 The Outline CEMP includes a commitment to reduce waste arising from the construction process.

8.201 Sustainable construction practices will be employed to minimise waste arising from construction. The **Site Waste Management Plan** ('SWMP') sets out a framework for the production of future, detailed SWMPs that would be prepared by contractors. It includes ambitions to source resources sustainably, with 20% of materials from circular sourcing. Waste going to landfill will be avoided, and the Applicant will aim to reuse 80% of construction materials. Together these measures would help reduce construction waste by almost 4,000 tonnes.

8.202 An **Operational Waste Management Plan** ('OWMP') sets out a framework for minimising waste generated within the Site and the sustainable management of waste. This includes setting out waste storage requirements for domestic properties to ensure help maximise waste recycling and recovery.

8.203 Both of these Plans will be used to inform the preparation of detailed SWMPs and OWMPs that will be submitted to and agreed with the LPA at later planning stages. In this regard the Proposed Development accords with the Development Plan and NPPF in minimising and effectively managing waste within the Site.

Health

Policy context

8.204 Section 8 of the NPPF promotes healthy and safe communities, including the promotion of social interaction, safe and accessible places and enabling healthy lifestyles. This includes planning for the provision of shared spaces and community facilities, a sufficient choice of school places and access to a network of high quality open spaces.

8.205 Further, the social objective of sustainable development makes specific reference to supporting strong, vibrant and healthy communities. This can be done by fostering well designed spaces that support communities health, social and cultural wellbeing.

8.206 **Policy BSC5: Area Renewal** supports proposals that improve social outcomes, health and well-being, educational attainment and employment outcomes.

8.207 **Policy BSC8: Securing Health and Wellbeing** supports the provision of health facilities in sustainable locations which contribute towards health and well-being.

8.208 **Policy ESD15: The Character of the Built and Historic Environment** requires new development proposals to be designed to deliver (inter alia) healthy places to live and work in. It also requires that green infrastructure and landscape schemes should be integral to development proposals such that they provide attractive places that improve people's health and sense of vitality.

8.209 **Policy INF1: Infrastructure** sets out the Council’s approach to infrastructure planning requiring development proposals to demonstrate that infrastructure requirements can be met, including provision for health.

Assessment

8.210 Creating a healthy place is one of the primary objectives of the Proposed Development and has underpinned the design approach throughout. There are many aspects of the Proposed Development that will contribute to the delivery of a healthy place and enable healthy lifestyles. These include (but are not limited to):

- The provision of accessible, high quality outdoor and natural spaces that will provide access to nature and areas of tranquillity;
- Landscaped corridors (aka green arteries) and a Central Park that will offer opportunities for gathering, meeting neighbours and chance encounters;
- Planning for the full provision of sport, play and allotment spaces to ensure close access to such uses;
- Using ‘nudge factors’ to reduce car use within the Site, with positive effects on noise, air quality and streetscape;
- Delivering living streets that use space traditionally used for car parking for landscaping, play areas and meeting spaces;
- Delivering a new local centre that provides retail, community and amenity uses, that will be a focus of civic life and bring people together; and
- Delivering high quality walking and cycling infrastructure to encourage a shift away from private vehicle use and towards more active modes.

8.211 In combination, these measures will deliver a place that people can take pride in, where you can know your neighbour and feel safe in your community. The **Strategic Design Guide** will ensure that these place-making principles are respected and delivered on.

8.212 With regard to the provision of health facilities, the proposed uses within the local centre could accommodate this. It is, however, anticipated that the local NHS Integrated Care Board will seek contributions to offsite expansion of existing facilities. This would be negotiated as part of the section 106 agreement. For further information on how the Proposed Development will create happy and healthy communities, please refer to the **Health Impact Assessment**.

8.213 For the reasons set out above the Proposed Development is in accordance with relevant policies in the Local Development Plan and with national policy.

Agriculture and soil resources

Policy context

8.214 Section 15 of the NPPF seeks to conserve and enhance the natural environment including through recognising the intrinsic character and beauty of the countryside, particularly the benefits of the best and most versatile agricultural land.

8.215 The NPPF defines ‘Best and Most Versatile (‘BMV’) land is that which falls into grades 1, 2 and 3a of the Agricultural Land Classification (‘ALC’).

8.216 **Policy PR8** expects 12ha of land to be retained within an agricultural use. The PR8 Policy Map indicates this land being located in the south-eastern corner of the Site.

Assessment

8.217 **Chapter 14 of the ES (Agricultural Land and Soil Resources)** considers the likely significant effects of the Proposed Development on agricultural land and soil resources. It is supported by an ALC study (ES Vol. III, App. 14.1). Approximately half the Site is ALC is subgrade 3a (good), the remaining being grade 2 (very good) and subgrade 3b (moderate).

8.218 **A Framework Soil Management Plan ('SMP')** has been prepared (ES Vol. III, App. 14.2) that will inform the preparation of a detailed SMP at a later stage. This will protect soil resources and seek to improve the quality and quantity of soil resources at the Site. It is anticipated that a planning condition would be attached to the grant of outline planning permission requiring that a detailed SMP is submitted to and approved by the LPA prior to commencement of development in the relevant part of the Site.

8.219 In accordance with Policy PR8, 12ha of land has been retained as within an agricultural use. The land provided has, however, been split into two parcels: 7ha would be provided in land north of Rowel Brook. This land would be used as a social farm to provide opportunities for learning and working with one another to produce food and build skills, promote environmental awareness and wellbeing, and provide a source of locally grown food that could be sold within the Site. The location north of Rowel Brook provides a more accessible location for this use, closer to existing and planned dwellings which will help increase its use and viability as a social enterprise.

8.220 The remaining 5ha would be in the south-eastern corner of the Site and would likely be delivered with controlled access to provide habitats for ground-nesting and farmland bird species.

8.221 The Site is allocated in the CDC LPP1PR for the delivery of a significant amount of housing and commercial R&D floorspace. The remaining land within the green belt is to be ameliorated and improved to provide public open space and new habitats. This naturally necessitates the loss of agricultural land, including BMV land. Where this loss is for built development, it is considered to be permanent. Where this is for green infrastructure, it is considered to be potentially reversible.

8.222 On balance, however, this loss is considered to be acceptable in planning terms and demonstrably outweighed by the substantial benefits of the Proposed Development. It will result in the delivery of much needed housing and new places of work and learning. Land that is currently open though inaccessible will be converted to high quality public open spaces. In accordance with Policy PR8, 12ha of land will be retained within an agricultural use to provide a social farm and farmland bird habitat.

Noise

Policy context

8.223 **Paragraph 174** of the NPPF seeks to prevent new and existing development from contributing to and being put at unacceptable risk from unacceptable levels of noise and air pollution.

8.224 **Paragraph 185** also seeks to ensure that planning decisions result in development that is appropriate for its location and in doing so should mitigate and reduce a minimum potential adverse impacts resulting from noise from new development. Development should also avoid noise giving rise to significant adverse impacts on health and quality of life. Further, development should identify and protect tranquil areas which have remained relatively undisturbed by noise.

8.225 **Saved Policy ENV1** of the 1996 Local Plan states that CDC do not normally permit development that is likely to cause materially detrimental levels of noise.

Assessment

8.226 **Chapter 10 of the ES (Noise and Vibration)** sets out the assessment of the likely significant effects of the Proposed Development from noise and vibration. The assessment considers noise and vibration effects arising from both the construction of the development and the completed development.

8.227 Embedded mitigation measures include utilising best practice throughout the construction stage to minimise potential noise and vibration disturbance. These best practice measures will be set out and committed to by way of a Construction Environmental Management Plan ('CEMP') which will be submitted to and agreed with the CDC prior to the commencement of construction in the relevant area of the Site. These will include specific measures that will seek to avoid significant adverse effects to receptors. For completed development, a 10m buffer zones to major infrastructure has been incorporated (as shown on PP1 – Development Zones). Acoustic fencing would be delivered between major infrastructure and school playing fields to achieve a c.10dB reduction.

8.228 There are considered to be some significant adverse effects to some receptors during the construction phase. The ES Chapter sets out some suggested mitigation measures that could be committed to through a CEMP to help reduce these effects, which would be temporary.

8.229 An assessment of the use of playgrounds and playing fields within the 3 schools within the Site has been carried out. At no receptors would the noise levels arising from the use of the playgrounds exceed 50dB, and would therefore not lead to unacceptable external amenity space noise environments. With regards to playing fields, with mitigation in place there would avoid any adverse effects to all but two key receptors, where there would be likely adverse, though not significant, effects on the receptors as the background noise levels would be exceeded by up to 6dB. It is worth noting that the assessment set out in the ES Chapter 10 does not account for the time of day at which these noise effects would be felt, which would be during school hours and not in the early mornings or late evenings.

8.230 It is worth noting that the assessment of the use of playing fields and playgrounds does not take into account the times of day that such spaces would be used, which will typically be at certain times during working hours in the weekday. As such, it is likely that the 'real life' effects will be less as people are likely to be at work when the play grounds and playing fields are in use.

8.231 The assessment finds that there would be no adverse or significant adverse effects arising from cumulative changes in road traffic noise.

8.232 On balance, it is considered that in avoiding any significant adverse noise effects on receptors arising from the completed development the Proposed Development accords with Saved Policy ENV1 and with relevant paragraphs in the NPPF. Where potentially significant adverse effects are expected on key receptors during the construction phase, additional mitigation measures can be considered and implemented through accordance with a CEMP that is approved by CDC to help reduce or avoid significant adverse effects. Consequently, the Proposed Development is considered to comply with the Development Plan with regards to noise.

Air Quality

Policy context

8.233 **Paragraph 105** of the NPPF looks to the planning system to actively manage patterns of growth to support the promotion of sustainable transport. This can help to reduce congestion and emissions and improve air quality and public health. Further, opportunities to improve air quality or mitigate impacts should be identified.

Assessment

8.234 **Chapter 11 of the ES (Air Quality)** sets out an assessment of the likely significant effects of the Proposed Development on air quality at sensitive receptor locations during both the construction phase and when the development is complete.

8.235 During construction, the assessment finds that there is a high risk of dust soiling arising from earthworks and construction. Mitigation measures will therefore be incorporated into a CEMP to ensure that the relevant works do not lead to significant adverse effects to air quality. The impact of construction traffic emissions associated with the Proposed Development is predicted to be negligible at all existing receptors.

8.236 The primary mitigation measures with regards to air quality during the operational stage of the development, which are:

- Energy strategy: the energy strategy will lead to no on-site emissions of air pollutants;
- Transport: the Proposed Development will discourage private vehicle use and promote sustainable transport modes. See the transport strategy for more details;
- Location of schools: air quality modelling has been used to confirm the suitability of the proposed school locations with regards to air quality.

8.237 As a result of the above measures, the impact of operational traffic emissions associated with the Proposed Development is predicted to be negligible at all existing receptor locations. Air quality objectives ('AQO') set by CDC for NO₂ concentrations will not be exceeded (and frequently remain significantly below the AQO).

8.238 An assessment of potential cumulative effects is included in the Chapter. It is considered that the cumulative impacts of the PR developments are not likely to significantly impact the outcomes of the operational assessment, i.e., there would continue to be no significant adverse effects.

8.239 In summary, it is found that there will be no significant residual effects on air quality arising from the Proposed Development.

Lighting

Policy context

8.240 **Paragraph 185(c)** of the NPPF expects development to “*limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.*”

8.241 **Policy ESD15: The Character of the Built and Historic Environment** expects new development to “limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.”

8.242 **Policy PR8** expects “development proposals to include measures to minimise light spillage... on habitats, especially along wildlife corridors.”

Assessment

8.243A **Framework Lighting Strategy** has been developed for the Application. This sets out best practice measures to ensure that impacts to sensitive receptors (namely people and ecology) from light spill and light pollution are reduced as much as reasonably possible, while ensuring the Site remains safe in dark conditions.

8.244 Dark corridors are identified in the strategy and identifies the Begbroke Farmhouse as prominent for bat activity and foraging. All dark corridors will be retained or re-provided to a similar quality (as is the case for corridors 2 and 3). Areas that remain within the green belt – importantly east of the railway along the canal – will be kept dark. Additional planting in the these areas will serve to offer new dark corridors for fauna.

8.245 Detailed lighting strategies will be put forward through Development Area Briefs and RMAs, and will be expected to show regard for the Framework Lighting Strategy. The Applicant is anticipating a condition to be attached to the grant of outline planning permission that requires this. This ensures that the Proposed Development will be in compliance with Policy ESD15 and PR8 with regard to minimising the impact of light pollution on local amenity and ecology.

Contamination

Policy context

8.246 **Paragraph 120** looks to make effective use of land and offers substantial weight to the value of using suitable brownfield land and further supports opportunities to remediate contaminated land.

8.247 **Paragraph 183** states that a planning decisions should ensure that a site is suitable for its proposed use, taking account of any risks arising from contamination and at **paragraph 184** that responsibility for securing a safe development rests with the developer and/or landowner.

8.248 **Saved Policy ENV12** states:

Development on land which is known or suspected to be contaminated will only be permitted if:

- (i) Adequate measures can be taken to remove any threat of contamination to future occupiers of the site*
- (ii) The development is not likely to result in contamination of surface or underground water resources*
- (iii) the proposed use does not conflict with the other policies in the plan.*

Assessment

8.249 **Chapter 15 of the ES (Ground Conditions and Contamination)** assesses the likely significant effects of ground conditions and contamination. It is supported by a **Desk Study Review and Ground Investigation** (ES Vol. III, App. 15.1) and a **Remediation Strategy and Verification Plan** ('RSVP'; ES Vol. III, App 15.2). It includes a full description of the existing Site conditions with regard to ground conditions and contamination. Of greatest note is the historical landfill in the centre of the Site and the presence of a Radon affected area in the land within the Site north of Rowel Brook.

8.250 The Outline CEMP will ensure that any buildings that are to be demolished and that potentially contain asbestos are properly surveyed and, if the presence of asbestos is confirmed, demolished in accordance with a detailed strategy prepared and carried out by specialist contractors.

8.251 The RSVP sets out a strategy for the remediation of the historical landfill area to remove pathways to human health receptors and allow it to become a new public park. Radon protection measures will be incorporated to any buildings or structures that are delivered within the land north of Rowel Brook. This will be in accordance with details submitted to and approved by the LPA prior to the commencement of any such development in this part of the Site (required by way of a pre-commencement condition attached to the outline planning permission). This is embedded as tertiary mitigation through DP16 of the Development Specification.

8.252 The result, as set out in ES Chapter 15, is that there is a negligible effect on all receptors and buildings. A benefit of the Proposed Development is that it would remediate a currently contaminated and inaccessible plot of land and deliver it as a high quality new public park. In this regard, the Proposed Development is in accordance with local and national planning policy.

9 Planning conditions and obligations

9.1 In respect of the negotiation of planning obligations associated with development proposals, Regulation 122 (2) of the Community Infrastructure Levy Regulations states that:

'A planning obligation may only constitute a reason for granting planning for the development if the obligation is:

a) Necessary to make the development acceptable in planning terms;

b) Directly related to the development; and

c) Fairly and reasonably related in scale and kind to the development.'

9.2 **Paragraph 55** of the NPPF makes clear that planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition. The tests for including a condition to the grant of planning permission are set out at paragraph 56 of the NPPF. Conditions should only be used when they are all of the following:

1. necessary;
2. relevant to planning;
3. relevant to the development to be permitted;
4. enforceable;
5. precise; and
6. reasonable in all other respects.

9.3 **Paragraph 57** of the NPPF states that planning obligations should only be sought where they meet all of the tests outlined in Regulation 122 of the Community Infrastructure Regulations, as set out above.

9.4 **Policy PR11: Infrastructure Delivery** details the Council's approach to infrastructure planning and will ensure delivery by working with other partners; keeping an up to date Developer Contributions SPD and ensuring the development proposals accord with it; and requiring all sites to contribute to the delivery of Local Plan Infrastructure.

9.5 Appendix 4 of the LPP1PR sets out the anticipated infrastructure that would be jointly delivered or funded by the PR sites. Through discussions with CDC and OCC it is understood that this a starting point for discussion and should not be interpreted as the final and definite list of required infrastructure, which will instead be informed by more detailed design and costing work. Nonetheless, it establishes a useful framework that highlights the importance of collective funding of infrastructure, particularly where sites are reliant on others for that infrastructure to be delivered.

9.6 CDC do not have an adopted Community Infrastructure Levy charging schedule for this part of the District. It is therefore anticipated that any necessary contributions towards infrastructure delivery would be agreed via a Section 106 Agreement. It is proposed to draft this during the determination stage of the Application.

9.7 The Section 106 Agreement would include commitments, obligations and financial contributions that are necessary to make the scheme acceptable in planning terms. Matters that are expected to be included in the S106 are:

- Affordable housing;
- Biodiversity net gain;
- Sport, leisure and recreation;
- Education;
- Transport;
- Health; and
- Waste.

9.8 A draft S106 Agreement Heads of Terms is provided at **Appendix F** of this Planning Statement. It has been informed by pre-application consultation with CDC and OCC and also by the guidance provided in the CDC Developer contributions Supplementary Planning Document (February 2018).

10 Conclusion

- 10.1 This Planning Statement has been prepared in support of the Proposed Development. It has considered the Proposed Development against relevant planning policies and considerations.
- 10.2 This Application has been submitted alongside all required assessments and statements. These include a full Environmental Statement prepared in accordance with CDC's adopted Scoping Opinion, a Framework Energy and Sustainability Strategy, a Retail and Town Centre Impact Assessment, a Flood Risk Assessment, and a Transport Assessment to identify likely environmental, social and economic impacts of the Proposed Development.
- 10.3 The Statement of Community Involvement sets out the extensive and robust consultation that has underpinned the preparation of the Application.
- 10.4 Policy PR8 allocates the Site for the delivery of a mixed-use, contemporary urban neighbourhood that will help meet Oxford's unmet housing need. The Proposed Development would achieve this and deliver an exemplary new community that will provide exceptional places of living and work, and high quality landscaped spaces that provide space for people and nature.
- 10.5 The Proposed Development will make an important contribution to housing delivery and in helping to meet Oxford's identified unmet need set out in the LPP1PR. Oxford's draft Local Plan 2040 already identifies that the City will need to continue to working with neighbouring authorities to help deliver housing and meet its own unmet needs. By making the best use of land that has been released from the green belt, the Proposed Development will reduce the pressure for further releases. That the Proposed Development could accommodate more housing than the Site is allocated for within the developable area is therefore considered to be a significant benefit of the Application.
- 10.6 Begbroke Science Park is a nationally important asset and an existing centre of excellence in the field of research and development. It contains a unique mix of University faculty space and commercial enterprise laboratories and manufacturing spaces that has already produced some of the nation's most innovative and lucrative companies. The importance of fostering its growth is made clear in a number of ways:
- 10.6.1 Land has been released from the green belt specifically for its expansion. This indicates that it qualifies as an exceptional circumstance – the highest test in planning required to justify green belt release through the local plan process.
- 10.6.2 The expansion of Begbroke Science Park is a keystone policy of the Oxfordshire Local Industrial Strategy. It would anchor the northern end of the Oxfordshire Knowledge Spine and boost the County's international reputation as a centre of excellence.
- 10.6.3 Supporting investment into research and development is the number one priority of the UK government's industrial strategy.

