

Democratic Services**Reply to:** Amy Barnes**Ext:** 1522**Direct Line:** 01993 861522**Email:** amy.barnes@westoxon.gov.uk

14 July 2020

SUMMONS TO ATTEND**MEETING:** CABINET**PLACE:** TO BE HELD VIA VIDEO CONFERENCING BECAUSE OF SOCIAL DISTANCING REQUIREMENTS AND GUIDANCE (see [note](#))**DATE:** WEDNESDAY 22 JULY 2020**TIME:** 2.00 PM

Members of the Cabinet

Councillors: James Mills (Leader); Toby Morris (Deputy Leader); David Harvey; Jeff Haine; Norman MacRae MBE and Michele Mead

RECORDING OF MEETINGS

The law allows the council's public meetings to be recorded, which includes filming as well as audio-recording. Photography is also permitted.

As a matter of courtesy, if you intend to record any part of the proceedings please let the Committee Officer know before the start of the meeting.

A G E N D A**1. Notice of Decisions at the meeting held on Wednesday 17 June 2020**
([attached](#))**2. Apologies for Absence****3. Declarations of Interest**

To receive any declarations of interest from Councillors relating to items to be considered at the meeting, in accordance with the provisions of the Council's Local Code of Conduct, and any from Officers.

4. Participation of the Public**Purpose:**

To receive any submissions from members of the public, in accordance with the Council's Rules of Procedure.

5. Receipt of Announcements**Purpose:**

To receive any announcements from the Leader of the Council or Members of the Cabinet.

6. Finance and Service Performance Report 2019/20 Year End (Report of the Chief Finance Officer – copy [attached](#))

Purpose:

To provide details of the Council's operational and financial performance at the end of 2019/20; and to enable Councillors to assess financial and operational performance.

Recommendations:

- (a) That the 2019/20 end of year financial and service performance be noted; and
- (b) That the Council be recommended to:
 - (i) approve the carry-forward of capital budget of £12,881,843 as detailed in Annex B to the report; and
 - (ii) approve the transfer of £1,000,000 to Earmarked Reserves, as detailed at paragraph 2.5 of the report

7. Oxfordshire Growth Board Terms of Reference and Memorandum of Understanding (Report of the Chief Executive – copy [attached](#))

Purpose:

To propose revised Terms of Reference and Memorandum of Understanding for the Oxfordshire Growth Board.

Recommendations:

- (a) That the Terms of Reference and Memorandum of Understanding set out in Appendix 1 and Appendix 2 respectively, be approved; and
- (b) That the Chief Executive be authorised, in consultation with the Leader of the Council and the Oxfordshire Growth Board, to make minor amendments to these documents as required to support the operational efficiency of the Growth Board's work.

8. Naming of the Garden Village (Report of the Planning Policy Manager – copy [attached](#))

Purpose:

To agree the settlement name for the Garden Village site.

Recommendation:

That the name of Salt Cross be approved for the Garden Village.

9. Garden Village Area Action Plan (AAP) (Report of the Planning Policy Manager – copy [attached](#))

Purpose:

To consider and approve the pre-submission draft Garden Village Area Action Plan (AAP) for the purposes of a six week statutory period of public consultation in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Recommendations:

- (a) That the Council be recommended to approve the pre-submission draft Area Action Plan (AAP) attached at Annex A for the purposes of formal publication for a statutory period of six weeks in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- (b) That the Council be recommended to authorise the Chief Executive, in consultation with the Cabinet Member for Strategic Planning, to make any minor factual/typographical amendments to the pre-submission draft AAP in conjunction with Officers, prior to formal publication; and

- (c) That the Council be recommended to agree that subject to there being no significant issues raised during the statutory six-week period, the pre-submission draft Area Action Plan (AAP) be formally submitted to the Secretary of State in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 including any minor modifications.



Chief Executive

This agenda is being dealt with by Amy Barnes Tel: (01993) 861522
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Note: Councillors will be sent an invitation to the meeting via Cisco Webex. Members of the public may view the meeting via [Facebook Live](#). A Facebook account is not required.

WEST OXFORDSHIRE DISTRICT COUNCIL

CABINET

Record of decisions taken at the meeting of the **Cabinet** held
via video conferencing on **Wednesday 17 June, 2020** at 2.00pm.

PRESENT

Councillors: James Mills (Leader); Toby Morris (Deputy Leader); Jeff Haine, David Harvey, Norman MacRae MBE and Michele Mead.

Also in Attendance: Councillors Jake Acock, Alaa Al-Yousuf, Richard Bishop, Julian Cooper, Harry Eaglestone, Duncan Enright, Hilary Fenton, Ted Fenton, Steve Good, Andy Graham, Gill Hill, Liz Leffman, Dan Levy, Martin McBride, Elizabeth Poskitt, Alex Postan, Carl Rylett and Harry St John.

Officers: Giles Hughes (Chief Executive); Elizabeth Griffiths (Chief Finance Officer and Deputy Chief Executive); Michelle Burge (Chief Accountant); Murry Burnett (Strategic Housing and Development Officer); Martin Holland (Business Manager - Contracts); Bill Oddy (Group Manager - Commercial Development); Deborah Wyatt (Community and Housing Investment Officer); Keith Butler (Head of Democratic Services) and Amy Barnes (Senior Strategic Support Officer).

9. NOTICE OF DECISIONS

RESOLVED: That the record of the decisions taken at the meeting held on Wednesday 27 May 2020, copies of which had been circulated, be approved and signed as a correct record.

10. APOLOGIES FOR ABSENCE

There were no apologies for absence.

11. DECLARATIONS OF INTEREST

There were no declarations of interest from Members or Officers relating to matters to be considered at the meeting.

12. PARTICIPATION OF THE PUBLIC

A submission was received and read out on behalf of Mr Sharone Parnes relating to Item 7 on the agenda, Local Development Scheme and Statement of Community Involvement. A copy of his submission is attached as [Annex A](#) to these minutes.

13. RECEIPT OF ANNOUNCEMENTS

13.1 Welcome to new Chief Finance Officer and Deputy Chief Executive

Councillor Mills welcomed the Council's new Chief Finance Officer, Mrs Elizabeth Griffiths to the authority and her first Cabinet meeting. Mrs Griffiths' post combined the S151 Officer, Chief Finance Officer and Deputy Chief Executive roles.

13.2 Farewell and Thank You to Paul Cracknell

Councillor Mills advised that the authority's Senior Committee Services Officer, Paul Cracknell, had taken the decision to retire after serving the Council for 32 years. He thanked Paul for his service and for his advice, extensive knowledge, assistance and support to all

Members over that time. Councillor Mills explained that a formal thank you would be delivered at Council the following week, but stated that he had wanted to express his own gratitude and best wishes to Paul on his departure.

13.3 Oxfordshire Growth Board

Councillor Mills encouraged Members to look at the current consultation being held on Oxfordshire Open Thought. As the Council's representative on the Oxfordshire Growth Board, he advised the meeting that the Board was looking to the future with a robust work programme and would be feeding back on the recent Growth Board Review in due course.

13.4 Discretionary Business Support Grants

Councillor Morris advised that the deadline for applications for the Discretionary Business Support Grants had passed on the previous Sunday, and that a meeting was due to take place later in the week to consider the applications. The grants would assist those smaller businesses which had not been eligible for government funding during the Covid 19 pandemic.

13.5 Thanks to GLL for assistance during lockdown

Councillor Mead expressed her gratitude to GLL for their assistance during the Coronavirus Pandemic. GLL had made space available in their Leisure Centres for local foodbanks to operate, as well as Covid 19 testing centres. In particular, Councillor Mead thanked the one member of staff who had not been furloughed for opening up the centres each day and assisting their communities during this time.

13.6 River Windrush Repairs

Councillor MacRae was pleased to announce that work had commenced on the river bank repairs in Witney and stated that he would keep Members updated as to progress.

13.7 Climate Action Strategy Consultation

Councillor Harvey reported that the authority had received well over 400 responses to the Climate Action Strategy consultation and officers were already in the process of analysing the data with a view to establishing public opinion. This data would be key in seeking to ensure that the Council's strategy addressed those issues which were important to residents.

14. HEYLO AFFORDABLE HOUSING FUNDING REQUEST

The Cabinet received and considered the report of the Strategic Housing and Development Officer, which requested consideration of an opportunity to provide funding to develop a partnership with Heylo. The partnership would look to establish a programme of delivery of affordable shared ownership homes in West Oxfordshire.

The report sought approval for an addition to the Capital Programme in respect of the proposed shared ownership scheme of £1.2m with £0.75m funded via the Growth Deal and the balance from the Affordable Housing Fund.

The Cabinet Member for Strategic Planning, Councillor Haine, introduced the report and highlighted the need for affordable housing in the District with the cost of homes at one of the highest rates in the country. He reminded Members that approval had been given in May 2020 for a partnership with Heylo to provide four additional shared ownership homes at Colwell Green, Witney and a funding agreement was currently being drawn up.

Following the Covid 19 pandemic, the Growth Board was anticipating ways to support recovery in the housing market.

The proposal was seconded by Councillor Mills who endorsed the points raised by officers and supported the comments from Councillor Haine.

In response to a question from Councillor Graham, Councillor Haine advised that, as detailed in paragraph 3.1 of the report, the total amount of money to be used from S106 receipts was £450,000 which would be funded from the affordable housing fund

Councillor Al-Yousuf stated that this was an interesting idea but queried the accounting and finance arrangements. However, he noted that the finance agreement was still being worked on by the Council's legal team. Councillor Haine referred Councillor Al-Yousuf to paragraph 2.4 of the report which explained how the Growth deal grant and Council top-fund were recyclable with the funding returning to be used in further affordable housing schemes.

Councillor Mills encouraged Members to view this as the six principal Oxfordshire authorities working in partnership to deliver affordable homes across the county. He also explained a number of acronyms used in the report and requested that, in future, officers ensure any abbreviations were clearly explained to ensure clarity for Members and for the public. He agreed that the county needed a mix of type and tenure of property to help residents who were renting, in shared ownership or home ownership.

Having considered the report, and having heard from Members present, the Cabinet resolved that the recommendations in the report be agreed as written.

DECISIONS:

- (a) That the Council partners with Heylo to develop a programme to provide additional shared ownership affordable housing in West Oxfordshire by using Section 106 receipts together with Growth Deal grant funds;
- (b) That agreement be given in principle to the provision of funding for an emerging programme to be negotiated by Heylo with housing developers active in West Oxfordshire; and
- (c) That Council be recommended to approve an addition to the Capital Programme in respect of the proposed shared ownership scheme of £1.2m with £0.75m funded via the Growth Deal and the balance funded from the Affordable Housing Fund.

REASONS: To establish a programme of delivery of affordable shared ownership homes in West Oxfordshire, whilst benchmarking against other forms of affordable housing delivery in West Oxfordshire and neighbouring Oxfordshire Local Authorities to ensure that value is being achieved.

OPTIONS: Members could have chosen not to establish the partnership. However, the inclusion of flexibility for the Council to review its involvement meant that this remained a good route to facilitate more affordable housing.

15. LOCAL DEVELOPMENT SCHEME UPDATE AND STATEMENT OF COMMUNITY INVOLVEMENT

The Cabinet received and considered the report of the Planning Policy Manager, which requested approval of the updated Local Development Scheme (LDS) and sought agreement to release additional funds to support the Area Action Plan (AAP) and Supplementary Planning Documents (SPDs) through to formal adoption.

The report reminded Members that an LDS was required under the Planning and Compulsory Purchase Act and the recommended updated version was attached as Annex A to the report.

The most recent version of the LDS had been approved in January 2020, however, a number of issues had arisen since then including the current public health emergency requiring further revisions. In addition, Members were asked to agree an addendum to the Council's Statement of Community Involvement to take account of the exceptional circumstances presented by Covid-19.

The report also requested approval to release £132,000 from the unallocated Housing and Planning Delivery Grant (HPDG) to support the final stages of the preparation and adoption of the Garden Village AAP and other SPDs. Cabinet had agreed to establish an earmarked local plan reserve of £500,000 in 2012, however, these funds had been exhausted primarily on the Local Plan. Officers advised that taking the Garden Village AAP through to adoption would require additional costs relating to technical evidence, legal advice and support and Planning Inspectorate fees. The estimated costs were detailed in section 4.4 of the report.

Councillor Haine introduced the report and outlined the amendments needed. He explained that there was a requirement to review the Local Plan within five years of adoption. He advised Members that a seminar was due to be held on 30 June 2020 relating to the Garden Village AAP and he encouraged all to attend. Councillor Haine also referenced the key dates as detailed in section 2.12 of the report.

In response to the public submission read out on behalf of Mr Sharone Parnes (see [minute 12](#) and [Annex A](#)), Councillor Haine advised that in relation to points 1 to 3 of the submission, Blenheim had concluded their work with Community First Oxfordshire (CFO) and there may not be any further stages, process or formatting from their perspective. The draft LDS report recognised that extensive public consultation had already taken place through CFO on behalf of Blenheim and committed to a further period of Council-led consultation in order to formalise the outputs and potentially allow them to be adopted as a supplementary planning document. Any decision to ultimately adopt as a supplementary planning document would clearly be taken in light of any comments and potential concerns raised.

In relation to Point 4, paragraph 6.3 of the report simply listed the five neighbourhood plans which were currently underway in the District. It did not explain the scope or content of any of them and instead signposted the public to the Council's website for more information.

Point 5 referred to an error on the Council's website which officers had asked to be resolved and would be remedied as soon as possible.

Councillor Haine proposed the recommendations as laid out and these were seconded by Councillor MacRae.

Councillor Mills asked Members to note the importance of aligning the Local Plans in Oxfordshire and enabling authorities to plan and deliver better quality developments. He requested that paragraph 4.6 on page 5 of the report be amended to read "there **will** be a requirement to undertake a piece of work to develop a masterplan for Hanborough Station." He explained that he had been appointed as the Council's representative on the newly established Hanborough Station Working Group and he would update Members once the group had met.

Councillor Postan addressed Members and suggested that the broader picture needed to be looked at with a view to reducing the cost of non-affordable homes by examining land supply.

In response to a number of questions from Councillor Rylett, Councillor Haine advised that he did not believe that existing Neighbourhood Plans would not need to be updated but he would take advice and respond accordingly. With regard to the Statement of Community Involvement, the purpose was to ensure that non-digital users were able to participate in the

process whilst accessing all digital avenues as well. Councillor Haine explained that many of the supplementary Garden Village documents were in the process of being approved and would be made available on line in due course. Whilst he understood the frustration that recent events had forced delays in the process, he did not feel it was the right time to consult on the West Eynsham aspect at this stage.

Following comments raised by Councillor Poskitt in relation to Woodstock, Councillor Haine felt that the work completed by Community First Oxfordshire was a good starting point but there was no need for the District Council to repeat it so soon afterwards. He acknowledged the point that the library and museum were not accessible at the present time for the displaying of documents.

Councillor Cooper raised a query with the estimated finances detailed in section 4.4 of the report. In response, the Chief Executive advised that these costings related to the technical work that needed to be undertaken to bring the planning documents forward and the Council would be working with partners to establish future funding streams.

In summing up, the Leader reminded Members of the importance of the recovery phase following the pandemic and the need to respond to changes in retail patterns. The Council needed to be focused on planning the work in front of it whilst looking at the land ownership profile and the benefits of being able to look at areas holistically.

Having considered the report, and having heard from Members present, the Cabinet resolved that the recommendations in the report be agreed as written.

DECISIONS:

- (a) That the updated Local Development Scheme attached at Annex A to the report be approved;
- (b) That Council be recommended to approve the release of £132,000 from the Council's unallocated Housing and Planning Delivery Grant (HPDG) to support the Area Action Plan and Supplementary Planning Documents through to formal adoption; and
- (c) That the Statement of Community Involvement addendum attached at Annex B to the report be approved.

REASONS: To maintain and enhance West Oxfordshire as one of the best places to live, work and visit in Great Britain and to meet the current and future needs of residents.

OPTIONS: Members could choose not to update the LDS or the SCI but this would be counterproductive and against best practice. The amount of funding could also be amended subject to appropriate budget levels.

16. AFFORDABLE HOUSING DRAFT SUPPLEMENTARY PLANNING DOCUMENT

The Cabinet received and considered the report of the Planning Policy Manager, which asked Members to agree that a draft Affordable Housing Supplementary Planning Document (SPD) be published for the purposes of a six week public consultation.

In recognition of the identified need for 274 affordable homes being required every year, the Council had developed Policy H3 of the Local Plan which sought to boost the supply of affordable housing across the District. The intention was to provide further detail on the operation of Policy 3 through a separate Affordable Housing SPD. This was initially adopted in 2007 and therefore needed to be updated.

The draft SPD was attached at Annex A to the report and approval was sought to publish this for public consultation. Any comments received would be taken into account to revise the SPD, and a further final period of consultation would take place later in the year.

Councillor Haine introduced the report and explained the overall objectives of the SPD which were outlined in section 2.1 of the report along with an explanation of the various sections that the document was split into. He proposed the recommendation as laid out.

Councillor Harvey seconded the proposal and congratulated Councillor Haine and the officers involved for their work. He made reference in particular to the inclusion of zero carbon homes and the incorporation of renewable energies.

Councillor Mead expressed her support for the report and highlighted section 8.4 of the Annex which addressed the need to ensure Key Workers could access affordable housing. This was particularly pertinent following the events surrounding the pandemic and the impact on key workers.

Councillor MacRae endorsed the comments made and requested that section 8.4 be amended to make reference to the strong ties that West Oxfordshire had with military personnel and its commitment to the military covenant. As a former serving officer and Armed Forces Champion, he felt it was important to strengthen the wording in this section. In response, the proposer and seconder both agreed to this amendment.

Councillor Postan addressed Members and suggested that an initiative be started to look at 'affordable money', along the lines of an affordable mortgage scheme. Councillor Haine advised that the Council had run an affordable mortgage scheme in the past but take up had been low.

Councillor Poskitt stated her support and hoped that affordable housing would continue to be indistinguishable and mixed in with other types of housing.

Councillor Acock expressed his support and hoped that this work would be followed by swift action. He referred to the difficulties that many people experienced when paying rent and trying to save for a deposit for a house and thanked officers for their work.

Councillor Mills reminded Members that they were purely deciding to publish the draft document for six weeks' consultation and encouraged everyone with suggestions for inclusion to utilise the consultation process. He also reiterated the need to cater for individuals at all stages of life's journey, from affordable rents, shared ownership and home ownership.

Having considered the report, and having heard from Members present, the Cabinet resolved that the recommendations in the report be agreed as written with an amendment to section 8.4 of the Annex, as discussed.

DECISION: That the draft Affordable Housing Supplementary Planning Document (SPD) attached at Annex A to the report be published for a six-week period of public consultation, subject to the minor amendment to section 8.4 to underpin the Council's commitment and close ties to the military, as referenced above.

REASONS: To ensure public involvement in the creation of the SPD with comments being taken into account and used to shape the final version.

OPTIONS: Members could choose not to publish the draft document for consultation but this would be contrary to providing clear and transparent decision making processes.

17. COMMUNITY FACILITIES GRANTS

The Cabinet received and considered the report of the Business Manager Contracts, which detailed three applications from local groups requiring financial assistance to progress with various projects.

Councillor Mead outlined the applications from The Alice Marshall Hall, Charlbury Cricket Club and Eynsham Parish Council respectively. Funding breakdowns for each application and organisation were detailed in Annex A to the report, showing the total scheme cost, other funding sources and the contribution requested from the Council, along with an explanation of the works proposed for each venue.

The report advised that The Alice Marshall Hall had applied for £15,000 towards the total refurbishment of the hall, including kitchen, eco-friendly heating and lighting and new toilets. The existing heating system had been condemned and the hall was in need of modernisation.

The second application was from Charlbury Cricket Club for the replacement of outdoor cricket nets. The contribution required was £17,000 and would provide practice facilities to over 200 children and 80 adults.

The final application was from Eynsham Parish Council for the refurbishment of the Grade II listed Bartholomew Room at a cost of £26,950. The upper room was used as the Council Chamber whilst the lower room was hired to Eynsham Art Group and other local charity organisations.

Councillor Mead stated that despite her lack of knowledge about cricket, she supported any activity that encouraged communities to get together, enjoy a sporting activity and keep fit and healthy in the process.

This was seconded by Councillor Morris who applauded the ability of the Council to provide this unique opportunity for parishes and groups to apply for financial assistance and invest in their communities.

Councillor MacRae fully supported the grant to the Cricket Club which would provide them with four new practice nets. He also expressed his delight that international cricket would be returning to the UK in the next few weeks and highlighted the pleasure of enjoying watching cricket.

Councillor Graham was pleased to see the grant to the cricket club being approved.

Councillor Leffman expressed her support for the cricket club grant and thanked Members for supporting this application for Charlbury. She highlighted the many benefits of the sport which encouraged diversity and provided opportunities for disabled participants.

Councillor Rylett expressed his support for the grant to Eynsham Parish Council for the refurbishment of the Grade II listed Bartholomew Room and stated that the building was iconic in the centre of the village and in need of restoration.

DECISION: That Community Facilities Grants be awarded in accordance with the recommendations set out in Annex A to the report.

REASONS: The grants enabled the Council to work with communities to meet the current and future needs and aspirations of residents.

OPTIONS: Members could choose to offer differing levels of grant aid than those proposed but within the budgets established for these purposes.

18. AWARD OF CONTRACT FOR THE SUPPLY AND INSTALLATION OF PULASTIC SPORTS HALL FLOOR AT CHIPPING NORTON LEISURE CENTRE

The Cabinet received and considered the report of the Business Manager Contracts, which detailed results of the recent tendering exercise and requested approval to appoint the Main Contractor.

Chipping Norton Leisure Centre was located at Chipping Norton School and owned by the Council. The centre was a dual use facility and was managed on behalf of the Council by GLL Better.

Since opening in July 2002, the Leisure Centre had suffered from roof leaks which had had a detrimental impact on the sports hall floor. This had resulted in the floor boards opening up in areas due to the water damage. Ridge and Partners LLP were commissioned to undertake a site inspection and assessment of the floor in February 2020 and concluded that full replacement or refurbishment was required.

Council had approved the inclusion of £50,000 within the 2020/21 Capital Programme to replace the sports hall fall and a non OJEU open tender had been undertaken via the Public Group Electronic Tendering portal. One tender was received by the deadline from Sport and Play Ltd in the sum of £58,290.

Councillor Mead introduced the report and explained the damage caused to the floor over a number of years and reminded Members that the hall was used by the school on a regular basis. She advised that the replacement of the floor was required to maintain the safe operation of the hall for users and school children and proposed the recommendations as laid out in the report.

This was seconded by Councillor Haine who reiterated that many members of the community got enjoyment from using the hall for sports and activities.

Councillor Graham accepted that the work was necessary but raised a concern that there had only been one tender received. He queried where the work had been advertised and how widely.

In response, the Business Manager – Contracts advised that the tender had been advertised using the Intend Procurement Portal, as per usual procedure but on this occasion had resulted in only one company responding by the deadline.

Councillor Mills endorsed the recommendations and felt that as the health and wellbeing of individuals was key at the present time, it was important to ensure that communities could stay active.

Cabinet resolved that the recommendations in the report be agreed as written.

DECISIONS:

- (a) That approval be granted for the appointment of Sport and Play limited as the Main Contractor; and
- (b) That Council be recommended to amend the Capital Programme 2020/21 to reflect the increased budget requirements as set out in the financial implications of the report, to be financed from capital underspend.

REASONS: Cabinet considered the representatives appointed in each case would enhance the Council's involvement in community organisations and its aim to encourage partnership working.

OPTIONS: Members could choose not to accept the recommendations and/or suggest alternative solutions.

19. LEISURE MANAGEMENT CONTRACTOR FINANCIAL SUPPORT

The Cabinet received and considered the report of the Business Manager - Contracts, which sought approval to defer management fee payments and provide financial support for the Council's Leisure Management Contractor, GLL Better.

As part of the Covid-19 response, the Government announced the closure of all gyms and leisure centres on 20 March 2020. As a result, GLL was impacted by a 100% loss of revenue and would continue to face significant financial difficulty in the coming months.

Councillor Mead outlined the report and reminded Members that business continuity insurance did not provide cover for losses caused by the Covid-19 virus. GLL had taken advantage of the Government's job retention scheme and had furloughed the majority of staff.

As reported earlier in the meeting, some of the centres had since been used as food bank distribution centres as well as mobile Covid-19 testing sites.

Councillor Mead reminded Members that there was confidential financial information included in their papers but requested that these were not referred to specifically due to the desire to hold the discussion on this issue within the public domain. Should any Member wish to refer to the confidential appendix, the meeting would need to be held in private session and the public streaming would need to be stopped.

Councillor Mead proposed the report whilst outlining some amendments to the recommendations as follows:

Recommendation (a) (i) be amended to read '**Defer** management fee payments from the contractor to the Council.....';

Recommendation (a) (ii) be amended to read 'Authority be delegated to the S151 Officer, in conjunction with the Cabinet Member for Resources, to authorise a payment to the contractor....'.

This was seconded by Councillor Morris who endorsed the need to defer the money from the contractor's fees to assist with cash flow support. He reminded Members that the Leisure Centres had been closed for some time now and it was felt that this was the best course of action for the District Council at the same time as protecting the interests of residents. He reiterated that the Council did not want the contractor to fail and needed to provide some level of support. He assured the meeting that the centres were ready and waiting to reopen as soon as possible.

Members queried what would happen if the centres continued to be closed for any further significant period of time and the impact if GLL were to become insolvent. In response, Councillor Mead explained that this report was to assist with the loss of income from the past three months and if further assistance was needed, a separate report would be submitted. In addition, the report outlined the risks to the Council which were not just financial but reputational as well.

In response to query from Councillor Graham, officers advised that recommendation (a) in the report was a Cabinet decision whereas recommendation (b) was a wider ranging option to review the Medium Term Financial Strategy, which was a Council decision. It was noted that this was a fluid situation but officers were confident that the Council's financial position could be safeguarded.

Having considered the report, and having heard from Members present, the Cabinet resolved that the recommendations be agreed as amended and read out by the Committee Officer.

DECISIONS:

- (a) That a variation to the Leisure Management contract be authorised to
 - (i) defer management fee payments from the contractor to the Council at a cost of £276,096;
 - (ii) delegate authority to the S151 officer, in conjunction with the Cabinet Member for Resources, to authorise a payment to the contractor totalling £263,581; and
- (b) That the Chief Finance Officer be requested to conduct a review of the budget and the Medium Term Financial Strategy at the earliest opportunity and to report to Cabinet and Council.

REASONS: To work towards healthier communities and encourage stronger, local communities and provide the Leisure Management Contractor with financial assistance following the impact of Covid-19.

OPTIONS: Members could choose not to provide GLL with financial support but under the 'Change in Law' provisions with the contract, the Council was deemed to be responsible for all the costs of hibernation and supporting recovery.

The meeting closed at 4.07 pm

Leader of the Council

Sharone Parnes, Woodstock, Oxfordshire

Participation of the Public

West Oxfordshire District Council Cabinet Meeting of Wednesday 17th June 2020

Thank you for this opportunity to address your Cabinet meeting on a number of concerns for which clarifications and corrections are requested in relation to the Report circulated for your Agenda Item 7 (a Report for which Cllr Haine and Mr Hargraves are designated the Accountable Member and Accountable Officer respectively). Whilst not making these representations on behalf of Woodstock Town Council itself, I do so independently as a Town Councillor for Woodstock and encourage Cabinet to formally explore with the Town Council any facts contained herein.

Some context and references to Woodstock, in numerous instances relating to the Report's discussion of Supplementary Planning Documents and Neighbourhood Plans seem, unfortunately, unduly unclear, imprecise, confusing and potentially inadvertently misleading, in that:

1. In relation to a 'Woodstock Community and Infrastructure Delivery Plan' noted by the Report to Cabinet as having already gone through initial consultation "already undertaken by Community First Oxfordshire on behalf of Blenheim Estate during 2019", actually the Community First Oxfordshire consultation exercise was commonly understood to be for preliminary compilation purposes only - and any outcome final form (or draft final form of outcome) has not been presented to Woodstock Town Council for further consideration, comment or ratification prior to submission to WODC;
2. It therefore seems highly premature for WODC to already indicate commencement of a process "to formalise work already undertaken on behalf of the Blenheim Estate through Community First Oxfordshire", towards awarding Supplementary Planning Document (SPD) status to the so-called "Woodstock Community and Infrastructure Delivery Plan";
3. As yet, the Town Council and constituency of Woodstock have not been party to any agreement – or in the case of the Town Council even notification and discussion – about specific further stages, process, or formatting of the particular Community First Oxfordshire document or any formalization. In fact, Blenheim has only this week closed a Developer Consultation on two major development sites related, and referred to in the so-called 'Community and Infrastructure Delivery Plan'; and, Cllr Haine and Mr Hargraves will be aware that not long ago Woodstock Town Council was caught by surprise after its Resolution to request that a Housing Need Survey be carried out by WODC transpired to result in a Housing Need Survey being carried out by the Developer, with lacking clarity provided to the Town Council prior to its consideration about such a Survey;
4. Paragraph 6.3 in the Report to Cabinet lists the Woodstock Neighbourhood Plan as being among five "Neighbourhood Plans currently in progress", but fails to indicate that the Town Council specifically resolved only to conduct a Neighbourhood Plan for purposes of Green Spaces and not a wider plan; and
5. WODC's website [please see excerpt image below] linked from within a footnote in the Report to Cabinet states: "Woodstock Town Council is responsible for the development of a Neighbourhood Plan for the Parish of Shilton. The Neighbourhood Area to which the Plan relates covers the Parish of Shilton and was designated on 16 January 2020. Under the Neighbourhood Planning (Amendment) Regulations 2016, the proposal qualified for designation without consultation or decision from West Oxfordshire District Council."



Woodstock Town Council has never considered, and was never requested, to conduct any plans for the Parish of Shilton.

Please could the Report to Cabinet, including any content referenced within it, therefore be amended with corrections and clarifications prior to acceptance by Cabinet, among other considerations towards ensuring that any pending Neighbourhood Plan for Woodstock is accurately depicted, and also in order that no Developer-led plans for Woodstock will be prematurely or unexpectedly shoehorned into ongoing processes before the Town Council and the Constituency are made duly aware with ample opportunity to confirm agreement. In addition, please can consideration be given to notifying the Town Council directly, when substantial matters of policy directly related to the Town come before Cabinet or Full Council.

Thank you in advance for your kind consideration of these issues.



WEST OXFORDSHIRE
DISTRICT COUNCIL

WEST OXFORDSHIRE DISTRICT COUNCIL

Name and date of Committee	Cabinet: Wednesday 22 July 2020
Report Number	Agenda Item No. 6
Subject	Financial and Service Performance Report 2019/2020 Year End
Wards affected	All
Accountable member	Cllr Toby Morris Cabinet Member for Resources and Deputy Leader Email: Toby.Morris@westoxon.gov.uk
Accountable officer	Elizabeth Griffiths, Chief Finance Officer and Deputy Chief Executive Tel: (01993) 861188 Email: Elizabeth.Griffiths@westoxon.gov.uk
Summary/Purpose	This report provides details of the Council's operational and financial performance at the end of 2019/20; and enables Councillors to assess financial and operational performance.
Annexes	Annex A – Revenue Outturn Annex B – Capital Programme Annex C – Summary of Indicators and Key Tasks Annex D – Performance Indicators Annex E – Progress on Key Tasks
Recommendations:	a) That the 2019/20 end of year financial and service performance be noted b) That Council be recommended to: (i) Approve the carry-forward of capital budget of £12,881,843 as detailed in Annex B. (ii) Approve the transfer of £1,000,000 to Earmarked Reserves, as detailed at paragraph 2.5
Corporate priorities	Protect the environment whilst supporting the local economy Working with communities to meet the current and future needs and aspirations of residents To provide efficient and value for money services, whilst delivering quality front line services
Key Decision	No
Exempt	No

1. BACKGROUND

- 1.1. Each quarter, the Council monitors its progress towards achieving its aims and priorities, service delivery and financial performance.

2. FINANCIAL REPORTING - REVENUE

- 2.1. All financial results contained within this report are subject to audit.
- 2.2. The budgets and expenditure within this report are based upon the budget agreed by Council in February 2019. The Council's net revenue budget (Total Cost of Services plus investment income receipts) for 2019/20 is £11,436,930.
- 2.3. The 2019/20 budget for each service and actual expenditure and income for the full year is shown in [Annex A](#) (starting on page 10). Significant variances, and those of particular note, are explained in the body of this report. The variance reported is the difference between the approved budget to the end of the 2019/20 financial year and the expenditure/income for that period.
- 2.4. For the year, the Council can report an underspend of £1,098,311 in its revenue finances for 2019/20. This underspend assumes that the Council will receive an (estimated) surplus from the Oxfordshire Business rates Pool of £600,000.
- 2.5. Based upon the positive outturn position, it is recommended that £700,000 of the surplus be transferred to the Council Priorities Fund. The fund can be used to support Council priorities and help deliver Covid-19 response and recovery initiatives in 2020/21. It is also recommended that an additional £300,000 be transferred to reserves to create a provision for timing differences between the payment of housing benefit and the receipt of housing benefit subsidy from Central Government (this point is detailed later in the report). The remaining £98,311 of surplus will remain in General Fund balances.
- 2.6. Significant variances and those of particular note are explained in the body of this report. A full list of variances by service and cost centre is included in [Annex A](#).

Expenditure variances

- 2.7. Publica Group (Support) Limited now provides the majority of the Council's staffing resource which is used to deliver Council services. The Council's 2019/20 contract sum with Publica is £9,094,300 (excluding the cost of the Transformation programme).
- 2.8. During the year the Council may request additional services or support from Publica. In such cases, the Council contract sum is adjusted and agreed with Publica to represent the extra resource required.
- 2.9. At the end of Q4, Publica reported an overall contract underspend of £262,000. Of this, £112,000 related to the West Oxfordshire contract sum. This contract underspend (and refund to the Council) has been included in the outturn figures contained in this report.
- 2.10. Updates on the position of the Ubico contract, and performance against the budget, are received on a monthly basis from Ubico. The update allows variances to be identified and potential 'corrective action' to be taken to address any overspends. The Council's contract with Ubico overspent marginally, by £1,886 against the budget. Overspends in container management [delivery of bins and receptacles to customers] and green waste collection costs were offset by underspends in grounds maintenance, street cleansing and the refuse collection service, to produce a small net overspend.
- 2.11. Waste container demand was anticipated to increase when the Council launched the new waste and recycling service in 2017. However, demand has remained extremely high across all container types.

- 2.12. Waste and Recycling container purchases in the year have cost approximately £240,000 against the budget of £92,000. Demand for replacement 'blue lidded' wheeled bins has been high as a result of hinges failing on the bins. The Council is working with the supplier and with Ubico to find a solution to this problem.
- 2.13. The ICT Business Solutions service overspent against by £38,000. General inflation and additional ICT requirements across the Council have put pressure upon the Council's budget. The cost of the service will be monitored more closely in 2020/21 to ascertain whether the increase in costs is 'one-off' in nature, or whether it is simply a result of the true cost of providing the Council's ICT business systems.
- 2.14. At the end of Q4 the 'Depot' cost centre is showing a budget under spend of £49,000. This is due to recovery of costs of maintenance compliance work, which was chargeable to Ubico. The costs of the works were primarily incurred in 2018/19, so the income represents a one-off surplus in 2019/20.
- 2.15. Expenditure on building maintenance costs exceeded budget in 2019/20, with overspends within the Corporate Buildings cost centre [ADB305] and Waste Depot [WST301]. Many of these costs are unavoidable as works are required in a reactive manner. Capital maintenance and improvement works expenditure has been kept to a minimum over the past two years as the Council looks to undertake a building maintenance survey to identify where necessary capital work over the next two years. This delay in regular capital expenditure may have contributed to an increase in reactive repair expenditure.
- 2.16. The Council administers and pays Housing Benefit payments and receives rent allowance subsidy from Central Government in respect of these payments. The Rent Allowances [Housing Benefit] cost centre is showing an underspend of £423,000. The 2019/20 budget estimated that the Council would pay out approximately £20,000,000 in housing benefit during the year. Actual benefit payments were approximately £16,600,000. Similarly, the amount of subsidy that the Council has received has also decreased. However, there is a timing difference between benefits paid and subsidy received, which has led to this large variance. It is therefore recommended as part of this report that £300,000 of this positive variance be transferred to a Benefits Subsidy Reserve to provide for the expected catch-up between payments and subsidy that will take effect in 2020/21.
- 2.17. The budget for CCTV includes an element for replacement and maintenance of cameras. No works have been carried out in 2019/20, therefore a budget underspend is being reported. The overall budget for CCTV will be reviewed once discussions on a county-wide future delivery model are complete.

Significant income variances

- 2.18. At the end of Q4, income within Development Control (planning application fees and pre-application advice) was £120,000 under target. Over the past three years Planning Application income has significantly exceeded its income target. 2019/20 has seen a significant slow-down in application income. Application income was £160k short, but an overachievement in pre-application advice fee income reduced the overall income shortfall. Underspends within the expenditure budgets also reduced the 'cost centre' shortfall to £79,000 overall. The shortfall in income will need to be closely monitored into 2020/21, as application fee income is a significant income stream for the Council. Any further reduction in income could have an adverse effect upon the Council finances in 2020/21.
- 2.19. Income within the Land Charges service has underachieved by £48,000 against its budget. The underachievement in 2019/20 follows a similar shortfall in income in 2018/19, with the demand for the service falling in comparison to previous years.

- 2.20. The Building Control fee income target has not been increased since 2014/15. The service has struggled to meet its income target in both 2017/18 and 2018/19, and now 2019/20. At the end of Q4, the service is once again below target, raising £339,000 of income against the budgeted target of £404,000. The service budget and income target are set to be reviewed during 2020/21 as part of the budget setting process.
- 2.21. The Talisman Industrial Estate cost centre is currently showing an adverse variance of approximately £33,000. For the second-half of 2018/19, units 11, 12A and 13 were vacant and these vacancies continued into the start of 2019/20. All units other than unit 13 have been re-let during the year, with income picking-up toward the end of the year as a result of new tenancies being agreed.
- 2.22. The popularity of the chargeable Green Waste service has generated more income than anticipated in 2019/20, and has seen the service continue to increase subscriber numbers year-on-year since its launch in 2017/18. Income for the year has been positive, generating £987,000 against the annual income target of £965,000.
- 2.23. At the end of Q4, the following services have underachieved against income budgets:
Car Parking, Licencing, Markets and Bulky Waste.

Investment Interest

- 2.24. The investment income budget for 2019/20 was set at £635,820 assuming an average investment balance of £35,126m, achieving an overall return of 1.81%. Investment receipts exceeded budget by £116,185 with an average investment balance of £40.982m and an overall level of return of 1.84%.
- 2.25. The overall performance is shown in the table below:

Investment Performance: 1 st April 2019 to 31 st March 2020	Pooled Funds	In-House investments	Housing Association Bond	Total
Budget (£)	£370,020	147,000	£118,800	£635,820
Budgeted return (%)	3.05%	0.58%	4.75%	1.70%
Gross interest (£)	£426,904	£206,709	£118,392	£752,005
Gross rate of Return (%)	3.56%	0.78%	4.75%	1.84%

Business Rates Retention Scheme and Pooling

- 2.26. 2019/20 is the sixth-year that the Council has been part of a business rates pool. The purpose of the pool is to reduce the levy payable to central government on growth in the business rates base, with any growth and savings in levy payable being distributed between the pool members rather than all going directly to central government, thereby allowing the Council to keep more of any revenue raised and use it for the benefit of the District.
- 2.27. The accounting arrangements for Business Rates are complex and introduce timing difficulties into items charged to the revenue account due to mandated treatment under statute.
- 2.28. Due to the impact of the Coronavirus pandemic, the deadlines for preparing the Council's business rate figures (and the completion of the National Non Domestic Rates '3' return) was extended by Government. As a consequence, at the time of writing this report, the pool surplus figures from the Oxfordshire Pool were not finalised. The Council has therefore estimated its pool levy and pool surplus figures and expects the actual figures to be available prior to audit.

- 2.29. When the pool figures are released the actual figures will be incorporated into the Statement of Accounts - should the difference between actual and estimate be material.
- 2.30. The original budget and the actual outturn for 2018/19 is as follows:

	Budget 2019/20 £'000	Actual 2019/20 £'000	
Business Rates Income	15,104	15,066	Movement for RV, appeals etc. - Charged next year
Less: Tariff	-11,842	-11,842	
Renewable Energy	220	220	Any variation – Charged / Received next year
NNDR surplus / (deficit) payable to the Collection Fund	285	285	Fixed at budget setting
S.31 Grant	1,821	2,043	Changes to small business rate relief and new discretionary reliefs introduced by central government
	5,588	5,772	
Less: Levy (estimate)	-1,670	-1,662	Charged to revenue in year
Net Business Rates	3,918	4,110	A surplus of £191,278 in year
Contribution from Pool (estimate)	157	600	A surplus of £442,515 in year
Total Business Rates	4,075	4,710	A surplus of £633,793 for the year

- 2.31. The total impact of the Business Rates Net Income and the Pool contribution has created a net surplus compared to budgeted income of £633,793.

Use of General Fund Balances

- 2.32. The budget set in February 2019 anticipated a small budget surplus and contribution to reserves for the year of £3,789. If the recommendations in this report are adopted, the Council's General Fund Balance will increase by £102,100 (budgeted increase of £3,789 plus the additional surplus of £98,311).

3. FINANCIAL REPORTING - CAPITAL

- 3.1. The capital programme approved by Council as part of the MTFP for 2019/20 totalled £17,776,800. Additional slippage of budgets, agreed by Cabinet as part of the 2018/19 outturn report, added a further £4,793,128 to the budget, making a revised total for 2019/20 of £22,569,928.

In-year changes to the Capital Programme:

- 3.2. The following additions were approved and added to the Capital Programme during 2019/20:

- Chipping Norton sports hall floor £50,000
- Housing Association Loan £4,400,000
- Economic Development Site Acquisition £4,500,000
- Madley Park Playing Field Project £159,000
- In-cab vehicle technology project £100,000

- Chipping-Norton Creative project £10,000
- Carterton/Swinbrook Public Art £10,000
- Extension of loan to Southill Solar £2,000,000

- 3.3. Unused budget for the refurbishment of Witney ATP and a budget for the replacement of vehicles (from 18/19) of £104,000 were surrendered during the year. Re-profiling of Council vehicle purchases to support the Ubico waste and recycling contract has led to a reduction of £508,000 in the vehicle budget for the year. These purchases are now expected to take place during the 2020/21 financial year.
- 3.4. At the end of Q4, expenditure of £11,281,620 had been incurred against the revised capital budget of £37,027,700. Details of the full Capital Budget and expenditure are set out in [Annex B](#) (starting on page 16).
- 3.5. The 2019/20 capital programme included a number of major schemes, many of which were underway or nearing completion in the year, including a £10m capital loan to Cottsway Housing Association [spend of £2,005,831]; £7.3m for the completion of the Carterton Leisure Centre “Phase 2” project [spend of £6.1m] and £3.2m for the deployment of Rural Broadband [spend of 1.1m].
- 3.6. The Council’s 2019/20 building maintenance programme was put on hold, with only urgent works undertaken, while the officers looked to undertake a detailed building condition survey on the Council’s main buildings. Capital spend in year only amounted to £15,000 against a budget of £400,000. The survey findings will inform the maintenance plan from 2020/21 onwards.

Capital allocations to carry-forward from 2019/20 to 2020/21:

- 3.7. A number of capital schemes contained within the budget did not start, or incurred minimal expenditure. Work on which budgets are required to be carried forward into 2020/21 is underway at the time of writing this report. It is therefore proposed that only the budgets listed in [Annex B](#) are carried forward at this stage as they are known commitments or schemes actively underway at this stage.
- 3.8. The remaining budgets will be reviewed to establish whether the budget allocation is still required and is still a priority at this point in time. A revised list of additional carry-forward requests will be presented to Cabinet at a later date to be considered, with recommendations. These reviewed and revised budgets will be added to the approved schemes for 2020/21, which were agreed by Full Council as part of the budget in February 2020.
- 3.9. A full breakdown of the schemes for the year and expenditure at 31st March is attached to this report at [Annex B](#).

4. OVERALL FINANCIAL RESULT FOR 2019/20

- 4.1. The summary position at the end of 2019/20 is that the Council has performed very well against the agreed budget. We know now that 2020/21 will bring the challenges of Covid-19 but we face that from a financial position built on strong management and efficient, well delivered services.

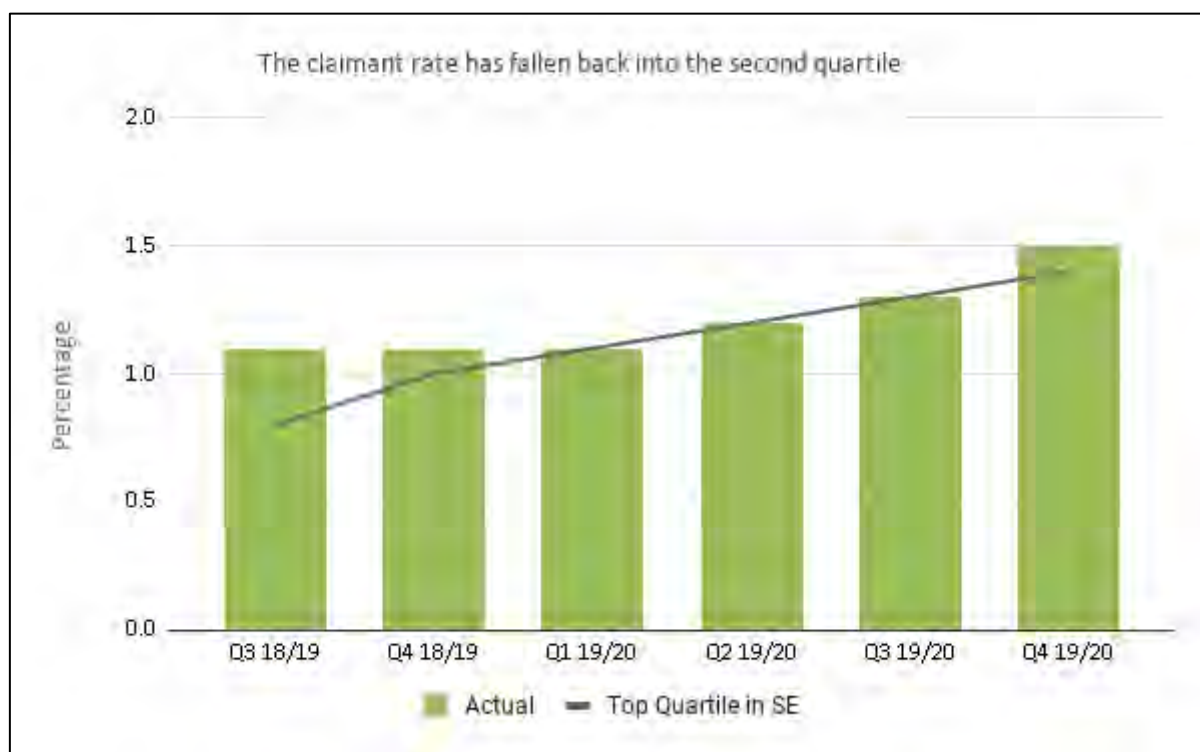
5. CORPORATE PERFORMANCE FRAMEWORK - PERFORMANCE REPORTING

- 5.1. A summary of both the performance indicators and the key tasks is set out in [Annex C](#) (page 17)
- 5.2. There are twelve indicators in the core basket of which eight (67%) achieved their annual targets.

- 5.3. Performance against the core basket of indicators for 2019/20 is set out in [Annex D](#) (starting on page 18). The indicators which did not achieve their targets are considered in more detail below.

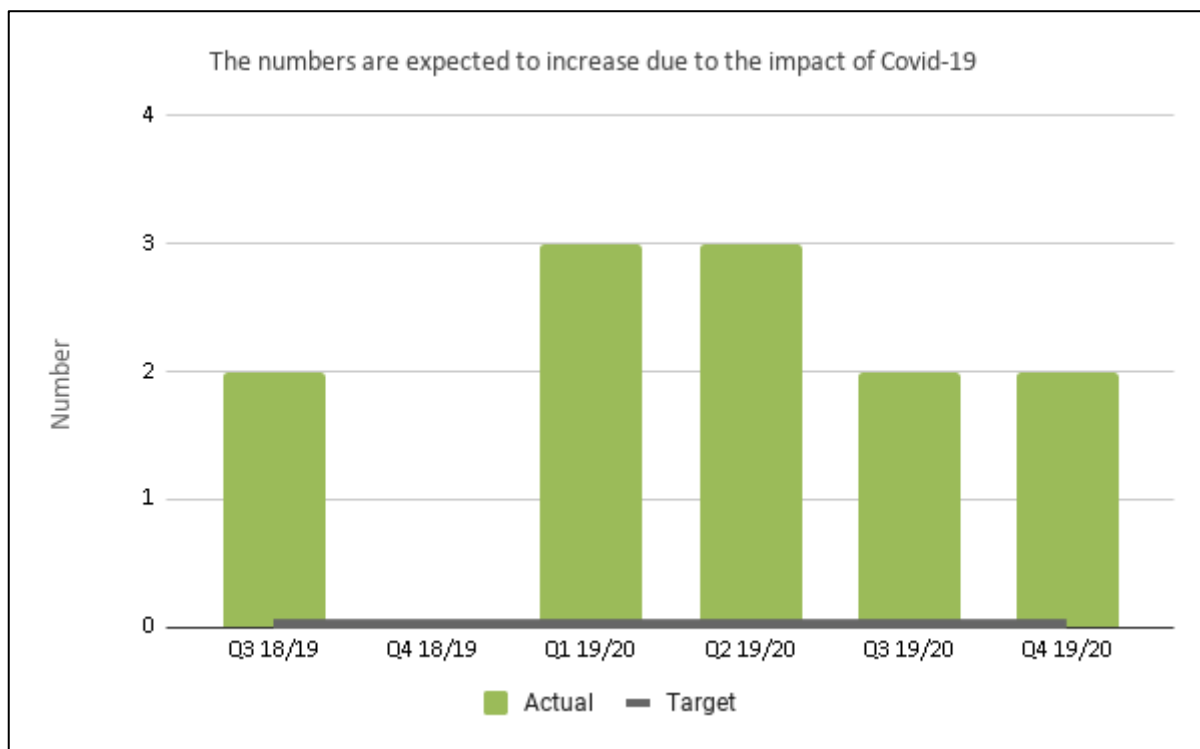
PSH6 – Claimant Count, In top 25% of Councils in the South East

- 5.4. The target was 1.4% (top quartile) and the actual was slightly lower at 1.5% (second quartile).
- 5.5. Historically, the District has consistently been in the top quartile, however, with the introduction of Universal Credit Full Service, this District fell into the second quartile for all of 2018/19 (new claims for all claimant types are put on UC). The claimant count was largely affected by when Full Service commenced with increases in the claimant count being more pronounced in those areas that had been operating Full Service for longer.
- 5.6. Following Full Service roll out at the end of December 2018, the gap between West Oxfordshire's claimant rate and the top quartile claimant rate started to narrow and West Oxfordshire's claimant rate moved back into the top quartile for much of 2019/20.
- 5.7. The next phase is to transfer the remaining existing benefit claimants (legacy) to the UC Full Service in a managed migration starting in 2019. The whole process was expected to be completed by December 2023 but a recent announcement has indicated a delay to September 2024. We do not expect any reliable statistics until all cases have transferred to the Full Service.



RHS11 – Number of households in emergency accommodation over 28 days

- 5.8. The target was 0 and the actual was 2.
- 5.9. At the end of March 2020, two households were waiting to move into Housing Association accommodation. However, due to Covid-19, Housing Associations are pausing house moves to help limit the spread of the virus following instruction from central government.



RHS12 – Number of households in emergency accommodation less than 28 days

- 5.10. The target was 6 and the actual was 7.

LC4 - Promoting Tourism: % increase in membership of Cotswolds Tourism

- 5.11. The target was 5% and the actual was -1.75%.
- 5.12. Cotswold Tourism memberships no longer include Marketing Cheltenham members (c60 members) as it now operates as our partners but separately. The number of members at the end of March 2020 was 336, just a few less than the baseline of 342.
- 5.13. The annual tourism forum was held in January 2020, and regular roadshows and networking meetings are being held to both engage with members and encourage new members around the area, including Woodstock and Cowley. In addition, sector group meetings for attractions and hotels are held quarterly. A focus on key Cotswold towns including Witney, Woodstock, Cirencester and Tetbury had just started in February to increase engagement but has since been paused.
- 5.14. In response to the impact of Covid-19, the team is now actively engaging, by telephone where possible, with every tourism business that is a member followed by those that are not actively members. This will help to build better engagement with businesses in the Cotswolds.

Key Tasks

- 5.15. A new Council Plan 2020-2024 was approved by Council in January 2020, and a programme of work is being established. For 2019-20, we will report on the key tasks set out in the 2018-19 update to the Council Plan 2016 – 2019. A summary of progress is attached at [Annex E](#) (starting on page 22).

Wider Council Performance

- 5.16. In addition to the core basket of indicators, we collect a number of other indicators across the services to provide a broader view of how we are performing.

- 5.17. Just over seventy-one per cent of all indicators achieved their targets, a relatively similar result to our position a year ago (2018-19: 78.9%).
- 5.18. Wider performance will be presented to the appropriate Overview and Scrutiny Committees for review.

Table I All performance indicators

Result	Total number of PIs reported	%
Target achieved	25	71.4
Target narrowly missed	7	20
Target not achieved	3	8.5
Total	35	

6. RISK MANAGEMENT

- 6.1. The quarterly update of the Corporate Risk Register did not take place due to Covid-19. Instead a register of strategic risks and operational risks related to Covid-19 has been prepared, and is being reviewed and updated by the Covid-19 Management Team. Currently, no Covid-19 related risks are considered to be primary (scoring 15 and above); further actions continue to be planned and carried out to further reduce the level of risk.

7. LEGAL IMPLICATIONS

- 7.1. None

8. RISK ASSESSMENT

- 8.1. As described in the report

9. ALTERNATIVE OPTIONS

- 9.1. None

10. BACKGROUND PAPERS

- 10.1. None

WEST OXFORDSHIRE DISTRICT COUNCIL				
Revenue Budget 2019/20 Outturn				
Quarter 4 - 1st April 2019 to 31st March 2020				
	Original Budget (full-year) £	Budget (full-year) £	Actual Expenditure (full-year) £	(under) / overspend £
Service Area				
Democratic and Committee Services	1,022,900	1,008,700	1,010,840	2,140
Environmental & Regulatory Services	401,100	382,500	514,423	131,923
Environmental Services	6,758,191	6,770,996	6,756,171	(14,825)
Finance, Human Resources & Procurement	905,100	831,695	870,984	39,289
ICT, Change & Customer Services	1,784,359	1,691,865	1,728,868	37,003
Land, Legal & Property	952,381	782,890	775,963	(6,927)
Leisure & Communities	931,400	1,122,205	1,150,370	28,165
Planning & Strategic Housing	769,560	736,033	853,903	117,870
Revenues & Housing Support	1,175,300	613,223	18,365	(594,858)
Investment Property and Retained Services	(2,630,041)	(2,412,158)	(2,326,077)	86,082
Total cost of services	12,070,250	11,527,949	11,353,810	(174,139)
Capital Expenditure funded through revenue resources	540,100	540,100	540,100	0
Capital Financing	275,230	275,230	193,769	(81,461)
Transfer to affordable housing [adj. re. 18/19]	0	0	117,000	117,000
Temporary loans interest	2,500	2,500	2,191	(309)
Capital Charges	(1,510,800)	(1,507,959)	(1,507,959)	(0)
Investment Income	(635,820)	(635,820)	(844,226)	(208,406)
Gain on sale of Financial Instruments	0	0	(117,200)	(117,200)
Council Tax Collection Fund surplus	(54,886)	(54,886)	(54,886)	0
Retained Business Rates	(3,262,155)	(3,262,155)	(3,223,756)	38,399
Business Rates Collection Fund surplus	(285,399)	(285,399)	(285,399)	0
S31 grant	(1,821,444)	(1,821,444)	(2,043,923)	(222,479)
Less: Levy (estimated)	1,669,682	1,669,682	1,662,484	(7,198)
Renewable Energy Schemes	(219,573)	(219,573)	(219,573)	0
Retained Business Rates (summary)	(3,918,889)	(3,918,889)	(4,110,167)	(191,278)
Business rates Pool Surplus (estimated)	(157,485)	(157,485)	(600,000)	(442,515)
Revenue Support Grant	(77,568)	(77,568)	(77,568)	0
New Homes Bonus	(1,763,143)	(1,763,143)	(1,763,143)	0
Rural Services Delivery Grant	(126,956)	(126,956)	(126,956)	0
Other government grants		(334,968)	(334,968)	0
WODC Council Tax collection	(4,332,328)	(4,332,328)	(4,332,328)	0
Less: Grant to Parisheds (Council Tax Support)	66,005	66,005	66,002	(3)
Budgeted transfer to / (from) General Fund	3,789	3,789	3,789	0
Movement on Earmarked Reserves - (B8240 total)	-379,999	494,429	494,429	-0
Total of Funding	-12,070,250	-11,527,949	-12,452,122	-924,173
Outturn position:	0	0	-1,098,311	-1,098,311
Proposed transfers to reserves:				
Transfer to Council Priorities Fund			700,000	600,000
Transfer to Housing Benefit smoothing reserve			300,000	300,000
Additional surplus to General Fund			98,311	198,311
			0	0

Democratic and Committee Services

Cost Centre	Cost centre description	Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
SUP001	Administration	318,700	322,970	4,270
Committee Services Total		318,700	322,970	4,270
ELE001	Registration of Electors	59,600	61,838	2,238
ELE002	District Elections	75,700	89,284	13,584
Elections Total		135,300	151,123	15,823
DRM001	Democratic Representation and Management	148,400	150,153	1,753
DRM002	Support To Elected Bodies	406,300	386,594	(19,706)
Member Support Total		554,700	536,747	(17,953)
Grand Total		1,008,700	1,010,840	2,140

Environmental & Regulatory Services

Cost Centre	Cost centre description	Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
BUC001	Building Control - Fee Earning Work	(172,500)	(117,825)	54,675
BUC002	Building Control - Non Fee Earning Work	66,800	65,192	(1,608)
Building Control Total		(105,700)	(52,633)	53,067
EMP001	Emergency Planning	6,500	31,341	24,841
ESM001	Environment - Service Management	106,100	105,033	(1,067)
PSH002	Private Sector Housing - Condition of Dwellings	5,000	0	(5,000)
REG001	Environmental Health General	100	(4,638)	(4,738)
REG002	Licensing	(2,600)	19,698	22,298
REG009	Environmental Protection	186,000	175,268	(10,732)
REG010	Noise Control	400	361	(39)
REG011	Authorised Process	(9,900)	(8,353)	1,547
REG013	Polution Control	108,500	117,967	9,467
REG016	Food Safety	131,200	158,707	27,507
REG021	Statutory Burials	2,600	7,620	5,020
STC011	Abandoned Vehicles	15,900	240	(15,660)
TAC309	Other Trading Services - Markets	(61,600)	(36,190)	25,410
Public Protection Total		488,200	567,056	78,856
Total		382,500	514,423	131,923

Environmental Services

Cost Centre	Cost centre description	Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
COR301	Policy Initiatives - Shopmobility	20,500	17,716	(2,784)
CPK001	Car Parks - Off Street	189,499	214,552	25,053
CPK011	On Street Civil Parking Enforcement	18,200	43,562	25,362
Car Parking Total		228,199	275,830	47,631
CCC001	Climate Change	72,762	82,533	9,771
Climate Change Total		72,762	82,533	9,771
ENI002	Grounds Maintenance	517,300	500,882	(16,418)
ENI303	Landscape Maintenance	29,200	33,442	4,242
REG004	Dog Warden	111,500	162,719	51,219
REG018	Pest Control	11,200	15,650	4,450
REG019	Public Conveniences	181,065	187,363	6,298
RYC001	Recycling	1,922,410	1,948,081	25,671
RYC002	Green Waste	370,556	306,555	(64,001)
STC001	Street Cleaning	47,000	49,254	2,254
STC004	Environmental Cleansing	1,097,700	1,088,966	(8,734)
TRW001	Trade Waste	154,400	159,960	5,560
TRW002	Clinical Waste	16,300	17,122	822
WST001	Household Waste	1,828,100	1,758,548	(69,552)
WST004	Bulky Household Waste.	(91,700)	(76,683)	15,017
WST301	Env. Services Depot, Downs Rd, Witney	36,876	62,322	25,446
Environmental Services Client Total		6,231,907	6,214,180	(17,727)
FLD001	Flood Defence and Land Drainage	154,628	133,200	(21,428)
REG005	Public Health Sewerage	3,000	1,701	(1,299)
Flooding Total		157,628	134,901	(22,727)
REG023	Environmental Strategy	80,500	48,727	(31,773)
Waste & Recycling Policy Total		80,500	48,727	(31,773)
Total		6,770,996	6,756,171	(14,825)

Business Support Services – Finance, HR, Procurement

Cost Centre	Cost centre description	Current Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
SUP009	Accountancy	311,695	303,554	(8,141)
SUP011	Creditors	42,900	41,186	(1,714)
SUP012	Debtors	56,900	54,684	(2,216)
SUP035	Insurances	8,700	7,579	(1,121)
SUP010	Internal Audit and Counter Fraud	91,500	133,797	42,297
SUP033	Procurement	33,900	50,293	16,393
Finance Total		545,595	591,093	45,498
SUP003	Human Resources	171,900	156,743	(15,157)
SUP019	Health & Safety	29,800	34,817	5,017
SUP020	Training & Development	25,900	31,938	6,038
SUP013	Payroll	58,500	56,392	(2,108)
Human Resources Total		286,100	279,891	(6,209)
Total		831,695	870,984	39,289