- 10.7 The Innovation, Research and Employment Strategy makes clear that it is no exaggeration to say that the work that happens at Begbroke Science Park is of national and indeed international importance. The world is facing serious challenges ranging from climate change to human health. Supporting the growth of Begbroke Science Park offers a genuine chance of meaningfully tackling those challenges.
- 10.8 These social and economic benefits would be delivered in a sustainable way that reduces the built environment's impact on the climate and natural environment. The Site will operate at net zero carbon. Biodiversity within the Site will be significantly increased, and what is currently inaccessible, ecologically poor farm land will be rehabilitated as publicly accessible open space that provides opportunities for sport, play, wellness and nature recovery. A new model of peri-urban living would be delivered.
- 10.9 In our view the need for, and benefits arising from, the Proposed Development should therefore be found to outweigh the limited adverse effects, which the Application is in any case seeking to avoid or mitigate, or perceived conflicts with policy. On that basis, Cherwell District Council is urged to grant planning permission for the Proposed Development.
- 10.10 This Planning Statement has demonstrated that the Proposed Development is in accordance with the Development Plan, when read as a whole, and is considered appropriate having regard to all other material considerations. Whilst there are some conflicts with a limited number of policies of the Local Plan, it is clear that the Proposed Development is consistent with the Development Plan when read as a whole. Further, where perceived conflict arises, material considerations clearly indicate that the proposals are acceptable in planning terms.
- 10.11 Given that the proposals accord with the Development Plan and approving the scheme would allow the delivery of significant and demonstrable benefits directly delivered by the Proposed Development, it is considered that the proposed development should be approved without delay, in accordance with paragraph 11 in the NPPF.

Appendix A - Policy PR8



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

Policy PR8 – Land East of the A44

A new urban neighbourhood will be developed on 190 hectares of land to the east of the A44 as shown on inset Policies Map PR8. Development proposals will be permitted if they meet the following requirements:

Key Delivery Requirements

1. Construction of 1,950 dwellings (net) on approximately 66 hectares of land (the residential area as shown).
2. The provision of 50% of the homes as affordable housing as defined by the National Planning Policy Framework.
3. A secondary school on 8.2 hectares of land in the location shown, to incorporate a four court sports hall to Sport England specification, made available for community use.
4. The provision of a primary school with three forms of entry on 3.2 hectares of land in the location shown.
5. The provision of a primary school with two forms of entry on 2.2 hectares of land in the location shown if required in consultation with the Education Authority and unless otherwise agreed with Cherwell District Council.
6. The provision of a local centre on one hectare of land in the location shown unless the location is otherwise agreed with Cherwell District Council. The Local Centre shall include provision for local convenience retailing (use class A1 - no more than 500 square metres net floorspace and no less than 350 square metres), ancillary business development (use class B1(a) only) and/or financial and professional uses (use class A2); a café or restaurant (use class A3); the provision of a community building to required standards providing the opportunity for social and childcare facilities, the opportunity for required health facilities to be provided and provision for required emergency services infrastructure.
7. The provision of facilities for formal sports and play areas to adopted standards within the developable area.
8. The creation of a publicly accessible Local Nature Reserve on 29.2 hectares of land based on Rowel Brook in the location shown.
9. The creation of a nature conservation area on 12.2 ha of land to the east of the railway line, south of the Oxford Canal and north of Sandy Lane as shown.
10. The provision of public open green space as informal canalside parkland on 23.4 hectares of land as shown.
11. The retention of 12 hectares of land in agricultural use in the location shown.
12. New public bridleways suitable for pedestrians, all-weather cycling and wheelchair users connecting with the existing public right of way network.



Note continued

13. Provision for a pedestrian, cycle and wheelchair bridge over the Oxford Canal to enable the site and public bridleways to be connected to the allocated site at Stratfield Farm (policy PR7b).
14. The reservation of 0.5 hectares of land within the developable area for a future railway halt/station in the approximate location shown unless otherwise agreed with Cherwell District Council in consultation with Oxfordshire County Council, Network Rail and rail service providers.
15. The reservation of 14.7 hectares of land for the potential expansion of Begbroke Science Park.
16. The provision of a limited number of new homes, to be agreed with the Council, to provide for students and those working for the University at the Science Park to support its expansion and reduce car journeys.

Planning Application Requirements

17. The application(s) shall be supported by, and prepared in accordance with, a comprehensive Development Brief for the entire site to be jointly prepared and agreed in advance between the appointed representative(s) of the landowner(s) and Cherwell District Council. The Development Brief shall be prepared in consultation with Oxfordshire County Council, Oxford City Council, Network Rail and the Canal and River Trust.

The Development Brief shall include:

18. A scheme and outline layout for delivery of the required land uses and associated infrastructure. Minor variations in the location of specific uses will be considered where evidence is available.
 - a. Points of vehicular access and egress from and to existing highways with at least two separate, connecting points from and to the A44 and including the use of the existing Science Park access road.
 - b. An outline scheme for public vehicular, cycle, pedestrian and wheelchair connectivity within the site (including for public transport services), to the built environments of Begbroke, Kidlington, Yarnton and to existing or new points of connection off-site and to existing or potential public transport services.
 - c. Protection of existing public rights of way and an outline scheme for pedestrian and cycle access to the countryside surrounding Begbroke, Kidlington and Yarnton.
 - d. Accommodation of the pedestrian, cycle and wheelchair accessible bridge over the Oxford Canal.
 - e. In consultation with Oxfordshire County Council and Network Rail, proposals for the closure/unadoption of Sandy Lane, the closure of the Sandy Lane level crossing to motor vehicles (other than for direct access to existing properties on Sandy Lane), and the use of Sandy Lane as a 'green' pedestrian, cycle and wheelchair route between the development and the built-up area of Kidlington including the incorporation of a bridge or subway.
 - f. Design principles which seek to deliver an urban neighbourhood that responds positively to the Science Park and canal location and which respects the historic development of nearby villages.



Note continued

- g. Outline measures for securing net biodiversity gains informed by a Biodiversity Impact Assessment in accordance with (19) below.
 - h. The sites for the required schools and the Local Centre.
 - i. Proposals for the safe remediation and use of the former landfill site as shown including as a wildlife 'stepping stone' within the development.
 - j. The retention or replacement (to an equivalent quantity and quality) of the existing allotments and proposals for extending the allotment space in accordance with adopted standards.
 - k. The reserved land within the site for the future railway halt/station.
 - l. An outline scheme for vehicular access by the emergency services.
19. The application(s) shall be supported by the Biodiversity Impact Assessment (BIA) based on the DEFRA biodiversity metric (unless the Council has adopted a local, alternative methodology), prepared in consultation and agreed with Cherwell District Council. The BIA shall be informed by a hydrogeological risk assessment to determine whether there would be any material change in ground water levels as a result of the development and any associated adverse impact, particularly on Rushy Meadows SSSI, requiring mitigation. It shall also be informed by investigation of any above ground hydrological connectivity with the SSSI and Rowel Brook.
20. The application(s) shall be supported by a proposed Biodiversity Improvement and Management Plan (BIMP) informed by the findings of the BIA and habitat surveys and to be agreed before development commences. The BIMP shall include:
- a) Measures for securing net biodiversity gain within the site and within the residential area and for the protection of wildlife during construction.
 - b) Measures for retaining and conserving protected/notable species (identified within baseline surveys) within the development.
 - c) Demonstration that designated environmental assets will not be harmed, including no detrimental impacts on down-canal Sites of Special Scientific Interest and Local Wildlife Sites through hydrological, hydro-chemical or sedimentation impacts.
 - d) Measures to minimise light spillage and noise levels on habitats especially along wildlife corridors.
 - e) Measures for enhancing existing designated and non-designated environmental assets.
 - f) A scheme for the provision for in-built bird and bat boxes, for wildlife connectivity between gardens and for the viable provision of designated green walls and roofs.
 - g) Measures for the protection and enhancement of Sandy Lane and Yarnton Lane as green links and wildlife corridors and wildlife connectivity from Sandy Lane to the required Local Nature Reserve.



Note continued

- h) The creation of a green infrastructure network with connected wildlife corridors, including within the residential area and alongside the railway line, and the improvement of the existing network including within the Lower Cherwell Conservation Target Area and to the Rushy Meadows Site of Special Scientific Interest, the Meadows West of the Oxford Canal Local Wildlife Site and to Stratfield Farm (policy PR7b).
 - i) A scheme and programme for the creation of the required Local Nature Reserve and nature conservation area to be agreed with the Council. The scheme for the LNR shall include habitats to be restored to SSSI quality and measures for the protection of the Rushy Meadows SSSI. Both schemes shall provide for works to be undertaken outside of the bird nesting season.
 - j) Measures for the protection and enhancement of the Oxford Canal corridor and towpath including the creation and restoration of water vole habitat in the Lower Cherwell Conservation Target Area and the maintenance of a dark canal corridor through the minimisation of light pollution.
 - k) Farmland bird compensation.
 - l) Proposals for wildlife management in conjunction with conservation organisations including for the Local Nature Reserve and nature conservation area. The proposals shall include measures for restricting public access to sensitive habitats.
21. The application(s) shall be supported by a phase 1 habitat survey and protected and notable species surveys as appropriate, including surveys for badgers, nesting birds, amphibians (in particular Great Crested Newts), reptiles and for bats including associated tree assessment, and hedgerow regulations assessment.
22. The application(s) shall be supported by a Transport Assessment and Travel Plan including measures for maximising sustainable transport connectivity, minimising the impact of motor vehicles on new residents and existing communities, and actions for updating the Travel Plan during construction of the development. The Transport Assessment shall include consideration of the effect of vehicular and non-vehicular traffic on use of the railway level crossings at Sandy Lane, Yarnton Lane and Roundham.
23. The application shall be supported by a Flood Risk Assessment informed by a suitable ground investigation, and having regard to guidance contained within the Council's Level 2 Strategic Flood Risk Assessment. A surface water management framework shall be prepared to maintain run off rates to greenfield run off rates and volumes, with use of Sustainable Drainage Systems in accordance with adopted Policy ESD7, taking into account recommendations contained in the Council's Level 1 and Level 2 SFRAs. Residential development must be located outside the modelled Flood Zone 2 and 3 envelope.
24. The application should demonstrate that Thames Water, Natural England and the Environment Agency have been consulted regarding wastewater treatment capacity and agreement has been reached in principle that foul drainage from the site will be accepted into the drainage network.



Note continued

25. The application shall be supported by a Heritage Impact Assessment which will identify measures to avoid or minimise conflict with the identified heritage assets within the site, particularly the Oxford Canal Conservation Area and the listed structures along its length. These measures shall be incorporated or reflected, as appropriate, in any proposed development scheme.
26. The application(s) shall be supported by a desk-based archaeological investigation which may then require predetermination evaluations and appropriate mitigation measures. The outcomes of the investigation and mitigation measures shall be incorporated or reflected, as appropriate, in any proposed development scheme.
27. The application(s) shall include proposals for securing the long-term use, management and maintenance of the community building, formal sports provision and play areas.
28. The application shall include a management plan for the appropriate re-use and improvement of soils.
29. The application(s) shall include proposals for securing the use of the Local Nature Reserve, nature conservation area, public open green space/informal canalside parkland and agricultural land in perpetuity.
30. In the interest of encouraging an educational relationship between the secondary school and the University of Oxford's Begbroke Science Park, the application(s) should demonstrate that the secondary school site has been designed in consultation with the University of Oxford.
31. A single comprehensive, outline scheme shall be approved for the entire site. The scheme shall be supported by draft Heads of Terms for developer contributions that are proposed to be secured by way of legal agreement. The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how the site will contribute towards maintaining a five year supply of housing.
32. The application shall include an Employment, Skills and Training Plan to be agreed with the Council.

Place shaping principles

33. A layout, design and appearance for a contemporary urban neighbourhood in a high-quality, publicly accessible and well connected green infrastructure and canal-side setting and for a location associated with a University Science Park and a primary transport corridor to Oxford.
34. A sensitively designed approach to the provision of the pedestrian, cycling and wheelchair route connecting the development, Sandy Lane and the canal-side parkland/public open space to the canal corridor and the new bridge over the canal to Stratfield Farm (policy PR7b).
35. Improved east-west pedestrian, cycle and wheelchair connections between the built-up areas of Yarnton, Begbroke and Kidlington.
36. The development of the secondary school shall include provision for out-of-school hours shared community use including indoor sports and provision for controlled pedestrian, cycle and



Note continued

wheelchair access between the site and Begbroke Science Park. The playing pitches should be located to help maintain a gap between the development and Begbroke village (east).

37. The Local Nature Reserve, nature conservation area, public open green space/informal canal-side parkland shall be designed to reflect and enhance local landscape character and wildlife including that of the Oxford Canal and Rowel Brook. These areas and the agricultural land shall be kept free of buildings to avoid harm to the remaining Green Belt.
38. The contrast between the dense urban development and canal-side parkland setting should be used as a positive and integral design feature. The development must be designed to have a sensitive interface with Yarnton village (east). Development should provide an attractive frontage to the A44, to support a change in character away from a highways dominated environment, with appropriately located crossing points for pedestrians, cyclist and wheelchair users.
39. Development must not prevent the continued use of Begbroke Science Park or its potential expansion into the reserved area shown. It must not cause harm to the Grade II Listed Begbroke Farmhouse.
40. Layout and design that encourages the sustainable and safe management of waste by individual households and by residents collectively while minimising the visual and pollution impacts.

Appendix B – Education Provision Strategy



Begbroke Innovation District (BID)

Education Strategy

1 Vision and objectives

- 1.1 Begbroke will be an innovation district both due to the activities taking place in it and by the ways in which it will be developed.
- 1.2 An innovation district is a mixed-use environment where the combination of academic researchers, start-ups, established companies, residents and visitors, and social amenities provides the critical mass and ecosystem of services to support the growth of knowledge-based enterprises.
- 1.3 An innovation district enables enterprises to grow from inception through incubation to maturity, as well as provide an environment attractive to established commercial organisations (including homes and facilities for their employees).
- 1.4 Primary and secondary school education is an essential foundation for innovation. OUD is keen for the school provision on-site to be integrated – spatially and socially – to the wider Innovation District, establishing a mutually beneficial relationship between schools, academia and business.
- 1.5 This strategy summarises the proposed approach to delivery of school places to meet the needs of BID residents and, where required, the needs of neighbouring allocated sites.

This is Begbroke:

- Where a community can change the world.
- A destination for local residents, for local communities, and for international business.
- A gathering space and cultural hub, designed to facilitate collision.
- A showcase of science and a meeting of minds.
- A community in an extraordinary landscape, with homes that make sustainable living simple.
- A mix of homes, a blend of uses, with shared gardens, shared cars, shared interests and shared infrastructure.
- Canal and park.
- Biodiversity and beauty.
- A place of graduates, families and teens. Stay at home, work from home.
- This isn't work, it's discovery.
- An Oxfordshire village.
- A global exemplar.
- A place where anyone is welcome to live, to be part of the story. To share in the mission. To create a community that could change the world.



2 Planning for new school places

- 2.1 Planning for new school places is complex and many variables affect the number and timing of places required to meet the needs of families in new homes.
- 2.2 Providing sufficient school places for BID is the statutory responsibility of Oxfordshire County Council (OCC). But delivering the right number of school places at the right time for a new site requires close partnership working between the County Council and the Developer(s) so that each party is clear on (for example):
- The amount of land that needs to be reserved (or released) according to need (or potential need).
 - The build out rate and phasing, which will affect when and where places are needed.
 - The tenure and size of new homes, which will affect the number of children likely to live on site.
 - Options to meet school place needs off-site in existing schools.
 - The time required to service a site and build a new school.
 - The split of responsibilities for designing, contracting, servicing and building a new school.
- 2.3 The Section 106 agreement between OUD and OCC (along with Cherwell District Council, CDC), will establish the legal parameters and framework for this partnership working, including: responsibilities on either party to share information, the responsibility on either party to take actions at certain times (such as servicing a site, or transferring funds) and the backstops or step in rights that each party has to hold the other to account. Further detail on the scope of the Section 106 Agreement is set out in Section 8 of this Strategy.
- 2.4 Beyond the terms of the Section 106, OUD will work positively and proactively with OCC and other local stakeholders to meet school needs for BID. This will include working with the future school operating board(s) to create opportunities for work experience, knowledge sharing, collaboration, and integration with the Science Park.
- 2.5 OUD sees the Innovation District as a significant opportunity to forge strong links between school education, Oxford University research and academia and business – for the benefit of all parties. This is a key part of their vision for the site: *To create a community that could change the world.*

3 Local Plan Requirements

- 3.1 The Local Plan requires primary school provision on the PR8 (Begbroke), PR6a (Land East of Oxford Road) and PR9 (Yarnton) site allocations.
- 3.2 The Local Plan allocation for the PR8 requires:
- A secondary school on 8.2 hectares of land in the location shown [on the plan in the policy document], to incorporate a four court sports hall to Sport England specification, made available for community use;
 - The provision of a primary school with three forms of entry on 3.2 hectares of land in the location shown;



- The provision of a primary school with two forms of entry on 2.2 hectares of land in the location shown if required in consultation with the Education Authority and unless otherwise agreed with Cherwell District Council (CDC).

3.3 At least one primary school is likely to be required on site to meet the needs from the BID itself. The primary schools are primarily intended to serve the PR8 site and its neighbours, whilst the Secondary School is intended to provide for the cumulative needs of the sites in the Cherwell Plan ('PR sites') intended to meet Oxford's unmet housing need.

3.4 The timing and need for the Secondary School will depend on wider population trends and school capacity as well as the housing mix and the extent to which residents of BID and the other PR sites are 'additional' to the local area.

4 Safeguarding land

4.1 This Application is submitted with all matters reserved for subsequent determination, these being scale, layout, appearance, access and landscaping. The Application is supported by 'Control Documents' including the Development Specification and Parameter Plan 1 – Development Areas.

4.2 Through these Control Documents, OUD has safeguarded land for the two primary schools and secondary school.

4.3 Assuming full provision, the land and floor area for education provision would be as set out in **Table 1** below (as appears in Table 2 in the Planning Statement), which is in line with requirements in PR8.

Table 1 - Indicative maximum land and floor area for education provision

School type	Land area (hectares)	Floor area (square metres gross internal area)
Secondary school	8.02	11,400
Up to 2 Primary schools ¹	5.4	8,400

4.4 The Control Documents, along with a Planning Permission and Section 106 Agreement, would establish a framework within which future Development Area Briefs and Reserved Matters Applications would be prepared. This represents the first of three 'tiers' of planning control. Tier 2 will comprise Development Area Briefs that will be prepared to help inform and define the Reserved Matters Applications (Tier 3).

4.5 An Illustrative Masterplan is submitted with this Application and shows one way in which the Site could be developed.

4.6 The safeguarded land for the schools differs from the location indicated in the plan that forms part of Policy PR8. OUD has engaged with OCC and CDC through the pre-application process and undertaken a school site options appraisal. This appraisal considered a range of potential locations for the three school sites (all within the Redline Boundary). It took into account each of OCC's school site specification criteria, as well as OUD's own constraints and aspirations (for example indicative phasing, highways and landscape considerations). The proposed sites



reflect this exercise and represent the best location for the three schools all these matters considered.

5 Monitoring and triggering/releasing land

- 5.1 At this Outline stage details like housing mix, build out rate and phasing are still to be determined. Through the Development Area Briefs, followed by the Reserved Matters, further detail will be known about tenure, size and delivery rates. As people start to occupy the first homes, data will be collected on actual numbers of children living on-site. During this time the wider “ecosystem” of school capacity in existing schools could also change. These variables mean the triggers for school places need to be flexible.
- 5.2 OUD and OCC have discussed the potential for an Education Review Mechanism (ERM) which is likely to be secured in the Section 106. The ERM will be managed by a group of stakeholders to be referred to as the Begbroke Education Review Group. This will include OUD and OCC as a minimum but may also include academy operators, other Oxford University representatives, CDC and other interested parties as required.
- 5.3 This will help to ensure that BID will only deliver enough school places to meet identified needs as the community grows. Where there is demonstrably no need for further school places land will be released for alternative uses under the terms set out in the S106 Agreement.
- 5.4 This is to minimise the delivery of surplus school capacity (which can have operational and cost challenges). The Group will be responsible for agreeing what monitoring information is required to help with accurate forecasting of school place demand.
- 5.5 Alongside this there will be a monitoring and reconciliation arrangement to ensure that the financial contributions required of OUD (in the form of both capital and land) are adjusted to take account of schools places that are brought forward to meet demands for households living outside BID.

6 Delivering and operating schools

- 6.1 Oxford University is keen in principle to be involved in the delivery and operation of schools on the site. This is supported by the Local Plan policy for PR8, which states that:
“In the interest of encouraging an educational relationship between the secondary school and the University of Oxford’s Begbroke Science Park, the application(s) should demonstrate that the secondary school site has been designed in consultation with the University of Oxford.”
- 6.2 Such an approach is consistent with the wider strategy for the Innovation District described above, although it would need to be developed in consultation with OCC as the Local Authority Responsible for Education, the DfE and Regional Schools Commissioner and the Academy Trust(s). These relationships/partnerships will be explored at the appropriate time. The Section 106 agreement is not expected to either exclude or require Oxford University involvement in operating the schools, but rather leave this flexible.



7 Sports and community provision at school sites

- 7.1 OUD supports the co-location of community facilities with educational facilities. This is required by CDC, in policy PR8, for the four court sports hall at the secondary school. It could also apply to other school halls and pitches at both primary and secondary schools.
- 7.2 Schools have a significant estate of indoor and outdoor facilities that are typically not used for formal school activities at weekends, evenings or over the school holidays. This represents a missed opportunity for both the community (to access facilities in their neighbourhood) and the school (to earn revenue). School estates can play a particularly important role in delivering early community provision in a new development (before other facilities, such as a community centre, can be delivered).
- 7.3 School operators are at liberty to open their estates up for community use at their discretion. Formal commitments between OCC and the school operator can be secured through the Section 106 and/or through Community Use Agreements to be adopted as part of the school management agreements.
- 7.4 OUD recognises that there are constraints on the ability for OCC to impose requirements for community use on school operators, as the school funding agreement (including terms of operation) will be secured directly with the Department for Education. However, it is common ground between OCC and OUD (and CDC) that community use of school facilities is desirable and, in partnership, they will use reasonable endeavours to secure use of schools for the community.
- 7.5 This can be achieved through, for example, including community use as a criterion in the competition for a school operator and making recommendations with the Secretary for State on this basis when the funding agreement between the DfE and the operator is drafted.
- 7.6 Safeguarding of students and cost-effective management and maintenance will be the school operators' priority. If site design/layout means that the school operator cannot safely or cost effectively let the public onto the site they will not do so. OUD expects the school design brief¹ to include reference to community use (e.g., with respect to the location of halls, changing rooms, reception areas and security barriers).

8 Scope of the Section 106 Agreement

- 8.1 The Section 106 Agreement will set out the legal terms under which schools will be funded and delivered and how and when land will be transferred². It will set out the obligations committed to by both OCC and OUD (and in some cases CDC).
- 8.2 The Section 106 agreement is expected to:
- Establish the legal definition of the schools.
 - Establish a School Site Specification including access and servicing arrangements.

¹ To be issued to the design team (or design and build team) responsible for undertaking RIBA Stage 3-4

² Actual lease details will be outside the S106 although some key clauses may be included.



- Establish the terms under which school land will be transferred and to which parties.
- Define what is meant by a safeguarded land and the legal process under which the delivery of this space will be triggered and released, if not required.
- Establish the approach to trigger dates for buildings, land and/or funds for the delivery of schools.
- Establish the scale of school payments and if and where these will be applicable; the indexation rate that will apply to any such payments.
- Set out OCC's obligations with respect to making decisions related to the schools and school delivery.
- Reference/Establish the Terms of Reference for a monitoring group.

Appendix C - OUD Response to Oxford City Council Regulation 18 Local Plan Consultation

Our ref: Q210843
Email: gregory.markes@quod.com
Date: 14 November 2022



Planning Policy Team
Oxford City Council
Town Hall,
St Aldate's Street,
Oxford
OX1 1BX

For the attention of Planning Policy Team

Dear Madam/Sir

Response to Oxford Local Plan 2040 – Preferred Options Stage Consultation (Regulation 18) on behalf of Oxford University Development

I write on behalf of Oxford University Development Ltd ('OUD') to submit representations to the consultation being held by Oxford City Council on the Oxford Local Plan 2040: Preferred Options (September 2022) document.

OUD is a joint venture company between the University of Oxford and Legal & General, whose purpose is to realise the development potential of the University's land holdings by delivering high quality housing and employment floorspace coupled with environmental improvements and sustainable social and transport infrastructure. Quod are instructed by OUD to act as the planning consultant for the preparation of a planning application to bring development forward on land to the north of Oxford and east of the A44 allocated by Policy PR8 of the Cherwell Local Plan 2011-2031 (Part 1) Partial Review: Meeting Oxford's Unmet Housing Needs. OUD manage a portfolio of sites both within and outside of Oxford City. These representations are written on behalf of OUD specifically as the promoter of development on the land allocated by Cherwell District Council through Policy PR8 to meet Oxford unmet housing needs.

The City and University of Oxford are clearly deeply entwined. The University is responsible for the City's status as a world-renowned centre of education and innovation and for attracting top talent and enterprise. In turn, the City provides the amenities and infrastructure that support investment and make it a highly desirable place to live. The scale of the success in attracting people to the City to learn, live and work has however created deep-rooted problems that both the University and City Council must address. Whilst it is essential that the local plan enables Oxford to sustain and fulfil its status as a world leading centre for knowledge based investment, OUD agree that other issues must be addressed, including the City's housing crisis; Oxford is one the most unaffordable places to live in the country, with stark divides between areas of affluence and pockets of deprivation. These issues impact directly on the University, which is strongly motivated to play its part in finding solutions that will ensure that all those who come to Oxford can access good quality housing; that will foster economic growth; and that will enable healthy, happy, mixed and balanced communities.



1 Representations

The Preferred Options document contains a series of proposed policy approaches or options that cover a range of topics. It does not include draft policies. The representations below are ordered to follow the headings and policy options in the document.

Objectives and Strategy

OUN endorse the first objective: to deliver ‘a healthy, inclusive city to live in’ that provides access to affordable, high quality and healthy living accommodation for all. This ambition and its position as a key priority for the plan is supported, and OUN supports the drafting of policies to achieve this.

The Preferred Options document notes that the Local Plan 2040 will need to accommodate a variety of housing types, sizes and tenures. This is also commended. Oxford is comparable perhaps only to Cambridge in the uniqueness of its housing demand, and it is right that policies should be sufficiently agile to reflect this and allow for proposals which meet specific local requirements where they are supported by up-to-date evidence of particular need.

The second objective seeks to capitalise on the City’s economic success and foster further growth and recovery. It would be helpful here to acknowledge that Oxford sits at the heart of an innovation eco-system that stretches at least from Harwell Science and Innovation Campus in the south to Begbroke Science Park in the north. Many people live in Oxford but work in these out-of-City campuses and it is important that the Local Plan recognises this and seeks to ensure that proper connectivity is provided to enable these connections to flourish sustainably.

This relates to the Overarching Thread of the 15-minute city. As a guiding principle it is one that OUN supports but it must complement and not undermine the delivery of comprehensive and sustainable transport links over all distances (short, medium and long) where they are necessary to the successful functioning of the City.

Strategic Policy Option Set S2: Approach to Greenfield Sites

OUN recommend Option A is taken forward. National policy is clear that efficient use should be made of brownfield land where possible, but this should not equate to a moratorium on the use of greenfield sites where appropriate. Development needs must be identified and land tested for its ability to meet them before restrictive policies are reapplied.

The option wording suggests that policies would be taken forward requiring that development maximises the efficient use of land on brownfield sites. There is no in-principle reason why a similarly worded policy should not apply to the use of allocated greenfield sites as well. Ultimately the scale of housing and employment need in Oxford makes it essential that the use of all suitable, available land in the City should be optimised; policy should reflect this.



Policy Option Set H1: Housing requirement for the plan period

OUd recommend that the Council pursues the Preferred Option A. It is important that the Local Plan is deliverable and there is no evidence that pursuing the Alternative Option would achieve this without having to sacrifice other important ambitions and objectives. It is essential that the Council properly plan for delivering housing and a capacity-based requirement is justified in this context. The requirement figure must, however, be based upon up to date and robustly prepared evidence and be supported by qualitative policies in the Plan that encourage the optimisation of available sites for the range of diverse housing needs.

Policy Option Set H2: Housing need for the plan period

OUd recommend that Option B is pursued as a basis for policy. Oxford's economy is important to the world; research and development carried out in Oxford is tackling some of the globe's biggest challenges including the climate crisis, world health issues and the COVID pandemic. It is right that economic growth should be supported in itself but also by delivering housing so that those who come to Oxford to work can have a reasonable expectation of also being able to live there in good quality accommodation that meets their needs. The functioning of the University and of the Oxford economy should not be unnecessarily constrained.

As is noted in the Preferred Options document, using the Standard Method to calculate housing need in Oxford risks underestimating the scale of need. It is important this is avoided and that the unique scale and nature of the need is properly and robustly considered.

It is likely that Oxford will have to work with its neighbouring authorities to address unmet housing need. This should not be shied away from, nor the housing need 'artificially' reduced to avoid this. Bold action is required, and Oxford should continue to work with its neighbours and cooperate in delivering housing that can alleviate the housing pressure in the City. This includes considering how policy can be best ensure that affordable housing delivered on sites outside of the Council's boundaries can address the broad range housing needs and sources of housing pressure arising from within the City itself.

Policy Option Set H3: Affordable housing – Overall requirement

OUd recommend formulating a policy based on Option B. As the Preferred Options document rightly identifies, the affordability crisis in Oxford is such that the discounts applied to First Homes would be unlikely to match even an intermediate housing product in terms of affordability. An affordable housing policy should prioritise the delivery of intermediate products over First Homes. This allows for greater flexibility in the delivery of those intermediate products (allowing for typologies such as employer- and university-linked homes).

It is acknowledged that national policy requires the delivery of First Homes. However, there are instances of other authorities (that are similarly constrained and that suffer from severe unaffordability) disapplying the First Homes criteria within their jurisdiction (e.g., London Borough of Camden, and Brighton and Hove City Council).



OUN encourage the Council to ensure that affordable housing policies are reflective of up to date and detailed evidence and flexible enough to accommodate the City's very wide range of housing needs. This means accommodating those who in affordability terms may qualify for social/affordable rented housing, but who would otherwise not meet the criteria for having a local connection in the City. This is highly important given the profile of Oxford as a city that attracts people from all over the world to live and work, sometimes for relatively short periods of time. The risk is that this demographic is 'squeezed' out of accessing affordable rented housing and into potentially sub-standard accommodation that is not professionally managed and on expensive, short term contracts. This can have further consequences in the loss of family homes as homes become occupied by sharers.

A suitably flexible affordable housing policy should be formulated that acknowledges the important role that all of Oxford's communities play in its culture, economy and future growth. Policies that support employer-linked housing being delivered as affordable housing will be important to this (and are addressed below). However, given the scale and range of affordable housing needs in Oxford, it is important to formulate all relevant policies in a manner that can contribute to tackling the issue.

Policy Option Set H5: Employer-linked affordable housing

OUN recommend that Option A is taken forward as the basis for policy as this is in accordance with the NPPF's recommendation that planning policies reflect the housing needs of different groups in the community (paragraph 62).

We have set out above the risk of certain affordable housing needs being 'squeezed out' and unacknowledged. Allowing for employer-linked housing to be delivered as affordable housing will play a significant role in helping to address this gap. The Universities are a significant source of housing pressure in the City, but also one that has particular needs not best met by 'traditional' housing products. The Preferred Options document correctly identifies that employer linked housing can help relieve this pressure and we strongly support this conclusion.

To omit a policy of this type would risk failing to properly acknowledge the sources of housing pressure in the City. It would also directly contradict the NPPF as set out above and could therefore be found unsound.

2 Summary and conclusion

Appreciating that the plan-making process is still in its early stages, OUN is nonetheless supportive of the direction set out in the consultation. Helping address the housing needs of Oxford's Universities and other key employers means helping address the housing needs of the City as a whole. There are further benefits and opportunities here for the Council in partnering with the Universities to deliver multiple strategic objectives including sustainable patterns of growth, improved place-making, vibrant and active communities and environmental improvements.



We look forward to engaging with the City Council further as the draft plan progresses. Should you require any further information on the above, please do not hesitate to contact me.

Yours sincerely

A handwritten signature in black ink that reads "gjbmarkes".

Gregory Markes
Senior Planner

enc.

cc. Tom Clarke (OUD)
Matthew Sharpe (Quod)
Claire Dickinson (Quod)

Appendix D – Framework Delivery Plan

1 Introduction

- 1.1 This **Framework Delivery Plan** ('FDP') has been prepared on behalf of Oxford University Development ('OUD' or 'the Applicant') by Quod in relation to land to the east of the A44 between Yarnton, Kidlington and Begbroke ('the Site').

The Proposed Development

- 1.2 OUD are submitting an outline planning application with all matters reserved for development of c.170ha of the land allocated by Policy PR8 of the Cherwell District Council ('CDC') Local Plan Part 1 Partial Review: Meeting Oxford's Unmet Housing Needs. It is intended that the outline planning permission would establish a flexible framework and be the first of three 'tiers' of planning control over the Site. Tier 2 involves the preparation and approval by CDC of a Development Area Brief which would provide a masterplan for a particular area of the Site. Reserved matters applications would then be prepared in accordance with both the outline planning permission (Tier 1) and the relevant Development Area Brief (Tier 2). Please refer to the **Guide to the Application** and to the **Planning Statement** for further information.
- 1.3 The Proposed Development is set out in the **Planning Statement**. In summary, the outline planning application is seeking permission for:
- Up to 215,000 square metres ('sqm') gross external area ('GEA') of residential floorspace;
 - Up to 155,000sqm GEA of floorspace across 14.7ha of land in association with the expansion of the Begbroke Science Park;
 - Up to 21,000sqm GEA of supporting and ancillary non-residential floorspace that includes (but is not limited to) cafes, shops, bars and pubs, community spaces, indoor sports facilities, and cultural amenities;
 - Provision of formal sports, play areas and allotments within the Site boundary;
 - Safeguarding 8.02ha of land for the delivery of a secondary school in the location shown on Parameter Plan ('PP') 01 – Development Areas;
 - Safeguarding 3.2ha of land for the delivery of a 3FE primary school in the location shown PP 01 – Development Areas;
 - Safeguarding 2.2ha of land for the delivery of a 2FE primary school in the location shown PP 01 – Development Areas;
 - The delivery of a Local Nature Reserve across 29.2ha of land;
 - The creation of a nature conservation area on 12.2ha of land;
 - The delivery of a canalside parkland across 23.4ha of land;
 - The delivery of a new civic park on the former landfill site;
 - The retention of 12ha of land to provide for agricultural uses and/or farmland bird habitat compensation.
- 1.4 Access to the Site will be gained via the existing Begbroke Hill road and by connecting to the new spine road delivered on land south of the Site, which will connect to the A44 south of the

Shell garage. A temporary construction access would be delivered just north of the Shell garage to provide direct construction vehicle access to the Site.

1.5 This is proposed through a set of ‘Controlling Documents’ that will establish the flexible planning framework for the Site. The Controlling Documents proposed by the outline planning application are:

- **Site Location Plan;**
- **Development Specification;**
- **Strategic Design Guide;**
- **PP01 – Development Areas;**
- **PP02- Maximum Building Heights;**
- **PP03 – Green Infrastructure;** and
- **PP04 – Access and Movement.**

1.6 As stated above, the Proposed Development is for 215,000sqm GEA of residential floorspace. The **Development Specification** includes an indicative site-wide unit mix range. This is set out below in **Table 1**.

Table 1 - Site wide unit mix range

Unit type	Studio/1 bedroom	2 bedroom	3 bedroom	4+ bedroom
Range	20-40%	30-40%	15-30%	5-20%

1.7 For the purposes of this outline planning application, it is anticipated that approximately 1,800 homes would be delivered on the Site. 50% of the residential units are expected to be affordable homes.

Policy context

1.8 This FDP has been prepared pursuant to the requirement of Policy PR8. Part 31 of Policy PR8 reads:

The application(s) shall be supported by a Delivery Plan demonstrating how the implementation and phasing of the development shall be secured comprehensively and how individual development parcels, including the provision of supporting infrastructure, will be delivered. The Delivery Plan shall include a start date for development, demonstration of how the development would be completed by 2031 and a programme showing how the site will contribute towards maintaining a five year supply of housing.

2 Framework Delivery Plan

Delivery start and end dates

- 2.1 Construction is anticipated to start in 2025 and be complete in 2033. Construction activity is expected to peak in 2028.

Comprehensive delivery and management

- 2.2 OUD will work with developers and registered providers to deliver the housing and non-residential floorspace. OUD will remain master developer throughout the development and be responsible for coordination between all parties. OUD will be responsible for delivering the on-site strategic infrastructure such as key roads and green infrastructure (unless otherwise agreed with development partners).
- 2.3 Development Area Briefs will identify the strategic infrastructure needed to support the particular development area. They will also identify how new development will be supported by ancillary non-residential uses to ensure that new communities can access retail and community spaces throughout all phases of the development's delivery.
- 2.4 OUD will be responsible for coordinating ongoing management and stewardship of the Site. Further discussion on how this will be delivered will take place through negotiating the s106 agreement and at later planning stages (i.e., through Development Area Briefs and reserved matters applications).

Phasing and infrastructure

- 2.5 It is proposed that a condition is attached to the grant of outline planning permission requiring that a phasing plan is submitted to and approved by CDC prior to the commencement of development within the Site.
- 2.6 At this stage, it is envisaged that construction will broadly happen over three phases. With initial construction site access only available from the A44 via Begbroke Hill, it is logical to build out the Development from west to east. There would be an element of clockwise construction phasing, moving north around the science park to then complete the properties in the southern extent of the Site.
- 2.7 The strategic infrastructure will likely be built in two phases, initially north of Sandy lane and the to the south of Sandy Lane. Some elements built in the first phase, such as the extension to Begbroke Hill as the primary access road through the Development, utility diversions, new water infrastructure and sub-station, are likely to serve the whole Development.

Housing

The anticipated rate of housing delivery is set out below in **Table 2**.