Business Support Services – ICT and Customer Services

Cost Centre	Cost centre description	Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
SUP002	Consultation, Policy & Research	113,000	109,786	(3,214)
TMR002	Street Furniture & Equipment	(4,500)	(25,182)	(20,682)
Business Transformation Total		108,500	84,604	(23,896)
SUP008	Reception/Customer Services	450,600	485,505	34,905
SUP014	Cashiers	12,600	4,293	(8,307)
TOU002	Tourist/Visitor Information Centre	132,478	121,304	(11,174)
Customer Services Total		595,678	611,101	15,423
SUP005	ICT	715,587	730,298	14,711
SUP006	Telephones	15,000	7,649	(7,351)
SUP041	Business Solutions	257,100	295,215	38,115
ICT Total		987,687	1,033,163	45,476
Total		1,691,865	1,728,868	37,003

Land, Legal and Property

Cost Centre	Cost centre description	Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
ADB301	3 Welch Way (Town Centre Shop)	36,155	14,220	(21,935)
ADB302	Guildhall	1,035	2,996	1,961
ADB303	Woodgreen	188,088	179,571	(8,517)
ADB304	Elmfield	153,926	153,698	(228)
ADB305	Corporate Buildings	379,400	442,923	63,523
ADB306	Depot	(20,120)	(69,330)	(49,210)
LLC001	Local Land Charges	(156,200)	(112,740)	43,460
SUP004	Legal	239,200	203,457	(35,743)
TAC303	Swain Court & Newman Court Ind. Estates	(38,594)	(38,832)	(238)
Land, Legal & Property Total		782,890	775,963	(6,927)

Leisure and Communities

Cost Centre	Cost centre description	Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
ECD001	Economic Development	66,899	41,394	(25,505)
ECD301	WOSP - West Oxfordshire Strategic Partnership	18,453	18,453	(0)
Community Planning Total		85,352	59,847	(25,505)
CCR001	Community Safety (Crime Reduction)	32,400	32,504	104
CCR002	Building Safer Communities	3,700	1,354	(2,346)
CCT001	CCTV	118,200	91,294	(26,906)
Community Safety Total		154,300	125,152	(29,148)
SUP016	Finance - Performance Review	98,600	103,859	5,259
Corporate Planning Total		98,600	103,859	5,259
CSM001	Cultural Strategy	83,500	76,472	(7,028)
CUL001	Arts Development	96,500	100,923	4,423
OPS003	Countryside	4,300	4,206	(94)
REC001	Sports Development	54,800	57,604	2,804
REC002	Recreational Facilities Development	59,200	59,949	749
REC003	Play	43,300	48,632	5,332
REC301	Village Halls	13,000	13,943	943
REC302	Contract Management	214,153	297,533	83,380
Leisure Management Total		568,753	659,261	90,508
TOU001	Tourism Strategy and Promotion	215,200	202,250	(12,950)
Tourism Policy Total		215,200	202,250	(12,950)
Total		1,122,205	1,150,370	28,165

Planning and Strategic Housing

Cost Centre	Cost centre description	Current Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
DEV001	Development Management - Applications	(498,700)	(418,826)	79,874
DEV002	Development Management - Appeals	75,100	73,432	(1,668)
DEV003	Development Management - Enforcement	152,200	149,848	(2,352)
PSM001	Planning - Service Management and Support	176,708	168,525	(8,183)
Development Management Total		(94,692)	(27,021)	67,671
ENI301	Landscape Initiatives	88,260	96,828	8,568
PLP001	Planning Policy	507,114	528,593	21,479
PLP003	Implementation	55,300	59,333	4,033
PLP004	Conservation	59,500	86,720	27,220
Planning Policy Total		710,174	771,474	61,300
ENA001	Housing Enabling	120,551	109,450	(11,101)
Strategic Housing Total		120,551	109,450	(11,101)
Total		736,033	853,903	117,870

Revenues & Benefits

Cost Centre	Cost centre description	Current Budget (full-year)	Actual expenditure (full-year)	(Under) / Overbudget
HBP001	Rent Allowances	(120,600)	(543,860)	(423,260)
HBP003	Local Housing Allowance	10,300	318	(9,982)
HBP005	Benefit Fraud Investigation	129,000	126,591	(2,409)
Benefits Total		18,700	(416,951)	(435,651)
HOM001	Homelessness	184,159	218,309	34,150
HOM002	Homelessness Grants	51,000	31,116	(19,884)
HOM003	Rent In Advance Scheme	57,051	57,051	(0)
HOM004	Refugees	(10,000)	(10,007)	(7)
HOM005	Homelessness Hostel Accomodation	15,913	8,282	(7,631)
PSH001	Private Sector Housing Grants	66,700	44,277	(22,423)
PSH004	Home Improvement Service	(48,000)	(68,160)	(20,160)
Housing Management Total		316,823	280,868	(35,955)
LTC001	Council Tax Collection	300,900	291,962	(8,938)
LTC002	Council Tax Support Administration	39,000	(45,002)	(84,002)
LTC011	NNDR Collection	(62,200)	(92,513)	(30,313)
Revenues Total		277,700	154,447	(123,253)
Grand Total		613,223	18,365	(594,858)

CAPITAL EXPENDITURE SUMMARY – 19/20 OUTTURN

(and recommendations for carry-forward into 20/21)

Scheme	Total Budget 19/20	Spend 19/20	(Under)/ overspend	Recommended to c/f to 20/21
Parish Council Loans Scheme	200,000	0	-200,000	15,000
Developer Capital Contributions	0	149,976	149,976	
IT Systems, Strategy & Equipment	245,299	187,702	-57,597	
Deployment of High Speed Broadband	3,200,000	1,140,349	-2,059,651	2,059,651
Financial Management System (Agresso)	21,100	0	-21,100	
Council Buildings Maintenance Programme	400,000	15,776	-384,224	
New Cannon Printer - planning	21,000		-21,000	21,000
Improvement Grants/Disabled Facilities Grants	638,788	730,704	91,916	
Vehicle & Plant Renewal	434,000	363,843	-70,157	
Flood Prevention Works	101,570	0	-101,570	101,570
Community Grants Fund	664,433	155,733	-508,700	100,000
Chipping Norton LC Provision of ATP	123,510	102,032	-21,478	
Abbeycare Public Art	0	2,125	2,125	
Mortgage support scheme	500,000		-500,000	
Affordable Housing	200,000		-200,000	
Raleigh Crescent Play Area (s. 106 funded)	75,000		-75,000	75,000
Carterton Leisure Centre Phase 2	7,314,000	6,087,486	-1,226,514	1,226,514
Electric vehicle recharging points	400,000		-400,000	400,000
Loans to Cottsway Housing Association	10,000,000	2,005,831	-7,994,169	7,994,169
Housing Association Loan	4,400,000		-4,400,000	
Replacement dog and litter bins	53,000		-53,000	53,000
Weighbridge at Bulking Station	25,000		-25,000	25,000
Replacement Street Sweepers	200,000	200,000	0	
Ubico Fleet - Replace Vehicle Hire Costs	572,000		-572,000	572,000
In-cab technology	140,000		-140,000	140,000
Shop Mobility - Replacement stock	10,000		-10,000	10,000
CCTV upgrading	110,000		-110,000	
Carterton Swinbrook Public Art	10,000		-10,000	10,000
Chipping Norton Creative Project	10,000	3,000	-7,000	7,000
Chipping Norton Sport Hall Floor	50,000		-50,000	50,000
House Purchase (homelessness accommodation)	250,000		-250,000	
Economic Development Site Acquisition	4,500,000		-4,500,000	
Madley Park Playing Field project	159,000	137,061	-21,939	21,939
Southhill Solar Loan	2,000,000		-2,000,000	
	37,027,700	11,281,619	-25,746,081	12,881,843

The budgets carried-forward will be added to the approved capital program for 2020/21, as agreed by Cabinet in February 2020.

Corporate performance framework 2019/20 Q4

ANNEX C

PI code	Indicator	Q4 actual	Q4 target	Q4 RAG	18/19 actual	19/20 actual	19/20 target	Overall RAG
LC3	Crime rate per 1,000 population	Yes	Top 25%	●	Yes	Yes	Top 25%	●
EVS2	Residual waste per household	79.7kg	93kg	●	365.16kg	313.57kg	365kg	●
EVS3	Cum % of household waste recycled	61.6%	61.0%	●	58.8%	61.6%	61.0%	●
PSH6	Unemployment claimant rate	1.5%	1.4%	●	1.1%	1.5%	Top 25%	●
PSH5	Cum number of affordable homes	469	476	●	180	469	476	●
RHS11	Emergency accomodation >28 days	2	0	●	0	2	0	●
RHS12	Emergency accomodation <28 days	7	6	●	0	7	6	●
LC2	Leisure Centre visits	226,581	231,255	●	943,512	895,689	853,335	●
LC4	% inc in members of Cotswold Tourism	Reported annually			11.0%	-1.8%	5.0%	●
	Revenue spend as % of budget	95.4%	<100%	●	94.9%	95.4%	<100%	●
RHS3	Cum % of council tax collected in year	98.6%	99.0%	●	98.7%	98.6%	99.0%	●
	Cost of services per head of population	Reported annually			£74.06	£76.32	Top 10%	●

Progress towards achieving key tasks 2019/20 Q4

Adopt and implement the community infrastructure levy by 31st Dec 2020

Review the vitality and viability of our market towns by 30th Sept 2020

Introduce electric vehicle charging points by 31st Mar 2020

Implement outcomes of the parking strategy by 30th Sept 2020

Establish community engagement arrangements for the OCGV

Publish the submission draft of the OCGV area action plan by 30th Apr 2020

Better broadband and mob phone coverage by 31 Mar 2020

Oxon wide project to deliver the Housing and Growth deal by 31st Mar 2023

Deliver 476 affordable homes in 2019/20

Deliver phase 2 of the Carterton Leisure Centre by 31st Dec 2019

Work with Publica Group to deliver £1.65m per annum savings by 2021

Optimise asset usage to obtain efficiency savings by 31st Mar 2020

Chris Hargreaves ●

Will Barton ●

Claire Locke ●

Claire Locke ●

Andrea Clenton ●

Chris Hargreaves ●

Will Barton ●

Giles Hughes ●

Murry Burnett ●

Martin Holland ●

Jan Britton ●

Frank Wilson ●

Christine Cushway ●

Key:

On track ●

Behind schedule ●

Target date missed ●

Complete ●

Objective under review ●

CORPORATE PERFORMANCE FRAMEWORK 2019/20 Q4

Priority – Protect the environment whilst supporting the local economy

PI Code	Indicator	Q4 Outturn	Q4 Target	Q4 RAG Status	2018/19 Outturn	2019/20 Outturn	2019/20 Target	Overall RAG Status	Comments
LC3	Crime Rate per 1,000 population	Yes	Top (Best) 25% of councils in Thames Valley	Green	Yes	Yes	Top (Best) 25% of councils in Thames Valley	Green	12 months to February 2020
EVS2	Residual household waste per household	79.7kg	93kg	Green	365.16 kg	313.57kg	365kg	Green	During 2019/20, the District produced less residual waste per household and sent a greater proportion of waste for recycling, reuse and composting than the previous year. The dry recycling rate was 26.9%, the composting rate was 25.7% and the amount of food waste sent for anaerobic digestion was 9.1%.
EVS3	(Cumulative) Percentage of household waste sent for reuse, recycling and composting	61.6%	61%	Green	58.80%	61.6%	61%	Green	The combined recycling rate was up nearly three percentage points on the previous year. There was an eight week door knocking campaign in August/September 2019 aimed at increasing food waste recycling and raising awareness of what items can and cannot be placed in the recycling bin. This type of initiative has been proven nationally to be the most effective way of changing recycling behaviour

Priority – Protect the environment whilst supporting the local economy									
PI Code	Indicator	Q4 Outturn	Q4 Target	Q3 RAG Status	2018/19 Outturn	2019/20 Outturn	2019/20 Target	Overall RAG Status	Comments
PSH6	Unemployment Claimant Rate	1.5%	Top (Best) 25% SE Councils (1.4%)	Amber	1.1%	1.5%	Top (Best) 25% SE Councils	Amber	The next phase is to transfer claimants on legacy benefits to the Full Service. This phase is not expected to be completed until September 2024. We do not expect any reliable statistics until all cases have transferred to the full service.
Priority – Working with communities to meet the current and future needs and aspirations of residents									
PSH5	(Cumulative) Number of affordable homes delivered (gross)	469	476	Green	180	469	476	Green	Annual target achieved ‘within tolerance’ There was a shortfall in the delivery of affordable homes in the first six months. The majority of the shortfall was recovered during Q3 and Q4 to bring the total close to the target. In addition, West Witney, Aster was able to secure additional affordable housing (15 homes) during Q3. Sites at Downs Road, Witney and Nethercote Road, Tackley and Thornbury Road, Eynsham have not delivered the anticipated numbers of affordable homes due to a range of planning and site issues. In addition, a small number of affordable homes scheduled for late Q4 have been postponed due to Covid-19. All sites are currently closed due to Covid-19.

Priority – Working with communities to meet the current and future needs and aspirations of residents									
PI Code	Indicator	Q4 Outturn	Q4 Target	Q4 RAG Status	2018/19 Outturn	2019/20 Year to date	2019/20 Target	Overall RAG Status	Comments
RHS11	(Snapshot) Number of households living in emergency accommodation over 28 days	2	0	Amber	0	2	0	Amber	Both households are waiting to move into housing association accommodation. Housing Associations are no longer letting properties following central government request for households not to move due to Covid-19
RHS12	(Snapshot) Number of households in emergency accommodation under 28 days	7	6	Green	0	7	6	Green	Annual target achieved 'within tolerance' A combination of rough sleepers and sofa surfers. Following lock down and the instruction to get rough sleepers into accommodation, this number is expected to increase. There has also been an influx of sofa surfers as members of households or the sofa surfer has had to self-isolate; and potentially the early release of prisoners could also have an impact on numbers. Some accommodation has been found across the partnership.
LC2	Total number of Leisure Centre Visits (Windrush, Chipping Norton, Carterton and Bartholomew) excluding school visits.	226,581	231,255	Amber	943,512	895,689	853,335	Green	The new facilities and activities introduced as part of the Carterton Leisure Phase 2 project during Q3 was having a positive impact on demand and usage. The overall number of visits for the year was significantly affected by Covid-19 during the weeks prior to and following the instruction to temporarily close all centres on 20 th March.

Priority – Working with communities to meet the current and future needs and aspirations of residents									
PI Code	Indicator	Q4 Outturn	Q4Target	Q4 RAG Status	2018/19 Outturn	2019/20 Year to date	2019/20 Target	Overall RAG Status	Comments
LC4	Promoting Tourism: % increase in membership of Cotswolds Tourism Partnership (against the baseline)	Reported Annually			11%	-1.75%	5%	Red	At the end of March 2020, there were 336 members, just a few less than the baseline of 342. There are now fewer memberships as Marketing Cheltenham members are no longer included (c60 members); it now operates as our partners but entirely separately.
Priority –To provide efficient and value for money services, whilst delivering quality front line services									
	Revenue Spend as % of Budget	95.4%	<100% (profiled budget)	Green	94.9%	95.4%	<100%	Green	
RHS3	(Cumulative) The percentage of Council Tax collected in year	98.64%	99%	Green	98.71% (MHCLG 98.5%)	98.64%	99%	Green	In 2018/19, the Council’s in-year collection rate was 98.5% in comparison to Shire Districts at 97.9% and England at 97%. The service continues to recover council tax on previous years’ debt throughout the year
	Overall cost of Council Services per Head of Population (from Revenue Estimates)	Reported Annually			£74.06 (11 th of all shire districts)	£76.32 ¹ (10th of all shire districts)	Within top 10% nationally	Green	¹ Revenue estimate for 2019/20

	Assignee	Status	Progress
Protect the environment whilst supporting the local economy			
Adopt and implement the Community Infrastructure Levy by 31 December 2020	Chris Hargraves	On Target	The District Council is seeking to introduce the Community Infrastructure Levy (CIL) in West Oxfordshire to help raise additional funds from new development to help pay for new and improved infrastructure across the District. CIL is complementary to the existing system of planning obligations (e.g. Section 106 agreements) but is not tied to particular development sites, benefitting from a greater degree of flexibility in terms of what it can be spent on. Consultation on a draft CIL charging schedule had been expected to take place in March/April 2020 but that consultation has been postponed in light of the current health crisis and will now be undertaken later in the year. It is still hoped that the CIL charging schedule can be adopted and implemented by the end of December 2020.
Undertake a review of the vitality and viability of our market towns in order to feed into future policy development to ensure their sustainability by 30 September 2020	Will Barton	Slightly behind target	Work continues with partners on the vitality and viability of our market towns in a rapidly changing sector to help ensure that our market towns are sustainable in the long term. Officers continue to gather intelligence from a variety of sources to understand how our towns will evolve and if there are interventions that the Council can make to support the changes. A study of the vitality and viability of Witney Town Centre was undertaken over the course of the summer of 2019 including engagement with shoppers, retailers and other key stakeholders. Further work is planned in relation to Carterton Town Centre which will take place in summer 2020 with the outputs available by the autumn.

	Assignee	Status	Progress
Protect the environment whilst supporting the local economy			
Introduce Electric Vehicle Charging Points for both public and council business use by 31 March 2020	Claire Locke	Not Achieved	In July 2019 the Council declared a Climate Change Emergency and stated its determination to be Carbon Neutral by 2030. Work has been underway for some time to introduce an Electric Vehicle Charging infrastructure, which will contribute towards this objective. We prepared the procurement documentation including specification; and in July 2018, Cabinet made recommendations which were endorsed by Council to allocate funding for the preparation of a framework agreement for the Electric Vehicle Charging Point procurement. Due to the complexities of the framework and the different legal arrangements that could result from the range of procurement options, it took external solicitors longer than expected to put the legal framework in place. The framework contracts were approved by Cabinet in October 2019 and mini tenders were then undertaken to get site specific bids. Unfortunately the mini tender process did not attract any bids and the Councils therefore reconsidered the options and have progressed with direct award using an ESPO Agreement, appointing Chargemaster to install charging points at three key locations initially in Witney, Burford and Charlbury. Site visits were carried out in February and Chargemaster is seeking connection costs from the utility provider. This work will be delayed as a result of Covid-19 as the utility providers may be slower in issuing quotes and the physical works cannot be carried out.

	Assignee	Status	Progress
Protect the environment whilst supporting the local economy			
Implement outcomes of the parking strategy (Complete the Woodstock parking review and the feasibility study for decked car parking at the Woolgate) by 30 September 2020	Claire Locke	Behind Target	A development that would support existing retail within Witney is a key priority. We have worked in partnership with USS to progress the feasibility study for the decked car park proposals for the Woolgate. Studies into traffic impacts, environmental impact, potential design and effect on retail sector were completed; and OCC Highways was consulted. Potential designs were refined to consider traffic flow, mitigating impact on neighbours and ease of use for motorists and pedestrians. After some delays to consider outcomes from various studies, the feasibility report has been completed. However, current retail market conditions indicate pausing this project with a review once the market improves, before a decision is taken on the development. Covid-19 may cause a further downturn on the rental market. In October 2018, the Council commenced the Woodstock on-street review, which has yielded a large quantity of data (from residents and businesses in the centre of the town) which has since been reviewed. The Review area has been defined and a survey drafted in consultation with a number of local groups representing the town, which has resulted in a number of iterations of the survey. The online survey has now ended and the data input phase was completed in February 2020; the responses are being analysed to understand the issues and consider potential solutions. This data will initially be the subject of informal discussion with OCC to consider viable changes to the Traffic Regulation Order (TRO), and a report to Cabinet seeking formal recommendations to OCC. Due to Covid-19 and re-deployment of staff, this work has been delayed.

	Assignee	Status	Progress
Protect the environment whilst supporting the local economy			
Establish community engagement and delivery arrangements for the Oxfordshire Cotswolds Garden Village (OCGV)	Andrea Clenton	Achieved	This long term project aims to deliver the much needed 2,200 homes and Science Park as part of the government's programme of Garden Towns and Villages. The purpose of the programme is to create 'exemplar and experimental' new communities in accordance with garden village principles. This requires the Local Authority to take a lead role in the delivery of homes, services, business and community infrastructure, engaging local communities in the process of identifying desired infrastructure for the new Garden Village so that they influence how the new Garden Village will function in the future. The Council has encouraged a community led approach. During the first part of the year, the Council engaged local communities through the garden village community forum, a 4 day 'Design Workshop' in partnership with Grosvenor Developments & Oxfordshire County Council, exhibitions at the Council offices and Eynsham library and the statutory consultation on the Preferred Options Area Action Plan took place over the summer 2019 (including 3 exhibitions of the evolving proposals). Alongside progression of the policies and proposals by WODC via the AAP, Grosvenor Development produced a masterplan towards their Outline Planning Application. Following an independent design review panel by external experts of the draft masterplan in November 2019, GDL made revisions to their proposal accordingly. A second independent design review panel was held (including an integrated energy team and Eynsham community representatives) in which feedback was reported. There is broad agreement on the masterplan between WODC, OCC and GDL. GDL had confirmed submission date of 31 March 2020, but has since deferred following design panel / community feedback reports and Covid-19. In terms of delivery arrangements, a new Publica governance structure has been set up within the GV programme governance structure, to bring on board a wide range of senior managers to enable input of their specialist fields of expertise. WODC have expressed interest in delivering the Science Park element of the Garden Village and a work programme is being developed for that area of work.

	Assignee	Status	Progress
Protect the environment whilst supporting the local economy			
Publish the submission draft of the Oxfordshire Cotswold Garden Village Area Action Plan by 30 April 2020	Chris Hargraves	Behind Target	The Oxfordshire Cotswolds Garden Village is allocated as a strategic location for growth in the adopted West Oxfordshire Local Plan 2031. It is expected to deliver around 2,200 new homes in a highly sustainable location supported by new, high-quality business space, a park and ride and a range of other supporting services and facilities. To guide the future development of the garden village, the District Council is preparing a new Area Action Plan (AAP) which will establish a vision for the new village, supported by objectives and policies addressing a range of issues from housing and transport to the environment and health with a particular emphasis on the climate change emergency. The AAP has been prepared with extensive community engagement to ensure it is reflective of local opinions and priorities. It had been hoped that the submission draft AAP would be reported to Cabinet and Council in April 2020 however that has not been possible due to the current public health situation. It is now anticipated that the AAP will be published in June or July 2020.
Working with communities to meet the current and future needs and aspirations of residents			
Work with providers to ensure better broadband and mobile phone coverage by 31 March 2020	Phil Martin Will Barton	Broadly Achieved	To date the project has delivered superfast broadband capabilities to 3,394 premises across the District despite the ongoing wayleave and contractor issues as well as dealing with the impact of Covid-19 on staff and operations. The second BDUK milestone was successfully achieved in March 2020, which has removed the risk of losing the Government funding associated with the project. Two of the remaining five cabinets have now been successfully commissioned and the remaining three are scheduled in for April /May. The current forecast is that the final premises will be delivered in August 2020 or potentially September 2020. In addition to the planned premises (over 10,500), of which 4,788 have been funded by the Council and BDUK, Gigaclear is proposing to extend its solution out on a commercial basis to a further 5,000 premises across 12 new community build areas over the next 24 months, which will include Combe, Clanfield and Brize Norton.

	Assignee	Status	Progress
Working with communities to meet the current and future needs and aspirations of residents			
Work with colleagues across Oxfordshire to deliver the Housing and Growth Deal by 31 March 2023	Giles Hughes	n/a	There is a need to review the delivery of the Housing and Growth Deal in light of Covid-19. The next Growth Board meeting is set for the 2nd June and it is understood that an initial report on the impact of Covid-19 on the Housing and Growth Deal programme may be on the agenda for this meeting.
Deliver a total of 476 affordable homes in 2019/20	Murry Burnett	Achieved	During the year, 469 affordable homes were delivered, close to the target of 476. Sixty-one percent of the affordable homes are for rent and 39% for shared ownership. During Q4, 132 affordable homes were delivered on the following sites: • Bints Yard, Northmoor and Cote Road, Aston (RP Sovereign) • Pinsley Farm Long Hanborough and New Yatt Road, North Leigh (RP Clarion) • Hanborough Gate, Long Hanborough (Blenheim) • Springfield Oval, Witney (RP Platform/Waterloo) • Burford Road, Witney (RP Aster) • Thornbury Road, Eynsham and West Witney (RP Sage) • Downs Road, Witney, Airfield, Stanton Harcourt and Nethercote Road, Tackley (RP Cottsway) Sites at Downs Road, Witney and Nethercote Road, Tackley and Thornbury Road, Eynsham have not delivered the anticipated numbers of affordable homes due to a range of planning and site issues. In addition, a small number of affordable homes scheduled for late Q4 have been postponed due to Covid-19. All sites are currently closed due to Covid-19 and it is not clear when work will re-commence. The uncertainty of when sites will re-open will affect our ability to forecast delivery for 2020/21.

	Assignee	Status	Progress
Working with communities to meet the current and future needs and aspirations of residents			
Deliver Phase 2 of the Carterton Leisure Centre by 31 December 2019	Martin Holland	Achieved	The Carterton Leisure Centre Phase 2 extension is estimated to cost circa £8.3m and is being funded by the Council. The new facility mix will meet both the needs of the local community and the needs of people further afield. It is expected to attract people of all ages including groups that are traditionally under-represented. The facility mix will contain: • An enlarged gym & New Extreme Zone (indoor trampoline park); • 4 courts Sports Hall Cafés and Crèche; • Dry sports Changing Rooms; • Dance and Spinning Studio. At its meeting in August 2018, Cabinet agreed to award the construction contract to Buckingham Group Ltd, and approved the capital budget for the scheme. The main contractor commenced on site at the end of October 2018. Delivery of Phase 2 (customer usage) has been completed, and the new facilities are in operation including the trampoline park which opened in November. The first bookings for the sports hall commenced on 15 January 2020 and the dance studio and refurbished village changing room were handed over on the 20 January 2020. The official opening of the facilities took place on the 28 February 2020. Initial feedback had been very positive with large numbers of visitors before the instruction from central government to close all leisure facilities in response to Covid-19. The building contractor works were all but finished before the lock down; some snagging works are still outstanding.

	Assignee	Status	Progress
Provide efficient and value for money services, whilst delivering quality front line services			
Work with Publica Group Ltd to deliver £1.65m per annum savings by 2021	Jan Britton	On Target	Savings included within the 19/20 budget remain on track to be delivered and the overall delivery remains slightly ahead of target. Publica's business plan 2019/20 was approved by the Leader at Cabinet in March 2019, and sets out the key tasks against the priorities. A key theme was to develop our core digital capabilities to enhance both personalised contact and our self-serve options with residents and customers. Salesforce was implemented across the partnership and has continued to be enhanced during the year; and a new website for this Council was developed and implemented in March 2020. In addition, the move towards the new operating model is progressing, with a new service delivery team framework which will support the next stage of our transformation and build the capabilities we need. The initial service reviews have identified the staffing capabilities and resources required to deliver services which will inform the service modernisation programme aimed at making services visibly better for customers. Publica's business plan 2020/22 has been prepared and was approved at Cabinet in March 2020.
Continue to improve the use of our assets to obtain further efficiency savings, for instance income from letting office space by 31 March 2020	Christine Cushway Frank Wilson	Not Achieved	Engagement is continuing with partners (Oxfordshire County Council, Police, Health) on the Oxfordshire One Public Estate Programme to consider wider opportunities for collaborative working and review of sites at Welch Way, Witney. Publica has commenced an organisation wide review into smart working and space requirements. One of the aims is to release office space back to the individual Councils so that they can consider options for disposal or commercial leasing of vacated office space. The assessment of office space requirements continues to be a key opportunity to make efficiencies. Work will continue taking into account the needs of the Council, as well as exploiting any potential opportunities with partners.



**WEST OXFORDSHIRE
DISTRICT COUNCIL**

WEST OXFORDSHIRE DISTRICT COUNCIL

Name and date of Committee	Cabinet: Wednesday 22 July 2020
Report Number	Agenda Item No. 7
Subject	Oxfordshire Growth Board Terms of Reference and Memorandum of Understanding
Wards affected	All
Accountable member	Councillor James Mills, Leader of the Council Email: james.mills@westoxon.gov.uk
Accountable officer	Giles Hughes, Chief Executive Tel: 01993 861613; Email: giles.hughes@westoxon.gov.uk
Summary/Purpose	To propose revised Terms of Reference and Memorandum of Understanding for the Oxfordshire Growth Board. These are presented for consideration following a recent public review of the Growth Board's role and functions, which has helped to inform the revisions made.
Appendices	Appendix 1 – Revised Growth Board Terms of Reference Appendix 2 – Revised Growth Board Memorandum of Understanding
Recommendations	(a) That the Terms of Reference and Memorandum of Understanding set out in Appendix 1 and Appendix 2 respectively, be approved; and (b) That the Chief Executive be authorised, in consultation with the Leader of the Council and the Oxfordshire Growth Board, to make minor amendments to these documents as required to support the operational efficiency of the Growth Board's work.
Corporate priorities	The Growth Board brings together all of the Principal Councils in Oxfordshire, together with other key partners, to work cooperatively on strategic issues. As such it is relevant to all of the key priorities identified in the Council Plan.
Key Decision	Yes
Exempt	No
Consultees/ Consultation	There was a public and stakeholder engagement process to inform the Growth Board Review.

I. BACKGROUND

- 1.1. The Oxfordshire Growth Board ('the Board') was established in 2014 as a Joint Committee¹ of the six councils of Oxfordshire, together with key strategic partners. It was set up to facilitate and enable joint working on matters concerning economic development, strategic planning and growth. The Board's establishment was premised on strengthening partnership arrangements across Oxfordshire for pragmatic working on key strategic issues. It has successfully done this by overseeing the delivery of cross-county projects that the councils of Oxfordshire were seeking to deliver in a collaborative way – between local authorities, the Local Enterprise Partnership and wider partners and stakeholders.²
- 1.2. On 24 September 2019, the Board agreed to carry out a formal review of its role and function to ensure that the most pragmatic and effective arrangements are in place to enable collaboration and delivery on Oxfordshire wide priorities. The review welcomed the views of the public, partners and councillors through several engagement exercises including workshops and an online survey; with over 250 contributions received.

2. MAIN POINTS

- 2.1. The review found that there have been a series of unique successes and opportunities realised through the Growth Board collaboration and the duty to cooperate, including securing over £500m of investment in Oxfordshire in recent years. There were however areas identified for improvement concerning communication and the integration of environmental issues within the Board's work. On 28 January 2020, the Board requested that the recommended outcomes of the review be developed into more detailed proposals. A more comprehensive stage one report concerning progress against the outcomes of that review will be presented to the Growth Board on 28 July 2020.
- 2.2. The revised Terms of Reference and Memorandum of Understanding for the Growth Board have been updated to take account of the conclusions from the review. These documents are matters for decision within the remit of each local authority Cabinet / Executive and are appended to this report for approval. Each local authority must agree to these amendments before they can take effect.
- 2.3. Before further progress is made in implementing the outcomes of the Growth Board review, it is critical that a robust baseline of core governance documents is agreed, on which further changes can build. Whilst the local, regional and national context continues to evolve concerning the role of Growth Boards and sub-regional governance structures across the Oxford to Cambridge Arc, there is, and there will continue to be, a need to keep these documents under regular review.
- 2.4. In this respect, the adoption of these documents represents stage one of two in implementing outcomes from the Growth Board review. Subject to the new purpose and ToR being agreed by all six local authorities, stage two will take a more detailed look at opportunities to update the Board's operating arrangements to reflect the increasing importance of protecting the environment and tackling climate change. This will include assessing how the Board interacts with emerging proposals for a Local Nature Partnership for Oxfordshire. Any recommended changes will be presented for agreement at the appropriate level.

¹ under s101 (5), 102 Local Government Act 1972 (LGA 1972) and s9EB Local Government Act 2000 (LGA 2000) and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.

² As a Joint Committee, the Board may discharge executive functions if delegated to it by each constituent local authority, but each constituent authority retains the ability to exercise all executive and non-executive functions generally and specifically in relation to economic development including where applicable provision of housing, strategic spatial planning and strategic transport planning.

Growth Board Terms of Reference

- 2.5. The Growth Board's revised ToR now have a clear purpose from the outset, with an emphasis on sustainable development, the pursuit of a zero-carbon future, and the oversight of delegated programmes of work within this remit as required. This includes amendments throughout to give a greater emphasis on sustainability in the Board's work, reflecting feedback received during the review. This is perhaps the most significant change in how the Board is organised, reflecting the specific importance of environmental preservation and tackling climate change in Oxfordshire's future. An early draft of this new purpose received positive feedback from some public contributors to the review, as well as formal support from the Board's cross-party and cross-authority Scrutiny Panel in January 2020. Once this new purpose receives the relevant approvals, it can be communicated more widely and integrated as a key element of ongoing work.
- 2.6. The name of the Growth Board has also been scaled back significantly in the ToR in favour of reference to the "Joint Committee." The review recognised that several public contributors were critical of the Board's name, often citing that it did not take account of the importance of sustainability and the environment.
- 2.7. When the previous ToR were last considered in April 2018, the ToR for the Advisory Sub-Groups and the Scrutiny Panel were still in development. Now that they have been established, the Board's ToR does not need to list the specific detail of how each of these external groups will operate. The revised ToR instead now summarise in general terms the role of these groups and redirects to the separate ToR that now exist. This provides flexibility to establish additional sub-groups as required by the Growth Board's work programme. Both the Advisory Sub-groups and the Scrutiny Panel are non-statutory and, whilst they are a critical component of the Board's work, they do not hold any formal decision-making powers.
- 2.8. Non-voting members have been renamed as associate members. This has been done in order to move away from voting terminology being a defining feature of their role. Instead, the associate status brings a parity of esteem between colleagues on the Board. The revised draft does however retain the distinction that associate members will not be able to vote on local authority matters.
- 2.9. Included in the new ToR is a provision to request a subscription fee from each member of the Board. This is to raise the visibility and transparency of the need for continued joint funding arrangements for the Board's work to be delivered. The Board currently has a spending pot for administrative costs of approximately £24k which has no current commitment to top up. Separately, approximately £118k in staffing costs are divided equally and recharged in arrears to all six local authorities each year. Subscription fees will enable a more formalised budgeting structure to exist for the Board's operations, and for budget approval to be recommended to each authority in February. This will bring greater visibility to the ongoing costs and improve our ability to plan for future budget rounds.
- 2.10. As required under the emerging Oxford to Cambridge Arc governance arrangements, provision has been included in the ToR for the Growth Board to appoint representatives to relevant bodies as required. It is anticipated that greater clarity will come forward in the next year about the precise implications of the emerging Arc concept, and the role of local authorities and the Board in that process.
- 2.11. Provision has been included in the new ToR for members to withdraw from the Board, which provides certainty around the process if this were to occur. Importantly, it specifies periods of notice which will allow enough time for withdrawal to take place, and for budget impacts to be assessed.

Memorandum of Understanding

- 2.12. The Memorandum of Understanding between Oxfordshire County Council and the Growth Board was established in April 2018. This is principally an operational document to support the administration of the Board's work. A revised version is included at [Appendix 2](#) (starting on [page 12](#)) for agreement, which must also be agreed by each of the partner local authority Cabinets. The updated MoU provides greater operational clarity concerning the handling freedom of Information requests related to the Growth Board. Several minor changes have also been included to mirror the terminology and arrangements now included in the revised ToR for the Growth Board.

Timescales

- 2.13. The list of meeting dates below sets out a timetable for the ToR and MoU being considered by each local authority Cabinet / Executive. Pending agreement by all local authorities, the revised ToR and MoU will take effect from 7 August 2020; the date on which the last council's Cabinet meets to approve the revised documents.

- Cherwell District Council: 6 July 2020
- South Oxfordshire District Council: 9 July 2020
- Oxford City Council: 15 July 2020
- Oxfordshire County Council: 21 July 2020
- West Oxfordshire District Council: 22 July 2020
- Vale of White Horse District Council: 7 August 2020

3. FINANCIAL IMPLICATIONS

- 3.1. The introduction of a subscription fee will enable greater transparency and forward planning in the budgeting for the Growth Board's support arrangements. These are not new costs for the Board's management, but instead a clearer process by which budgeting can be undertaken. This report does not propose any changes to the costs associated with supporting the Board.

4. LEGAL IMPLICATIONS

- 4.1. The Oxfordshire Growth Board is a Statutory Joint Committee³. As such, agreement to the revised ToR and MoU is an executive function which falls to the respective local authority Cabinets to agree.

5. ALTERNATIVES/OPTIONS

- 5.1. Cabinet could choose not to approve the proposed revised Terms of Reference and Memorandum of Understanding, but this would undermine the conclusions from the Growth Board Review, and could conflict with the views of other partners.

6. CLIMATE CHANGE

- 6.1. The revised ToR include a new purpose for the Growth Board which addresses a range of points including the UK Government's stated aim of net zero carbon by 2050.

7. BACKGROUND PAPERS

- 7.1. Oxfordshire Housing and Growth Deal, Report and Minutes, Council, 14th February 2018

³ under s101 (5), 102 Local Government Act 1972 and s9EB Local Government Act 2000, pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012

Appendix 1

Oxfordshire Growth Board Joint Committee Terms of Reference June 2020

1.0 Purpose

- 1.1 Oxfordshire's growing economy is set to create challenges and opportunities for the County related to housing, infrastructure, public services and the environment. These issues will best be addressed through joined up planning between local councils which prioritises sustainable development and quality of life. Collective planning, where it makes sense to do so, will be the most effective means of minimising the unwanted impacts of a growing economy, whilst leveraging the maximum benefit from the opportunities it brings for our existing and future communities.
- 1.2 The Oxfordshire Growth Board ("Joint Committee") will:
- 1.3 Coordinate local efforts to manage economic, housing and infrastructure development in a way that is inclusive and maximises local social and environmental benefits;
- 1.4 Support the development of local planning policy that meets the UK Government's stated aim of net zero carbon by 2050, and contributes towards biodiversity gain whilst embracing the changes needed for a low carbon world; and,
- 1.5 Seek to secure funding in the pursuit of these aims and oversee the delivery of related work programmes delegated to it by the Joint Committee's constituent local authority members.

2.0 Membership

- 2.1 The Joint Committee's core membership includes the local authorities within Oxfordshire comprising, Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council and Oxfordshire County Council. Voting rights are reserved to local authority members only.
- 2.2 It also includes co-opted associate members from those organisations listed below:
 - Chair of OxLEP
 - Chair of the Oxfordshire Skills Board
 - Universities Representative
 - OXLEP Business Representative-Bicester
 - OXLEP Business Representative-Oxford City
 - OXLEP Business Representative-Science Vale
 - Homes England Representative
 - DEFRA Agencies Representative
 - Oxfordshire Clinical Commissioning Group Representative

- 2.3 When considering transport infrastructure matters, Network Rail and Highways England will have the right to attend as associate members.
- 2.4 As the Joint Committee is constituted to be able to discharge executive functions if delegated to it by the constituent authorities, then the appointed person must be from the Executive of the constituent authorities. There should be one member from each constituent authority.
- 2.5 Each constituent authority shall appoint a substitute (also being an Executive member). The substitute member shall have the same rights of speaking and voting at the meetings as the member for whom the substitution is made.
- 2.6 The Joint Committee, with the agreement of the local authority members, may co-opt other associate members to its membership where it is considered conducive to the effective consideration of any matter.
- 2.7 The Joint Committee may appoint representatives to the other outside bodies for which the Committee has membership.

3.0 Governance

- 3.1 The Oxfordshire Growth Board is a Joint Committee under s101 (5), 102 Local Government Act 1972 (LGA 1972) and s9EB Local Government Act 2000 (LGA 2000) and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.
- 3.2 Notwithstanding the above each constituent authority will retain all non-executive and executive functions generally and specifically in relation to economic development, housing provision, strategic spatial planning and strategic transport planning.
- 3.3 The Joint Committee will meet in public subject to the provisions of s100 LGA 1972 as amended by the Local Government (Access to Information) Act 1985. The Joint Committee will be hosted under local government arrangements and chairing will be rotated between the local authorities on an annual basis in line with the arrangements at 9.1.
- 3.4 The policy advice and support will be provided by the Joint Committee's Executive Officer Group (Chaired by the Growth Board Director), Section 151 Officer and Monitoring Officer, reporting to the Local Authority Chief Executive Group.
- 3.5 The resources and capacity required to deliver the Joint Committee's work programmes, and the work of any associated sub groups, will be agreed by the Local Authority Chief Executive Group.

4.0 General functions

- 4.1 To facilitate and enable collaboration between local authorities and key partners to manage economic, housing and infrastructure development in a way that is inclusive and maximises local social and environmental benefits.

- 4.2 To facilitate strategic alignment of spatial, economic and infrastructure plans in a way that is environmentally, economically and socially sustainable in order to safeguard Oxfordshire's unique historical, cultural and environmental character.
- 4.3 To facilitate collective engagement of Joint Committee Partners with other national, regional and sub-regional bodies on matters concerning infrastructure and strategic planning and where relevant, comment on wider proposals and decisions from national agencies, where these have a strategic impact on Oxfordshire.
- 4.4 To act as the voice of Oxfordshire to Government and other national and Sub National bodies to ensure Oxfordshire's infrastructure and housing needs are recognised in future investment priorities and funding.
- 4.5 To provide a strategic partnership forum for the identification and development of sustainable strategies and plans for Oxfordshire related to spatial planning, economic development, housing and transport.
- 4.6 To coordinate the prioritisation of funding from devolved funding sources for infrastructure schemes, where this funding is not already within the remit of the Local Transport Authority, to ensure that decisions are made in one place and supported by all relevant partners and stakeholders.
- 4.7 To oversee the delivery of detailed work programmes as delegated to the Joint Committee by the constituent authorities, as set out under specific functions at 5.0.
- 4.8 To bid for the allocation of resources and investment to support the above purposes.

5.0 Specific Functions

Strategic Planning

- 5.1 To oversee joint work on cross border issues to ensure partners meet the requirements of the Duty to Cooperate under S33A of the Planning and Compulsory Purchase Act 2004 and wider national planning policy.
- 5.2 To assess whether strategic spatial planning, infrastructure and public services are integrated and delivered in a sustainable way, and to make recommendations to encourage this.
- 5.3 To monitor the production of collective spatial plan studies as determined by the Joint Committee (including the Oxfordshire Plan 2050).
- 5.4 To act as the voice of Oxfordshire in respect of the emerging Oxford to Cambridge Arc and to appoint representatives on behalf of the Joint Committee as required.

The Oxfordshire Housing and Growth Deal

- 5.5 To oversee and facilitate delivery of the Oxfordshire Housing and Growth Deal (“the Deal”), including:
- 5.6 To prioritise and allocate all funding from the Deal and from the Accountable Body to the body responsible for delivery of projects.
- 5.7 To approve and monitor the implementation of work programmes for the delivery of the Deal (including infrastructure, affordable housing funding and capacity funding).
- 5.8 To oversee the delivery of a productivity stream work programme to be delivered by OxLEP.
- 5.9 To monitor the production of the Oxfordshire Plan 2050 (under Section 28 of the Planning and Compulsory Purchase Act 2004) and associated work programmes. The draft plan will be subject to examination and the adoption of the plan will require a decision by each constituent authority at key milestones.
- 5.10 To establish Advisory Sub Groups to oversee delivery of work programmes to meet the agreed milestones and targets set out in the Deal relating to Infrastructure, Affordable Housing and the Oxfordshire Plan 2050.
- 5.11 To receive and publish quarterly performance and finance monitoring reports as set out in the Deal Delivery Plan.
- 5.12 To seek agreement on alignment between national and regional and local funding streams in the fields of activity listed above and prioritise competitive funding bids made on behalf of the Joint Committee or where the bid process is Oxfordshire wide.

6.0 Voting

- 6.1 Only local authority Members (or their substitutes) shall be designated as voting members and shall be entitled to one vote on items of business considered by the Joint Committee, although members intend to agree matters on a unanimous basis where possible.
- 6.2 A majority vote shall be required. In the event of there being an equal number of votes for and against a particular proposition, a casting vote by the Chair may be exercised.

7.0 Quorum and Safeguard

- 7.1 The quorum for a meeting shall be four voting members.
- 7.2 Where the effect of a particular proposition, if adopted by the Joint Committee on a majority basis, would give rise to policy, contractual or financial implications for a constituent authority that it does not support, that authority may opt out of participation in that proposition in so far as it affects their authority before any vote is taken but this

will not prevent the other parties proceeding with the proposition. In respect of other matters, all other voting will be on a normal majority basis.

- 7.3 Normal rules as to declarations of interest to be applied to local authority members in accordance with the respective Council's Code of Conduct.

8.0 Accountable Body

- 8.1 The Accountable Body for the Joint Committee is Oxfordshire County Council. It will provide Section 151 and Monitoring Officer roles to the Committee in accordance with the Memorandum of Understanding between Oxfordshire County Council and the Joint Committee.
- 8.2 The County Council's Director of Finance (Section 151 Officer) will provide the Joint Committee with quarterly financial reports for funding that has been allocated directly to Oxfordshire County Council as the Accountable Body. These reports will provide the Joint Committee with an overview of the funds spent and funds committed against funds allocated.
- 8.3 For those programmes and funding streams where another local authority is the Accountable Body, the relevant Section 151 Officer will provide the financial and performance information to the County Council's Section 151 Officer, for integration into the quarterly reporting process.

9.0 Meetings

- 9.1 The Chair and Vice-Chair of the Joint Committee will be elected at the first meeting in each Growth Board year, which runs from 1 June to 31 May.
- 9.2 The Growth Board Director shall be responsible for convening meetings in consultation with the Chief Executive of the authority which holds chairing responsibilities.
- 9.3 Meetings shall usually be held six times each year. However, meetings may be called by the Chair, Monitoring Officer, Local Authority Chief Executive Group, or any three voting members of the Joint Committee, in circumstances where business cannot be reasonably deferred to the next scheduled meeting.
- 9.4 Agendas and minutes will be published, and meetings held in public, in accordance with the requirements set out in the Local Government (Access to Information) Act 1985. A Forward Plan of items to be considered will be published online each month, and included with each agenda.
- 9.5 Public speaking procedures will be established in line with a separate protocol as agreed by the Joint Committee.

10. Advisory Sub Groups

- 10.1 The Joint Committee will establish Advisory Sub Groups to oversee specific work programmes or broader thematic areas as required. Sub groups, reporting into the Joint

Committee, will be managed in accordance with separately published terms of reference as agreed by the Joint Committee.

- 10.2 The role, remit and membership of Advisory Sub Groups will be reviewed regularly to ensure they remain flexible to the demands of ongoing and new programmes of work.

11. Scrutiny Arrangements

- 11.1 The Joint Committee will establish a non-statutory Scrutiny Panel with a cross party membership of councillors from each constituent local authority, with a role to review decisions and actions taken by the Joint Committee. The Scrutiny Panel will be managed in accordance with separately published terms of reference.
- 11.2 The Scrutiny Panel will be non-statutory and not strictly constituted in accordance with the statutory provisions of the LGA 2000. The Panel's function will therefore complement, rather than replace, the statutory overview and scrutiny duties of the constituent authorities, as set out under the LGA 2000.

12. Funding Contributions

- 12.1 The budget for the Joint Committee's administration will be endorsed no later than 1 December of the preceding financial year by the local authority membership of the Joint Committee. The cost of meeting the expenditure planned in the budget shall, to the extent not met from other sources, be divided among all members of the Joint Committee, with discretion to vary fees between associate and local authority membership.
- 12.2 The budget endorsed by the Joint Committee will subsequently be recommended to each Local Authority member for approval during the February budget setting process.

13. Withdrawal

- 13.1 If any member determines that they no longer require membership to the Joint Committee, they may give written notice to the Joint Committee's Chair and Director no later than 1st January preceding the financial year to which the budget will apply. Unless they withdraw that notice in writing, they shall cease to be a member from 1st April of that year. Any member which has not given due notice shall be obliged to pay its subscription for the next year.

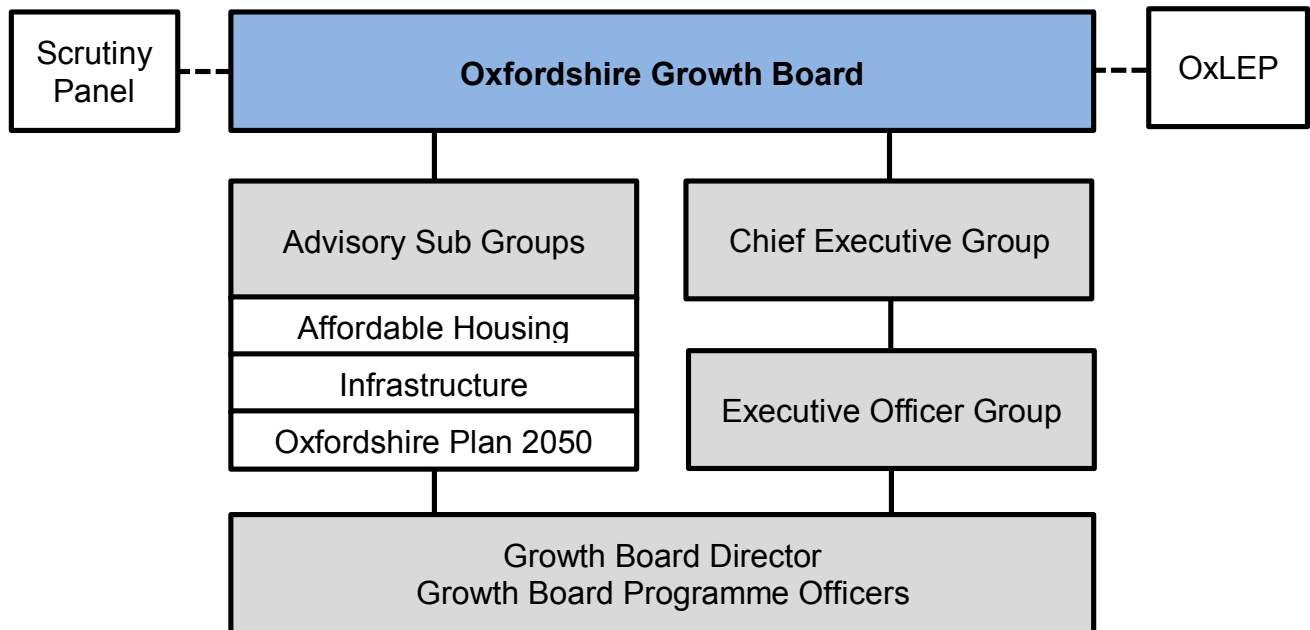
14. General principles

- 14.1 These Terms of Reference will be reviewed at regular intervals to ensure they remain fit for purpose and flexible to meet the requirements of ongoing and future work. Any changes to the Joint Committee's powers or functions will be a matter for each constituent authority to agree.
- 14.2 In adopting these terms of reference, members of the Joint Committee agree to support the purposes of the Joint Committee by ensuring that in their decision making, they:
- Collaborate and cooperate with each other
 - Are open and accountable to each other

- Adhere to all relevant statutory requirements
- Deploy appropriate resources
- Act in good faith

14.3 These principles are not intended to be legally binding, and no legal obligations or rights shall arise from this.

Appendix 1 – Oxfordshire Growth Board High Level Governance (June 2020)



Appendix 2

Oxfordshire Growth Board Memorandum of Understanding June 2020

This memorandum of understanding is made by and between the Parties:

- i) Oxfordshire County Council of County Hall, New Road, Oxfordshire OX1 1ND (“OCC”)
- ii) Oxfordshire Growth Board; a joint committee formed by Cherwell District Council, Oxford City Council, Oxfordshire County Council, South Oxfordshire District Council, Vale of White Horse District Council and West Oxfordshire District Council.

The local authorities listed above comprising the county, city and district councils are together referred to as “the Parties” and each a “Party.” Individual constituent members of the Growth Board are as each a “Council.”

1. Introduction and Background

- 1.1 The Growth Board was established in 2014 and has the purpose of facilitating and enabling collaboration between Oxfordshire local authorities and other bodies operating in Oxfordshire in relation to economic, housing and infrastructure development.
- 1.2 OCC is the designated accountable body for the Growth Board providing Section 151 and Monitoring Officer related services to the Growth Board.
- 1.3 The Growth Board and OCC may change these arrangements by mutual agreement, and the Memorandum of Understanding (MoU) shall be reviewed annually by the Growth Board and OCC to ensure it is accurate and complete.
- 1.4 The purpose of this MoU is to set out the respective roles and responsibilities of OCC acting as accountable body for the Growth Board and that of the Growth Board itself and therefore the Parties hereby agree the Scheme of Roles and Responsibilities set out in Section 6 hereto. This MoU also sets out commitments made in respect of existing joint programmes of work overseen by the Growth Board, and incorporates material elements of the formerly established Memorandum of Information Disclosure, which will cease in effect from the date of the signing of this document.
- 1.5 This MoU shall commence upon the date hereof and shall continue in effect until terminated by either Party.

2. Termination and Variation

- 2.1 Termination can be enacted by either Party upon giving six months’ notice in writing to the other. In terminating this MoU the Parties shall comply with the requirements, if any, of Central Government and any other funding agencies.
- 2.2 If OCC cease to be the accountable body, it shall:
 - i) Continue to co-operate with the Growth Board and any successor accountable body and with all grantors to ensure a smooth transition; and
 - ii) Provide to the Growth Board or the new accountable body (where requested to do so by the Growth Board) all such invoices, receipts and other relevant records

which are in its possession and which it holds in connection with its role of accountable body. For the avoidance of doubt, documents will be retained in accordance with OCC's Corporate Retention Schedule Policy.

- 2.3 This MoU shall terminate automatically upon the disbanding of the Growth Board. In such case, OCC and the Growth Board shall complete all of their obligations concerning:
- i) Monies granted to or by the Growth Board;
 - ii) Other assets held by OCC on behalf of the Growth Board; and
 - iii) Any accounts required to be submitted to Central Government or to any other relevant funding organisation.
- 2.4 This MoU shall be varied in writing only by the mutual agreement of OCC and the Growth Board save that this shall not prevent the Growth Board from making amendments to its Governance and Working Arrangements. Where a variation of this MoU requires a change to be made to the Growth Board's governance and working arrangements, that change shall not come into effect until the governance and working arrangements have been duly amended in accordance with its requirements.

3. Responsibilities

- 3.1 The Growth Board is responsible for defining its strategic vision and overseeing delivery of the Growth Board priorities in accordance with any relevant funding arrangements.
- 3.2 The Growth Board will operate in accordance with:-
- i) Its Terms of Reference;
 - ii) This MoU;
 - iii) The guidelines provided by Central Government or any other body whose regulation controls the use of funds provided to the Growth Board; and
 - iv) Statutory requirements.
- 3.3 In addition, Growth Board members will
- i) where possible, work together to procure services to ensure best value is achieved;
 - ii) give assurance and commit to do everything reasonably possible to ensure the objectives and targets of jointly funded programmes (such as the Housing and Growth Deal) are met.
 - iii) once the Growth Board has determined funding allocations, take steps required to reflect those allocations within their budgets.
 - iv) accept that in certain circumstance spend relating to individual workstreams may be greater than the funding allocations. In these circumstances the source of additional funding will be clearly identified.
- 3.4 OCC will operate in accordance with:-
- i) Its Constitution;
 - ii) This MoU;
 - iii) Individual project collaboration agreements;
 - iv) The guidelines provided by Central Government or any other body whose regulation controls the use of funds provided to the Growth Board; and
 - v) Statutory requirements.

4 Financial Management Arrangements

- 4.1 The Growth Board is currently allocated public funding under a Housing and Growth Deal. Use of this funding, and any other future funding deals, must be undertaken in accordance with statute and the principles of democratic and financial accountability.
- 4.2 This requires there to be a public-sector body identified as the accountable body for audit and transparency purposes. Oxfordshire County Council is the accountable body for the Growth Board.
- 4.3 As the accountable body, OCC is held accountable for the Growth Board's funds in the same way that it is for its own funds. All funding received and expenditure incurred on behalf of the Growth Board will be subject to the same scrutiny. This means that OCC will administer any funds held on behalf of the Growth Board under its own accounting policies, financial procedure rules and contract procedure rules as set out in the Council's constitution to ensure that funds are applied and accounted for appropriately. This will be carried out under the direction of the Section 151 Officer.
- 4.4 OCC, as recipient of the Growth Board's grant allocations from Central Government in relation to the Housing and Growth Deal is responsible for compliance with the grant conditions which may include the obligation to repay, in whole or in part, grants in the event of non-compliance with grant conditions.
- 4.5 OCC will hold any funding it receives and all interest or income earned for and on behalf of the Growth Board and ensure that the money is not moved or converted to cash without specific instruction from the Growth Board.
- 4.6 OCC will consolidate the Growth Board's cash balances with its own cash balances and deposit the co-mingled funds in accordance with the OCC's Treasury Management Strategy. OCC will pay interest on the Growth Board daily cash balances based on the 'Average 7 Day Rate'.
- 4.7 Any infrastructure constructed or acquired by OCC acting on the Growth Board's behalf, will be accounted for as part of the Council's asset register in line with OCC's normal accounting procedures.

5 Provision of Services by OCC

- 5.1 OCC provide a range of services to the Growth Board. Those that are only incurred because of the requirement to have an accountable body are provided free of charge. These include Section 151 Officer time to provide advice and support to the Growth Board and relevant sub committees/groups with regard to the use of any public funds that are allocated to the Growth Board. This also includes Monitoring Officer time to provide advice in relation to legal matters.
- 5.2 In addition, OCC also provide the following chargeable services to the Growth Board:
 - i) Finance functions relating to the monitoring and reporting of total funding received and available to the Growth Board; the monitoring and reporting of programmes and schemes; the payment of funds to Growth Board delivery partners; the calculation of interest earned on funds received; the provision of financial information for internal and external audit requirements and the completion of relevant government financial returns
 - ii) Internal Audit functions in regard to the governance arrangements between the Growth Board and the accountable body as well as use of public funds allocated to the Growth Board

- iii) legal functions including preparation of funding agreements with regard to the use of any public funds that are allocated to the Growth Board and advice on state aid issues.

5.3 Chargeable and non-chargeable arrangements will be reviewed annually and if/ when the scale of accountable body responsibilities, managed resources or project portfolio resource requirements increase significantly. Where specific, additional work is required then these may be charged where mutually agreed.

6 Scheme of Roles and Responsibilities

6.1 The Growth Board shall:

- i) make all decisions on the allocation of the Housing and Growth Deal (the Deal) grant funding agreed by Government as well as other funding for the purposes of the Housing and Growth Deal;
- ii) prioritise and allocate funding and be accountable for the delivery of projects funded by funding streams for which OCC is to act as accountable body including the Housing and Growth Deal;
- iii) monitor all activities financed by the Growth Board and ensure that all decisions are fully documented and recorded in writing;
- iv) agree robust and transparent assessment criteria against which funding will be allocated;
- v) ensure that projects are approved only after an appraisal has been carried out and that the separation of duties between project appraisal and project approval;
- vi) through agreed project plans, ensure appropriate timescales and operating practices are in place to support effective implementation of decisions made
- vii) following approval, request OCC to effect the payment of funding to the relevant organisations;
- viii) fulfil the client role vis a vis OCC as the accountable body and, in particular, give OCC clear and comprehensive instructions in relation to the performance by OCC of its roles and responsibilities as set out in paragraph 6.2 below;
- ix) Co-operate with and assist OCC acting in its role as accountable body in undertaking the day to day responsibility for financial matters.

6.2 OCC shall:

- i) provide support and assistance to the Growth Board to ensure both legal and financial probity in relation to the receipt and use of specific funding for which it acts as accountable body;
- ii) ensure decisions and activities of the Growth Board conform with legal requirements with regard to transparency, equalities, social value, environment, State Aid and procurement;
- iii) ensure that funds are used appropriately and advise the Growth Board on the procedures necessary to ensure formal compliance with any terms and conditions of funding or grant;
- iv) provide advice on proper and effective governance for overseeing the allocation and spend of the Growth Board funding;
- v) enter into funding agreements on behalf of the Growth Board for agreed funding streams;
- vi) enter into appropriate legal agreements or contracts with the relevant Growth Board member on behalf of the Growth Board once the project is approved by the Growth Board following a successful due diligence process;
- vii) ensure that the funding is passed on to the relevant Growth Board member without delay and in line with the conditions of the funding; where this is to be passed onto a third party it will be for the Growth Board member to action;
- viii) submit the claims to the funding body and prepare and submit relevant

documents for inspection by Central Government or external auditors as required;

- ix) where the funding stream is working on a claim basis, ensure that the claimed funding is passed on to the relevant Growth Board member delivery partner without delay and in line with the conditions of the funding or loan agreements;
- x) ensure that the Growth Board performance and financial systems are robust;
- xi) provide details of all monies expended in accordance with the terms and conditions of funding;
- xii) monitor approved projects during and after implementation in line with the agreed monitoring framework or as required by the funding body;
- xiii) inform and keep the Growth Board informed of any grant funding allocations received and the procedures and recommended criteria for distributing the funding based on the funding body's requirements;
- xiv) assist the Growth Board in identifying other sources of funding or to apply for these where commissioned by the Growth Board;
- xv) ensure that the Growth Board adheres to its assurance framework in respect of maintaining the official record of Growth Board proceedings and holding copies of all relevant documents relating to funding; and
- xvi) report and take appropriate action where it has reason to believe that the Growth Board, or anybody acting as its agent, is failing to
 - a) adhere to the terms and conditions of funding requirements or the funding or loan agreements;
 - b) comply with its governance and working arrangements or any statutory requirement;
 - c) provide a suitable standard of probity.

7 Audit

7.1 The Growth Board shall

- i) co-operate with and assist OCC in audit examinations relating to governance arrangements, use of public funds and all operating systems;
- ii) act upon all agreed management actions contained within the OCC's internal audit report;
- iii) report to OCC any financial irregularity or suspected irregularity in the use of any funding.