Table 2 - Indicative housing delivery

Year	2026	2027	2028	2029	2030	2031	2032	2033
Completions	255	225	225	225	225	225	225	195
Cumulative	255	480	705	930	1155	1380	1605	1800

2.8 Housing will be delivered to provide a mix of tenures and housing types, including affordable housing.

Social infrastructure

2.9 Land has been safeguarded within the Site to deliver a secondary school, a 3FE primary school and a 2FE primary school.

2.10 The need for the Secondary School and Second Primary School arise because of needs associated with the PR Sites overall. The timing of delivery will therefore be informed by Oxfordshire County Council. Triggers for the period review of housing delivery and the need for the Secondary School and Second Primary School will be confirmed following further consultation with Oxfordshire County Council and secured through the Section 106 Agreement that would be attached to any planning permission for the Proposed Development.

2.11 The First Primary schools is intended to serve the needs from PR8 only. There are three parties promoting development within the PR8 allocation site: OUD, Hallam Land Management, and Newcore. Appropriate triggers for the period review of the need for a primary school will be established through the s106 agreement.

Open space

2.12 Open space will be delivered on a phased basis to ensure that each new development parcel is served by an appropriate level of open space. This will be achieved through a combination of providing open space within the developable area and through open space and facilities provided within the retained green belt.

2.13 Triggers for the completion of the local nature reserve, nature conservation area, and canal-side parkland will be established through the s106 agreement with Cherwell District Council and will be linked to the delivery of housing on the PR8 site.

Appendix E – Retail and Town Centre Impact Assessment



Quod

Retail & Town Centre Impact Assessment

Begbroke Innovation
District

JULY 2023

Q210843

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- 1 Impact Assessment Methodology
- 2 Retail and Food & Beverage Analysis

1 Introduction

Scope and Purpose

- 1.1 This Retail and Town Centre Impact Assessment ('RTCIA') has been prepared by Quod on behalf of an application submitted in support of proposals by Oxford University Development Limited ('the Applicant'). Quod has a wealth of experience in the preparation of such assessments, and has provided expert witnesses at several planning appeals and Local Plan examinations.
- 1.2 The Applicant's vision is to transform the existing Begbroke Science Park and surrounding land ('the Site') into an Innovation District that is an internationally recognised location for innovation, research, education and entrepreneurship. This would be a mixed-use development comprising research and development and flexible employment uses, industrial uses, commercial and professional services, storage uses, residential dwellings, retail, leisure and community uses, entertainment venues, supporting social and physical infrastructure, and new and enhanced landscape and wildlife areas including a new local nature reserve.
- 1.3 This RTCIA should be read alongside other documents submitted in support of the planning application, including but not limited to, the following:
 - Planning Statement, prepared by Quod; and
 - Design and Access Statement, prepared by Hawkins Brown.
- 1.4 The RTCIA concentrates specifically on the retail and town centre planning policy issues associated with the 'main town centre uses' proposed as part of this application. As such, it provides justification for this element of the overall proposed development.

Location and Context of the Site

- 1.5 The Site extends to approximately 170 hectares of land located approximately 6.7 kilometres north west of Oxford city centre, and approximately 625 metres west of Kidlington village centre.
- 1.6 The Site is in an out-of-centre location in retail policy terms – being more than 300 metres of the nearest defined centre (Kidlington village centre). However, it is allocated by adopted local planning policy for a new urban neighbourhood. This allocation identifies a number of key delivery requirements, including the provision of a new local centre.

Proposed Development

- 1.7 The proposed development seeks the comprehensive redevelopment of the existing Begbroke Science Park and surrounding land into an Innovation District, together with residential uses and commercial uses.

1.8 A breakdown of the potential ‘main town centre uses’¹ proposed (excluding the floorspace intended for science park and office use) is outlined below:

Table 1 - Main Town Centre Uses

Use Class	Use Class Vision (but not a planning control)	Floorspace (Gross External Area) (square metres)
Class E(a), (b) and (c)	Retail (including the sale of food and drink)	3,500
Class C1	Hotel	10,000
Class E(d), (e) and (f)	Non-residential institutions, and community and leisure, including nursery, indoor sport or fitness facilities, and creches and/or nurseries	5,600
<i>Sui generis</i>	<i>Sui generis</i> uses including (but not limited to) public houses, wine bars or drinking establishments	700
Total	-	19,800

1.9 In total up to 19,800 square metres (gross external area) of floorspace is proposed for ‘main town centre uses’ as part of the development proposals – excluding the floorspace to be used as a science park and offices.

1.10 The RTCIA has identified the ‘main town centre uses’ on the maximum floorspace that could be provided on a ‘worst case basis’ (i.e. the maximum floorspace that could be provided for each main town centre use). Accordingly, the assessment that has been undertaken has been based on the following:

- Up to 3,500 square metres could be used for Class E(a)²;
- Up to 4,200 square metres could be used for Class E(b) and / or *sui generis* (drinking establishments) (referred to as food and beverage (‘F&B’) outlets);³
- Up to 5,600 square metres could be used for Class E(d) (leisure uses, such as a gym); and
- Up to 10,000 square metres for a hotel (Class C1).

¹ Defined at Annex 2 to the NPPF (2021) as comprising: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls)

² Defined by the Use Classes Order as ‘Display or retail sale of goods, other than hot food’

³ For clarity, this is the sum of the Class E(b) floorspace (3,500sqm) and the *sui generis* floorspace (700sqm).

- 1.11 The above approach is highly robust as it assumes that up to 3,500 square metres of floorspace could be occupied by just Class E(a) uses only, and up to 4,200 square metres just within Class E(b) and / or *sui generis* uses (i.e. F&B') only.
- 1.12 Such a scenario is highly unlikely and unrealistic as there would not be sufficient demand to make the delivery of this amount of floorspace commercially viable. Instead, the floorspace will comprise a mix of Class E uses (such as retail, café and professional services), together with some other town centre uses (such as a gym). Such an approach has been undertaken for flexibility purposes and seeks to demonstrate that the impact of the proposed main town centre uses will not be 'significant adverse' (the policy test) on existing centres or on investment elsewhere. By adopting this approach, the identified levels of impact will be overstated.

Structure of Report

- 1.13 In addressing relevant retail and town centre planning policy and detailed justification for the application, the following sections are provided:
- **Section 2** – sets out the relevant retail and town centre policy context against which the proposals need to be assessed.
 - **Section 3** – provides the sequential approach to site selection.
 - **Section 4** – assesses the trading effects of the proposal on planned investment and on the vitality and viability of existing centres.
 - **Section 5** – draws the report's conclusions.

2 Policy Context

- 2.1 A full planning policy overview is provided within the supporting Planning Statement. For the purposes of this report, the retail and town centre policies are of relevance and are considered below.
- 2.2 The development plan comprises 'saved' policies of the Cherwell Local Plan (1996), the Cherwell Local Plan Part 1 (adopted July 2015), and the Cherwell Local Plan 2011-2031 (Part 1) Partial Review that was adopted in 2020.
- 2.3 Material considerations chiefly comprise the National Planning Policy Framework ('NPPF') (2021), the supporting Planning Practice Guidance ('PPG') and the Council's latest retail evidence base. Cherwell District Council ('CDC') is also at an early stage of preparing a new Local Plan, with consultation recently taking place on the vision, objectives and strategy for development in Cherwell up to the year 2040. Given the stage reached, emerging local planning policy carries little weight in the determination of the application proposals.

Local Planning Policy

Cherwell Local Plan (1996)

- 2.4 'Saved' policies of the adopted Cherwell Local Plan remains part of the statutory development plan.
- 2.5 Chapter 4 of the Local Plan deals with town centres and local shopping. Whilst a number of policies have been saved, those relevant to the application proposals have been replaced by the Part 1 Local Plan.

Cherwell Local Plan 2011-2031 (Part 1) (2015)

- 2.6 The Cherwell Local Plan 2011-2031 was adopted in 2015 and contains strategic planning policies for development and the use of land.
- 2.7 Policy SLE 2 ('Securing Dynamic Town Centres') outlines that retail and other main town centre uses will be directed towards the centres of Banbury and Bicester and the village centre of Kidlington. This Policy goes on to states that the Council will apply the sequential test as set out by national policy.
- 2.8 In terms of retail impact, Policy SLE 2 states that:

"An impact assessment will also be required in accordance with requirements in the NPPF. The Council will require an impact assessment if the proposal is over 2000sq. metres (gross) in Banbury, 1500sq. metres (gross) in Bicester and 350 sq. metres (gross) elsewhere.

Evidence in the Council's Retail Study will also be considered in determining applications of information is not provided by the applicant which is considered to supersede this evidence."

- 2.9 This Policy does state that that the Council ‘will support’ the provision of new local centres containing a small number of shops of a limited size within the strategic housing allocations on strategic sites set out in the Local Plan.

Cherwell Local Plan 2011-2031 (Part 1) Partial Review – Oxford’s Unmet Housing Need (2020)

- 2.10 The adopted Cherwell Local Plan (Part 1) included a trigger for a ‘Partial Review’ of the Local Plan should it be revealed that Cherwell and other districts are required to meet the unmet housing needs of Oxford. Consequently, CDC adopted a Partial Review of the Local Plan (adopted September 2020).
- 2.11 Policy PR8 (‘Land East of the A44’) allocates the Site as a new urban neighbourhood, which includes a number of key delivery requirements. This includes the provision of a local centre.
- 2.12 Specifically, Policy PR8 states that:

“The provision of a local centre on one hectare of land in the location shown unless the location is otherwise agreed with Cherwell District Council. The Local Centre shall include provision for local convenience retailing (use class A1 – no more than 500 square metres net floorspace and no less than 350 square metres), ancillary business development (use class B1(a) only) and/or financial and professional uses (use class A2); a café or restaurant (use Class A3); the provision of a community building to required standards providing the opportunity for social and childcare facilities, the opportunity for required health facilities to be provided and provision for required emergency services infrastructure.”

Material Considerations

National Planning Policy Framework (2021)

- 2.13 The NPPF is a material consideration of significant weight. The NPPF is underpinned by a presumption in favour of sustainable development.
- 2.14 Paragraphs 81 to 85 set out the Government’s planning policies for building a string, competitive economy. Paragraph 81 states that:
- “Planning policies and decisions should help to 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...”*
- 2.15 In terms of town centre and retail policies, these are set out at paragraphs 86 to 91 inclusive. Paragraph 86 advises that it is important that needs for all main town centre uses are met in full and not compromised by limited site availability. It goes on to note (at paragraph 86) that local planning authorities (LPAs) should apply the sequential test to planning applications for main town centre uses that are not in an existing centre and not in accordance with an up-to-date Local Plan. In undertaking such an assessment, Paragraph 88 states that applicants and LPAs should demonstrate flexibility on issues such as format and scale.
- 2.16 In terms of retail impact, paragraph 90 advises that for retail development outside of town centre (which is not in accordance with an up-to-date plan) local planning authorities should:

“...require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500sqm). This should include an assessment of:

- The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and*
- The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider retail catchment (as applicable to the scale and nature of the scheme).”*

- 2.17 Paragraph 91 states that where an application fails to satisfy the sequential test or is likely to have a ‘significant adverse impact’ on one of the factors set out in Paragraph 90, it should be refused – this will be unless material considerations indicate otherwise.
- 2.18 Overall, the NPPF requires local planning authorities to take a pro-active and positive approach to development and growth.

Planning Practice Guidance

- 2.19 The online PPG was first published in March 2014, and it supports policies within the NPPF. It includes important guidance on town centres and the application of both the sequential and impact tests. The PPG is referenced, where relevant, in the assessment provided later within this report.

Emerging Local Plan

- 2.20 CDC is currently in the process of updating some of the current local plan policies as part of the emerging Cherwell Local Plan 2040. A Community Involvement Paper was published in July 2020 for consultation.
- 2.21 Given its early stage, very little weight can be given to emerging planning policies in the consideration of these application proposals.

Other Material Considerations

- 2.22 Nexus Planning, with support from GCW, produced the ‘Cherwell Town Centre and Retail Study’ (‘CTCRS’) on behalf of CDC. This was published in September 2021.
- 2.23 The key purpose of the CTCRS was to inform the preparation of the Cherwell Local Plan Review and provides CDC with an up-to-date objective assessment of retail and leisure (health and fitness facilities; bowling alley; cinema screen; restaurant and café space; evening economy including night-clubs, and cultural facilities) development needs in the District, and considers possible strategic policy responses to any prevalent or emerging issues.

Summary

- 2.24 The starting point for determining the planning application is the development plan, which in this instance comprises saved’ policies of the Cherwell Local Plan (1996), the Cherwell Local Plan Part 1 2011-2031 (2015), and the Cherwell Local Plan 2011-2031 (Part 1) Partial Review

that was adopted in 2020. Emerging local planning policy, albeit at an early stage, together with the NPPF and PPG, are material considerations of the application proposals.

2.25 Although the Site is not located within a defined centre, it is allocated for a new urban neighbourhood, which includes the provision of a new local centre that will accommodate a mix of town centre uses – both retail and other main town centre uses. Consequently, the principle of main town centre uses in this location is supported by local planning policy.

2.26 It is within this context that the application proposals have been considered against the retail tests set by national and local planning policy – namely the sequential approach to site selection and the impact test.

3 Sequential Approach to Site Selection

- 3.1 National and local planning policy requires that the sequential approach to site selection be applied for all main town centre uses that are not in an existing centre and not in accordance with an up-to-date development.
- 3.2 Whilst the sequential approach seeks to focus new development in defined centres, it does not preclude sites coming forward elsewhere if no in-centre opportunity exists.
- 3.3 It is acknowledged that the Site comprises an ‘out-of-centre’ location for retail purposes. However, the Site is allocated for development, including for a new urban neighbourhood, which includes the provision of a local centre, providing local convenience retailing, alongside other uses (such as financial and professional uses; cafés and restaurants and a community building). Accordingly, main town centre uses at Begbroke are supported by local planning policy.
- 3.4 The fact that the provision of a local centre is supported by local planning policy to support the new urban neighbourhood at Begbroke is of significance in addressing the sequential approach to site selection.
- 3.5 In addition, in applying the sequential approach, it is also important to note the following:
- Much of the commercial element of the scheme is critical in ‘place making’ for the wider development and to ensure active frontages.
 - Much of the commercial floorspace will meet the needs of the on-site employment and new community created on site. The scheme includes the delivery of c.1,800 homes, which once completed, will generate a new resident population of approximately 4,200. The wider development proposals will also deliver up to 6,310 new jobs. This ‘on-site’ population itself will generate in the region of £58.60 million of retail expenditure per annum⁴. The scale and type of much of the town centre uses proposed will support some of the day-to-date needs of the Site’s living and working population. This in turn will lead to sustainability benefits, reducing the needs of the population / workers / visitors to travel off-site. This position is equally true when considering other main town centre uses, such as leisure and F&B outlets.
 - When considering the potential turnover of the proposed retail floorspace, particularly for the more realistic assumptions identified for Scenario 3 (up to £13.39 million), this compares favourably to the available expenditure. This represents less than 23% of the on-site retail expenditure generated. Furthermore, the estimated turnover of the proposed retail floorspace is based on the unrealistic assumption that all the Class E floorspace is occupied by retail uses.
 - Likewise, for F&B uses, the level of expenditure generated on-site means that the turnover of the proposal (up to £8.40 million based on the unrealistic approach that all

⁴ Table 2 at Document 1

the identified floorspace could be occupied by F&B outlets) is considerably less than the on-site expenditure (£19.77 million).

- Whilst it is acknowledged that not all the 'on-site' expenditure will be retained, equally it is unrealistic to assume that the proposed Class E / *sui generis* floorspace identified could be occupied by just retail or just F&B outlets.

3.6 In this context, the quantum of retail and F&B floorspace proposed can entirely be supported by the new community created as part of the wider redevelopment proposals.

3.7 Likewise, the nature of the other town centre uses proposed (such as the hotel and other leisure / town centre uses) will also principally be supported by the new on-site community.

3.8 Related to these factors, the PPG⁵ states that the:

“Use of the sequential test should recognise that certain main town centre uses have particular market and locational requirements which mean that they may only be accommodated in specific location.”

3.9 With regard to how the sequential approach should be applied in this instance, the main town centre uses of the proposal will largely serve a specific locational need. The application proposals will comprise mixed use development, including retail and commercial facilities to serve the on-site requirements – consistent with the site allocation.

3.10 In this context, given the site-specific requirements of the proposal, and its Local Plan allocation, it is not deemed necessary to apply the sequential approach. Notwithstanding this, further consideration of the proposal's conformity with the sequential approach has been provided.

3.11 When considering alternative sites, and whether these can be deemed suitable or available for the proposal, it is important to consider recent case law. This has provided clarity on the approach that should be applied in addressing the sequential approach to site selection.

3.12 What makes a site 'sequentially preferable' and the extent to which flexibility is required has been determined by Judgments at *Dundee*⁶ and *Scunthorpe*⁷.

3.13 Whilst the *Dundee* case was a Scottish case, the principles underlying the Supreme Court's decision also apply in England. This has been confirmed by subsequent Secretary of State decisions.

3.14 The Judgments establish that if a site is not suitable for the commercial requirements of the development in question, then it is not a suitable site for the purposes of the sequential approach; and that in terms of the size of the alternative site, provided that the applicant has demonstrated flexibility with regard to format and scale, the question is:

⁵ Paragraph: 012 Reference ID: 2b-012-20190722

⁶ Tesco Stores Limited v Dundee City Council (Scotland), 21 March 2012

⁷ Zurich Assurance Limited v North Lincolnshire Council, 20 December 2012

“...whether an alternative site is suitable for the proposed development, not whether the proposed development can be altered or reduced so that it can be made to fit an alternative site.” (Paragraph 29 of the *Dundee* Judgment)

3.15 Paragraph 38 of the *Dundee* Judgment goes on to state:

“Here too the context indicates that the issue of suitability is directed to the developer’s proposals, not some alternative scheme which might be suggested by the planning authority. I do not think that this is in the least surprising, as developments of this kind are generated by the developer’s assessment of the market that he seeks to serve. If they do not meet the sequential approach criteria, bearing in mind the need for flexibility and realism to which Lord Reed refers in para 28, above, they will be rejected. But these criteria are designed for use in the real world in which developers wish to operate, not some artificial world in which they have no interest in doing so.”

3.16 The *Scunthorpe* Judgment reinforces the *Dundee* conclusions, focusing the considerations of the sequential test in the “real world”, i.e. having regard to commercial realities.

3.17 The interpretation of ‘suitability’ has been reinforced by the Secretary of State, including by a call-in decision at Rushden Lakes, Northamptonshire⁸. In this decision, the Secretary of State agreed with the Inspector’s recommendation to allow the erection of a mixed-use scheme at Rushden Lakes. Within the decision the Inspector identified the *Dundee* Judgment as being of “seminal importance”.

3.18 To this end, when commentating on suitability the Inspector (para. 2.64) noted that:

“...if a site is not suitable for the commercial requirements of the developer in question then it is not suitable for the purposes of the sequential approach.”

3.19 In addition, the Inspector (para. 2.64) went on to state that whilst an Applicant must demonstrate flexibility, it is not the purpose of the sequential test to consider sites that alter the proposed development, noting that:

“...in terms of the size of the alternative site, provided that the applicant has demonstrated flexibility with regards to format and scale, the question is whether the alternative site is suitable for the proposed development, not whether the proposed development could be altered or reduced so that it can be made to fit the alternative site.”