7.2 OCC shall

- i) maintain proper records, in accordance with its Constitution, of all monies received and disbursed for the Growth Board and make such records available for inspection by both internal and external regulators;
- ii) arrange regular audit examination of the Growth Board's activities with regards to use of public resources and, following each audit, present a report to the Growth Board with recommendations to strengthen their governance and management practices;
- iii) allow funding bodies to have access to all files and records of projects for which it acts as accountable body; and
- iv) supply, as necessary, completed statements of income, expenditure and disbursements to the Growth Board, funding organisations, Central Government and external auditor.

8 Recovery of funds

- 8.1 The conditions where funds will be recovered will be laid out in the initial funding or grant agreement. Where recovery of funds is at risk, the general stage of fund recovery will be as follows:

- i) Stage 1: OCC will send notice containing the reason for concern, outlining the potential fund recovery situation and giving time where appropriate for corrective action;
 - ii) Stage 2: If corrective action is not taken or is deemed insufficient to avoid fund recovery a further notice will be sent by OCC asking for the return of funds with a deadline for the return of the funds. In cases of particular difficulty OCC may accommodate a fund return payment plan of instalments over an agreed period of time. However, this must be agreed in writing and cannot be assumed;
 - iii) Stage 3: If funds are not returned within the set deadline then OCC may then instigate debt recovery procedures which may result in legal action being taken.
- 8.2 OCC will only take the step to recover funds from those Growth Board members it has a direct agreement with. In the case of a third party such as a subcontractor it would be up to the Growth Board member OCC is seeking funds from to determine and take any action they require to recover their losses from any third parties.
- 8.3 OCC does not wish to undertake stage 3 if at all avoidable but will do so in order to protect the public purse and ensure that public funding is being used appropriately.

9 Data Protection

- 9.1 The Parties hereto shall comply with their obligations under the EU General Data Protection Regulation EU 2016/679(GDPR) and the Data Protection Act 2018 and any subordinate legislation made under such Act together with any guidance and codes of practice issued by the Information Commissioner or relevant government department in relation to such legislation in the performance of their obligations under this agreement.

10 Publicity and Disclosure in Relation to Meetings

- 10.1 The Growth Board will operate in accordance with the publicity requirements applicable to a joint committee under Part VA of the Local Government Act 1972. Papers relevant to meetings of the Growth Board will be placed into the public domain in the normal way by the Party with administrative control of that joint committee in compliance with s100A to 100K (and Schedule 12A) of the Local Government Act 1972. In accordance with those provisions confidential information as defined in that Act will not be disclosed. Exempt information as defined in that Act may or may not be disclosed. It is acknowledged that under these provisions information is exempt if the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

11 Requests under Freedom of Information and Environmental Information

- 11.1 The Growth Board and the Monitoring Officers of the relevant Councils have developed a Protocol for Handling Freedom of Information and Environmental Information requests. This is based on the principle that the Growth Board itself and each member authority is a 'freedom of information authority' in its own right. The agreed Protocol (Annex 1 to the MoU) shall guide how the Board and the member authorities will handle requests relating to the work of the Growth Board.

12 Confidentiality

- 12.1 Each Party agrees not to unilaterally disclose any information identified by any Council as confidential information or exempt material (under the Local Government Act 1972) information unless required by law without giving notice of at least 14 calendar days to the Council or Councils who provided the confidential/exempt information. No confidential/exempt information will be disclosed without full consideration having been

given to any objection made to its disclosure, unless disclosure is otherwise required by law.

12.2 Neither Party will use or disclose any confidential material provided by the other pursuant to this agreement otherwise than for the performance of their obligations under this agreement, save as may be otherwise agreed or required by law.

12.3 For the avoidance of doubt, confidential information shall not include (a) any information obtained from a third party who is free to divulge such information; (b) any information which is already in the public domain otherwise than as a breach of this agreement; or (c) any information which was rightfully in the possession of a Party prior to the disclosure by the other Party and lawfully acquired from sources other than the other Party.

13 Dispute resolution

13.1 If either Party has any issues, concerns or complaints about any matter in this MoU, they shall notify the other Party and the Parties shall then seek to resolve the issue by a process of consultation. If the issue cannot be resolved within a reasonable period of time, the matter shall be escalated to the Growth Board's Chair (or if the Chair is an OCC appointee, the Vice-chair) and OCC's Section 151 Officer (or if the dispute is between the Growth Board and OCC, one of the district/city council's Section 151 Officer) who shall decide on the appropriate course of action to take.

13.2 If either Party receives any formal inquiry, complaint, claim or threat of action from a third party they shall notify the other Party and co-operate with each other to respond, or take such action, as is appropriate and/or necessary

14 The Contracts (Rights of Third Parties) Act 1999

14.1 The Contracts (Rights of Third Parties) Act 1999 shall not apply to this MoU but this does not affect any rights which are available apart from this Act.

15 Status

15.1 This MoU is not intended to be legally binding, and no legal obligations or legal rights shall arise between the Parties from this MoU. The Parties enter into the MoU intending to honour all their obligations.

16 Governing Law and Jurisdiction

16.1 This MoU shall be governed by and construed in accordance with English law.

This Memorandum of Understanding is agreed and signed by:

Signed for and on behalf
of Oxfordshire County Council by

.....

Signed for and on behalf
of Oxford City Council

.....

Signed for and on behalf
of Cherwell District Council

.....

Signed for and on behalf
of South Oxfordshire District Council

.....

Signed for and on behalf
of Vale of White Horse District Council

.....

Signed for and on behalf
of West Oxfordshire District Council

.....

Annex 1

FOI/EIR PROTOCOL – INFORMATION REQUESTS RELATING TO THE OXFORDSHIRE GROWTH BOARD

This process has been agreed by Oxfordshire's Monitoring Officers and the Growth Board managers. It provides a means of handling Freedom of Information and Environmental Information requests regarding the work of the Growth Board. Each member authority of the Growth Board and the Growth Board's officers themselves may be recipients of information requests.

This outline provides a legally compliant means of dealing with such requests while providing a degree of mutual consultation whilst also ensuring the identity of requesters is not disclosed to other members of the Growth Board. **Each authority will be responsible for responding to requests submitted to it. Authorities should not simply redirect requesters 'to the Growth Board'** but should answer the request on the basis of any information held by the receiving authority in relation to it.

Freedom of Information Teams should adopt the following principles and process:

1. Each of the county's principal councils, and the Growth Board, are **separate FOI authorities** in their own right. Requesters may therefore submit requests from time to time to any or all of the bodies, about the Growth Board partnership's work.
2. Should there be such an FOI or EIR request in relation to the Growth Board's work received by any of the authorities, then the **receiving body's FOI Team will notify each of the other bodies' FOI Teams**: for the purpose of consulting them about how the receiving authority intends to respond.
3. The original receiving body will **consider all representations** (which shall also be made at the earliest opportunity) received in discharging its statutory obligations. The requester's **name will not be disclosed** to the other authorities.
4. In the event of a disclosure of information in response to a request under the Environmental Information Regulations or the Freedom of Information Act, the **disclosing body shall notify all other Councils immediately** and shall provide an explanation of its decision-making process on request.
5. A similar process will then be followed if an Internal Review request is received; or an Information Commissioner referral.
6. This process is on the basis that, while each authority is an FOI authority in its own right, **consultation between authorities** on a proposed response does not breach that principle.

7. If all authorities receive the same request, then each must respond to it at its own relevant level of management. **Achieving a 'consistent' response can not be the primary aim.** While approaches can be discussed, it will be for each authority to 'sign off' its own responses. This will also be important if a request is referred to the Commissioner, who would be likely to ask how each authority addressed the response.
8. It should be borne in mind that **a requester can also ask for the 'metadata'** to any request, which would bring into frame any information shared between authorities in the consideration of a response.

NB The County Council will be acting as FOI advisers to the Growth Board.

 WEST OXFORDSHIRE DISTRICT COUNCIL	WEST OXFORDSHIRE DISTRICT COUNCIL
Name and date of Committee	Cabinet: Wednesday 22 July 2020
Report Number	Agenda Item No. 8
Subject	Naming of the Garden Village
Wards affected	Eynsham and Cassington
Accountable member	Cllr Jeff Haine, Cabinet Member for Strategic Planning Email: jeff.haine@westoxon.gov.uk
Accountable officer	Sarah Hegerty Tel: 01993 861713; Email: Sarah.hegerty@publicagroup.uk
Summary/Purpose	To agree the settlement name for the Garden Village site.
Annex	Annex A – Submitted names and filtering criteria
Recommendation	That Cabinet decides to approve the name of Salt Cross for the Garden Village.
Corporate priorities	N/A
Key Decision	No
Exempt	No
Consultees/ Consultation	A public open competition. Consultation with; Royal Mail, WODC Street naming team, Oxfordshire County Council, Eynsham Parish Council and Grosvenor Developments Ltd on behalf of landowners.

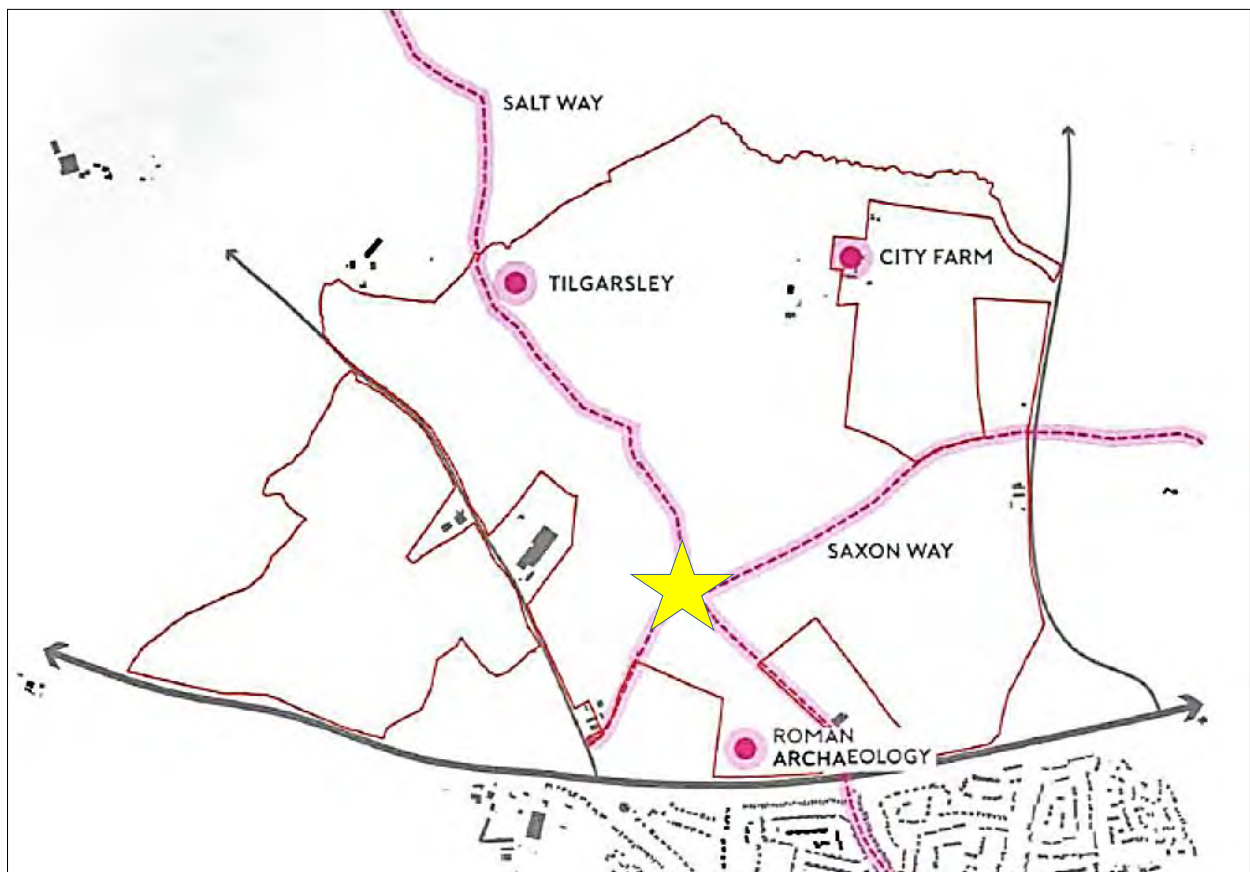
I. BACKGROUND

- 1.1. Land to the north of the A40 near Eynsham is allocated in the adopted West Oxfordshire Local Plan as a Strategic Location for Growth (SLG) to accommodate a new garden village of around 2,200 homes with business space and a range of other supporting services and facilities. To date the working title of the garden village site designated as one of Homes England national Garden Communities programme has been the Oxfordshire Cotswolds Garden Village. The Council has worked collaboratively with the existing community, Grosvenor Developments Ltd the land promoters acting on behalf of the land owners and Oxfordshire County Council. Collaborative working to develop a holistic vision reflects the Garden TCPA Garden Community principle of: Strong vision, leadership and community engagement.
- 1.2. This concept is further expanded within The Ministry of Housing, Communities and Local Government Garden Communities Prospectus paper from August 2018 which goes on to say in Paragraph 13, e
(https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/805688/Garden_Communities_Prospectus.pdf)
“Strong local vision and engagement – designed and executed with the engagement and involvement of the existing local community, and future residents and businesses. This should include consideration of how the natural and historic environment of the local area is reflected and respected”
- 1.3. The Council, Grosvenor Developments Ltd and the local community have worked together in a series of activities and events, to explore the sites opportunities and constraints and to develop a framework plan for the Garden Village. As part of this collaborative approach in May 2019 a public competition was launched which was open to all, to submit suggestions for a permanent settlement name. (<https://www.thegardenvillage.org/naming-competition/#https://www.thegardenvillage.org/events/oxfordshire-cotswolds-garden-village-naming-competition/>)
- 1.4. Competition criteria were set out for name submissions (as detailed within the above link) and 115 responses were received.

2. MAIN POINTS

- 2.1. Following the close of the competition on 31 October 2019 the 115 names submitted were filtered in accordance with the published criteria (see [Annex A](#)).
- 2.2. The criteria were an adaptation of the West Oxfordshire street naming guidelines 2018, as outlined at <https://www.westoxon.gov.uk/media/dkanc1tl/street-naming-and-numbering-policy.pdf>.
- 2.3. The criteria are as follows:
 - 1 Names should try to avoid duplicating any similar name already in use for a town/village or in the same postcode area.
 - 2 We will avoid having two phonetically similar names within the postal area, for example Churchill Road and Birch Hill Road.
 - 3 Names should not be difficult to pronounce or awkward to spell.
 - 4 Where possible, names should reflect the history of the site or acknowledge the geography of the area.
 - 5 Names that may be considered or construed as obscene which would contravene any aspect of the council's equal opportunities policies will not be acceptable.
 - 6 Names that may be open to re-interpretation by graffiti or shortening of the name should be avoided.

- 7 Any name that promotes a company, service or product may not be allowed. Names based on a developers trading name are seen as advertising and are not acceptable. An exception to this may be made for a company that no longer exists, if used solely in a historical context and the claim of advertising cannot be made.
 - 8 Names should not be named after living individuals.
- 2.4. The key criteria which echoed the Garden Village principles, was to ensure that the name was specifically linked to the site in some way (criteria 4) to reflect uniqueness of place.
 - 2.5. The four potential Garden Village names that met the set criteria were sent to key stakeholders (which included but was not limited to Royal Mail, the County Council and the Parish Council) to ensure the shortlisted names did not conflict locally. Both Eynsham Parish Council and Grosvenor Developments Ltd were consulted on and are supportive of the proposed settlement name.
 - 2.6. Finally, the four potential names were informally considered by Cabinet, the consequent decision being to bring forward the proposed name of Salt Cross for the Garden Village.
 - 2.7. The name Salt Cross meets all the identified criteria outlined above and has a strong local connection which is unique to the site, in that the historic Salt Way (running north to south) and Saxon Way (running east to west) cross within the site (see below). The crossing points of these historic routes forms a cross fairly central to the site.



3. LEGAL IMPLICATIONS

- 3.1. It has been confirmed by legal services that the Council has various statutory powers to name new streets, and that the naming of settlements is 'calculated to facilitate, or is conducive, or incidental to the discharge' of those statutory powers. Therefore under section 111 of the Local Government Act 1972 the council has the power to name settlements.

4. CONCLUSION

- 4.1. It is recommended to agree to **Salt Cross** being the settlement name for the Garden Village.

5. BACKGROUND PAPERS

- 5.1. The Adopted West Oxfordshire Local Plan 2031 (Policy EWI Pg 228), online competition listed under the below link and Appendix A.
- 5.2. <https://www.thegardenvillage.org/naming-competition/#https://www.thegardenvillage.org/events/oxfordshire-cotswolds-garden-village-naming-competition/>

Submitted names and filtering criteria**Short Listed Names**

Wintlesham
 Caverswell Village
 Cottesham
 Salt Cross

Removed By Criteria 1 - Names should try to avoid duplicating any similar name already in use for a town/village or in the same postcode area.

East Barnard	South Freeland	North Acre End
Little Eynsham	Lower Freeland	Marlborough
Little Blenheim	Freeland Fisheries	Acre Hill Village
Little Woodstock	East Barnard	Langford
Lower Woodstock	West Cassington	Allbury
North Eynsham	Barnard View	Thamesmead
Eynsham Fisheries	South Rushey Meadows	Newham Park
Eynsham Strawberry Fields	West Worton	Eynsham Garden Village
South Hanborough	Chilbury	North Eynsham
Lower Hanborough	Marlborough	Eynsham North

Removed By Criteria 2 - We will avoid having two phonetically similar names within the postal area, for example Churchill Road and Birch Hill Road.

No names removed using this criteria.

Removed By Criteria 3 - Names should not be difficult to pronounce or awkward to spell.

Agriaquaham or Agriaquum	Aylmar Meadows	elfricstowe
Dujardin	Alfricton	Safbury
Safridbury	Elfricton	alfricsted
Harribury,	Alfricham	elfricsted
Didaton	Elfricham	Didan
Didaning	Harriham	Didham
Didanton	Didanbury	Didanton
Didanham	Beaulea.	Didbury
Harriton,	Llandaff	alfricstowe
Enland	Kitchin's View	Safriton
Freeham	Eynborough	Eynland
Hansham	Enborough	

Removed By Criteria 4 - Where possible, names should reflect the history of the site or acknowledge the geography of the area

Blenheim	Northfield	Fairshakes
Windrush Garden Village	Wychwood Garden Village	Fairview
Kitewell	Adam's Orchard	Accordia
Chilbrook	Churcham	Accordia Gardens
West Oxgrove	West Worton	Harmony Gardens
Spring Meadow	Clarendon	Garmony
Meadow village	Cuckoo Meadow	Cricketville
hedgerow village	Swinbury	Concordia

Farmgate village
Cowyard village
Acre Hill Gardens

Sophia Gardens
Fairlands
Greenham

Woodbury
Churchwood Gardens

Removed By Criteria 5 - Names that may be considered or construed as obscene which would contravene any aspect of the council's equal opportunities policies will not be acceptable

Death Row Village

Removed By Criteria 6 - Names that may be open to re-interpretation by graffiti or shortening of the name should be avoided.

Tilgarsley garden village	Nouvo Tilgarsley
Tilgarsley	Kitebury
Strawbury	Coxham
Isis Gate	Tilgarsley
Blandford	
Winston Green	

Removed By Criteria 7 - Any name that promotes a company, service or product may not be allowed. Names based on a developers trading name are seen as advertising and are not acceptable. An exception to this may be made for a company that no longer exists, if used solely in a historical context and the claim of advertising cannot be made.

Wychwood Garden Village	West Evenlode
Cotsville	Jordan's Fields
Lively's	Evenlode Meadows
Priestley's	Evenlode Brook
Evenlode Village	Evenbrook

Removed By Criteria 8 - Names should not be named after living individuals

Packerann
George's Fishery
Sophia Verde

Please note that the same name may appear multiple times



WEST OXFORDSHIRE
DISTRICT COUNCIL

WEST OXFORDSHIRE DISTRICT COUNCIL

Name and date of Committee	Cabinet: Wednesday 22 July 2020
Report Number	Agenda Item No. 9
Subject	Garden Village Area Action Plan (AAP)
Wards affected	Eynsham and Cassington, Freeland and Hanborough
Accountable member	Councillor Jeff Haine, Cabinet Member for Strategic Planning Email: jeff.haine@westoxon.gov.uk
Accountable officer	Chris Hargraves, Planning Policy Manager Tel: 01993 861686; Email: Chris.Hargraves@publicagroup.uk
Summary/Purpose	To consider and approve the pre-submission draft Garden Village Area Action Plan (AAP) for the purposes of a six-week statutory period of public consultation in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
Annex	Annex A – Pre-Submission Draft Garden Village Area Action Plan (AAP).
Recommendations	a) That the Council be recommended to approve the pre-submission draft Area Action Plan (AAP) attached at Annex A for the purposes of formal publication for a statutory period of 6-weeks in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012; b) That the Council be recommended to authorise the Chief Executive, in consultation with the Cabinet Member for Strategic Planning, to make any minor factual/typographical/formatting amendments to the pre-submission draft AAP in conjunction with Officers, prior to formal publication; and c) That the Council be recommended to agree that subject to there being no significant issues raised during the statutory 6-week period, the pre-submission draft Area Action Plan (AAP) be formally submitted to the Secretary of State in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 including any minor modifications.
Corporate priorities	The submission draft AAP is consistent with a number of the priorities set out in the Council Plan including climate action, healthy towns and villages, strong local communities, a vibrant economy and meeting housing needs.
Key Decision	N/A
Exempt	No
Consultees/ Consultation	Extensive consultation has taken place since 2018 including an 'Issues and Options' consultation from 22 June – 3 August 2018 and a 'Preferred Options' consultation from 16 August – 11 October 2019. This has been augmented with ongoing community engagement.

I. BACKGROUND

- I.1. Members will be aware that as part of the West Oxfordshire Local Plan 2031, land to the north of the A40 near Eynsham is allocated under Policy EW1 for the provision of a new, free-standing exemplar Garden Village, the comprehensive development of which will be led by an Area Action Plan (AAP).
- I.2. As a first step in preparing an AAP for the Garden Village, the Council undertook an initial 'Issues and Options' consultation from June – August 2018. The issues paper sought views on a broad range of issues and opportunities for the site and generated over 200 responses from a variety of individuals and organisations.
- I.3. Following on from this, a range of technical evidence and analysis was commissioned on various subjects including housing need, employment, infrastructure, landscape, ecology, flood risk, drainage, heritage and transport.
- I.4. This was supplemented by ongoing community engagement through the garden village community forum, including a number of 'study tours' held in early 2019 and a 3-day design event held in May 2019.
- I.5. To further develop the AAP, a 'Preferred Options' consultation was held from August – October 2020.
- I.6. A good level of response was received from around 80 respondents with generally positive feedback. The main issues raised included:
 - The importance of robustly addressing the climate change emergency;
 - Housing affordability;
 - Supporting new homes with jobs to reduce out-commuting;
 - Traffic impact on the A40 and surrounding routes;
 - The importance of 'active travel' including walking and cycling to move away from reliance on the private car;
 - The timely provision of supporting infrastructure in particular community facilities early in the development;
 - The relationship of the garden village with Eynsham including 'connectivity' between the two;
 - The importance of place-making, not just house building – using the character of the site and its surroundings to create a distinct sense of place;
 - Biodiversity including the need to achieve a positive 'net gain';
 - The need to provide extensive green space;
 - Importance of high quality and innovative design and materials;
 - Flood risk and water quality;
 - Conservation and enhancement of the historic environment including Listed Buildings at City Farm;
 - Inclusivity – the need to make the garden village a place for all; and
 - The importance of putting in place robust arrangements for long-term stewardship and maintenance of key assets including green infrastructure and community buildings.
- I.7. Following the preferred option consultation, further technical evidence and analysis has been prepared on a number of subjects including zero-carbon, underground waste collection systems, transport, infrastructure and options for the creation of a community land trust.
- I.8. These, along with ongoing stakeholder feedback, have fed into the final, pre-submission draft version of the AAP which is attached at Annex A.

2. PRE-SUBMISSION DRAFT AREA ACTION PLAN (AAP)

- 2.1. The pre-submission draft AAP is split into four main parts:
- Part 1 – Introduction and Background
 - Part 2 – Vision and Core Themes
 - Part 3 – The Strategy
 - Part 4 – Measuring Progress
- 2.2. The main part of the AAP (Part 3 – The Strategy) is broken down into seven themes including:
- Climate action
 - Healthy place shaping
 - Protecting and enhancing environmental assets
 - Movement and connectivity
 - Enterprise, innovation and productivity
 - Meeting current and future housing needs
 - Building a strong, vibrant and sustainable community
- 2.3. Climate action is intentionally the first of these seven themes and forms a ‘golden thread’ running through the whole of the AAP.
- 2.4. The seven themes align closely with the Council Plan and were well-supported at the preferred option stage. They are also consistent with established garden village principles and Officers are confident that they are a solid foundation upon which to base the AAP.
- 2.5. Each theme includes a series of core objectives and policies which will be used to guide future development proposals at the garden village as they come forward.
- 2.6. There are 31 policies in total, covering a range of topics such as net zero carbon development, green infrastructure, biodiversity net gain, active and healthy travel, design, housing mix and stewardship.
- 2.7. Importantly, the AAP includes an illustrative Framework Plan setting out in broad terms the anticipated spatial arrangement of different land uses within the garden village as well as the key points of access.
- 2.8. The framework plan is based on the concept of a centrally located village centre, supported by three neighbourhood centres in the east, north and west of the site and all interspersed with extensive green and blue infrastructure including a new, multi-functional, biodiverse Country Park. The emphasis is on compact ‘walkability’ with key facilities intended to be less than 10 minutes walking distance from new homes.
- 2.9. The framework plan is based on supporting technical evidence and stakeholder engagement and establishes an overall framework for development against which any subsequent masterplan will be considered.
- 2.10. The AAP also includes a delivery and monitoring framework setting out the mechanisms through which proposals at the Garden Village will be delivered as well as the indicators which will be used to monitor progress as the scheme comes forward. This will be included in Section 12 of the AAP, and that Section will be completed and circulated in advance of the Cabinet meeting.
- 2.11. Subject to the agreement of Members, the pre-submission draft AAP will be published for a statutory 6-week period of public consultation. It is anticipated that this will take place from August – September 2020.
- 2.12. Provided no significant issues are raised during the statutory 6-week period, the pre-submission draft AAP will be formally submitted to the Secretary of State in accordance

with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 including any minor modifications.

- 2.13. At that point, a timetable for the independent examination of the AAP will be agreed.

3. FINANCIAL IMPLICATIONS

- 3.1. There will be a cost associated with the formal consultation process and examination but this is able to be met from existing budgets.

4. LEGAL IMPLICATIONS

- 4.1. The report raises no specific legal implications. Preparation of the pre-submission draft AAP accords with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

5. RISK ASSESSMENT

- 5.1. The main risks to the pre-submission draft AAP are that it is found to be 'unsound' when considered at independent examination; that the Council has failed to comply with the relevant legislative requirements in preparing the AAP and/or; that the Council has not fulfilled its obligations under the Duty to Co-Operate.
- 5.2. Officers are confident that the AAP is robust and based on extensive technical evidence and stakeholder feedback and that all legislative requirements have been met along with the Council's obligations under the Duty to Co-Operate.

6. EQUALITIES IMPACT

- 6.1. The pre-submission draft AAP is not anticipated to raise any specific implications for any particular equality strand.

7. CLIMATE CHANGE IMPLICATIONS (IF REQUIRED)

- 7.1. The pre-submission draft AAP includes climate action as the central aspect of seven core themes, acting as a 'golden thread' running through the whole document and reflected in policies on various subjects including climate resilience, zero-carbon development, the water environment, movement and connectivity, biodiversity and design.

8. ALTERNATIVE OPTIONS

- 8.1. None.

9. BACKGROUND PAPERS

- 9.1. Please see www.westoxon.gov.uk/gardenvillage for background papers and evidence.

Salt Cross

Garden Village

'A place to grow, a space to breathe'



Pre-submission draft

Area Action Plan (AAP)

July 2020

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The AAP 'at a glance'

The Area Action Plan (AAP) has been put in place to guide the future delivery of 'Salt Cross' - a proposed new garden village to the north of the A40 near Eynsham.

Work on the AAP began in 2018 and through extensive public engagement we have been able to draw out the locally important issues that need to be addressed as the garden village takes shape, including a robust response to the climate emergency, transport, biodiversity, housing affordability, infrastructure and the potential impact of development on the surrounding area, especially its relationship and connectivity with nearby Eynsham.

The AAP seeks to respond to these and other issues in a positive, head-on manner. It is intended to be 'well-thumbed' and used as a key reference point throughout the development of the garden village as it comes forward. Because the AAP is intended for a wide audience, it is relatively succinct and written in plain language but includes links to other background information for those that want to get into more detail.

There are four main sections:

Part 1 – Introduction and Background explains the role and status of the AAP, what it is intended to achieve and the key influences that have shaped it including the Eynsham Neighbourhood Plan¹. It describes the garden village site, explains how it was identified and sets out the key issues that people have raised as being of particular importance in taking it forward.

Part 2 – Vision and core themes sets out the proposed vision for Salt Cross; what it will look and feel like as a place to live, work and visit in the future – an innovative and positive development fit for the 21st century. With the District Council having recently declared a climate emergency, the vision is focused on climate action, which forms a golden thread running through the whole AAP in areas such as sustainable construction and renewable energy, waste, the water environment, transport, design and biodiversity.

¹ <https://www.westoxon.gov.uk/media/ngkckyhi/eynsham-neighbourhood-plan.pdf>

The vision is then reflected in 7 core themes which form the basis of the AAP. These are illustrated below.



Part 3 – The Strategy identifies specific core objectives under each theme and explains how they will be delivered ‘on the ground’ through a series of policies that will be used alongside the West Oxfordshire Local Plan and the Eynsham Neighbourhood Plan to determine any future planning applications that come forward at the garden village.

It also includes an illustrative framework plan which provides an indication of what is expected to be provided on the site and where, in terms of new homes, schools, business space, community spaces, key connections and green space. The framework plan is a culmination of community and stakeholder engagement and technical evidence undertaken since 2018.

Part 4 – Measuring progress explains how the delivery of the garden village will be achieved and the key indicators that will be used to measure progress as the development takes shape. This is based around a delivery framework that will be used to inform the Council’s annual monitoring report.

In summary, key outputs at Salt Cross are expected to include:

- * All new buildings to be ‘zero carbon’.*
- * No fossil-fuels (e.g. oil and natural gas) to be used for space heating, hot water or cooking.*
- * 100% of the energy consumption required by the buildings on-site to be generated through renewable sources such as solar PV.*
- * Development to embed the concept of the ‘circular economy’ which aims to keep resources in use for longer, minimise waste and maximise re-use, recycling and recovery.*
- * A core focus on the protection and enhancement of the garden village’s ‘natural capital’ as a first line of defence against climate change.*

- * The protection and provision of woodland and trees to reflect the wider setting of the site within the former Royal Hunting Forest of Wychwood and to enable and encourage carbon sequestration.*
- * Delivery of around 2,200 new homes with a well balanced mix of property types, tenures and sizes to meet a broad spectrum of housing needs.*
- * 50% affordable housing with a mixture of different opportunities for people to be able to rent and own their own homes with a focus on 'genuine affordability'.*
- * 110 self and custom-build opportunities distributed in small, attractive clusters across the garden village site.*
- * A new science and technology park providing around 80,000m² of modern, well designed and sustainably constructed business space set in an attractive, landscaped, green/blue environment.*
- * Use of new and emerging technologies to enable 'smart' living and working within the garden village, embedding the concept of the 'living lab' at the heart of the development.*
- * Creation of new community meeting spaces and facilities including opportunities for 'co-working'.*
- * A new, integrated transport hub to the west of Cuckoo Lane, incorporating a park and ride with 850 parking spaces and bus priority measures along the A40, enabling convenient access in and out of Oxford.*
- * A combination of new and enhanced crossing points along the A40 to include a new underpass and potentially in the longer-term a new bridge to ensure strong connectivity and integration with Eynsham, including safe routes to school.*
- * A new pedestrian and cycle route to Hanborough Station along Lower Road to provide convenient and safe access by rail into central Oxford and beyond, taking advantage of future planned improvements to the Cotswold Line and Hanborough Station.*
- * All new homes to have access to an electric vehicle charging point.*
- * Establishment of a 'car club' to enable people to have regular and convenient access to 'pool cars' when they need it and help minimise the need for car ownership.*
- * A new primary school and a new secondary school intended as a 'satellite' for Bartholomew School in Eynsham, both forming key landmarks within the garden village through the use of high quality design and materials.*
- * The creation of an extensive network of multi-functional green and blue infrastructure including a new, biodiverse Country Park throughout the garden village and connecting through the science and technology park and into proposed development to the west of Eynsham.*
- * Net biodiversity gain of 25% (the current national benchmark being 10%).*
- * Opportunities for people to be able to grow their own food in a local and sustainable manner through the creation of new allotments and other community growing space reflecting the strong local heritage of food production including Wasties apples.*

** The creation of a local heritage trail based on historic routes and assets within the site including the Salt Way and the site of Tilgarsley Deserted Medieval Village.*

** Potential for a new burial ground to address the currently limited capacity available in the Eynsham area.*

** Delivery of a Community Employment Plan (CEP) to ensure local skills and training opportunities are provided for local people.*

** A Community Development Officer to be appointed to engender community cohesion and activity from the earliest stages of the development.*

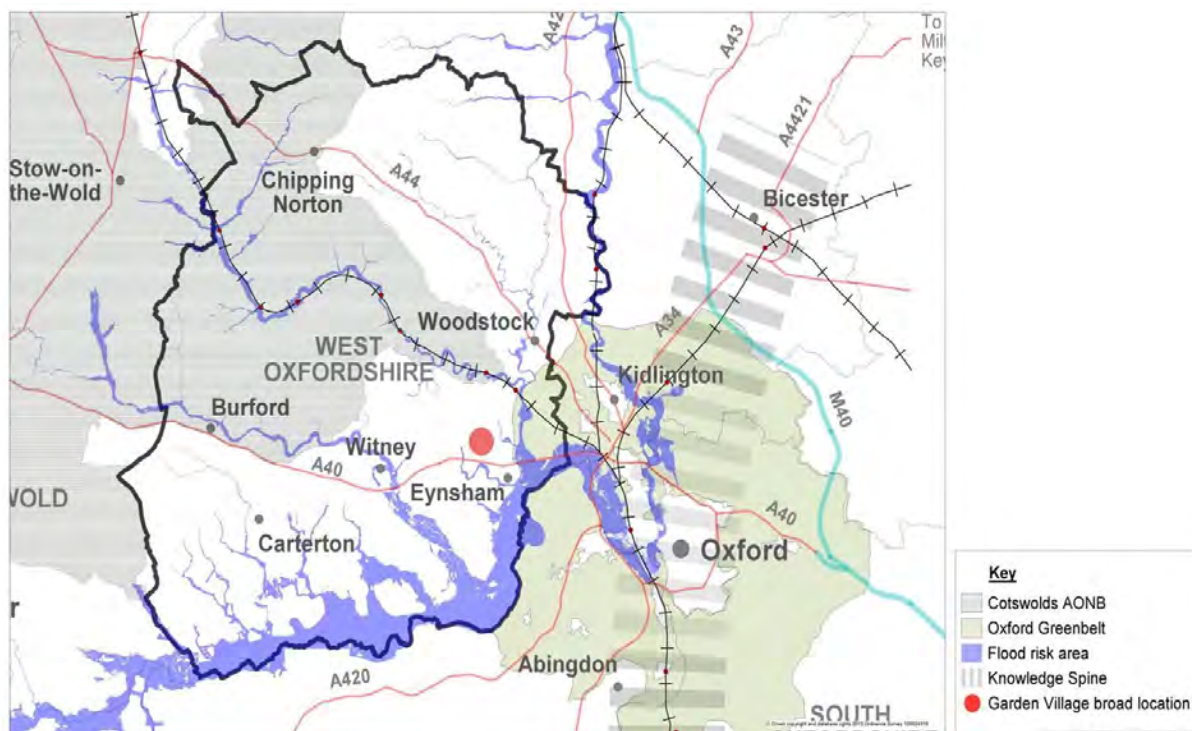
** Effective and sustainable long-term stewardship and maintenance of key assets through the establishment of a new Salt Cross Garden Village Trust.*

Part 1 – Introduction and Background

1. Introduction

- 1.1 The Salt Cross garden village site lies to the north of the A40 near Eynsham approximately half way between Witney and Oxford. It is allocated in the West Oxfordshire Local Plan 2031² as a strategic location for growth to include around 2,200 homes, a ‘campus style’ science park and other supporting services and facilities including a new park and ride.

Figure 1.1 – Site Context Plan



- 1.2 Policy EW1 of the West Oxfordshire Local Plan applies and requires the site to be taken forward on a comprehensive basis, led by an Area Action Plan (AAP) and in accordance with key Garden Village principles – see **Appendix 2**. Salt Cross has central Government support as part of the ‘Locally-Led Garden Villages, Towns and Cities’ programme launched in 2016.
- 1.3 Establishing a new garden village is an exciting first for West Oxfordshire and to help guide the process, the Council has prepared this Area Action Plan (AAP) which sets out a vision for the garden village, supported by a series of core objectives, policies and delivery framework.
- 1.4 The AAP has been prepared with extensive community and stakeholder engagement including an initial ‘issues’ consultation in June 2018³ a three day design workshop in May 2019⁴ and a ‘preferred options’ consultation in August 2019. These key stages have been augmented with ongoing community sessions across a number of different age groups.

² <https://www.westoxon.gov.uk/media/fevjmpen/local-plan.pdf>

³ <https://www.westoxon.gov.uk/media/1859622/Garden-Village-Issues-Paper-June-2018.pdf>

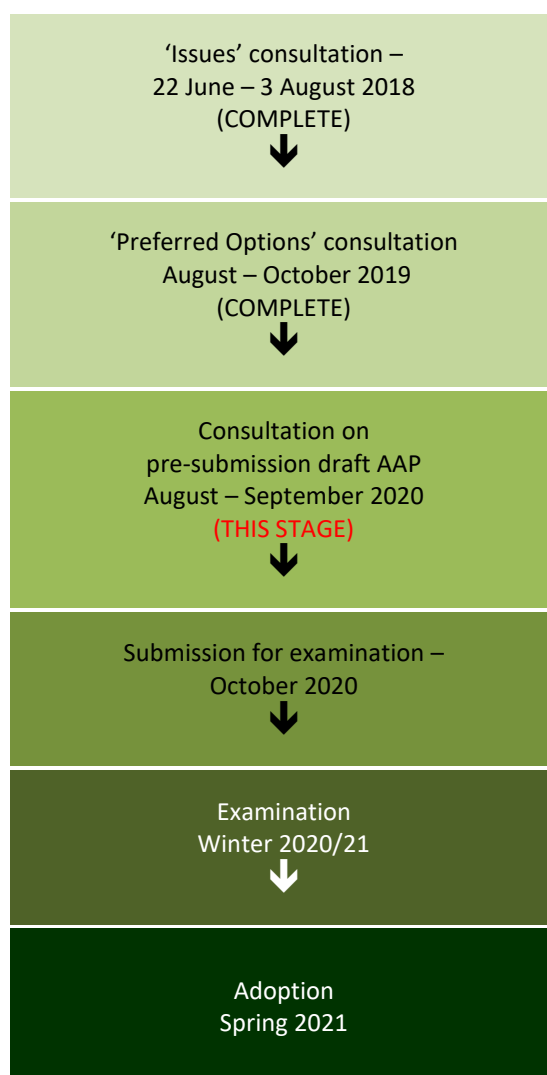
⁴ <https://www.westoxon.gov.uk/media/2036815/Garden-Village-APP-Preferred-Option-Paper-July-2019.pdf>

- 1.5 The process of continuous engagement has helped generate an excellent understanding of the local priorities and ambitions for the garden village site which have been reflected as fully as possible in the AAP along with the requirements of the Eynsham Neighbourhood Plan, which was formally adopted in February 2020.
- 1.6 The AAP has also been informed by an extensive technical evidence base on various topics including infrastructure, transport, ecology, housing, energy, employment and sustainability appraisal. Relevant extracts or summaries from these various reports are provided throughout the AAP with web links to the full documents provided as appropriate.



- 1.7 Following a six-week period of statutory public consultation, the AAP and supporting evidence base will be formally submitted to the Planning Inspectorate for independent examination. Once adopted, the AAP will form part of the statutory development plan for West Oxfordshire alongside the West Oxfordshire Local Plan and the Eynsham Neighbourhood Plan.
- 1.8 This overall policy framework will ensure that Salt Cross comes forward as an exemplary garden village of the highest standards, creating a green, climate friendly, safe and inclusive new community that West Oxfordshire can be justifiably proud of – *‘a place to grow and a space to breathe’*.

1.9 The AAP process and anticipated timeline to adoption is summarised below.



1.10 Comments on the AAP can be submitted in the following ways:



Online: at www.westoxon.gov.uk/gardenvillage



Email: planning.policy@westoxon.gov.uk



Write to: Planning Policy
West Oxfordshire District Council
New Yatt Road
Witney OX28 1PB

1.11 All representations received will be submitted to the Planning Inspectorate alongside the AAP and supporting evidence as part of the examination process.

2. Background

2.1 This section provides some brief background information to set the remainder of the AAP in context. In particular:

- What a garden village is;
- The location of the Salt Cross site;
- How and why it was allocated for development in the Local Plan; and
- The key influences that have shaped the draft AAP.

Garden Villages

2.2 The concept of garden villages is not new, indeed Britain has a long history of smaller planned communities associated with the term 'garden village' including the model villages developed by philanthropic industrialists and social reformers in the 19th century such as New Lanark, Saltaire, Bournville and Port Sunlight. These were small, self-contained new communities linked to, but separate from, larger towns and cities including Glasgow, Liverpool and Birmingham, the aim being to alleviate poverty through the provision of good quality housing, access to green space and fresh air and the provision of community activities and facilities.

2.3 Key characteristics typically included the following:

- *Holistically planned – i.e. through a masterplan that included jobs, community facilities and local services alongside homes.*
- *Planned for healthy living - residents were provided with access to green space, nature, fresh air, walking and cycling, sports and outdoor leisure activities, and opportunities to grow local food.*
- *A vibrant social life - active community societies, with stewardship organisations organising local sports, arts and community events.*
- *Designed with high-quality materials and attention to detail - emphasis on the use of high-quality and often local materials.*
- *Affordable homes close to employment - homes designed to be genuinely affordable for the local workforce, and close to employment.*
- *Services for day-to-day needs provided - a wide range of amenities and community facilities, meeting day-to-day needs without requiring frequent travel to the surrounding or larger towns or cities.*
- *Single land-ownership, with a long-term stewardship organisation - land remained in single ownership, and a charitable trust or organisation was established to look after the development and its residents, funded through a service charge or income from leaseholds.*

- 2.4 In recent years, there has been a renewed interest in the concept of garden communities and how they can play a role in delivering growth in a sustainable, healthy and inclusive way. The Town and Country Planning Association (TCPA) have usefully identified the following key principles, which can be applied at a range of different scales.

Figure 2.3 – TCPA Garden City Definition and Principles

A Garden City is a holistically planned new settlement which enhances the natural environment and offers high-quality affordable housing and locally accessible work in beautiful, healthy and sociable communities. The Garden City Principles are an indivisible and interlocking framework for their delivery, and include:

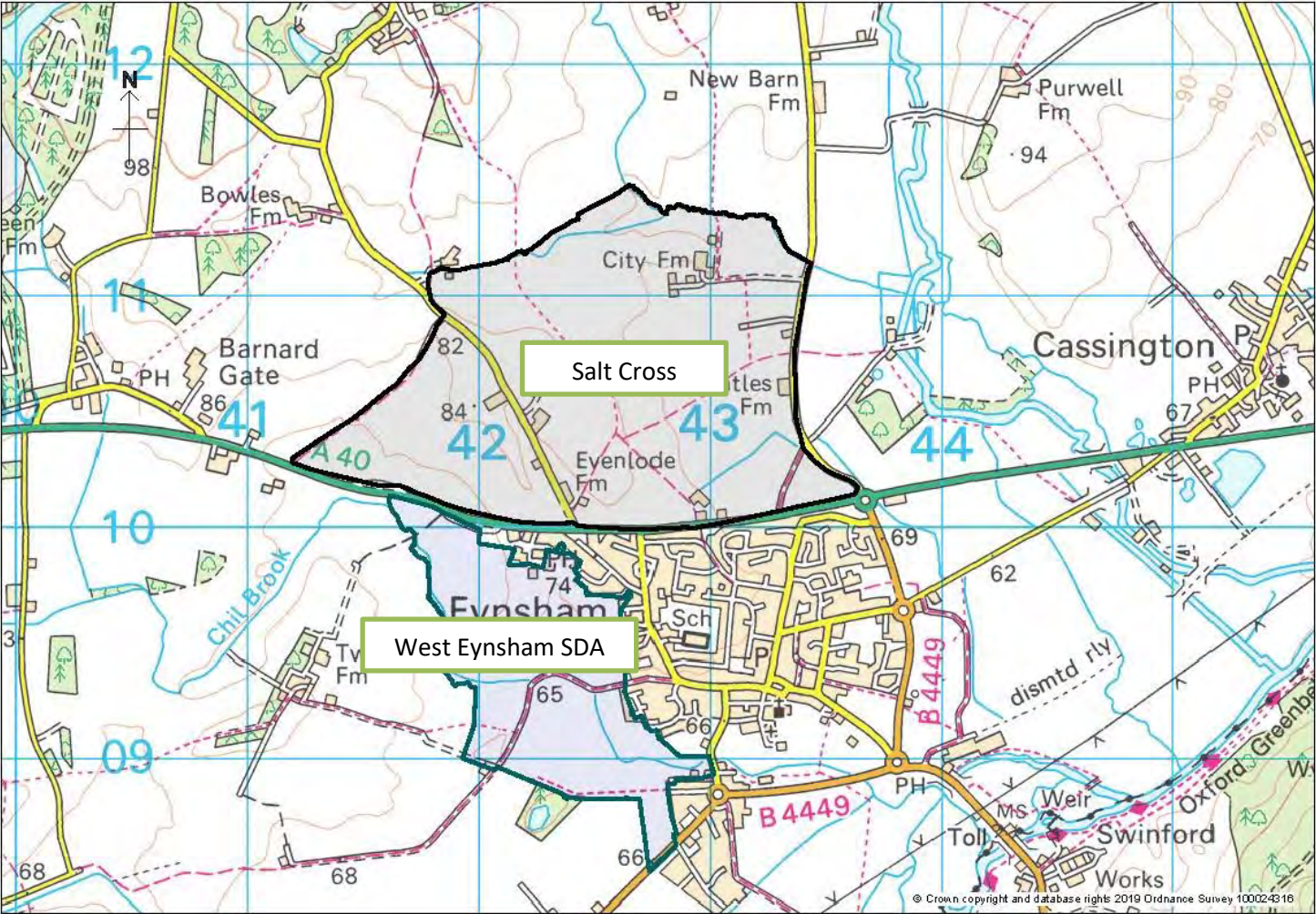
1. Land value capture for the benefit of the community.
2. Strong vision, leadership and community engagement.
3. Community ownership of land and long-term stewardship of assets.
4. Mixed-tenure homes and housing types that are genuinely affordable.
5. A wide range of local jobs in the Garden City within easy commuting distance of homes.
6. Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.
7. Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
8. Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.
9. Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

- 2.5 The West Oxfordshire Local Plan stipulates that the garden village must be taken forward in line with these key principles and the remainder of the AAP explains how this will be achieved. A summary is also provided at **Appendix 3**.

Salt Cross – the location

- 2.6 The Salt Cross site is located to the north of the A40, near Eynsham, approximately midway between Witney and Oxford. It falls just outside the Oxford Green Belt which lies immediately to the east. Other nearby settlements include Cassington, Church Hanborough, Long Hanborough, Freeland and North Leigh.
- 2.7 The site is primarily agricultural but includes a number of other uses and existing properties. A location plan is provided at Figure 2.4 and a description of the site is provided in Section 3.

Figure 2.4 – Site Location Plan



- 2.8 The site falls within Eynsham Parish which plays an important economic role and also enjoys a rich heritage, with Eynsham itself having been originally settled as a consequence of its proximity to the River Thames and the crossing at Swinford. Today, Eynsham is a large and vibrant village with a population of over 5,000 people. It has a compact, walkable form, a strong sense of community and offers an excellent range of services and facilities.
- 2.9 Key characteristics of the local area include high property prices, an economically active and generally older population, good levels of skills and qualifications, high levels of out-commuting (around 30% of workers travelling to Oxford) a low crime rate, generally good health and well-being, good air quality and good availability of public transport including bus and rail with Hanborough Station offering fast services to Oxford and London Paddington.
- 2.10 In short, it is a very popular place to live and work and the local community naturally wish that to continue. A comprehensive Neighbourhood Plan has therefore been put into place to help guide future development including the garden village and proposed development to the west of Eynsham.
- 2.11 The vision of the neighbourhood plan is that by 2031, both new and existing residents will be enjoying the same benefits of living in the village as current residents do and that the area will be an even more attractive community in which to live and work. With particular respect to the garden village, the neighbourhood plan aims to ensure that it will *protect the character and community of Eynsham and establish similar qualities*⁵.

How and why was the garden village allocated for development?

- 2.12 Salt Cross was first identified as a potential development opportunity in 2016 during the preparation of the West Oxfordshire Local Plan. At that time, the overall housing requirement increased from 10,500 homes to 15,950, partly as a result of the District Council agreeing to accommodate a proportion of Oxford's identified housing needs (2,750 homes).
- 2.13 Two sites were identified to meet this additional need; land to the west of Eynsham (1,000 homes) and land to the north of Eynsham (2,200 homes). Both sites were chosen after extensive analysis, primarily on the basis of their proximity to Oxford and the strong connections that are available or planned, including along the A40 – a key transport corridor.
- 2.14 The merits of the sites were considered through an independent examination in 2017/2018. In August 2018, the Local Plan Inspector published his report, concluding in respect of the garden village that the site is soundly-based as a location for growth, subject to comprehensive development led by an Area Action Plan (AAP). Policy EW1 applies and allocates the land to the north of Eynsham for a 'free-standing exemplar Garden Village'. A copy of the policy is attached at **Appendix 2**.

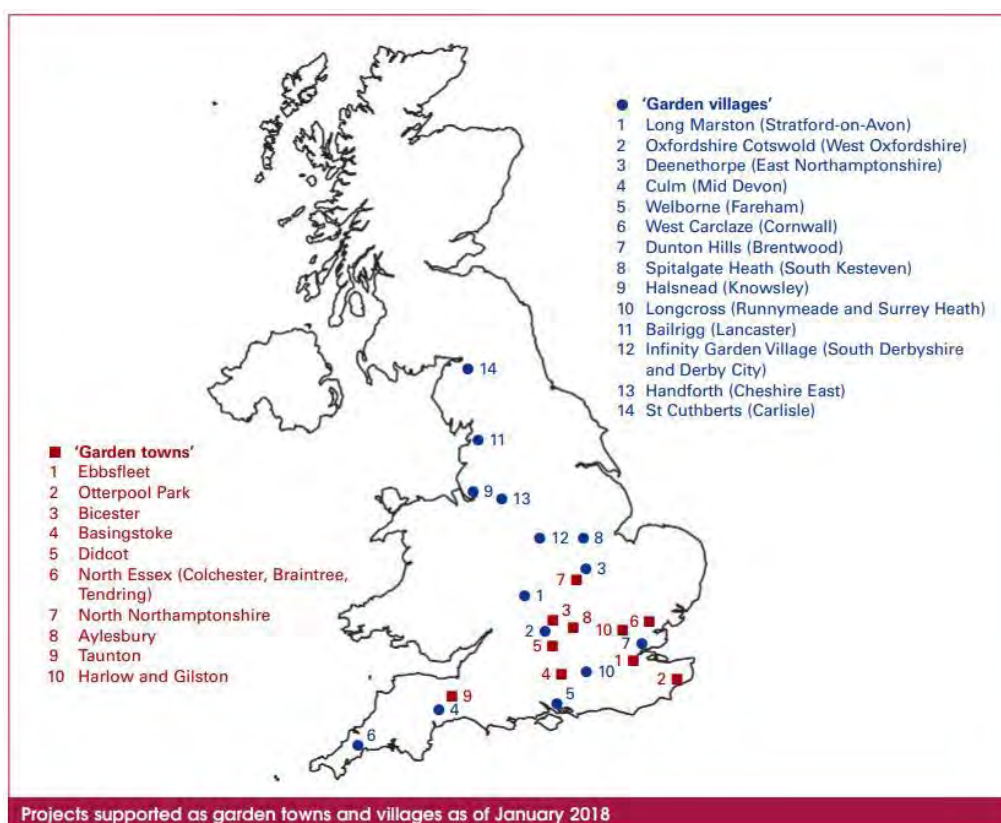
⁵ Policy ENP14 – Sustainable Growth; Eynsham Neighbourhood Plan (February 2020)

- 2.15 In tandem with the Local Plan process, in July 2016 the District Council submitted an expression of interest in response to the Government's 'Locally-Led Garden Villages, Towns and Cities' programme⁶, with support being offered to ***'local areas that embed key garden city principles to develop communities that stand out from the ordinary'***.



- 2.16 In January 2017, the Government announced that the Council's expression of interest had been successful alongside 13 other garden villages (see Figure 2.5).

Figure 2.5 – Garden Community Map

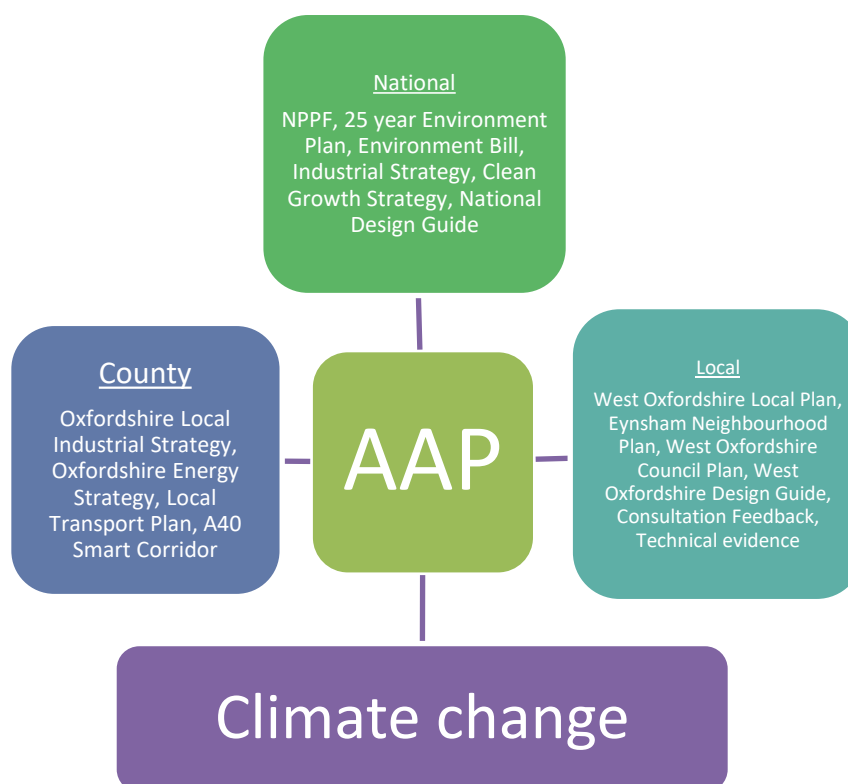


⁶ Now superseded by the Garden Communities Programme (August 2018)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/805688/Garden_Communities_Prospectus.pdf

Key Influences on the AAP

- 2.17 The AAP has been informed by a number of considerations. At the national level, particular influences include the NPPF, the National Design Guide, A Green Future: 25 Year Environment Plan, the Environment Bill, the UK Industrial Strategy, the National Waste Strategy; Our Waste, Our Resources and the UK Clean Growth Strategy.
- 2.18 At the local level, key considerations have included the West Oxfordshire Local Plan 2031, the Eynsham Neighbourhood Plan, the West Oxfordshire Design Guide, the Oxfordshire Local Industrial Strategy (LIS) and the Oxfordshire Energy Strategy.
- 2.19 A particularly important influence has been the feedback received on the AAP through ongoing consultation since 2018. Along with the technical evidence which has been assembled, this has enabled the Council to develop an excellent understanding of local ambitions and priorities.
- 2.20 The most important, overarching influence on the AAP is however climate change, with the District Council having officially declared a climate emergency in June 2019, focusing its new Council Plan on climate action and leading the way in protecting and enhancing the environment by taking local action on climate change and biodiversity. In this respect, the garden village is seen as an important ‘testbed’ where new ideas can be piloted and rolled out to other areas of development in the District.

Figure 2.6 – Key Influences on the AAP



3. The Garden Village Site

3.1 This section provides a brief overview of the garden village site to provide some context for the vision, objectives and strategy that follow. In particular, it addresses:

- The AAP boundary;
- The characteristics of the Salt Cross site and the surrounding area; and
- The key considerations for future development.

The AAP boundary

3.2 The AAP boundary is shown on Figure 3.2. The southern and eastern boundaries run along the A40 and Lower Road respectively. The western boundary follows an existing public right of way and the northern boundary follows a combination of field boundaries and watercourses. The total site area is around 220 hectares (544 acres).

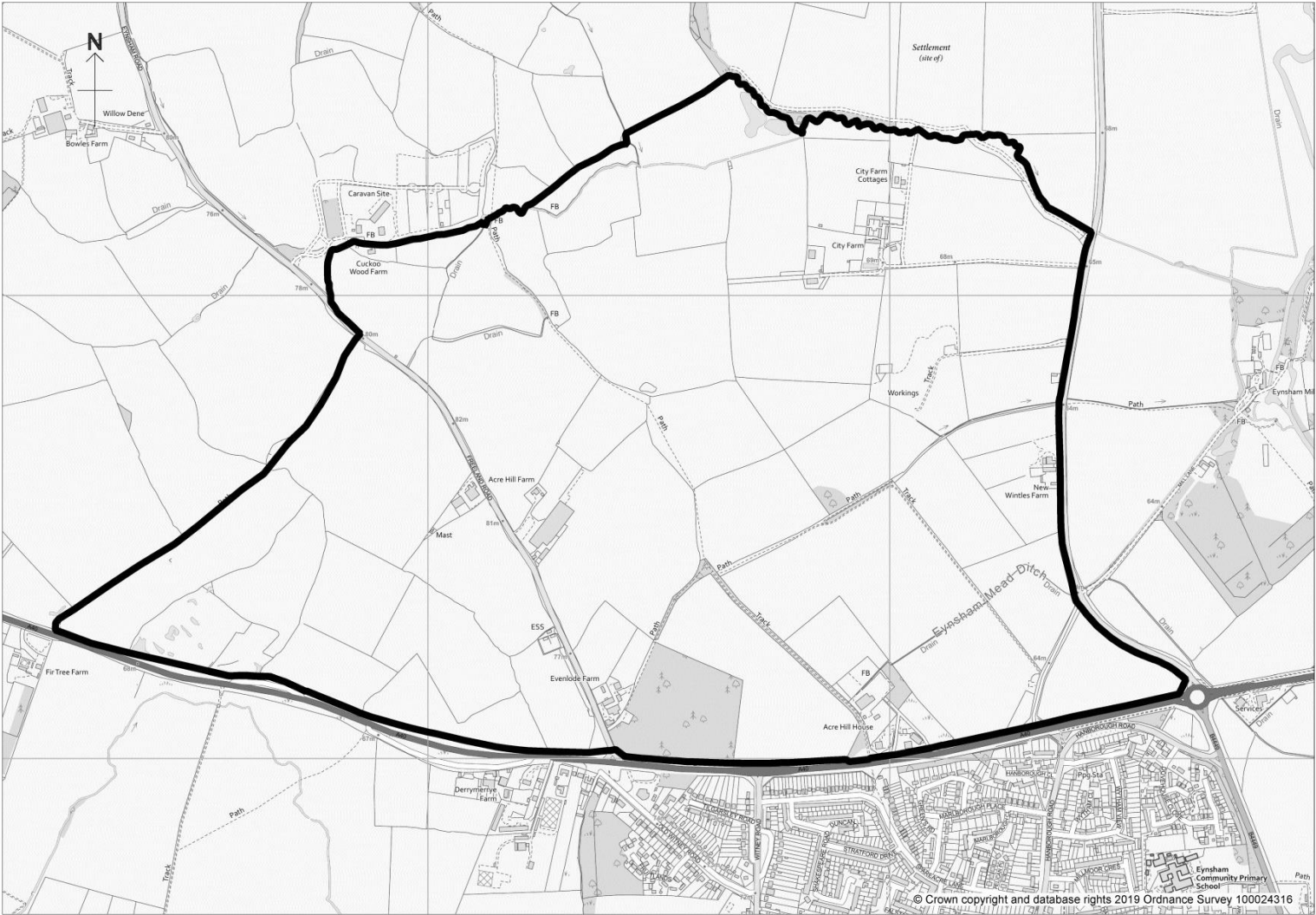
Characteristics of the site and the surrounding area

3.3 The site comprises an area of generally open countryside, the majority of which is in agricultural use. It is characterised by a patchwork of fields, defined by well-established hedgerows, treelines, watercourses and public rights of way. There is some evidence of previous mineral working in parts of the site.