3.20 It is not appropriate to require the relocation of a proposal to a smaller, more central site that would not be able to deliver the necessary quantum of floorspace brought forward by the application proposals. Whilst there is a requirement to show flexibility when looking for more central sites, a balance needs to be struck between achieving a viable development, and one that demonstrates flexibility.

3.21 These decisions provide important context in the interpretation of how the sequential assessment should be applied.

⁸ Ref. APP/G2815/V/12/2190175

3.22 The Rushden Lakes decision also clarified that it is no longer a policy requirement to assess the scope for disaggregation. When commenting on this specific point the Inspector (paragraph 2.68) stated:

“There is no longer any such requirement stated in the NPPF...Had the Government intended to retain disaggregation as a requirement it would and should have explicitly stated this in the NPPF. It is too large a point to rest on implication. If it has been intended to carry on with the requirement then all that would have been required is the addition of the word “disaggregation” at the end of NPPF [24].”

3.23 Since this decision was issued, the NPPF has been revised and it remains that disaggregation is not explicitly required under national policy. Likewise, there is no requirement under adopted local planning policy to consider disaggregation as part of the sequential approach.

3.24 A Court of Appeal decision⁹, when considering this specific matter, also re-confirmed that disaggregation is not an explicit requirement of the NPPF. In particular, the Judgment identified that:

“...an insistence on disaggregation has the potential to stultify development of a given site unless a developer’s proposal comprise single use.”

3.25 Against this background it is not necessary to disaggregate the constituent elements of the scheme. Instead, alternative sites will need to be suitable to accommodate the scheme as a whole, or a flexible interpretation of it.

3.26 In summary, the key factors to note from the above judgments and Secretary of State / appeal decisions are that:

- Although a sequential alternative does not need to be capable of accommodating exactly the same as what is proposed, it must be capable of accommodating the broad development proposed; and
- There is no policy requirement to consider disaggregation of the constituent elements of a proposal. If the sequential approach is to be applied, it is the scheme as a whole that should be assessed.

3.27 Taking these factors into account, we are not aware of any site in the local area that could accommodate the broad scale of development proposed and will meet the need that the proposal is intended to serve. In considering the sequential approach it is important to reiterate that the Site is allocated for a new urban neighbourhood, which includes main town centre uses, by adopted local planning policy.

3.28 Against this background, whilst we do not consider it necessary to assess the sequential approach given the site allocation and the site-specific need the development will be serving, it has been demonstrated that the sequential approach as set out in national, strategic, and local planning policy is satisfied.

⁹ Salford Estates (No.2) Ltd v Durham County Council & ANR (dated 18th October 2019)

4 Trading Effects of the Proposed Development

Context

- 4.1 An assessment of impact is required for retail development outside a ‘town centre’ and not in accordance with an up-to-date plan above the locally set threshold of 350 square metres for retail uses – as set by Policy SLE 2 of the Cherwell Local Plan 2011-2031 (Part 1) – and above 2,500 square metres for other main town centre uses.
- 4.2 The Site is allocated for a new urban neighbourhood by adopted local planning policy. This includes the provision of a new local centre by adopted local planning policy. Consequently, retail and other town centre uses in this location is supported by local planning policy. It is acknowledged that adopted policy refers to local convenience retailing of no more than 500 square metres, and other ancillary uses. To achieve the critical mass needed for a new local centre to be viable and successful, and reflective of the on-site demand, greater flexibility is sought in respect of the ‘offer’ of a new local centre. Furthermore, it is proposed that the local centre will be provided south of the existing science campus rather than being south of the central park – as currently identified within the development plan.
- 4.3 Given this, and for completeness, the impact test has been assessed in respect of the application proposals.
- 4.4 An assessment of impact is also required for proposals for leisure development outside a ‘town centre’ and not in accordance with an up-to-date plan above the default threshold of 2,500 square metres (gross external area)¹⁰ (as set by the NPPF) or above any locally set threshold. Unlike the sequential approach, other main town centres, such as offices and professional services, are not subject to the impact test – as confirmed by the NPPF¹¹.
- 4.5 At the local level, Policy SLE 2 sets a local threshold of 350 square metres for retail uses in this location. For non-retail uses, the default threshold set by the NPPF (2,500 square metres) applies.
- 4.6 The NPPF (para. 90) sets out the impact considerations against which planning applications for retail and leisure uses should be assessed. Applicants are required to address a two-pronged impact assessment of:
- The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
 - The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment (as applicable to the scale and nature of the scheme).

¹⁰ As confirmed by the footnote to the PPG (Reference ID: 2b-015-20190722)

¹¹ Paragraph 90

4.7 In undertaking this assessment, it is important to note that when considering the potential impact with new development, the NPPF (para. 91) states that an application should only be refused where the proposed development is likely to have a 'significant adverse' impact. Consequently, the threshold of what is considered unacceptable is set high.

4.8 For an impact assessment to be deemed significant adverse, there also needs to be demonstrable evidence. This has been reflected by recent appeal decisions. For example, in an appeal in Derby¹², it was highlighted that a demonstration of impact does not necessarily mean that the proposal is unacceptable. The Inspector at Derby¹³ recognised that there needs to be evidence that any impact is likely to be significant in stating that:

“To justify an objection to the proposal it is not sufficient to simply suggest that there will be an impact. There is no persuasive evidence of such a significant impact that would be likely to undermine the vitality and viability of the centre trade/turnover and trade in the wider area arising from the appeal proposal.” (our emphasis)

4.9 The fact that there must be some evidence to demonstrate that any impact is likely to be 'significant' is an important factor to consider when understanding the specific application proposal, which will principally meet 'on-site' needs.

4.10 When assessing retail impact, established practice and recent appeal / Secretary of State decisions have confirmed that the requirement is to consider the impact on the centre as a whole rather than on specific retailers or sub-sectors.

4.11 For example, in a Secretary of State decision at Scotch Corner, North Yorkshire¹⁴, the Inspector concluded¹⁵ that:

“Superficially, DBC’s [Darlington Borough Council] “sub-sectoral” approach appears attractive. However, I agree with the applicant and RDC [Richmond District Council] that such an approach conflicts with national policy where the impact test requires any adverse impact to be assessed in light of the vitality and viability of a town centre as a whole.” (our emphasis)

4.12 The Inspector’s position was supported by the Secretary of State in stating (Paragraph 12 of his report) that:

“For the reasons given at IR11.11-11.15, he agrees with the Inspector’s conclusions on the numerical assessments of the impact on town centre turnover put forward by various parties, and further agrees with the Inspector’s conclusions in giving little weight to the ‘sub-sectoral’ approach put forward by Darlington Borough Council.”

4.13 This approach has been further supported by a Secretary of State decision at Tollgate West, Essex¹⁶ where in considering impact, the Inspector¹⁷ stated that:

¹² APP/C1055/A/11/2161815

¹³ para. 116, Inspector’s Report

¹⁴ Ref. APP/V2723/V/15/313873

¹⁵ Paragraph 11.15, Inspector’s Report

¹⁶ Ref. APP/A1530/W/16/3147039

¹⁷ Paragraph 12.4.5, Inspector’s Report

“The assessment of impact must be made against the town centre as a whole.” (our emphasis)

- 4.14 Against this background, the relevant test is to consider the impact of development proposals on the vitality and viability of a centre as whole when determining whether any impact is likely to be significant adverse.
- 4.15 In addition, the Tollgate West decision referred to above recognised that there are two broad principle considerations when assessing impact¹⁸. The first approach, as established by the Rushden Lakes decision, is to consider the significance of impact by comparing town centre turnover in the base year of the assessment against predicted turnover with the proposed development in place.
- 4.16 The second approach – established by the Scotch Corner Secretary of State decision (referenced above) – is that it is necessary to provide a judgment of the current health of town centre and to understand whether the level of impact result from the proposal will be significant.
- 4.17 Both approaches have been considered in understanding whether the proposal is likely to lead to a significant adverse impact on the vitality and viability of existing centres.

Impact on Planned Investment

- 4.18 The NPPF (para 90) is clear in stating that an assessment of the impact on existing, committed and planned public and private investment *“in a centre in the catchment area of the proposal”*.
- 4.19 The PPG provides helpful insight with regard to measuring the effect of development outside a defined centre on ‘in centre’ investment.
- 4.20 Specifically, the PPG¹⁹ states that:

“Where wider town centre developments or investments are in progress, it will also be appropriate to assess the impact of relevant applications on that investment. Key considerations will include:

- the policy status of the investment (i.e. whether it is outlined in the Development Plan)

- the progress made towards securing the investment (for example of contracts are established)

- the extent to which an application is likely to undermine planned developments or investments based on the effects on current/forecast turnovers, operator demand and investor confidence.”

- 4.21 Further clarity on the assessment on planned investment was provided in the Secretary of State decision at Rushden Lakes (referred to in Section 3 of this report). This concluded that ‘existing’ investment is to be taken as a reference to investment that has already been made

¹⁸ Paras. 12.4.6 to 12.4.7, Inspector’s Report

¹⁹ Reference ID: 2b-015-20190722

and that ‘committed’ investment is that which is contractually committed (private) or subject to resolution (public).

- 4.22 Within this context we are not aware of any in centre ‘investment’ that will be undermined by the application proposals. The main town centre uses proposed are intended to principally serve ‘on site’ expenditure generated by the wider proposals. Indeed, the application itself will deliver planned development – as outlined by Policy PR8 of the adopted Local Plan.
- 4.23 The NPPF (para. 90) only requires the impact on planned investment in a centre or centres in the catchment area of the proposal. As such there is no evidence to suggest that the proposals will lead to a significant adverse impact on planned investment in the catchment area of the proposal. The catchment area of the proposals is largely the ‘on site’ community and surrounding area. Within the local area, adopted local planning policy identifies Begbroke Science Park as one of the key economic assets and land is identified to the east of the A44 to create a new urban neighbourhood, including main town centre uses. The application proposals reflect this overarching vision and supports the aims and objectives of local planning policy.
- 4.24 Elsewhere, we are not aware of any planned investment in neighbouring centres, such as Kidlington, that will be adversely impacted upon by the application proposals. Policy PR4b of the Local Plan does outline that proposals to support sustainable transport improvements that reduce private motorised through traffic along the A4260 will be supported where they are consistent with the Kidlington Masterplan SPD (2016).
- 4.25 Against this background, there is no existing or planned in centre investment that will be adversely impacted upon by the nature and location of development being proposed. Adopted local planning policy identifies retail and other town centre uses in this location as appropriate. Furthermore, as we come on to demonstrate, the nature of the proposals means that any impact on existing defined centres (including Kidlington) will be negligible.

Trading Effects of the Proposed Retail Floorspace

- 4.26 In terms of the retail (Class E(a)) floorspace being proposed, the approach undertaken has been to assess the trading effects following established practice (as reflected in the PPG). The PPG²⁰ outlines that the impact test should be undertaken in a proportionate and locally appropriate way, drawing on existing information where possible. The findings of the CTCRS have been utilised (updated where appropriate).
- 4.27 The approach undertaken is outlined at **Appendix 1** with detailed analysis contained at **Appendix 2**.

Proposed Turnover

- 4.28 Prior to determining the potential impact of the proposed development, it is useful to quantify the level of expected turnover that is generated by this element of the overall proposal.

²⁰ Reference ID: 2b-017-20190722

4.29 The precise tenant mix of the development is not known at this stage. To ensure flexibility and demonstrate a robust approach in assessing the proposed uses, maximum floorspace parameters are tested.

4.30 Accordingly, the turnover of this element of the proposal has been based and assessed on the following:

- **Scenario 1 ('Convenience-led retailing')**: this assumes that all Class E(a) floorspace proposed (up to 3,500 square metres gross external area) is occupied by convenience (principally food) retailers.
- **Scenario 2 ('Comparison-led retailing')**: assumes that the 3,500 square metres (gross external area) of Class E(a) floorspace is occupied by comparison (non-food) retailers only.
- **Scenario 3 ('Convenience / Comparison Mix')**: assumes that the 3,500 square metres (gross external area) is split equally between convenience and comparison floorspace.

4.31 These scenarios represent the maximum quantum of floorspace for Class E(a) uses.

4.32 These maximum parameters scenario represents an overly robust approach as the floorspace proposed is expected to comprise a mix of uses (including non-Class E(a) floorspace), together with a mix of convenience and comparison floorspace. The approach undertaken overstates the potential turnover (and subsequent impact) of the proposals.

4.33 Based on this approach, based on applying typical sales densities for the nature of retail floorspace proposed, the potential turnover for the scenarios identified is set out at Table 4.1.

Table 4.1 – Potential Turnover of Retail Floorspace Proposed

Scenario	Convenience Turnover (£m)	Comparison Turnover (£m)	Total (£m)
1	18.38	-	18.38
2	-	8.40	8.40
3	9.19	4.20	13.39

Source: Table 3a and Table 3b at Document 2

4.34 Further details of the potential turnover based on these maximum parameters are set out at **Appendix 2**.

4.35 In addition, in understanding the likely trading effects of the proposal, it is important to reiterate that the wider proposals will itself generate retail expenditure (c. £59 million). Accordingly, much of the commercial floorspace will serve the day-to-day needs of this population.

4.36 For the purposes of this assessment, it is assumed that a third (c. 33%) of the on-site retail expenditure is retained on site. Significantly, after allowing for this retention of on-site expenditure, there will remain more than £39 million of retail expenditure that would be available to support existing and future retail floorspace elsewhere. This includes Kidlington Village. This increase in 'local spend' has the potential to support further retail facilities in the local area. This is an important factor to consider when considering the likely trading effects

of the proposal. By not allowing for the benefits of this ‘spin off’ expenditure, the assessment undertaken in support of the application proposals is robust and will overstate the trading effects.

- 4.37 A large proportion of the retail turnover of the proposal will be met by the ‘on site’ expenditure generated by the new resident community and workforce. It is the retail turnover that is not met by on site expenditure that is the focus of the impact assessment undertaken.
- 4.38 It is in this context that the impact of the retail floorspace proposed needs to be considered.

Anticipated Trade Draw of the Proposal

- 4.39 When assessing impact, the PPG acknowledges the need to assess the potential impact of a scheme against other similar retailers in the area.
- 4.40 In particular the PPG²¹ states that:

“Retail uses tend to compete with their most comparable competitive facilities.”

- 4.41 It is necessary to understand the type of development proposed and existing shopping patterns within the local area. The proposal seeks to provide retail floorspace that largely seeks to meet the needs of the local area, including the ‘on-site’ needs generated by the wider proposals.
- 4.42 In understanding existing shopping patterns, the findings of the CTCRS (which was underpinned by a household telephone survey) have been utilised. A summary of shopping patterns within the local area for convenience (**Table 4**) and comparison (**Table 5**) goods is provided at Document 2.

Trading Effects of the Retail Floorspace Proposed

- 4.43 Table 4.2 provides a breakdown of the likely impact of the proposal based on the three scenarios identified on key retail destinations in the surrounding area. This includes the likely effects on out-of-centre destinations, although such facilities are afforded no policy protection in planning policy terms.
- 4.44 Scenario 3 should be the focus for understanding the likely trading effects of the proposal on existing centres. This provides the most realistic scenario given that it is anticipated that the floorspace will comprise a mix of convenience and comparison retailers. Even this scenario overstates the turnover (and subsequent impact) as the Class E and wider main town centre uses proposed are unlikely to comprise just retail (Class E(a)) uses.

²¹ Reference ID: 2b-015-20190722

Table 4.2 – Trading Effects of the Retail Floorspace on Main Centres / Destinations (2033)

Centre	Scenario 1	Scenario 2	Scenario 3
Defined Centres			
Banbury	0.0%	-0.1%	-0.0%
Bicester	-0.6%	-0.4%	-0.2%
Kidlington	-1.7%	-0.2%	-0.7%
Chipping Norton	-0.1%	0.0%	0.0%
Witney	-0.4%	-0.4%	-0.1%
Oxford	0.0%	-0.4%	+0.1%
Summertown	-0.9%	-0.2%	-0.3%
Headington	-1.9%	0.0%	-0.8%
Out-of-centre			
Banbury Cross Retail Park, Banbury	-0.2%	-0.1%	-0.1%
Gateway Retail Park, Banbury	0.0%	-0.1%	0.0%
Sainsbury's, Oxford Road, Kidlington	-2.4%	-0.2%	-0.9%
Tesco, Lakeview, Bicester	-3.1%	-0.1%	-1.2%
Sainsbury's, Witan Way, Witney	-2.5%	-0.1%	-1.0%
Lidl, New Cross Lane, Witney	-3.3%	0.0%	-1.4%
Kingsmere Retail Park, Bicester	-1.6%	-0.2%	-0.6%
Botley Road Retail Park, Oxford	-0.9%	-0.3%	-0.3%

Source: 8a-c, Document 2

- 4.45 The levels of retail impact for any defined centre will not be at a level that is likely to lead to a significant adverse impact upon their continued vitality and viability. The highest overall impact under any scenario will be extremely limited (at -1.7% or less under Scenario 1). Post development the retail turnover of all neighbouring defined centres under each scenario will increase after allowing for the proposals – the impact test recognised by the Rushden Lakes Secretary of State decision.
- 4.46 Furthermore, these levels of impact have been based on the extremely robust approach of assuming that all the Class E floorspace proposed (up to 3,500 square metres gross external area) is occupied by retail (Class E(a)) uses. This floorspace will include a mix of other uses. As such, the levels of impact overstate the impact on existing centres.
- 4.47 In addition, it is important to note that the turnover of existing centres has been based on that derived from expenditure generated in the Study Area only. A number of centres / retail destinations, particularly those located at the periphery and those beyond the defined Study Area (such as Oxford and Headington) will derive a significant amount of their turnover from elsewhere. By not allowing for this, the identified turnover of these destinations will be an underestimate, and the impacts identified overstated.

4.48 It is in this context that the modest impact levels identified need to be considered.

Trading Effects of the Other Main Town Centre Uses Proposed

- 4.49 The NPPF (para. 90) requires an impact assessment to be undertaken for retail and leisure development outside an existing centre and not in accordance with an up-to-date plan. As previously highlighted, for non-retail uses an assessment of impact is only required for proposals above the default threshold of 2,500 square metres or any locally set threshold.
- 4.50 Unlike retail (i.e. Class E(a)), there is no locally set threshold for when an impact assessment is required for non-retail main town centre uses. Consequently, the default threshold set by the NPPF applies. However, it is acknowledged that the proposed F&B uses, and other leisure uses exceed the default threshold – based on the robust approach undertaken of assuming that all the floorspace could be occupied by such uses. As such, it is acknowledged that the impact test does apply in this instance.
- 4.51 With regard to the proposed hotel, this will largely accommodate visitors to the wider Science Park rather than being a destination in its own right competing with existing provision. The adopted Local Plan recognises that there is demand for hotel and other overnight accommodation in the District²². Notwithstanding this, none of the ‘offer’ of the nearby defined centres is underpinned by its hotel offer. Accordingly, their long-term vitality and viability will not be adversely impacted upon by the proposal.
- 4.52 Likewise, the impact of other leisure uses (such as a gym) will also not adversely impact neighbouring centres. Again, such uses do not underpin the vitality and viability of the nearest centres. The CTCRS identified the leisure offer in Kidlington to be limited with no commercial fitness centre and no cinema or other complementary leisure uses, and lacking an evening economy. In addition, if such uses are to be provided this would largely meet the needs of the on-site population (workers and residents).
- 4.53 In terms of the F&B floorspace, an assessment of impact has been undertaken. This analysis is also contained at **Appendix 2**, with the methodology applied contained at **Appendix 1**.
- 4.54 Any impact associated with the F&B will be limited. As with retail expenditure, the new residential community will also generate significant ‘on site’ F&B expenditure (in the region of £19 million). This will be available to support a substantial quantum of F&B floorspace.
- 4.55 However, reflecting the robust approach undertaken and the maximum flexibility sought, the trading effects of the F&B uses has been based on up to 4,200 square metres being occupied by such uses. As with the assessment undertaken for retail uses, it is anticipated that this floorspace will comprise a mix of uses. Therefore, the levels of impact identified for the F&B uses will also be overstated.
- 4.56 In understanding where the F&B element of the proposal will be derived, consistent with the assessment of the trading effects of the retail element, the findings of the household survey

²² Paragraph B.65 of the Cherwell Local Plan

underpinning CTCRS have been utilised. A summary of existing F&B use is contained at **Table 9 at Appendix 2**.

4.57 Drawing upon the findings of the CTCRS, Table 4.3 provides a summary of the likely trading effects of the floorspace over the period to 2033.

Table 4.3 – Trading Effects of the Proposed F&B Floorspace on Main Centres

Centre	Impact	Change in Turnover Post Development (2023-2033) (£m)
Banbury	-0.1%	+£11.72m
Bicester	-1.2%	+£9.52m
Kidlington	-1.3%	+£2.33m
Chipping Norton	-0.3%	+£2.00m
Oxford	-1.0%	+£7.44m
Summertown	-1.2%	+£0.55m
Headington	-0.8%	+£0.11m

Source: Table 11 at Document 2

4.58 The above analysis shows that even based on the robust, and unrealistic, approach undertaken the impact of the potential F&B floorspace will be limited (-1.3% or less). Such low levels of impact will not undermine the long-term vitality and viability of existing centres.

4.59 In monetary terms, the trade diversion from any centre will be limited and more than offset by the forecast growth in turnover of each centre post development. Post development all centres will see a substantial increase in F&B turnover.

4.60 As is the case with the retail floorspace, the F&B turnover of existing centres has been underestimated, particularly for centres located outside the Study Area (such as Oxford, Summertown and Headington), so the limited levels of impact identified will be overstated.

4.61 Overall, there is no evidence to suggest that the proposed F&B floorspace (based on the unrealistic maximum parameters) is likely to lead to a significant adverse impact.

Impact on Neighbouring Centres

4.62 Building upon the analysis outlined above, in assessing the likely trading effects of the proposal on the vitality and viability of neighbouring centres, this has focused on Kidlington village centre. This is considered an appropriate approach given that Kidlington represents the nearest defined centre to the Site.

4.63 Kidlington is a large village located to the north of Oxford city centre, approximately 625 metres east of the Site. Commercial activity is focused on High Street, together with Banbury Road and Oxford Road. The centre also benefits from an arcade (The Kidlington Centre), which is located off the High Street.

- 4.64 The CTCRS²³ identifies that the centre contains 71 outlets within 13,310 square metres of floorspace. The existing retail offer is identified by the CTCRS to have a 'heavy' focus on convenience retailing and retail / financial services, and includes representation from Co-op, Tesco, Superdrug, Iceland and Greggs.
- 4.65 Reflecting the existing 'offer' of the centre, the likely trading effects of the proposal under all scenarios is identified to be limited, with the greatest impact (albeit still limited) being under Scenario 1 ('convenience-led retailing') (impact of up to -1.7% by 2033). Post development, the retail turnover under all scenarios will increase between 2023 and 2033 by at least £3 million. The impact on the F&B sector (up to -1.3%) will also be limited and post development the F&B turnover of Kidlington will continue to increase.
- 4.66 Such a low level of impact (which is overstated for the reasons identified) cannot be viewed as significant adverse. The CTCRS identifies vacancies to be well below the national average and that Kidlington serves a very localised catchment, predominantly in the convenience retail sector. This role will continue alongside the proposed development, which will largely meet the on-site needs.
- 4.67 Likewise, any impact on neighbouring centres will also not be significant adverse. For example, Summertown district centre, which is located within the neighbouring authority of Oxford City, some 5 kilometres south of the Site. Summertown is an attractive centre, and its retail offer is focused on Banbury Road and comprises a strong mix of national and independent businesses, including representation from M&S Simply Food, Costa and Sainsbury's Local. The Council's latest evidence base²⁴ identifies that Summertown performs well against key performance indicators with low levels of vacancy.
- 4.68 Given the strong performance of the centre and its substantial walk-in catchment from the neighbouring residential areas, the long-term vitality and viability of the district centre will not be undermined by the proposed development.
- 4.69 Likewise, the impact on Headington district centre, which is also located within Oxford City, approximately 8 kilometres south east of the Site, will not be significant adverse. Whilst the analysis identifies the highest retail impact on any defined centre – up to 1.9% under Scenario 1 (reflecting the strong convenience retail offer of the centre, which includes representation from Waitrose, Tesco Express, Iceland, Sainsbury's and Co-op) – this is based on the entirely unrealistic assumption that all the retail floorspace proposed (up to 3,500 square metres) will be occupied by convenience retailers. Such a scenario is unrealistic and under the other scenarios tested, the retail impacts on the district centre reduces to 0% and -0.8% respectively.
- 4.70 Likewise, the impact on the F&B sector will also be limited (-0.8%) even based on the robust approach undertaken.
- 4.71 Nevertheless, under all scenarios it is not considered that the current role and function of Headington will be adversely impacted. The district centre will continue to meet the needs of its local resident catchment population. The low levels of impact identified (which are

²³ Figure 5.16 and 5.17 of the CTCRS

²⁴ Oxford Retail and Leisure Study 2017

overstated for the reasons outlined above) will have negligible impact on the role and function of Headington district centre.

- 4.72 Any impact on other nearby centres such as Witney (12 kilometres from the Site); Oxford (7 kilometres from the Site); and Bicester (14 kilometres from the Site) will not be significant up to – 0.6% or less on the retail sector and up to -1.2% on the F&B sector. Furthermore, these centres draw trade from a broad area well beyond the study area identified for the CTCRS, particularly Oxford and Bicester, as such these limited levels of impact identified will be overstated. The impact on other centres further afield (such as Banbury and Chipping Norton) will be even lower.
- 4.73 Overall, there is no suggestion that the long-term vitality and viability of these centres, which all perform well and largely serve a different role and function to that proposed at the Site, will be significantly impacted upon by the application proposals.

Impact on Local Consumer Choice

- 4.74 The NPPF (para. 90) states that the assessment of impact should include consideration of the impact of a proposal on local consumer choice and trade in the town centre and wider retail catchment.
- 4.75 The proposals will improve the choice and distribution of the retail offer in a location that has been identified as having the potential to deliver retail and town centre uses. The development will have the positive effect on improving consumer choice – in line with Government objectives – including the on-site needs and encouraging more sustainable shopping patterns.

Summary

- 4.76 In terms of impact, given the modest scale and nature of the retail/town centre uses proposed as part of the development, any impact on defined centres will be limited and cannot be deemed significant adverse (the policy test). This is the case in respect of both the vitality and viability of neighbouring centres and on future investment – even based on the very robust approach that has been undertaken. The proposal accords with national and local planning policy.
- 4.77 The retail / town centres uses proposed will largely meet the on-site needs as part of the wider proposals. As such, any impact on neighbouring centres will be limited. Even if no allowance is given to this on-site assessment, the robust approach undertaken as part of this assessment has demonstrated that any impact on neighbouring centres will be limited. This is the case based on the entirely unrealistic approach that all the Class E floorspace proposed (up to 3,500 square metres) could be occupied by convenience or comparison uses. Such a scenario is extremely unlikely, but underlines the robust assessment undertaken.
- 4.78 In terms of other main town centre uses (i.e. non-retail uses), given the nature and scale of this floorspace, together with the fact that these uses will largely be supported by the on-site needs, any impact will be very limited.
- 4.79 Overall, there is no demonstrable evidence to suggest that the impact of the proposal is likely to lead to a significant adverse impact on existing centres or on planned investment. Instead,

the proposals will assist in Begbroke achieving its role as a key economic asset in the District and reflects the local plan allocation to deliver retail and main town centre uses in this broad location.

- 4.80 The wider proposals will also lead to the delivery of much needed homes, job creation and sustainable development. These wider positive impacts associated with the proposal far outweigh any perceived adverse impacts.

5 Conclusions

- 5.1 This RTCIA has been prepared by Quod in support of proposals by the Applicant seeking the transformation of the existing Begbroke Science Park and surrounding land into an Innovation District through mixed-use development comprising research and development and flexible employment.
- 5.2 The Site is allocated by local planning policy for a new urban neighbourhood, which includes a number of key delivery requirements. This includes the provision of a local centre.
- 5.3 The overall proposals are mixed-use with the main town centre uses (including retail) being largely ancillary to these wider uses. The main town centre uses will largely meet much of the on-site day-to-day needs generated by the wider development. The main town centre uses are important in sustainability terms and in terms of place making. Reflecting this, it has been demonstrated that no sequentially preferable site exists that is available and suitable to accommodate the proposed development and meet the same need that the proposal is intending to serve.
- 5.4 Likewise, the impact assessment undertaken in support of the proposals provide a robust and thorough analysis of the likely impact of the proposal. It has been demonstrated that any impact will not be significantly adverse (the policy test) either in terms of investment or vitality and viability (including Kidlington Village). Under all scenarios assessed, the impact on existing centres will be extremely limited.
- 5.5 Against this background, there is no demonstrable evidence to suggest that the impact of the currently proposal will not lead to a significant adverse impact on existing centre or on future investment. Instead, the overall proposals will enhance the retail and town centre offer in the local area, improve choice and encourage sustainable shopping patterns.
- 5.6 Overall, there is no retail or town centre policy reason why the application proposals cannot be supported.



Appendix 1

Begbroke Science Park Retail and Leisure Impact Assessment Methodology (May 2023)

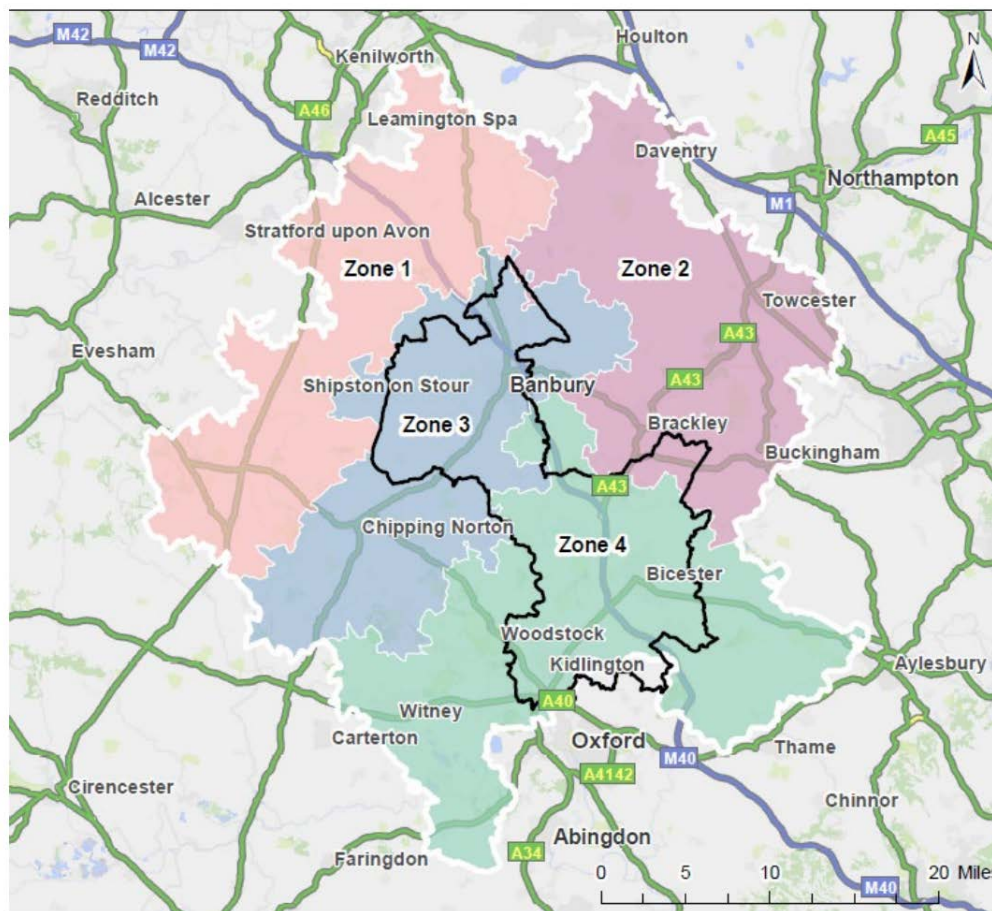
1 Scope & Purpose

1.1 In the interests of clarity, we have assessed the trading effects of the proposal following a standard and recognised step-by-step methodology, which is summarised below. The proposed approach reflects best practice and that advocated within the Planning Practice Guidance (PPG) that supports the National Planning Policy Framework.

2 Study Area

2.1 The extent of the Study Area has been based on that identified for the Cherwell Town Centre and Retail Study ('CTCRS') (September 2021). This Study Area was broken down into eight geographical zones based on post code sectors. A plan showing the extent of this Study Area is contained at Figure 1.

Figure 1: Plan Showing Extent of Study Area



Source: CTCRS (2021)



Note continued

2.2 Within this area, the Site is located within Zone 4, and it is anticipated that the proposal will derive the bulk of its turnover (notwithstanding the on-site expenditure) from this zone.

3 Base and Assessment Years

3.1 The base year for the assessment is identified to be 2023 to reflect the current position and the year of submitting the planning application. Assessment years of 2033 and 2040 has been applied to reflect the likely impacts once the full wider scheme has been brought forward.

3.2 All monetary values are expressed at 2021 prices to be consistent with the latest expenditure data now published by Experian.

4 Population and Expenditure

4.1 Population (2022 estimates) and expenditure per person estimates (2021 estimates) for each sub-zone that comprise the Study Area have been derived from Experian. Experian provides a robust source of population and expenditure data, and the same source was used in the CTCRS (albeit based on 2019 data).

4.2 In terms of population change to 2040 this has been based on the latest projections published by Experian – consistent with the approach of the CTCRS.

4.3 In terms of future growth in retail expenditure, the latest estimates provided by Experian, adjusted for Special Forms of Trading (Figure 7, Appendix 3, Retail Planner 20, February 2023). Accordingly, the following growth rates have been applied:

Period	Convenience	Comparison
2021-2022	-6.8%	+2.0%
2022-2023	-2.2%	-1.0%
2023-2024	-0.7%	-0.8%
2024-2025	-0.3%	+0.3%
2025-2026	-0.2%	+1.6%
2026-2027	-0.1%	+2.2%
2027-2028	-0.1%	+2.4%
2028-2029	0.0%	+2.5%
2029-2030	0.0%	+2.6%
2030-2031	0.0%	+2.6%
2031-2032	0.0%	+2.7%
2032-2033	+0.1%	+2.7%
2033-2034	+0.1%	+2.7%
2034-2035	+0.1%	+2.8%
2035-2036	+0.1%	+2.8%



Note continued

2036-2037	+0.1%	+2.8%
2037-2038	+0.1%	+2.8%
2038-2039	+0.1%	+2.8%
2039-2040	+0.1%	+2.8%

4.4 Again, consistent with the approach of the CTCRS, an allowance for influence of Special Forms of Trading ('SFT') (such as online shopping) has also been made. This is based on the latest estimates now available from Experian¹, which are as follows:

- 5.8% for convenience goods
- 28.7% for comparison goods

4.5 With regard to 'food and beverage' expenditure this has been derived from Experian (2021 estimates).

4.6 In terms of future growth, the latest estimates identified by Experian² for leisure spend have been applied as follows:

Period	Food & Beverage
2021-2022	+27.7%
2022-2023	-5.0%
2023-2024	-0.2%
2024-2025	+1.0%
2025-2026	+1.0%
2026-2027	+1.0%
2027-2028	+1.0%
2028-2029	+1.0%
2029-2030	+0.9%
2030-2031	+0.9%
2031-2032	+0.9%
2032-2033	+0.9%
2033-2034	+0.9%
2034-2035	+0.9%
2035-2036	+0.9%
2036-2037	+0.9%

¹ Figure 5, Appendix 3 Experian Retail Planner Briefing Note 20, February 2023

² Figure 1a, Retail Planner Briefing Note 20 (February 2023)



Note continued

2037-2038	+0.9%
2038-2039	+0.9%
2039-2040	+0.9%

- 4.7 Based on the above approach, the underlying position within the Study Area is one in which retail and food and beverage ('F&B') expenditure is expected to increase by 2033 and further still by 2040 – as outlined at **Tables 1a-g** at **Document 2**.
- 4.8 In addition, the new residential community and workforce will generate substantial 'on-site' expenditure (**Table 2A-B** and **Table 3A-B** at **Document 2**).

5 Existing Patterns of Trade / Market Share

- 5.1 The market share information presented in the assessment have been derived from the findings of the CTCRS, which was underpinned by a household telephone survey – **Table 4** (convenience), **Table 5** (comparison) and **Table 9** (F&B) at **Document 2**.

6 Quantifying Impact

- 6.1 Based on the above baseline assumptions and approach, we set out below the methodology adopted. The step-by-step approach adopted is as follows:
- **Step 1:** establish the health of existing centres and the nature of current shopping and food and beverage patterns (base year)
 - **Step 2:** examine the 'no development' scenario
 - **Step 3:** assess the proposal's turnover and trade draw
 - **Step 4:** Assessing Impact
 - **Step 5:** Consequences of impact

Step 1: The base position

- 6.2 Based upon drawing upon the findings of the CTCRS (updated where appropriate) the shopping and food and beverage patterns within the Study Area have been assessed on a zone-by-zone basis. Such an approach enables an understanding of the current influence of existing facilities.
- 6.3 The turnover of existing facilities has then been estimated by applying the composite market share to available expenditure on a zone-by-zone basis.
- 6.4 No allowance has been made for existing retail destination, both within and outside the Study Area, to derive any turnover from outside the Study Area.

Step 2: Examine 'no development' scenario

- 6.5 The turnover of existing centres / retail destination has been identified based on rolling forward existing market shares to understand future turnover should the proposed development not come forward.