Figure 3.1 – Aerial photograph taken from Lower Road looking west across the site

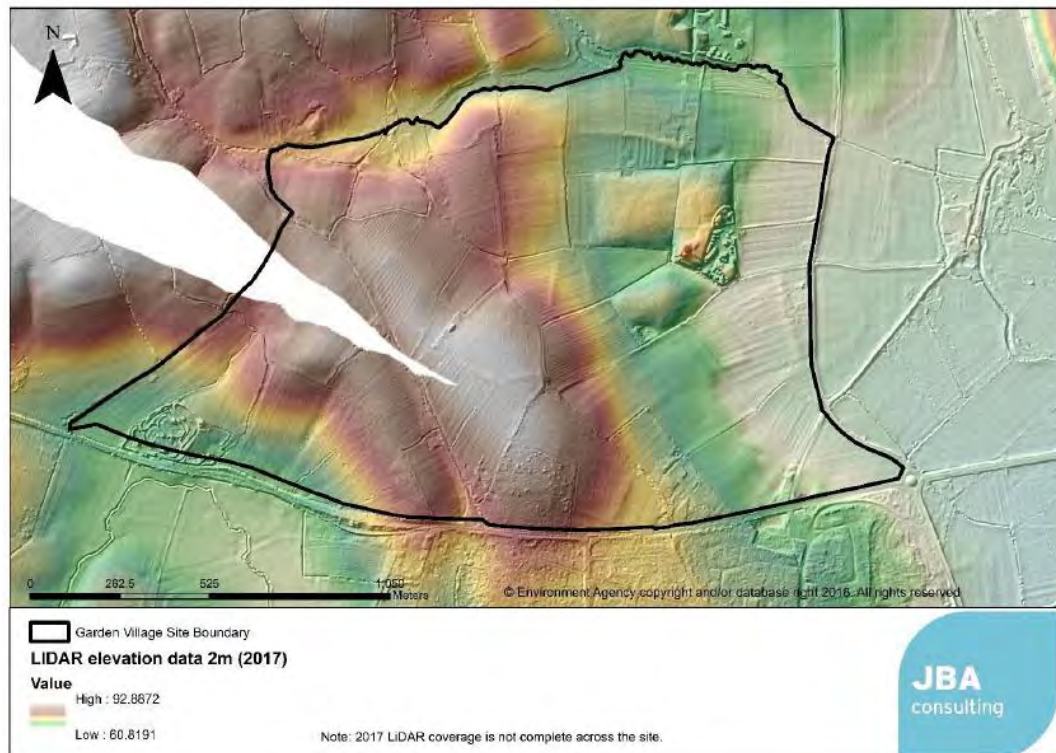


Figure 3.2 – AAP site boundary



- 3.4 The landform is relatively generally flat but rises gently with subtle ridges and valleys from the eastern edge of the site, where it is 64m above sea level, to a high point of 85m in the vicinity of Acre Hill Farm in the western part of the site.

Figure 3.3 – Lidar Elevation Data 2017



- 3.5 The high points are distinctive for their expansive panoramas, affording a number of splendid views including to the south east of the Thames Valley and Wytham Hill and Wood. St. Peter and St. Paul's church tower at Church Hanborough forms an important landmark and can be seen to the north from various vantage points across the garden village site (see image below). Views and visual connections to Eynsham to the south are however generally limited and tend to be in the immediate area of the A40.

Figure 3.4 – View north towards St. Peter and St. Paul's Church Tower at Church Hanborough



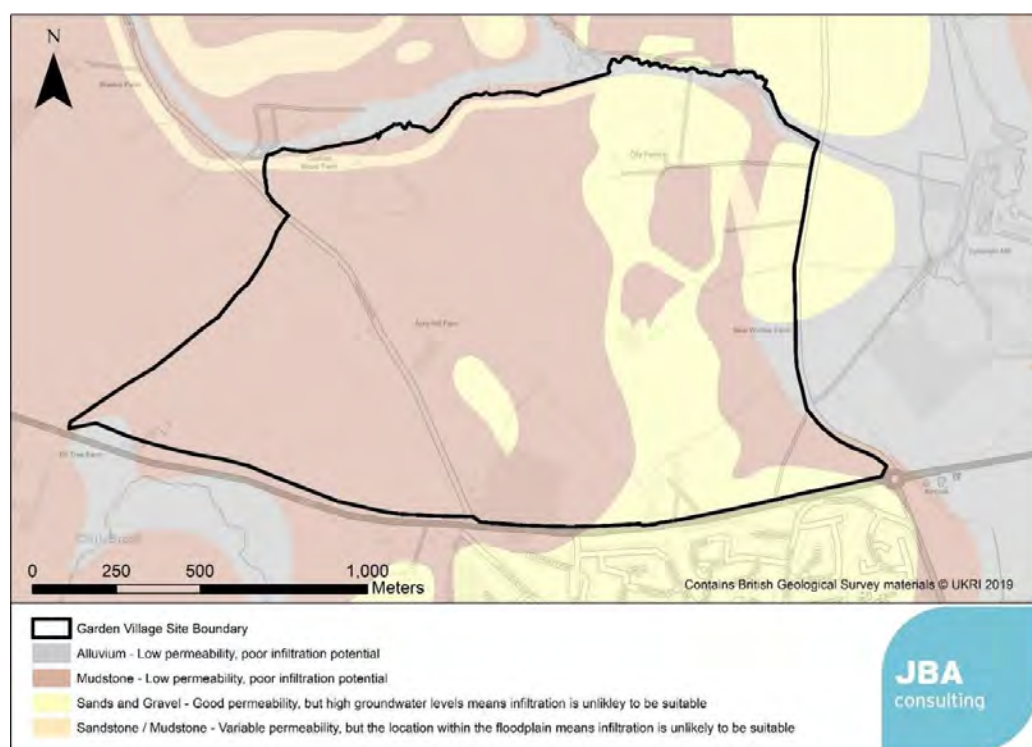
- 3.6 Within the site, there are a number of small parcels of development with a sporadic scattering of buildings, mainly associated with farming (City Farm, Acre Hill Farm, New Wintles Farm and Evenlode Farm). In the eastern part of the site close to Lower Road, is an aggregate recycling waste management facility.
- 3.7 In the southern part of the site is an area of commercial development along the A40 including petrol station, convenience retail, car sales, hire and restoration. Nearby to the west and also adjoining the A40 is an area of community woodland (the Millennium Wood) which is owned by the Woodland Trust.
- 3.8 To the west of Cuckoo Lane is a small commercial depot and an electricity sub-station from which are overhead electricity cables serving the surrounding area. There are also telecommunication masts within the site. In the northern part of the site there are a number of residential properties at City Farm within a complex of Grade II listed buildings and structures.
- 3.9 Immediately adjoining the site to the north-west is Cuckoo Wood Farm, part of which is an established Travelling Showperson's site with 8 plots occupied and 6 further plots under construction.

Figure 3.5 – Aerial Photograph of the Garden Village site



- 3.10 Current access to and within the site is mainly through a network of existing public rights of way: the main routes run north-south, joining Eynsham with Freeland/Church Hanborough. A generally north-east/south-west route runs through the centre of the site. The various farmsteads through the area are served by vehicular access.
- 3.11 As the site is predominantly undeveloped and Greenfield in nature, it has a variety of intrinsic values, including for its biodiversity. Although there are no specific national designated sites of importance for biodiversity within the site, the existing woodland, trees and hedgerows provide valuable habitats and wildlife corridors, as does the farmland itself, especially for farmland birds, bats and badgers. Parts of the site are classed as being of high agricultural land value.
- 3.12 In the northern part of the site there is a brook which flows eastwards, joining the River Evenlode at Eynsham Mill. The brook and adjoining ponds and flood zone provides a wetland habitat. There are existing records of protected and notable species within the site.
- 3.13 City Farm is an organically managed farm and has been identified as being of European Importance for arable plants by Plantlife. While the most valuable areas lie to the north, outside the site boundary, there are threatened plant species within the garden village site too. Also to the north of the site are a number of Local Wildlife Sites, identified as special for their lowland meadow habitat and arable fields, with nesting lapwing and skylark.
- 3.14 The present character and features of the site have been influenced by historic and archaeological processes. A preliminary desk-top study of the historic designations, and archaeological and cultural heritage information, shows that there are existing known features within and adjoining the site, as well as likely unknown resources of potential significance.
- 3.15 The majority of the site is underlain by clay bedrock (Oxford Clay Formation and West Walton Formation). A band of sandstone and siltstone (Kellaways Sand Member) runs along the northern and eastern boundary. A small area of Kellaways Clay Member is also present in the north east. There are no superficial deposits in the western half of the site and soils underlain by the clay are slowly permeable, loamy and clayey, seasonally wet and slightly acid.
- 3.16 The eastern part of the site is overlain by surface geology deposits. The majority are sands and gravels (Summertown-Radley Member). These deposits are associated with more freely draining, lime-rich loamy soils.

Figure 3.6 – Underlying Geology



- 3.17 The wider site context is one of semi-enclosed, rolling farmland with occasional blocks and belts of woodland. This part of West Oxfordshire was once within the Royal Hunting Forest of Wychwood, and there are various patches of ancient woodland in the vicinity. The area now lies within the Wychwood Project Area (a project that aims to restore the Royal Hunting Forest's landscape character and mix of habitats). Some of the most significant change in the local landscape has largely been associated with the expansion of neighbouring villages during the 20th century and the realignment of local highways.
- 3.18 Travelling west from Oxford to Witney the character of the area through which the A40 passes is rural in nature, with the villages of Cassington and Eynsham and the hamlet of Barnard Gate being the main built-form seen. East of Cassington there is evidence of sand and gravel extraction and close to Barnard Gate is a solar farm but the predominant land use in the area is agriculture, with arable fields and some permanent pasture.
- 3.19 Eynsham, Church Hanborough and Cassington each have designated Conservation Areas. There are no Scheduled Monuments in close proximity to the site, the closest lying on the southern side of Eynsham. There are, however, listed buildings both within the area – at City Farm – and close by at Eynsham Mill to the east and Twelve Acre Farm (south of the A40), in addition to high concentrations of listed buildings in Eynsham, Church Hanborough and Cassington. Eynsham Hall Historic Park and Garden lies approximately a mile to the west of the site.

Key considerations for future development at Salt Cross

- 3.20 Consultation feedback, technical evidence and the key influences outlined earlier have helped to draw out a number of key considerations which need to be robustly addressed to make the garden village a success. In summary, the main issues identified include:
- Climate change;
 - Traffic impact on the A40 and other key routes;
 - Infrastructure provision;
 - Relationship with, and impact of the garden village on, Eynsham;
 - The need for effective ‘place-making’ not just house building;
 - Importance of wildlife and plants, trees and hedgerows and high quality agricultural land;
 - Provision of green space and green connections;
 - Flood risk and water quality;
 - Safeguarding and enhancing key heritage assets;
 - Housing affordability;
 - Social vibrancy, interaction and inclusivity;
 - Creation of local job opportunities; and
 - Community engagement, ownership and stewardship
- 3.21 These issues are set out in more detail at **Appendix 4** together with an overview of the opportunities presented at Salt Cross.

Part 2 – Vision and Core Themes

- What are we trying to achieve?

4. Vision and core themes

The Vision

- 4.1 In accordance with garden village principles, we need to ensure that the planning and delivery of Salt Cross is underpinned by a strong, shared vision which reflects key local priorities and articulates these in a succinct and straightforward manner. Establishing a clear and distinct vision is particularly important given the proximity of the garden village site to Eynsham, a successful and established community.
- 4.2 In short, the garden village needs to establish itself as a successful place in its own right but in doing so, ensure that positive gains are also secured for nearby Eynsham such as improved access to the countryside and an enhanced range of services and facilities. This is consistent with the Eynsham Neighbourhood Plan (ENV8).
- 4.3 The vision for Salt Cross is set out below and has been developed having regard to various considerations including garden village principles, consultation feedback, technical evidence and relevant national and local policy.

Salt Cross – A place to grow, a space to breathe

By 2031, Salt Cross will be established as a thriving and inclusive community, epitomising all that is good about West Oxfordshire but with its own strong and distinctive character, form and identity, embracing and celebrating the site's rural setting and important local heritage.

Salt Cross will be known for its emphasis on the environment, quality and innovation and will tackle the challenges presented by climate change 'head-on' adopting a zero-carbon and natural capital based approach providing a model example of how to plan a new community for the 21st century in a logical, organic and sustainable way. The perfect setting for wildlife and people to flourish together.

Those who live there will enjoy a healthy, high quality of life, with affordable, attractive and energy efficient homes set within leafy, walkable village neighbourhoods closely integrated with extensive green space including a new, multi-functional and biodiverse country park, supported by a range of facilities including schools, community space, leisure and recreation and local shopping opportunities.

Those who work there will be drawn by a broad range of exciting employment and training opportunities with high quality business space in an attractive rural setting, reliable and integrated public transport choices and 'future proofed' infrastructure including digital connectivity to enable and encourage high rates of home and remote working.

Those who visit will experience a strong sense of place, will be able to easily and safely find their way around, enjoy a broad range of different activities and opportunities and leave wanting to return time and time again.

Core themes

- 4.4 To take the vision forward and develop it into a clear and comprehensive strategy for the garden village, we have identified seven core themes that form the basis of the AAP:

5. Climate action
6. Healthy place shaping
7. Protecting and enhancing environmental assets
8. Movement and connectivity
9. Enterprise, innovation and productivity
10. Meeting current and future housing needs
11. Building a strong, vibrant and sustainable community

- 4.5 The seven core themes are consistent with garden village principles and have been well supported through consultation to date.
- 4.6 It is important to note that whilst at first glance the themes appear separate, in reality they are all closely linked. So for example, whilst the issue of green infrastructure is addressed in Section 2 on healthy place shaping, it relates closely to other sections which deal with issues such as flood risk, connectivity, biodiversity and stewardship/maintenance.
- 4.7 Climate action is purposefully identified as the first theme and forms a 'golden thread' that runs through the AAP, linking to a broad range of issues including transport, design, green space, biodiversity, water management and so on.
- 4.8 The remainder of the AAP takes each theme in turn and sets out a number of specific objectives and policies that will be used to guide the development. A summary overview is provided at the start of each theme.

Part 3 – The Strategy

How we propose to do it

5. Climate action

GV Principle 7:

‘Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience’.

Climate action – ‘At a glance’

What you’ve told us:

Climate change is the single most important issue for all of us to deal with and this must underpin the development and delivery of the garden village. There should be no reliance on fossil fuels with 100% use of renewable energy. All buildings should be zero-carbon or energy positive, waste must be minimised and dealt with in an efficient, innovative way and trees and woodland should be managed to provide a new and sustainable source of low carbon woodfuel. Water management and efficiency should be a priority and design standards should be exemplary, including the use of environmentally sustainable materials with low embodied carbon.

What are we seeking to achieve?

An explicit response to climate change with the climate emergency forming a ‘golden thread’ that runs through all aspects of decision making and delivery at the garden village from the overall masterplan down to individual buildings, streets and spaces. An innovative and ambitious approach based on natural capital, zero carbon and the circular economy. Salt Cross will set the benchmark for other garden villages and new communities to follow in terms of its deep green design principles that embed climate change mitigation and resilience.

What are we seeking to avoid?

A basic ‘do minimum’ approach which rolls forward past ideas and technologies in an unimaginative and unambitious manner and fails to respond appropriately to the climate and ecological emergency.

What are our core objectives?

- GV1 To achieve climate resilience by using the ‘natural capital’ of Salt Cross as a first line of defence against climate change and embedding flexibility, durability and adaptability into the design and development of the garden village at all stages.
- GV2 To ensure the efficient and prudent use and management of natural resources including the optimal use of land and buildings and the use of materials from sustainable sources.
- GV3 To design buildings fit for the future, mitigating the impact of Salt Cross on climate change by achieving net zero-carbon development through ultra-low energy fabric and 100% use of low and zero-carbon energy, with no reliance on fossil fuels.
- GV4 To adopt an approach based on the circular economy in order to minimise the generation and impact of waste moving towards zero waste wherever possible.

What are our policies?

Policy 1 - Climate resilience and adaptation

Policy 2 - Net-zero carbon development

Policy 3 - Towards ‘zero-waste’ through the circular economy

How will we measure success?

Indicators to include:

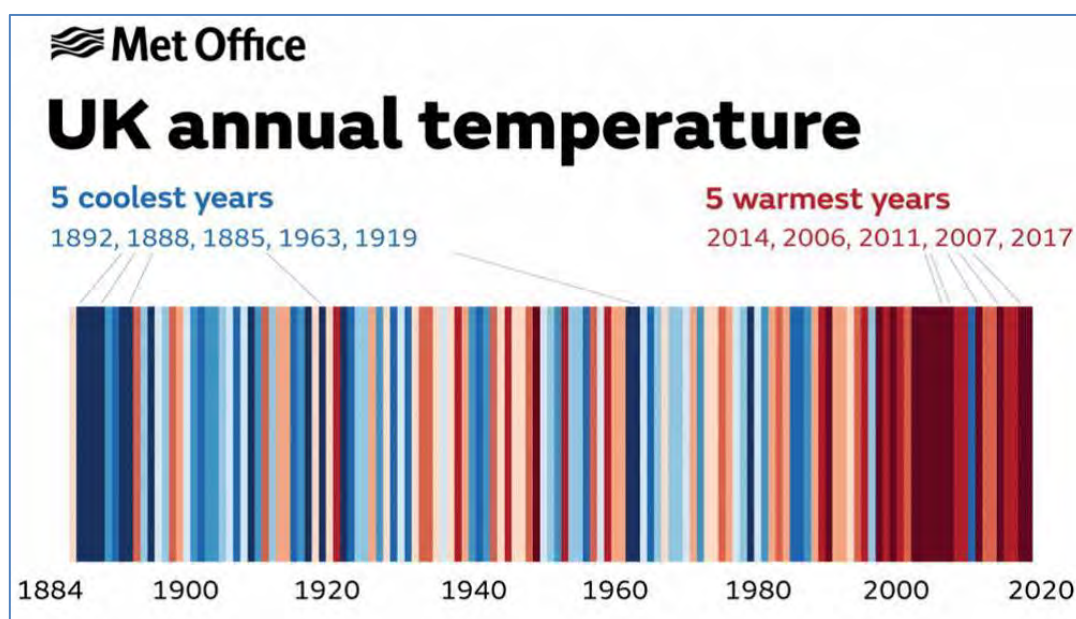
- * New homes aligning with net-zero carbon standards
- * Non-residential buildings aligning with net-zero carbon standards
- * Total energy on-site derived from low and zero-carbon energy sources
- * New buildings achieving appropriate levels of thermal comfort
- * Residual waste generation per household
- * Rates of recycling achieved

5. Climate Action

The Climate Emergency – What is it?

- 5.1 In 2018, the latest climate science from the Intergovernmental Panel on Climate Change (IPCC) showed the world that we had only 12 years to prevent irreversible catastrophic damage from a changing climate, and that any temperature increase above 1.5°C would involve far worse effects than previously thought, in terms of drought, flood, poverty for many people, and catastrophic biodiversity loss.
- 5.2 The 2018 IPCC report explained that this situation requires rapid and drastic – but achievable – transformation in the world’s production and use of energy, buildings, food and goods. This must achieve a 45% reduction in net GHG emissions by 2030 (compared to 2010 levels), and net zero by 2050.
- 5.3 The UK is not immune to the climate emergency. Our ten hottest years on record have all occurred since 2002, and six of the ten wettest years since 1998. Summers are likely to become 30% drier by 2050 and 40% drier by 2080. The central and south-east of the UK will experience the most extreme temperature peak rises in coming decades, while the catchments of major rivers – e.g. the Thames - will be most under threat from increased flooding events.

Figure 5.1 – Temperature Fluctuations 1884 - 2020



- 5.4 In 2019, the UK committed to an increased level of ambition in line with the IPCC recommendations, setting a legally binding target of net-zero emissions by 2050.
- 5.5 Although climate change is a global problem, there is a widespread recognition that action taken at the local level has important consequences for global well-being and in June 2019, West Oxfordshire District Council declared a climate and ecological emergency.
- 5.6 The Council Plan commits the authority to ***‘leading the way in protecting and enhancing the environment by taking action locally on climate change and biodiversity’*** and Salt Cross is seen as a key opportunity for piloting new initiatives that can then be rolled out to other developments.
- 5.7 The importance of climate change is also at the core of the West Oxfordshire Local Plan with one of the five overarching core objectives being to protect and enhance the environment and reduce the impact from climate change.
- 5.8 The Eynsham Neighbourhood Plan includes sustainability and climate change as one of its eight primary objectives with particular support being given for proposals that help meet the intentions of the Climate Change Act 2008.

Addressing the Climate Emergency at Salt Cross

- 5.9 One of the TCPA garden city principles is to enhance the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and using zero-carbon and energy-positive technology to ensure climate resilience.
- 5.10 The MHCLG garden communities prospectus¹ identifies a number of key qualities for garden communities including that they should be *‘future proofed – designed to be resilient places that allow for changing demographics, future growth, and the impacts of climate change including flood risk and water availability, with durable landscape and building design planned for generations to come’*.
- 5.11 An exciting opportunity exists at Salt Cross to achieve a ‘step-change’ in performance and quality, demonstrating how new settlements should be explicitly responding and adapting to climate change in the 21st century.
- 5.12 There are two main considerations for development at Salt Cross; first how it responds and adapts to the effects of climate change which are already set in motion such as increased temperatures, flood risk and a decline in biodiversity and second how it mitigates its own impact on future climate change, in particular through reducing greenhouse gas emissions.
- 5.13 The nature and impact of climate change is broad and touches on various issues such as transport, green infrastructure, biodiversity, design, water stewardship and health. These are all addressed within the AAP with climate change forming a ‘golden thread’ that will run through all decision making in respect of Salt Cross.
- 5.14 In this section we focus on climate resilience and adaptation, net-zero carbon and reducing waste. The interrelationships between these and other related policies within the AAP need to be carefully planned through development design so that full consideration is given to climate resilience and adaptation in its widest sense.

Climate resilience and adaptation

- 5.15 The effects of climate change need to be considered over the lifetime of a development otherwise its long-term sustainability will be compromised. Taking climate change into account properly from the outset will increase the likelihood of the development having a long and successful future.
- 5.16 The NPPF is clear that *‘policies should support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts²’* and that *‘new development should be planned for in ways that avoid increased vulnerability to the range of impacts arising from climate change³’*.

¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/805688/Garden_Communities_Prospectus.pdf

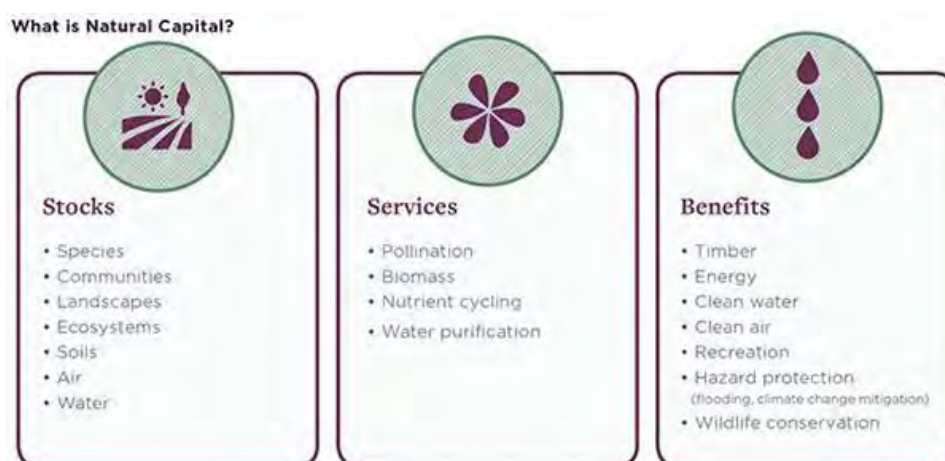
² NPPF paragraph 149

³ NPPF paragraph 150

- 5.17 The Government's 25-Year Environment Plan highlights the importance of reducing demands for water, energy and material resources, improving flood resilience, minimising overheating and providing resilient buildings and infrastructure to more readily adapt to a changing climate.
- 5.18 We want Salt Cross to be 'climate-proofed' and to this end have identified a number of ways in which this can be achieved, including:
- The location of development – e.g. steering development away from areas that are currently or may in the future, be at risk of flooding ;
 - The layout and orientation of development – e.g. balancing the benefits of minimising heat loss in winter with the risk of excessive solar gain during the summer;
 - Buildings design and standards – e.g. avoiding heat loss and gain, regulating temperatures and allowing for future adaptations, conversions and alterations;
 - Ventilation and cooling – e.g. passive design considerations such as making use of natural cross ventilation, solar shading and green infrastructure;
 - Drainage – e.g. use of sustainable drainage systems to mimic natural drainage patterns, reduce surface-water run-off, provide for amenity and wildlife enhancements and reduce pollution;
 - Water – e.g. greater water efficiency, rainwater collection and grey water recycling;
 - Outdoor spaces – e.g. provision of natural green space to cater for increased outdoor activity and vegetation and tree cover to provide shade;
 - Connectivity – e.g. enabling the movement of wildlife, living roofs, tree canopy cover and hedgerows on key routes and corridors so as to not discourage active travel
- 5.19 Our starting point is to use the *natural capital* of the site as a first line of defence against the effects of climate change.
- 5.20 The term natural capital covers the full range of natural resources that provide benefits to people, including air, water and soil. Examples are shown in the diagram below⁴.

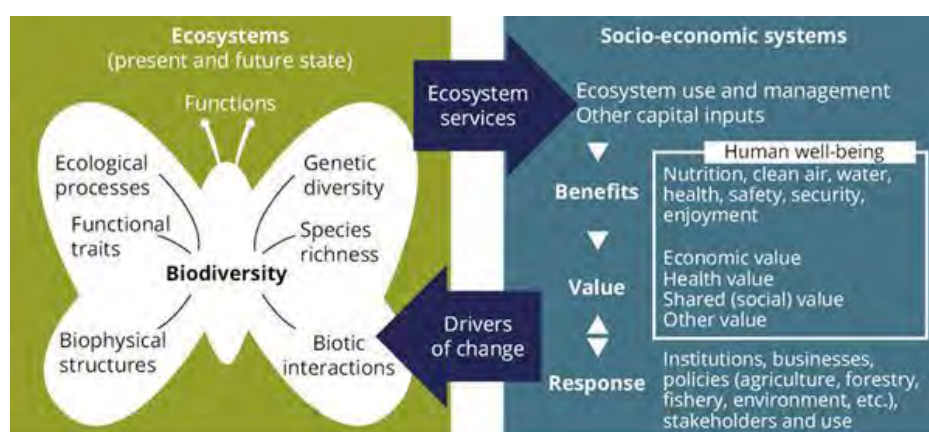
⁴ Source: https://www.savills.co.uk/research_articles/229130/268312-0

Figure 5.2 – Natural Capital



- 5.21 The 'flow' provided by natural capital comes in the form of *ecosystem services*. These are the contributions that ecosystems make to human well-being. The three main categories are **provisioning services** (e.g. biomass, water, fibre), **regulating or maintenance services** (e.g. soil formation, pest and disease control), and **cultural services** (e.g. the physical, intellectual, spiritual and symbolic interactions with ecosystems, landscapes and seascapes).
- 5.22 These three types of services are underpinned by supporting services (e.g. nutrient cycling) and are provided at a range of scales from the global (e.g. climate regulation) to the local (e.g. flood protection). Figure 5.3 provides a basic overview of this⁵.

Figure 5.3 – Ecosystem Services



⁵ Source: <https://www.eea.europa.eu/soer-2015/synthesis/report/3-naturalcapital>

5.23 The benefits of natural capital are now becoming increasingly 'quantified'. The TCPA publication Biodiversity by Design (2004) identifies the following:

- **Carbon sink** – Trees have a significant capacity to absorb carbon dioxide. 1ha of woodland can absorb emissions equivalent to 100 family cars (Trees for Cities, 2003).
- **Pollution control** – vegetation has a significant capacity to attenuate noise and filter air pollution from motor vehicles; urban street trees can remove sulphur dioxide and reduce particulates; noise attenuation can be as much as 30 decibels per 100 metres; and wetland ecosystems are effective in filtering polluted run-off and sewage.
- **Air conditioning** – the heat island effect can increase temperatures relative to open countryside by 5°C and vegetation provides natural air conditioning. A single large tree can be the equivalent of 5 room air conditioners and will supply enough oxygen for 10 people.
- **Microclimate control** – vegetation can improve local microclimate conditions by providing shade in summer. It can also reduce wind effects created by streets and wind load on buildings, potentially reducing heating requirements by up to 25%.
- **Flood prevention** - vegetation can reduce excessive run-off and increase rainfall capture. This reduces the risk of flooding in low lying areas and can also recharge soil moisture and groundwater supplies.
- **Health and well-being** - accessible green space creates opportunities for recreation and exercise, and studies have shown that it increases children's creative play, social skills and concentration span. Natural green spaces reduce stress and encourage relaxation, providing a sense of freedom and exhilaration.
- **Social cohesion** - more active use of green spaces, including streets and communal spaces, can contribute towards a lively public realm; participation in the design and stewardship of green space can help strengthen communities; and nature reserves can create a focal point for life-long learning.
- **Positive experience of nature** - Biologist Edward O. Wilson talked about the importance of "biophilia", our intrinsic delight and need to spend time in natural surroundings (1992). Research has shown that children's experiences of nature shape their attitudes in later life. The urban environment should therefore be designed to provide people with a positive day to day experience of nature (English Nature, 2003).
- **Learning from nature** - a positive experience of nature creates informal learning about nature through recreation, discovery and delight; opportunities for formal learning can be achieved through the interpretation of ecologically functional green spaces and nature reserves; it can also be linked to projects that explore natural processes, such as composting; and at a very basic level, signage and information resources; and green spaces and nature reserves can be designed as outdoor classrooms.
- **Property values** - street trees and views of natural landscapes and waterways can increase property values by between 6% and 18%, as well as helping to sustain

values over the long-term and improving the image of difficult to develop brownfield sites, as demonstrated by Greenwich Millennium Village's ecology park.

- **Retail and tourism** - shoppers may also be willing to pay up to 10% more to shop in tree-lined streets and visitors to the area to see wildlife and visit the attractive landscape will contribute to the local economy.
- **Management costs** - traditionally, green spaces have been intensively managed, requiring significant and costly inputs of nutrients, herbicides and pesticides. Experience has shown that ecologically self-sustaining landscapes can significantly reduce the need for these inputs.

5.24 It is evident that adopting a natural capital based approach at Salt Cross will ensure it is climate resilient throughout its lifespan. Potential opportunities include:

- The protection and provision of trees and woodland to provide shade and reduce wind speeds, encourage carbon sequestration and potentially develop a new and sustainable source of low-carbon woodfuel (logs, chips and pellets);
- Local food production such as allotments and other community growing space e.g. orchards reflecting the strong local heritage of apple growing in the Eynsham area;
- Creating a network of accessible green and blue space to support health and well-being and promote social cohesion.

5.25 Development proposals at Salt Cross will be required to demonstrate that these and other opportunities to achieve climate resilience through the protection and enhancement of the site's natural capital have been fully explored and exploited as fully as possible.

5.26 It will also need to be demonstrated that climate resilience has formed an integral part of any decisions regarding the location and layout of development, building design including flexibility and adaptability, connectivity, management of the water environment including flood risk and water scarcity and the provision and maintenance of supporting infrastructure including open space.