Note continued

Step 3: Assess turnover and trade draw

- 6.6 The proposals will comprise up to 3,500 square metres (gross internal area) of retail (Class E(a)) floorspace. To ensure flexibility three scenarios are identified in assessing the potential turnover of the proposal and subsequent impact of the proposal.
- 6.7 The following three retail scenarios are identified:
- **Scenario 1 ('Convenience-led retailing')**: this assumes that all Class E(a) floorspace proposed (up to 3,500 square metres gross external area) is occupied by convenience (principally food) retailers.
 - **Scenario 2 ('Comparison-led retailing')**: assumes that the 3,500 square metres (gross external area) of Class E(a) floorspace is occupied by comparison (non-food) retailers only.
 - **Scenario 3 ('Convenience / Comparison Mix')**: assumes that the 3,500 square metres (gross external area) is split equally between convenience and comparison floorspace.
- 6.8 **Table 3a-b** at **Document 2** sets out the expected turnover of the proposed development under each scenario.
- 6.9 In addition to identifying the potential turnover of the proposal, the likely trade draw of the proposal on a zone-by-zone basis for each scenario has also been identified. This is set out at **Table 3c** at **Document 2**.
- 6.10 The trade draw of the proposal has taken into account existing shopping patterns, together with the strength and proximity of competing provision, local geography, the existing road / transport network and the offer of the application proposal when compared to competing destinations.
- 6.11 In this context it is assumed that the proposal's turnover derived from within and beyond the Study Area (broken down into the zones identified for the CTCRS) will be set out as follows:

Zone	Proportion of Proposal's Turnover from Zone
1	0.5%
2	3.0%
3	4.0%
4	90.0%
Outside Study Area	2.5%
Total	100.0%

- 6.12 The same trade draw from each one will also be applied for the F&B element of the scheme.
- 6.13 With regard to food and beverage element of the proposal, for the purposes of this assessment the robust approach has been undertaken that up to 4,200 square metres (gross internal area) could be used for such purposes. The potential turnover of this floorspace is outlined at **Table**



Note continued

10a at Document 2. However, it is not expected that this quantum of food and beverage floorspace will be delivered and instead will comprise a mix of uses.

Step 4: Assess Impact

- 6.14 In making a judgement of the likely trade draw of the proposal, taking into account advice within the PPG³ will relate to a geographic area and has been informed by existing shopping patterns (as identified by the CTCRS).
- 6.15 In this context, we set out below a summary of the approach adopted in anticipating the likely trading effects of the retail element of the proposal within Zone 4. This provides a useful example of the judgments made as the proposals falls within this zone and it is anticipated that 90% of the proposal's turnover will be from Zone 4 – the highest of any individual zone.
- 6.16 Within Zone 4, the most popular single retail destinations (both convenience and comparison) are identified to be Witney town centre (11.7%); Bicester town centre (10.0%); the out-of-centre Sainsbury's in Kidlington (5.5%); Botley Road Retail Park (4.4%); Oxford city centre (4.3%); and Kidlington Village (4.2%). In addition, it is notable that a significant proportion of locally generated retail expenditure (c. 15.4%) is spent at other destinations outside the Study Area.
- 6.17 In this context it is reasonable to assume that the bulky of the proposal's turnover will be derived from the principal retail destinations used by local residents.
- 6.18 The same broad exercise is repeated for the F&B floorspace.

Step 5: Consider the Consequences of Impact on Existing Centres

- 6.19 Based on the assumptions and approach outlined above, **Table 8a-c** (retail) and **Table 11** (food and beverage) at **Document 2** outlines the estimated trading effect of the proposal on existing centres within and outside the District of the proposal based on the different scenarios identified. This assessment provides a realistic assessment of the likely effect of the proposal.

7 Summary

- 7.1 We have adopted a robust methodology that reflects established practice and utilises the Council's retail evidence.
- 7.2 Impact analysis is not an exact science and judgements have been made at key stages. The outputs of the assessment are nevertheless considered to provide a reasonable and robust assessment of the implications of the proposal. Therefore, the overall conclusions provide a reasonable basis to conclude that the proposal will have no adverse impact.
- 7.3 The identified levels of impact are not at a level that would undermine the current and future role of existing centres or adversely impact on future investment.

³ Footnotes to the guidance on Town centres and retail

Table 1a: Population within Study Area

	Population				
	2021	2023	2028	2033	2040
Zone 1	64,232	65,148	66,173	67,023	67,704
Zone 2	112,739	116,217	119,762	122,784	125,538
Zone 3	108,092	109,578	110,824	112,087	113,298
Zone 4	180,763	183,849	187,002	189,761	192,548
Total Study Area	465,826	474,792	483,761	491,655	499,088

Notes:

1. Population derived from Experian AnySite (March 2023)

Table 1b: Expenditure per person (Convenience)

	Expenditure per person (£)					
	2021	2021 (excl SFT)	2023	2028	2033	2040
Zone 1	2,504	2,359	2,150	2,120	2,122	2,137
Zone 2	2,497	2,352	2,144	2,114	2,116	2,131
Zone 3	2,460	2,317	2,112	2,083	2,085	2,100
Zone 4	2,479	2,335	2,129	2,099	2,101	2,116

Notes:

1. Expenditure per person taken from Experian AnySite (March 2023)
2. Allowance for Special Forms of Trading in line with the latest estimates by Experian (Retail Planner Briefing Note, February 2023). Identified to be 5.8% (Adjusted for SFT sales from stores) in 2021 (Figure 5, Appendix 3)
4. Increase in retail expenditure per person in line with the latest estimates identified by Experian (Experian Retail Planner Briefing Note, February 2023) (Ex SFT adjusted for sales via stores) (Figure 7, Appendix 3)
5. At 2021 prices

Table 1d: Expenditure per person (Comparison)

	Expenditure per person (£)					
	2021	2021 (excl SFT)	2023	2028	2033	2040
Zone 1	3,993	2,847	2,875	3,041	3,461	4,195
Zone 2	3,929	2,801	2,829	2,993	3,406	4,128
Zone 3	3,948	2,815	2,843	3,007	3,422	4,148
Zone 4	4,140	2,952	2,981	3,153	3,589	4,350

Notes:

1. Expenditure per person taken from Experian AnySite (March 2023)
2. Allowance for Special Forms of Trading in line with the latest estimates by Experian (Retail Planner Briefing Note, February 2023). Identified to be 28.7% (Adjusted for SFT sales from stores) in 2021 (Figure 5, Appendix 3)
4. Increase in retail expenditure per person in line with the latest estimates identified by Experian (Experian Retail Planner Briefing Note, February 2023) (Ex SFT adjusted for sales via stores) (Figure 7, Appendix 3)
5. At 2021 prices

Table 1f: Expenditure per person (Food & Beverage)

	Expenditure per person (£)				
	2021	2023	2028	2033	2040
Zone 1	1,378	1,672	1,736	1,817	1,935
Zone 2	1,356	1,645	1,708	1,788	1,904
Zone 3	1,424	1,728	1,794	1,878	2,000
Zone 4	1,547	1,877	1,949	2,040	2,172

Notes:

1. Expenditure per person taken from Experian AnySite (March 2023)
2. Allowance for Special Forms of Trading in line with the latest estimates by Experian (Retail Planner Briefing Note, February 2023). Identified to be 28.7% (Adjusted for SFT sales from stores) in 2021 (Figure 5, Appendix 3)
4. Increase in retail expenditure per person in line with the latest estimates identified by Experian (Experian Retail Planner Briefing Note, February 2023) (Ex SFT adjusted for sales via stores) (Figure 7, Appendix 3)
5. At 2021 prices

Table 1c: Convenience Expenditure within Study Area

	2023	2028	2033	2040
Zone 1	140.07	140.29	142.23	144.69
Zone 2	249.17	253.19	259.84	267.53
Zone 3	231.45	230.82	233.69	237.87
Zone 4	391.33	392.50	398.68	407.38
Total Study Area	1,012.02	1,016.80	1,034.45	1,057.47

Notes:

1. Table 1a x Table 1b
2. At 2021 prices

Table 1e: Comparison Expenditure within Study Area

	2023	2028	2033	2040
Zone 1	187.29	201.26	231.99	284.04
Zone 2	328.76	358.41	418.18	518.24
Zone 3	311.48	333.27	383.60	469.97
Zone 4	548.01	589.70	681.00	837.55
Total Study Area	1,375.54	1,482.64	1,714.77	2,109.80

Notes:

1. Table 1a x Table 1d
2. At 2021 prices

Table 1g: Food & Beverage Expenditure within Study Area

	2023	2028	2033	2040
Zone 1	108.91	114.88	121.81	131.01
Zone 2	191.18	204.60	219.59	239.05
Zone 3	189.30	198.83	210.51	226.56
Zone 4	345.04	364.47	387.18	418.30
Total Study Area	834.43	882.79	939.10	1,014.92

Notes:

1. Table 1a x Table 1d
2. At 2021 prices

Table 2: Population and Retail Expenditure Generated by Proposed Development - 2033

Table A: Residential Element

Year	No. of dwellings	Population	Average Expenditure per capita (£)		Retail Turnover (£m)			Retail Expenditure Available to Support Proposed Development (£m)		
			Convenience	Comparison	Convenience	Comparison	Total	Convenience	Comparison	Total
2033	1,800	4,200	2,106	3,470	8.85	14.57	23.42	2.92	4.81	7.73

Table B: Employment Element

Year	Employees	Average Expenditure per capita (£)		Convenience	Turnover (£m)		Expenditure Available to Support Proposed Development (£m)		
		Convenience	Comparison		Convenience	Comparison	Total	Convenience	Comparison
2033	6,310	2,106	3,470	13.29	21.89	35.18	4.39	7.22	11.61

Notes:

1. On-site residential population based on Quod estimate
2. Average expenditure per person taken from Table 1b, Table 1d and Table 1f and represents the average for the Study Area
3. Total expenditure = population x average expenditure per person
4. Proportion of expenditure retained based on professional judgements
5. At 2021 prices

Table 3: Population and Food & Beverage Expenditure Generated by Proposed Development - 2033

Table A: Residential Element

Year	No. of dwellings	Population	Average Expenditure per capita (£)	F&B Turnover (£m)	Expenditure Available to Proposal (£m)
2033	1,800	4,200	1,881	7.90	2.61

Table B: Employment Element

Year	Employees	Average Expenditure per capita (£)	F&B Turnover (£m)	Expenditure Available to Proposal (£m)
2033	6,310	1,881	11.87	3.92

Notes:

1. On-site residential population based on Quod estimate
2. Average expenditure per person taken from Table 1b, Table 1d and Table 1f and represents the average for the Study Area
3. Total expenditure = population x average expenditure per person
4. Proportion of expenditure retained based on professional judgements
5. At 2021 prices

Table 3a: Potential Turnover of Proposed Retail Floorspace (Class E(a)) - Maximum Parameters (Scenario 1 & Scenario 2)

	Floorspace (Gross External Area) (sq m)	Net Sales Area (sq m)	Sales Density (£ per sq m)	Overall Turnover (£m)	Turnover Generated by on-site Employment (£m)	Turnover from Study Area (£m)
Retail						
Convenience (Scenario 1)	3,500	2,450	7,500	18.38	2.92	15.46
Comparison (Scenario 2)	3,500	2,800	3,000	8.40	4.81	3.59

Table 3b: Potential Turnover of Proposal - Maximum Parameters (Scenario 3)

Use	Gross Internal Area (sq m)	Net Sales Area (sq m)	Sales Density (£ per sq m)	Overall Turnover (£m)	Turnover Generated by on-site Population (£m)	Turnover from Study Area (£m)
Retail	3,500	2,625	5,100	13.39	7.73	5.66
Convenience	1,750	1,225	7,500	9.19	2.92	6.27
Comparison	1,750	1,400	3,000	4.20	4.81	-0.61

- Notes:**
1. Net sales area based on 70% of gross for convenience goods and 80% of gross for comparison goods
 2. Sales density based on professional judgment informed by published data and the nature of floorspace proposed
 3. Overall turnover = net sales area x sales density
 4. Turnover generated by on-site population taken from Table 2A and B and identified to split 43%:57% in respect of convenience and comparison retail expenditure
 5. Turnover from Study Area = turnover of proposal minus turnover generated by on-site expenditure
 6. At 2021 prices

Table 3c: Likely Trade Draw of the Proposal (2033) (Convenience Goods)

Use	Study Area				Sub-total Study Area	Elsewhere	Total
	1	2	3	4			
Trade Draw	0.5%	3.0%	4.0%	90.0%	97.5%	2.5%	100.0%
Scenario 1							
Available Expenditure (£m)	142.23	259.84	233.69	398.68	1,034.45	-	-
Trade Draw to Proposal (£m)	0.08	0.46	0.62	13.91	15.07	0.39	15.46
Resultant Market Share	0.1%	0.2%	0.3%	3.5%	1.5%	-	-
Scenario 3							
Available Expenditure (£m)	142.23	259.84	233.69	398.68	1,034.45	-	-
Trade Draw to Proposal (£m)	0.03	0.19	0.25	5.64	6.11	0.16	6.27
Resultant Market Share	0.0%	0.1%	0.1%	1.4%	0.6%	-	-

Table 3d: Likely Trade Draw of the Proposal (2033) (Comparison Goods)

Use	Study Area				Sub-total Study Area	Elsewhere	Total
	1	2	3	4			
Trade Draw	0.5%	0.5%	3.0%	93.5%	97.5%	2.5%	100.0%
Scenario 2							
Available Expenditure (£m)	231.99	418.18	383.60	681.00	1,714.77	-	-
Trade Draw to Proposal (£m)	0.02	0.02	0.11	3.36	3.50	0.09	3.59
Resultant Market Share	0.0%	0.0%	0.0%	0.5%	0.2%	-	-
Scenario 3							
Available Expenditure (£m)	231.99	418.18	383.60	681.00	1,714.77	-	-
Trade Draw to Proposal (£m)	0.00	0.00	-0.02	-0.57	-0.59	-0.02	-0.61
Resultant Market Share	0.0%	0.0%	0.0%	-0.1%	0.0%	-	-

- Notes:**
1. Likely trade draw of the proposal on existing shopping patterns and the nature of development proposed.
 2. Available expenditure taken from Table 1c and Table 1e
 3. Turnover of proposal taken from Table 3a and Table 3b
 4. Resultant market share = turnover of proposal expressed as proportion of available expenditure
 5. At 2021 prices

Table 4: Convenience Goods Shopping Patterns and Turnover (2023)

Destination	1		2		3		4		Total	
	(%)	(€m)	(%)	(€m)	(%)	(€m)	(%)	(€m)	(%)	(€m)
Available Expenditure	-	140.07	-	249.17	-	231.45	-	391.33	-	1,012.02
Barbury Town Centre										
Tesco Express, High Street	0.0%	0.00	0.0%	0.00	0.2%	0.57	0.0%	0.00	0.1%	0.57
Island, Calthorpe Street	0.0%	0.00	0.0%	0.00	1.9%	4.49	0.0%	0.00	0.4%	4.49
Other	0.2%	0.32	0.0%	0.00	1.9%	4.47	0.0%	0.00	0.5%	4.79
Sub-total	0.2%	0.32	0.0%	0.00	4.1%	9.54	0.0%	0.00	1.0%	9.85
Bicester Town Centre										
Sainsbury's, Pioneer Square	0.0%	0.00	0.2%	0.56	0.0%	0.00	4.6%	17.89	1.8%	18.46
Island, Sheep Street	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.3%	1.17	0.1%	1.17
Other	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.5%	1.77	0.2%	1.77
Sub-total	0.0%	0.00	0.2%	0.56	0.0%	0.00	5.3%	20.64	2.1%	21.40
Kidlington Village Centre										
Tesco, High Street	0.0%	0.00	0.0%	0.00	0.8%	1.93	6.0%	23.38	2.5%	25.31
Co-op, High Street	0.0%	0.00	0.7%	1.89	0.0%	0.00	0.1%	0.39	0.2%	2.08
Other	0.1%	0.14	0.2%	0.00	0.0%	0.00	0.3%	1.18	0.1%	1.32
Sub-total	0.1%	0.14	0.7%	1.89	0.8%	1.93	6.4%	24.96	2.8%	28.71
Barbury out-of-centre										
M&S, Barbury Cross Retail Park	1.4%	1.93	0.3%	0.75	12.1%	27.98	1.2%	4.69	3.5%	35.34
Home Bargains, Barbury Cross Retail Park	0.0%	0.00	0.0%	0.00	0.2%	0.57	0.1%	0.39	0.1%	0.97
Island, Barbury Cross Retail Park	0.0%	0.00	0.0%	0.00	0.7%	1.58	0.0%	0.00	0.2%	1.58
Tesco Extra, Barbury Cross Retail Park	1.7%	2.42	1.7%	4.32	20.0%	46.30	0.3%	1.17	5.4%	54.21
M&S, Gateway Retail Park	0.5%	0.63	0.4%	1.00	2.3%	5.42	0.2%	0.79	0.8%	7.84
Morrisons, Sweet Close Road, Barbury	0.5%	0.73	0.0%	0.00	7.6%	17.66	0.2%	0.88	2.1%	21.93
Sainsbury's, Oxford Road, Barbury	0.5%	0.63	0.2%	0.56	12.6%	29.15	2.3%	9.08	3.5%	39.43
Waitrose, Southern Road	0.3%	0.45	0.7%	1.89	1.6%	3.60	0.4%	1.47	0.7%	7.21
Sub-total	4.9%	6.79	4.3%	10.63	57.1%	132.27	4.7%	18.47	16.6%	168.16
Bicester out-of-centre										
M&S, Kingsmead Retail Park	0.0%	0.00	0.9%	2.25	0.0%	0.00	0.6%	2.25	0.4%	4.50
Tesco, Lakeview Drive	0.2%	0.32	0.5%	0.00	0.0%	0.53	12.8%	50.03	5.0%	50.87
M&S, Loughton Road	0.0%	0.00	0.0%	0.00	0.3%	0.70	6.6%	25.78	2.5%	26.48
Lidl, Loughton Road	0.0%	0.00	0.0%	0.00	0.0%	0.00	3.9%	15.34	1.7%	17.37
Sub-total	0.2%	0.32	0.9%	2.25	1.4%	3.16	23.9%	93.39	9.6%	99.12
Kidlington out-of-centre										
Sainsbury's, Oxford Road	0.0%	0.00	0.0%	0.00	0.4%	0.99	9.5%	37.05	3.8%	38.04
Other	0.0%	0.00	0.0%	0.00	0.3%	0.63	0.3%	1.08	0.2%	1.71
Sub-total	0.0%	0.00	0.0%	0.00	0.7%	1.62	9.7%	38.13	3.9%	39.75
Other out-of-centre (Cherwell District)	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.0%	0.00
Moreton in Marsh										
Co-op, High Street	3.2%	4.44	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.4%	4.44
Other	0.5%	0.76	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.1%	0.76
Sub-total	3.7%	5.20	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.5%	5.20
Moreton in Marsh out-of-centre										
M&S, Slow Road	9.6%	13.49	0.0%	0.00	0.0%	1.40	0.0%	0.00	1.5%	14.89
Sub-total	9.6%	13.49	0.0%	0.00	0.6%	1.40	0.0%	0.00	1.5%	14.89
Chipping Norton										
Sainsbury's, Market Place	0.0%	0.00	0.0%	0.00	1.9%	4.35	0.0%	0.00	0.4%	4.35
Co-op, Abdon Street	0.0%	0.00	0.0%	0.00	2.9%	6.69	0.0%	0.00	0.7%	6.69
Other	0.0%	0.00	0.0%	0.00	0.1%	0.29	0.0%	0.00	0.0%	0.29
Sub-total	0.0%	0.00	0.0%	0.00	4.9%	11.33	0.0%	0.00	1.1%	11.33
Chipping Norton out-of-centre										
M&S, Windmill Square	0.2%	0.24	0.0%	0.00	1.8%	4.11	0.0%	0.00	0.4%	4.35
M&S, Barbury Road	1.7%	2.41	0.0%	0.00	5.9%	13.65	0.5%	2.06	1.8%	18.11
Sub-total	1.9%	2.66	0.0%	0.00	7.7%	17.76	0.5%	2.06	2.2%	23.47
Witney										
Waitrose, Witan Way	0.0%	0.00	0.0%	0.00	1.4%	3.21	3.3%	13.09	1.6%	16.31
M&S, Marrots Close	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.4%	1.57	0.2%	1.57
Other	0.0%	0.00	0.0%	0.00	0.1%	0.34	0.0%	2.28	0.3%	2.62
Sub-total	0.0%	0.00	0.0%	0.00	1.5%	3.56	4.3%	16.93	2.0%	20.49
Witney out-of-centre										
Sainsbury's, Witan Way	0.0%	0.00	0.0%	0.00	1.7%	4.04	12.2%	47.59	5.1%	51.63
Lidl, New Cross Lane	0.0%	0.00	0.0%	0.00	0.2%	1.81	8.9%	26.98	2.8%	28.69
Sub-total	0.0%	0.00	0.0%	0.00	2.5%	5.85	19.0%	74.47	7.9%	80.32
Oxford										
Tesco Express, St Alders	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.1%	0.49	0.0%	0.49
Sainsbury's, Westgate Centre	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.1%	0.39	0.0%	0.39
Sub-total	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.2%	0.89	0.1%	0.89
Oxford out-of-centre										
M&S, Botley Road	0.0%	0.00	0.0%	0.00	0.0%	0.00	3.1%	12.31	1.2%	12.31
Waitrose, Botley Road	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.3%	0.98	0.1%	0.98
Sub-total	0.0%	0.00	0.0%	0.00	0.0%	0.00	3.4%	13.29	1.3%	13.29
Summertown										
M&S, Barbury Road	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.3%	1.17	0.1%	1.17
Sub-total	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.3%	1.17	0.1%	1.17
Headington										
M&S, Headley Way	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.2%	0.89	0.1%	0.89
Other	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.2%	0.89	0.1%	0.89
Sub-total	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.4%	1.77	0.2%	1.77
Other										
Other Zone 1	47.4%	66.43	0.0%	0.00	1.5%	3.52	0.3%	1.08	7.9%	71.03
Other Zone 2	0.7%	0.98	83.7%	208.65	0.8%	1.81	1.3%	5.00	21.4%	216.44
Other Zone 3	0.2%	0.31	0.2%	0.37	14.2%	32.80	0.7%	2.56	3.6%	36.04
Other Zone 4	1.4%	1.89	0.8%	1.94	0.2%	0.53	11.0%	45.05	4.9%	49.41
Insurance	53.7%	75.59	0.3%	0.79	1.9%	4.38	11.7%	45.70	8.9%	100.20
Sub-total	79.6%	115.16	89.8%	234.02	18.6%	43.05	21.7%	84.97	46.6%	474.56
Total	100.0%	140.07	100.0%	249.17	100.0%	231.45	100.0%	391.33	100.0%	1,012.02

Notes:

- 1. Market shares taken from the Cherwell Town Centre Retail Study (September 2021) Report
- 2. Turnover = market share x available expenditure by Zone (Table 1c)
- 3. At 2021 prices

Table 5: Comparison Goods Shopping Patterns and Turnover (2023)

Destination	1		2		3		4		Total	
	(%)	(£m)	(%)	(£m)	(%)	(£m)	(%)	(£m)	(%)	(£m)
Available Expenditure		187.29		328.76		311.48		548.91		1,375.54
Banbury Town Centre	5.9%	10.98	7.6%	25.12	29.1%	90.50	3.8%	20.70	10.7%	147.30
Bicester Town Centre	0.0%	0.00	0.4%	1.38	0.0%	0.00	13.3%	72.73	5.4%	74.11
Kidlington Village Centre	0.0%	0.00	0.0%	0.00	0.2%	0.73	2.7%	14.54	1.1%	15.26
<i>Banbury out-of-centre</i>										
Banbury Cross Retail Park	4.3%	8.02	3.2%	10.58	20.9%	65.04	3.4%	18.53	7.4%	102.17
Gateway Retail Park	2.1%	4.01	5.7%	18.69	13.3%	41.51	3.6%	19.88	6.1%	84.08
Marley Way Industrial Estate	0.0%	0.00	0.7%	2.22	1.2%	3.71	0.1%	0.49	0.5%	6.41
Morrisons, Swan Close Road, Banbury	0.0%	0.00	0.2%	0.52	0.1%	0.36	0.0%	0.00	0.1%	0.88
Sainsbury's, Oxford Road, Banbury	0.2%	0.31	0.1%	0.32	3.4%	10.54	0.4%	2.28	1.0%	13.45
Wildmere Road Industrial	0.0%	0.00	0.0%	0.00	0.1%	0.34	0.0%	0.00	0.0%	0.34
Other	2.0%	3.74	2.4%	7.88	7.8%	24.24	0.6%	3.08	2.8%	38.93
Sub-total	8.6%	16.08	12.2%	40.22	46.8%	145.72	8.1%	44.25	17.9%	246.27
<i>Bicester out-of-centre</i>										
Bicester Avenue Garden Centre	0.0%	0.00	0.1%	0.20	0.0%	0.09	0.4%	2.15	0.2%	2.44
Bicester Village	0.0%	0.00	0.1%	0.32	0.1%	0.46	1.4%	7.71	0.6%	8.49
Kingsmere Retail Park	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.3%	1.88	0.1%	1.88
Tesco, Lakeview Drive	0.0%	0.00	0.0%	0.00	0.0%	0.00	1.0%	5.51	0.4%	5.51
Launton Road Retail Park / Chaucer Business Park / Telford Industrial Estate	0.0%	0.00	0.0%	0.00	0.6%	1.88	3.8%	20.61	1.8%	22.48
Other	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.2%	0.86	0.1%	0.86
Sub-total	0.0%	0.00	0.2%	0.52	0.8%	2.42	7.1%	38.71	3.0%	41.66
<i>Kidlington out-of-centre</i>										
Sainsbury's, Oxford Road	0.0%	0.00	0.0%	0.00	0.0%	0.06	2.7%	15.07	1.1%	15.13
Other	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.1%	0.60	0.0%	0.60
Sub-total	0.0%	0.00	0.0%	0.00	0.0%	0.06	2.9%	15.67	1.1%	15.73
Oxford	0.6%	1.04	1.4%	4.71	1.7%	5.36	7.2%	39.21	3.7%	50.32
<i>Oxford out-of-centre</i>										
Botley Road Retail Park	0.0%	0.00	0.2%	0.59	0.4%	1.19	5.1%	28.14	2.2%	29.92
Meadowside Retail Park, Oxford	0.0%	0.00	0.0%	0.00	0.2%	0.68	0.9%	5.06	0.4%	5.74
Sub-total	0.0%	0.00	0.2%	0.59	0.6%	1.87	6.1%	33.20	2.6%	35.66
Moreton in Marsh	2.8%	5.32	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.4%	5.32
Chipping Norton	1.0%	1.87	0.0%	0.00	4.6%	14.32	0.0%	0.00	1.2%	16.20
<i>Out-of-centre Chipping Norton</i>										
Trinity Retail Park, London Road	0.4%	0.72	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.1%	0.72
Aldi, Banbury Road	0.0%	0.00	0.0%	0.00	0.0%	0.08	0.0%	0.00	0.0%	0.08
Other	0.1%	0.10	0.0%	0.00	0.3%	1.01	0.0%	0.00	0.1%	1.11
Sub-total	0.4%	0.82	0.0%	0.00	0.4%	1.09	0.0%	0.00	0.1%	1.91
Witney	0.2%	0.40	0.0%	0.00	4.4%	13.70	17.0%	93.09	7.8%	107.19
<i>Out-of-centre Witney</i>										
Sainsbury's, Witan Way	0.0%	0.00	0.0%	0.13	0.5%	1.51	2.1%	11.75	1.0%	13.39
Other	0.0%	0.00	0.0%	0.00	0.4%	1.27	1.9%	10.54	0.9%	11.81
Sub-total	0.0%	0.00	0.0%	0.13	0.9%	2.78	4.1%	22.29	1.8%	25.20
Summertown	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.4%	2.20	0.2%	2.20
Other										
Other Zone 1	7.5%	14.08	0.0%	0.11	0.1%	0.18	0.0%	0.00	1.0%	14.37
Other Zone 2	0.5%	0.99	20.0%	65.61	0.0%	0.00	0.6%	3.34	5.1%	69.94
Other Zone 3	0.0%	0.00	0.0%	0.00	0.3%	0.81	0.1%	0.45	0.1%	1.26
Other Zone 4	0.1%	0.12	0.0%	0.00	0.1%	0.18	0.6%	3.16	0.3%	3.46
Other	72.4%	135.58	57.9%	190.36	10.2%	31.75	26.4%	144.49	36.5%	502.18
Sub-total	80.5%	150.77	77.9%	256.08	10.6%	32.92	27.6%	151.43	43.0%	591.21
Total	100.0%	187.29	100.0%	328.76	100.0%	311.48	100.0%	548.91	100.0%	1,375.53

Notes:

- Market shares taken from the Cherwell Town Centre Retail Study (September 2021) Report
- Turnover = market share x available expenditure by Zone (Table 1e)
- At 2021 prices

Table 9: Food & Beverage Market Shares & Turnover (2023)

Destination	1		2		3		4		Total	
	(%)	(£m)	(%)	(£m)	(%)	(£m)	(%)	(£m)	(%)	(£m)
Available Expenditure	-	108.91		191.18		189.30		345.04	-	834.43
Banbury Town Centre	2.4%	2.62	4.0%	7.73	43.1%	81.59	0.8%	2.62	11.3%	94.57
Bicester Town Centre	1.0%	1.06	0.7%	1.27	0.9%	1.64	23.5%	81.14	10.2%	85.10
Kidlington Village Centre	0.0%	0.00	0.0%	0.00	0.0%	0.00	6.1%	21.01	2.5%	21.01
Moreton in Marsh	4.4%	4.84	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.6%	4.84
Chipping Norton	0.3%	0.35	0.0%	0.00	7.1%	13.41	0.8%	2.61	2.0%	16.37
Witney	0.0%	0.00	0.0%	0.00	1.3%	2.39	24.1%	83.02	10.2%	85.42
Oxford	0.0%	0.00	2.4%	4.62	5.5%	10.37	14.5%	50.13	7.8%	65.11
Summertown	0.0%	0.00	0.0%	0.00	0.2%	0.41	1.3%	4.47	0.6%	4.88
Headington	0.3%	0.35	0.0%	0.00	0.0%	0.00	0.2%	0.63	0.1%	0.99
Other										
Other Zone 1	45.6%	49.66	2.6%	5.02	1.0%	1.84	0.0%	0.00	6.8%	56.52
Other Zone 2	0.0%	0.00	55.7%	106.46	0.2%	0.41	2.0%	7.05	13.7%	113.92
Other Zone 3	1.5%	1.65	1.0%	1.93	22.7%	43.05	1.6%	5.47	6.2%	52.11
Other Zone 4	0.0%	0.00	1.9%	3.70	1.4%	2.71	13.8%	47.77	6.5%	54.18
Elsewhere	44.4%	48.38	31.6%	60.45	16.6%	31.48	11.3%	39.11	21.5%	179.42
Sub-total	97.5%	99.69	92.9%	177.56	42.0%	79.49	28.8%	99.41	54.7%	456.15
Total	100.0%	108.91	100.0%	191.18	100.0%	189.30	100.0%	345.04	100.0%	834.43

Notes:

1. Market shares taken from the Cherwell Town Centre Retail Study (September 2021) Report

2. Turnover = market share x available expenditure by Zone (Table 1g)

3. At 2021 prices

Table 10a: Potential Turnover of Proposed Food & Beverage (Class E(b) and / or sui generis) - Maximum Parameters

Use	Floorspace (Gross External Area) (sq m)	Net Sales Area (sq m)	Sales Density (£ per sq m)	Overall Turnover (£m)	Turnover Generated by on-site Employment (£m)	Turnover from Study Area (£m)
F&B	4,200	4,200	2,000	8.40	2.92	5.48

Notes:

1. Net sales area based on 70% of gross for convenience goods and 80% of gross for comparison goods
2. Sales density based on professional judgment informed by published data and the nature of floorspace proposed
3. Overall turnover = net sales area x sales density
4. Turnover generated by on-site population taken from Table 3A and B
5. Turnover from Study Area = turnover of proposal *minus* turnover generated by on-site expenditure
6. At 2021 prices

Table 10b: Likely Trade Draw of the Proposal (2033) (Food & Beverage)

Use	Study Area				Sub-total Study Area	Elsewhere	Total
	1	2	3	4			
Trade Draw	0.5%	3.0%	4.0%	90.0%	97.5%	2.5%	100.0%
Available Expenditure (£m)	121.81	219.59	210.51	387.18	939.10	-	-
Trade Draw to Proposal (£m)	0.03	0.16	0.22	4.93	5.34	0.14	5.48
Resultant Market Share	0.0%	0.1%	0.1%	1.3%	0.6%	-	-

Notes:

1. Likely trade draw of the proposal on existing F&B patterns and the nature of development proposed.
2. Available expenditure taken from Table 1g
3. Turnover of proposal taken from Table 10a
4. Resultant market share = turnover of proposal expressed as proportion of available expenditure
5. At 2021 prices

Table 11: Anticipated Trading Effects of the Proposal (Food & Beverage)

Destination	Turnover Pre-Development (€m)				2010	Trade Diversion to Proposal (€m)			Turnover Post-Development (€m)		Impact		Change in Turnover: Post-Development (€m)	
	2023	2026	2023	2010		2023	2026	2010	2023	2026	2023	2026	2023-2026	2023-2010
Proposal														
Barbury Town Centre	94.57	100.05	106.43	115.03	2.8%	0.14	0.14	106.29	114.89	-0.1%	-0.1%	11.72	20.32	
Bicester Town Centre	85.10	90.03	95.77	103.51	21.8%	1.16	1.18	94.61	102.33	-1.2%	-1.1%	9.51	17.23	
Killington Village Centre	21.01	22.22	23.64	25.55	5.6%	0.30	0.30	23.34	25.25	-1.3%	-1.2%	2.33	4.24	
Norson in Marsh	4.84	5.12	5.44	5.88	0.0%	0.00	0.00	5.44	5.88	0.0%	0.0%	0.61	1.05	
Clipping Norton	16.37	17.32	18.43	19.91	1.0%	0.05	0.05	18.37	19.86	-0.3%	-0.3%	2.00	3.49	
Winey	85.42	90.37	96.13	103.89	22.3%	1.19	1.21	94.94	102.69	-1.2%	-1.2%	9.63	17.27	
Oxford	65.11	68.89	73.28	79.20	13.7%	0.73	0.74	72.55	78.46	-1.0%	-0.9%	7.44	13.34	
Summertown	4.88	5.16	5.49	5.94	1.2%	0.08	0.07	5.43	5.87	-1.2%	-1.1%	0.55	0.99	
Headington	0.99	1.04	1.11	1.20	0.2%	0.01	0.01	1.10	1.19	-0.8%	-0.8%	0.11	0.20	
Other														
Other Zone 1	56.52	59.79	63.61	68.74	0.4%	0.02	0.02	63.59	68.72	0.0%	0.0%	7.07	12.21	
Other Zone 2	113.02	120.52	128.21	138.57	3.8%	0.19	0.20	128.02	138.37	-0.2%	-0.1%	14.10	24.45	
Other Zone 3	52.11	55.13	58.64	63.38	2.4%	0.13	0.13	58.51	63.25	-0.2%	-0.2%	6.41	11.14	
Other Zone 4	54.18	57.32	60.88	65.30	12.3%	0.60	0.70	60.29	65.20	-1.1%	-1.1%	6.11	11.02	
Equation	128.42	139.97	149.93	163.91	5.3%	0.86	0.87	141.68	151.66	-0.3%	-0.3%	21.86	38.54	
Sub-total	456.19	482.98	513.37	554.82	21.6%	1.69	1.71	511.68	553.10	-0.3%	-0.3%	55.93	96.96	
Total	834.43	882.79	930.19	1,014.32	1.00	5.34	5.42	935.10	1,014.52	0.0%	0.0%	99.33	175.68	

Notes:
 1. Turnover pre development in 2023 derived from Table 9 and projected forward in line with the existing market shares
 2. Trade diversion to proposal based on professional assumptions informed by existing F&B patterns (as identified by the Charwell Town Centre Retail Study (September 2021) Report)
 3. Turnover of proposal taken from Table 10a and Table 10b
 4. Turnover post development = turnover pre-development minus trade diversion to the proposal
 5. Impact = change in turnover expressed as a proportion of the reduction in turnover from pre-development levels
 6. Turnover post development = turnover in 2023 and 2026 post development minus turnover in 2023 pre development
 7. At 2021 prices

Appendix F - Draft S106 Heads of Terms



Note

BEGBROKE INNOVATION DISTRICT – DRAFT S106 HEADS OF TERMS

1 Introduction

- 1.1 This note indicates potential topics that would require planning obligations to be agreed through the s106 agreement that is tied to the planning permission for the Proposed Development. It does not prejudice or fetter future negotiations with Cherwell District Council or Oxfordshire County Council in any way.
- 1.2 All obligations set out in the s106 agreement will need to comply with the tests set out at regulation 122 of The Community Infrastructure Levy Regulations 2010.
- 1.3 There will be no duplication of planning obligations in the section 106 agreement with planning conditions attached to a grant of outline planning permission.

2 Affordable Housing

- 2.1 50% of the total number of proposed dwellings to be affordable housing.
- 2.2 Tenure mix to be agreed with Cherwell District Council in consultation with Oxford City Council.

3 Biodiversity net gain

- 3.1 Delivery of at least 20% biodiversity net gain.
- 3.2 Delivery and management of biodiversity measures in accordance with framework management measures set out in the Outline Landscape and Ecology Management Plan.

4 Sport, leisure and recreation

- 4.1 Delivery and management of on-site sport, leisure and recreation facilities and spaces.
- 4.2 Mechanism for the transfer of financial contributions towards on-site delivery costs from other promoters within the PR8 site.
- 4.3 In-lieu financial contributions to off-site sport, leisure and recreation facilities.

5 Education

- 5.1 Safeguarding of land to deliver a secondary school, 3FE primary school and 2FE primary school within the Site.
- 5.2 Triggers for the periodic review of the need for new education facilities.
- 5.3 Triggers for the transfer of land for the delivery of education facilities within the Site.
- 5.4 Mechanism to allow for direct delivery by Oxford University (and/or OUD on its behalf), including the transfer of financial contributions from all other Partial Review sites towards delivery and land cost.



Note continued

6 Transport

- 6.1 Financial contributions towards necessary off-site highways improvements, including pedestrian and cycle routes.
- 6.2 Safeguarding of land to provide for a new bridge over the Oxford Canal to link into site PR7b.
- 6.3 Safeguarding of 0.5ha of land for the provision of a rail halt.
- 6.4 Financial contributions towards necessary public transport enhancements.
- 6.5 Travel Plan monitoring.
- 6.6 Sustainable Transport and Innovation Fund.

7 Health

- 7.1 Financial contributions to the local NHS clinical commissioning group.

8 Waste

- 8.1 Financial contributions to Cherwell District Council for the management of household waste, to be calculated on each reserved matters approval.

9 Additional matters

- 9.1 Provision of payment of Council's legal fees and monitoring fee(s).

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