Policy 1 – Climate Resilience and Adaptation

Development proposals at Salt Cross will be required to adopt and demonstrate a 'natural capital' based approach which positively exploits the site's environmental characteristics and opportunities to ensure climate resilience and adaptation.

Building use, design, siting, orientation and layout will be required to demonstrate resilience to the future impacts of climate change including increased temperatures, wind speeds and changes in rainfall patterns and intensity.

Key design decisions must be guided by consideration of three core elements; flexibility, durability and adaptability.

Achieving 'Net-Zero Carbon' at Salt Cross

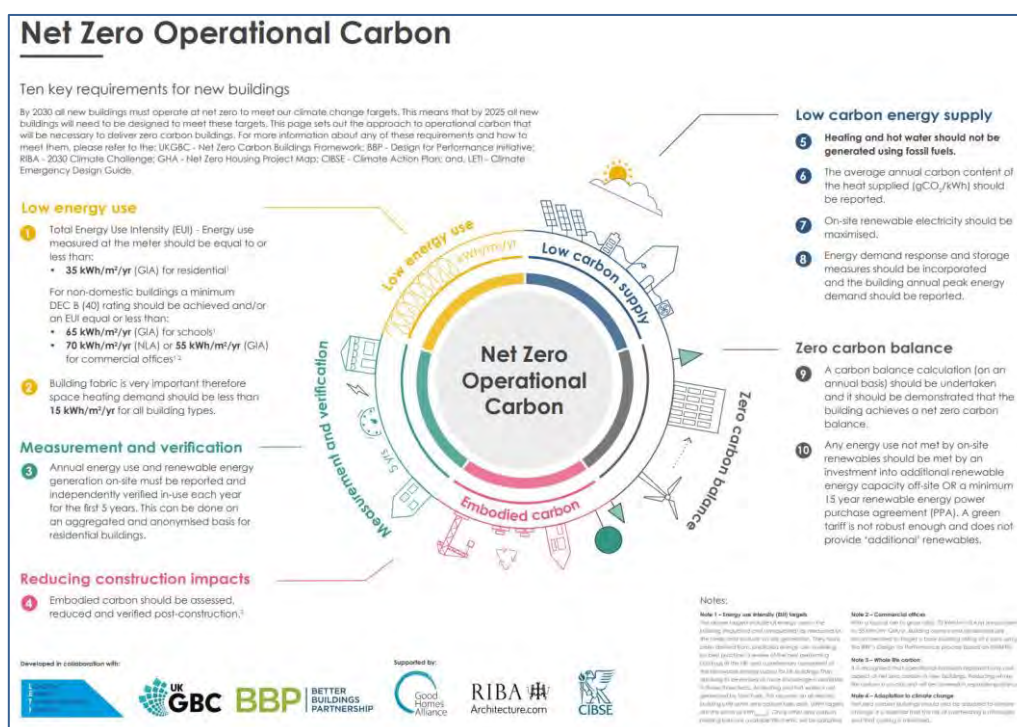
- 5.27 As well as considering the resilience of the garden village to climate change, we need to consider how we can mitigate its future impact, in particular the amount of carbon emissions associated with the development including CO₂ - one of the main greenhouse gases that contribute to global warming.
- 5.28 Carbon cycles through our air, water, and soil in a continuous process that supports life on earth and CO₂ is naturally released into the atmosphere in a number of ways, including the exchange of carbon dioxide between the oceans and the atmosphere.
- 5.29 However, human activity including the use of fossil fuels (coal, natural gas and oil) releases extra carbon and other greenhouse gases into the atmosphere thereby tipping the natural balance out of sync and 'trapping' heat from escaping our atmosphere.
- 5.30 It is essential that we mitigate the impact of new development on climate change by addressing its 'carbon footprint'. In 2019, the UK committed to a legally binding target of net zero emissions by 2050. Reducing carbon emissions forms a central tenet of the NPPF, the Government's 25 Year Environment Plan and the Clean Growth Strategy.
- 5.31 Locally, it is embedded in the West Oxfordshire Local Plan and Council Plan, the Eynsham Neighbourhood Plan and the Oxfordshire Energy Strategy which sets a target of reducing countywide emissions by 50% by 2030 (compared with 2008 levels) and aims to set a pathway to achieving zero-carbon growth by 2050.
- 5.32 Given the significant weight of this issue, in support of the AAP, the District Council commissioned a consultant team led by Elementa to clarify and assess the implications associated with meeting net-zero carbon for new buildings at the garden village.
- 5.33 Their report⁶ (hereafter the 'net-zero carbon report') adopts the industry consensus definition for zero-carbon developed by LETI⁷ reproduced at Figure 5.4. Key elements include the need for **low energy use** in new buildings and a **low carbon energy supply** with no use of fossil fuels for heating and hot water and opportunities for on-site renewable electricity maximised.



⁶ Add weblink

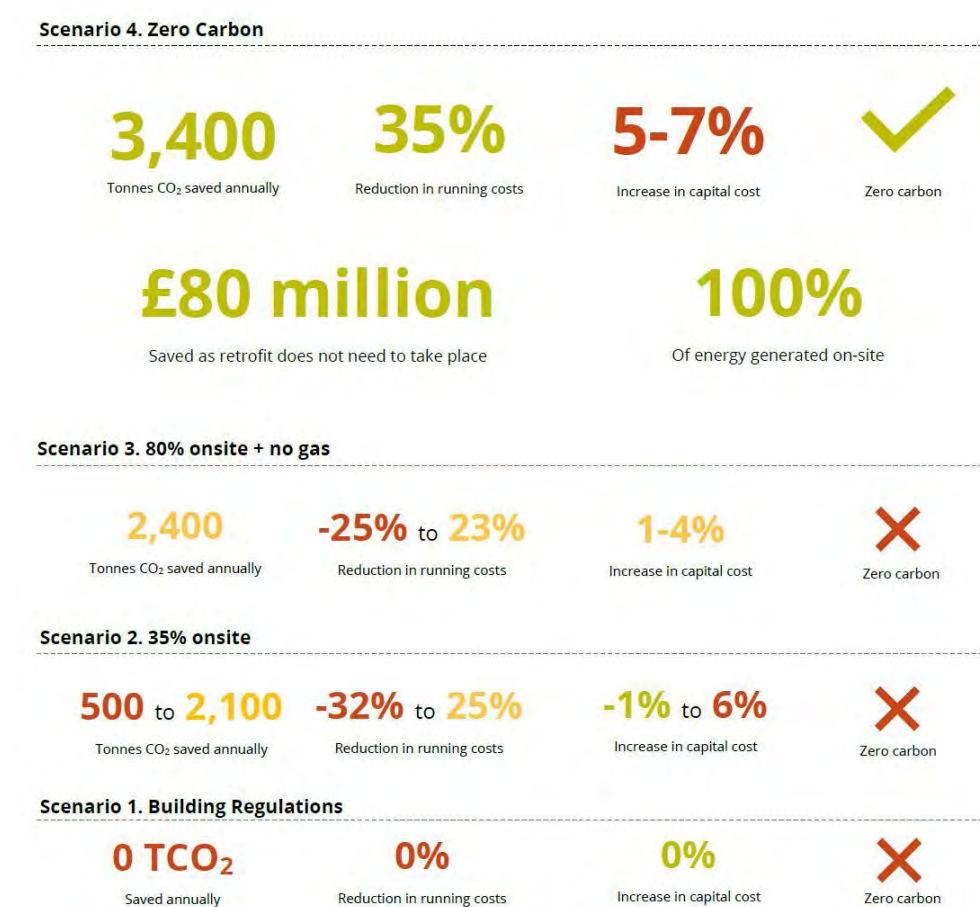
⁷ <https://www.leti.london/>

Figure 5.4 – Definition of Net Zero Operational Carbon



- 5.34 The net-zero carbon report considers four carbon scenarios including:
1. Building Regulations compliance (current).
 2. A minimum 35% on-site reduction in CO₂ emissions over Building Regulations compliance (current) with carbon offset.
 3. 75-80% carbon emission reductions with fossil fuel free heating and hot water in line with Government's early proposals for a Future Homes Standard.
 4. Net-zero buildings.
- 5.35 For each scenario, the report considers building fabric and specification, potential decentralised, heat network solutions, low- and zero-carbon energy technologies, viability and predicted annual running cost of energy to occupants.
- 5.36 Modelling was undertaken for a range of different development typologies using 12 different cases with varying fabric performance and systems. Predicted modelling was used to understand how these cases were then likely to perform in-operation, supported by an assessment of both capital cost and running costs to future occupants.
- 5.37 The report concludes that scenario 4 – zero carbon be pursued as this is the only scenario that achieves the level of energy efficiency and low- and zero-carbon energy generation required to meet climate change targets. It is also the only scenario that aligns with the aspirations of the Council and local communities. If any other scenario is chosen, the report estimates that buildings within the development would need to undergo energy retrofit before 2050 at a cost of up to £80 million.

Figure 5.5 – Comparison of Scenarios 1 - 4



- 5.38 In addition to the net-zero carbon report, a separate Energy Plan⁸ for the Garden Village has been prepared by Oxfordshire County Council, in collaboration with EDF Energy R&D UK and the Energy & Power Group (University of Oxford) on behalf of the District Council. Oxfordshire County Council, EDF Energy R&D and the University of Oxford are partners within Project LEO (Local Energy Oxfordshire), one of four national Smart Energy Demonstrator projects funded through the Government's Industrial Strategy Challenge Fund (ISCF) Prospering from the Energy Revolution.
- 5.39 Project LEO aims to lay the foundations to scale up low carbon generation across Oxfordshire by creating a local energy system which develops opportunities to better match local energy supply to local demand (through increased storage or shifting energy demand) and to make better use of the energy generated to free up capacity within the existing infrastructure to support electrification of transport and heat.
- 5.40 Project LEO includes a number of 'plug in projects' which will provide real world pilots across Oxfordshire to trial a range of flexibility and energy services relating to electrical power, transport and heat. Project LEO has identified the new Park and Ride site at the Garden Village - with its planned solar generation and smart electric vehicle charging infrastructure – as a potential plug in project.

⁸ Add weblink

5.41 The Energy Plan emphasises the importance of achieving net-zero carbon in operation and establishes a number of key principles which align with the Council's net-zero carbon report including:

- Minimising the operational energy demand of new buildings
- Fit for the future - no fossil fuels burnt on site for heat or power
- Maximising the use of on-site renewable generation
- Energy positive – looking at opportunities to extend local renewables to generate more energy on or close to the site than required in the Garden Village
- Long-term stewardship - monitoring and management plans to be put into place to measure success

5.42 It also establishes the following vision:

The Garden Village is an exemplar net zero carbon, energy positive development which meets the challenges of climate change head on.

Successful collaboration between key stakeholders (including local community groups, Local Authorities, Developers) guides the development throughout planning, construction and lifetime of the site.

Sustainable construction reduces embodied carbon throughout the Village, whilst best practice and use of innovative technologies minimise the energy needed to heat and power homes and businesses.

Local renewable generation and smart energy management solutions meet the remaining energy demand and catalyse carbon reductions across the wider Eynsham area whilst contributing to the national decarbonisation and climate change response.

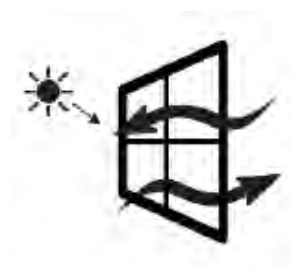
Low Energy Use

5.43 The associated uplift in capital cost to achieve net-zero carbon development is estimated at 5-7% above current Approved Document Part L (ADL) 2013 Building Regulations. The relative uplift in capital cost, over and above the current national benchmark, will reduce significantly over time the closer we move to the proposed date for a Future Homes Standard (originally proposed by Government from 2025). The difference in capital cost between scenarios 3 and 4 is only marginal: a margin that is predicted to further reduce over time as green technologies evolve and design solutions become more commonplace in response to an increase in demand for higher standards.



5.44 The report concludes that in order to achieve net-zero carbon at Salt Cross, the energy use associated with the buildings must first be reduced as far as possible. 'Ultra-low energy' building fabric, designed to standards comparable to those achieved through Passivhaus, is recommended, with a view to ensuring that space heating demand for both residential and non-residential developments is less than 15 kWh/m².yr.

- 5.45 With improved building-fabric performance, comes the need to ensure appropriate levels of thermal comfort in order to avoid the risk of overheating. At the outline planning stage, broader overheating considerations will need to be addressed such as orientation, massing, passive-design considerations. At the detailed planning stage, overheating modelling will be required in line with Chartered Institution of Building Services Engineers (CIBSE) guidance to demonstrate that buildings are not at risk of overheating and are compliant with established standards including TM59 for residential and TM52 for non-residential.



- 5.46 In addition to the space heating standard outlined above, the net-zero carbon report provides Energy Use Intensity (EUI) targets – essentially a budget for how much energy different types of building are allowed to use annually, measured on a kWh/m².yr basis.



- 5.47 The recommended EUI targets for Salt Cross are shown in Figure 5.6.

Figure 5.6 – Recommended EUI Targets

EUI targets

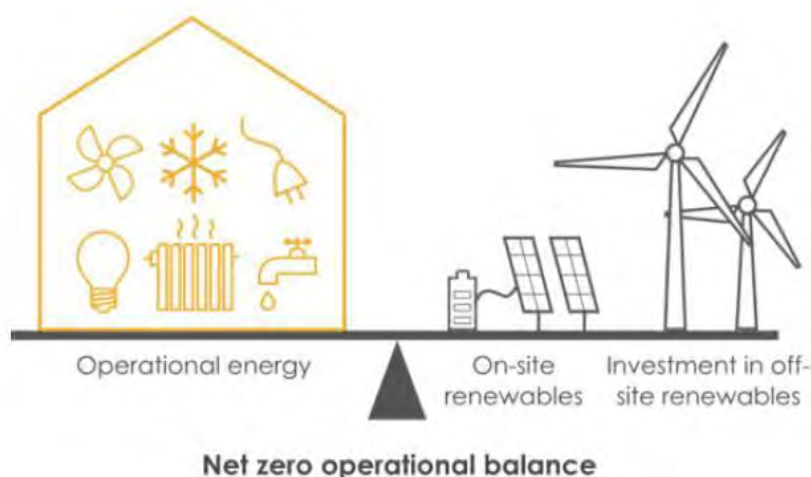
Archetypes	EUI (kWh/m ² .yr)	Archetypes	EUI (kWh/m ² .yr)
Homes	35	Community space (e.g. health care)	100
Offices	55	Sports + Leisure	80
Research Lab (specialist office)	55-240*	Primary and secondary school	65
Retail	80		

* For some typologies, for example specialist offices such as research labs, that could have varying requirements for ventilation and process loads, it is difficult to set an EUI target without knowing further building specific details. It is suggested that these are developed and agreed with the Council as part of pre-application discussions.

Low and Zero-Carbon Energy Supply

- 5.48 In addition to the energy use and efficiency of new buildings, the net-zero carbon report considers the other side of the net-zero equation – the use of renewable energy in preference to the traditional use of fossil fuels.
- 5.49 In simple terms, to meet net operational zero carbon, the amount of energy required on-site should be balanced by installing on-site renewables to supply the equivalent amount of energy across the course of a year.

Figure 5.7 – Net Zero Operational Balance



5.50 The net-zero carbon report considers the potential for on-site renewable energy and concludes that photovoltaic (PV) panels that generate electricity are likely to be the most appropriate form of renewable energy generation at Salt Cross and that between 70%-100% of the electricity demand at Salt Cross can be generated on the roofs of the buildings, depending on orientation and massing. If not all PV panels can be accommodated on roofs, the remainder of the energy required will need to be supplied via other means, such as PV installed on empty fields or on top of car parking canopies.

5.51 The report concludes that fossil fuels, such as oil and natural gas, should not be used to provide space heating, hot water or used for cooking in both residential and non-residential developments. A development cannot be zero carbon without eliminating the use of fossil fuels.



5.52 It also concludes that 100% of the energy consumption required by buildings on-site can be generated using on-site renewables, for example through solar PV. This conclusion is supported by the Garden Village Energy Plan with energy modelling undertaken by the Energy & Power Group (University of Oxford) and EDF Energy R&D UK demonstrating that with roof top solar PV alone, sufficient capacity could be installed to meet the modelled energy demand for the development.

Embodied carbon

5.53 Embodied carbon is the CO₂ emitted in producing raw materials and products including, for example, building materials and products associated with mechanical and electrical engineering. As the *operational* carbon of a building reduces, so the *embodied* carbon becomes a greater portion of the overall emissions. It is therefore important to measure and reduce embodied carbon where possible.



- 5.54 The net-zero carbon report recommends that embodied carbon calculations are carried in support of any outline and detailed planning submissions, reconfirmed pre-commencement and validated pre-occupation. The report identifies a specific target for upfront embodied carbon emissions for residential and non-residential buildings of < 500 kg CO₂/m².

Measurement and verification

- 5.55 It is important that buildings designed to be net-zero operational carbon also perform to this standard when complete. This is to minimise the risk of a performance gap, when the as-built design does not perform to the standards of the original, designed performance submitted at planning stage. The net-zero carbon report recommends post-occupancy energy monitoring carried out every year for the first five years of use of each building to verify the energy consumption of the development in-use.

Policy 2 – Net-Zero Carbon Development

Proposals for development at Salt Cross will be required to demonstrate net zero operational carbon on-site through ultra-low energy fabric specification, low carbon technologies and on-site renewable energy generation. An energy strategy will be required with outline and detailed planning submissions, reconfirmed pre-commencement, validated pre-occupation and monitored post-completion demonstrating alignment with this policy.

Building Fabric

Proposals will need to use ultra-low energy fabric to achieve the KPI for space heating demand of <15 kWh/m².yr, demonstrated through predicted energy modelling. This should be carried out as part of any detailed planning submission, reconfirmed pre-commencement, validated pre-occupation and monitored post-completion.

Overheating

Thermal comfort and the risk of overheating should be given full consideration in the earliest stages of design to ensure passive-design measures are prioritised over the use of more energy-intensive alternatives such as mechanical cooling. At outline planning stage, overheating should be mitigated through appropriate orientation and massing and at the detailed planning stage, a modelling sample proportionate to development density will be required to demonstrate full compliance with CIBSE TM59 for residential and TM52 for non-residential development, addressing overheating in units considered at highest-risk. Overheating calculations should be carried out as part of the detailed planning submission and reconfirmed pre-commencement.

Energy Efficiency

Energy budgets (EUI targets) must be demonstrated using predicted energy modelling. The following KPI targets will apply:

- Residential <35 kwh/m².yr

- Office <55 kwh/m2.yr
- Research labs <55-240 kwh/m2.yr*
- Retail <80 kwh/m2.yr
- Community space (e.g. health care) <100 kwh/m2.yr
- Sports and Leisure <80 kwh/m2.yr
- School <65 kwh/m2.yr

To ensure best practice, an accurate method of predictive energy modelling, agreed in consultation with the District Council, will be required for a cross-section of building typologies (e.g. using Passive House Planning Package - PHPP or CIBSE TM45 or equivalent). This modelling should be carried out with the intention of meeting the target EUIs as part of the detailed planning submission, be reconfirmed pre-commencement, validated pre-occupation and monitored post-completion.

Fossil Fuels

The development will be expected to be fossil-fuel free. Fossil fuels, such as oil and natural gas should not be used to provide space heating, hot water or used for cooking.

Zero Operational Carbon Balance

100% of the energy consumption required by buildings on-site should be generated using on-site renewables, for example through Solar PV. The quantum of proposed renewable energy for the whole site (outline planning) and each phase (detailed planning) should be shown in kWh/yr. The amount of renewable energy should equal or exceed the total energy demand for the development in order to achieve net zero operational carbon as a whole.

The energy strategy should state the total kWh/yr of energy consumption of the buildings on the site and the total kWh/yr of energy generation by renewables to show that the zero-carbon operational balance is met. An explanation should be given as to how these figures have been calculated.

Renewable energy contribution calculations should be carried out as part of the outline and detailed planning submissions, be reconfirmed pre-commencement, validated pre-occupation and monitored post-completion.

A detailed low- and zero-carbon viability assessment should be carried out in support of the energy strategy detailing the selection of on-site low- and zero-carbon energy technologies.

Embodied carbon

Development proposals will need to demonstrate attempts to reduce embodied carbon to meet the following KPI:

< 500 kg CO₂/m² Upfront embodied carbon emissions (Building Life Cycle Stages A1-A5). Includes Substructure, Superstructure, MEP, Facade & Internal Finishes.

As part of the submission of any planning application, a report should be prepared which demonstrates the calculation of the expected upfront embodied carbon of buildings. Full lifecycle modelling is encouraged.

Embodied carbon calculations should be carried out as part of the outline and detailed planning submission, be reconfirmed pre-commencement, and validated pre-occupation.

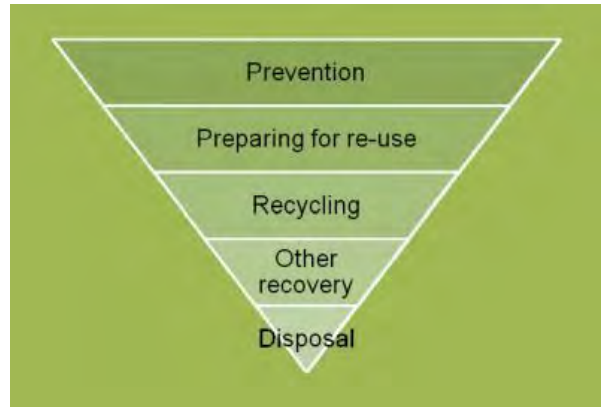
Measurement and verification

Applicants should confirm the metering, monitoring and reporting strategy as part of the detailed planning application. Post-occupancy energy monitoring should be carried out every year for the first five years of use of each building to understand the energy consumption of the development in-use. The results should be stored centrally and shared between developers, design teams and contractors on-site.

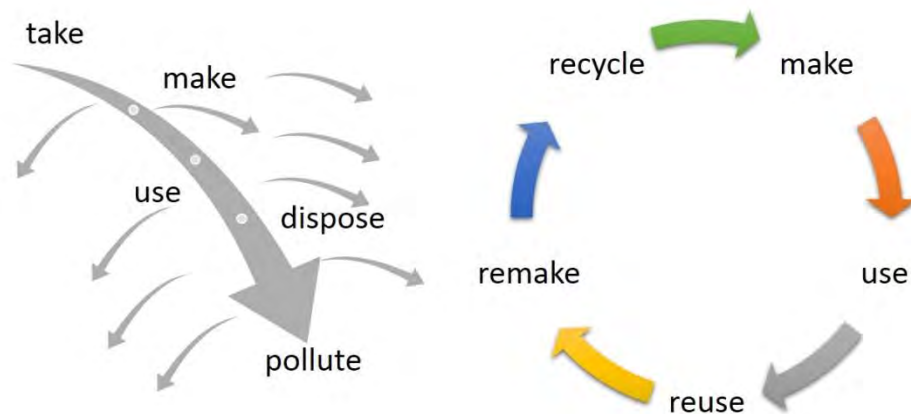
Towards 'Zero Waste' – A Circular Economy

- 5.56 The amount of materials we extract, process, manufacture, consume and dispose of has a direct effect on climate change because carbon emissions occur throughout this entire lifecycle.
- 5.57 Whilst there have been significant falls in greenhouse gas emissions from waste (largely as a result of diversion from landfill) there is still a great deal more to do and for this reason, the UK Clean Growth Strategy commits to working towards zero avoidable waste by 2050, maximising the value we extract from our resources, and minimising the negative environmental and carbon impacts associated with their extraction, use and disposal.
- 5.58 Increasing resource efficiency and minimising waste also form key elements of the Government's 25-Year Environment Plan which aims to 'minimise waste, reuse materials as much as we can and manage materials at the end of their life to minimise the impact on the environment'. The plan includes a target of eliminating avoidable plastic waste by end of 2042.

5.59 The concept of the 'waste hierarchy' is well-established. The traditional approach is illustrated here and is based on preventing or reducing the amount of waste produced in the first instance, seeking to re-use materials where possible, recycling materials to make new products, recovering energy from waste (e.g. anaerobic digestion of food waste at Cassington and Energy Recovery Facility – ERF at Ardley) and finally disposal (e.g. to landfill).



5.60 More recently there has been a shift away from 'waste management' towards 'resource management' in particular the concept of the 'circular economy' which sees waste as a resource and focuses on keeping resources in use for as long as possible.



CC 3.0 Catherine Weetman 2016

5.61 This approach lies at the core of the UK National Waste Strategy and Industrial Strategy which both look to move away from the linear 'take, make, dispose' economy and towards a more circular economy - raising productivity by using resources more efficiently, increasing resilience by contributing to a healthier environment and supporting long-term growth by regenerating natural capital.

5.62 The concept of the circular economy goes hand in hand with the concept of zero-waste. The more we can treat waste as a resource and keep items in circulation, the less waste there will be. Both concepts are closely linked to the low-carbon agenda.

5.63 Salt Cross is a large-scale development that will inevitably create a significant amount of 'waste' at various stages including construction and during occupation. It is essential that we minimise unnecessary waste by embedding the concept of circularity.

- 5.64 Waste minimisation statements has been in place for some time and typically consider reductions in waste during construction through the use of recycled and sustainably sourced materials, standard material sizes, and/or pre-fabricated components and during occupation through good design and layout to ensure sustainable management including secure community recycling.
- 5.65 The draft London Plan takes this a step further and requires under Policy SI17, that larger residential developments of 150 units are supported by a 'Circular Economy Statement' looking at re-use/recycling of materials, design and construction which enables building materials, components and products to be disassembled and re-used, managing as much waste as possible on site including accessible space for recycling and re-use as well as an assessment of how much waste is expected to be produced and how it will be managed.
- 5.66 We believe that a similar approach should be adopted at Salt Cross – maximising the shift towards zero-waste by treating waste as a resource rather than a problem. The garden village is well-placed to address the issue of waste generation in a sustainable manner. Within the site itself there is an aggregate recycling facility providing an excellent opportunity to use recycled construction materials 'on-site' and nearby at Cassington there is an anaerobic digestion (AD) facility run by Agrivert which processes municipal and commercial food wastes (around 50,000 tonnes per year) generating 2.1MW of electricity and producing bio-fertiliser.
- 5.67 Whilst we can strive to achieve zero waste, inevitably some waste will occur at Salt Cross and we need to think about how it can be most sustainably managed including how it is moved around. In support of the AAP, the District Council has prepared a research paper which explores the potential use of more innovative waste collection technologies – specifically underground refuse systems (URS).
- 5.68 The paper⁹ assesses the financial and environmental benefits of using a URS based system at the garden village as an advanced alternative to traditional waste collection methods.
- 5.69 Drawing on examples from elsewhere including Peterborough, London and Edinburgh, the paper concludes that whilst the upfront capital costs of introducing such a system will far exceed a traditional waste collection system (around £4m more) it would create significant operational savings and environmental benefits, being around 52% cheaper to run and producing significantly less atmospheric pollutants in comparison to traditional kerbside collections – being only emptied when required due to sensor technologies.
- 5.70 In light of the potential operational cost savings and environmental benefits associated with advanced waste collection technologies, there will be a requirement for proposals at the garden village to demonstrate that the potential URS or other advanced systems have been fully considered as part of any proposed waste strategy.

⁹ Add weblink

Policy 3 – Towards ‘Zero Waste’ through the Circular Economy

Proposals for development at Salt Cross will be required to embed the concept of the ‘circular economy’ and demonstrate a commitment towards reducing waste, increasing material re-use and recycling and minimising the amount of waste sent for disposal.

In support of any outline planning application for the whole garden village site and any major* reserved matters or other detailed applications, a waste strategy will be required demonstrating how the core components of the circular economy have been taken into account through appropriate design and construction solutions and opportunities to effectively manage waste on or near site.

This will include consideration of the potential use of advanced waste collection systems such as URS.

** Defined as 10 or more residential units or 1,000m² or more for non-residential development*

Healthy place shaping

GV Principle 6:

‘Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food’.

GV Principle 8:

‘Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods’.

Healthy Place Shaping – ‘At a glance’

What you’ve told us:

The garden village must provide a fundamentally ‘green’ environment, reflecting the site’s existing character and rural setting. There must be a range of different opportunities for healthy leisure and recreation, underpinned by an extensive network of multi-functional green and blue infrastructure. The Eynsham area has a strong local heritage associated with food production including Wasties Apples and this should be celebrated and reflected in proposals at Salt Cross through allotments and other community growing space. Robust arrangements are needed to ensure the proper maintenance and management of green space throughout the lifetime of the garden village.

What are we seeking to achieve?

A healthy and safe new village, characterised by a strong sense of integration and inclusivity and providing a broad range of opportunities for leisure, sport, recreation and cultural activities to engender high quality of life and well-being. The garden village will be a place where people of all ages and backgrounds can come together safely through shared interests and activities including opportunities to grow and consume food locally.

What are we seeking to avoid?

Development which fails to properly reflect and cater for the health and well-being of its occupants, provides inadequate or ‘do minimum’ levels of green space and doesn’t take the opportunity to bring together people and activities in an integrated and community-based way.

What are our core objectives?

- GV5 To ensure that healthy place shaping principles are embedded into the design and development of the garden village from the outset and throughout its lifetime.
- GV6 To promote healthy and active lifestyles through the provision of generous, high quality green space, safe and convenient opportunities for active travel, the provision of sports and recreational facilities and an integrated approach to the location of housing, economic uses and community/cultural facilities and services.
- GV7 To adopt an integrated and inclusive approach towards the design, layout and mix of uses to promote social cohesion and address changing trends including increases in obesity, chronic diseases, the elderly population, cases of dementia and other mental health and wellbeing issues.
- GV8 To provide people with the opportunity to make healthier food choices, including growing and consuming their own healthy food locally.
- GV9 To achieve a shift towards the ‘prevention’ of health related problems, whilst ensuring the provision of quality health care infrastructure and capacity to address those issues that cannot be prevented.

GV10 To deliver a healthy, safe and crime free environment with a high standard of amenity for all and bringing together the best of the urban and natural environment.

What are our policies?

Policy 4 - Adopting healthy place shaping principles

Policy 5 - Social Integration, Interaction and Inclusion

Policy 6 - Providing opportunities for healthy active play, leisure and lifestyles

Policy 7 - Green Infrastructure

Policy 8 - Enabling healthy local food choices

How will we measure success?

Indicators to include:

- * Amount of green space provided
- * Types of different green space provided
- * Levels/rates of healthy activity
- * Levels/rates of long-term limiting illnesses
- * Food miles

6. Healthy Place Shaping

Introduction

- 6.1 An important requirement of the garden village is that it creates a beautiful, healthy and sociable community¹. This is consistent with national policy which emphasises the role of the planning system in achieving healthy, inclusive and safe places which promote social interaction, are safe and accessible and enable and support healthy lifestyles².
- 6.2 The place we live – the built, natural and social environment – has a profound impact on our health and wellbeing. This has been strongly reflected in stakeholder feedback to date, much of which has focused on health and wellbeing matters, particularly the importance of having a wide range of community infrastructure, from built facilities through to the provision of, and safe and easy access to, community allotments, gardens, orchards and open spaces.



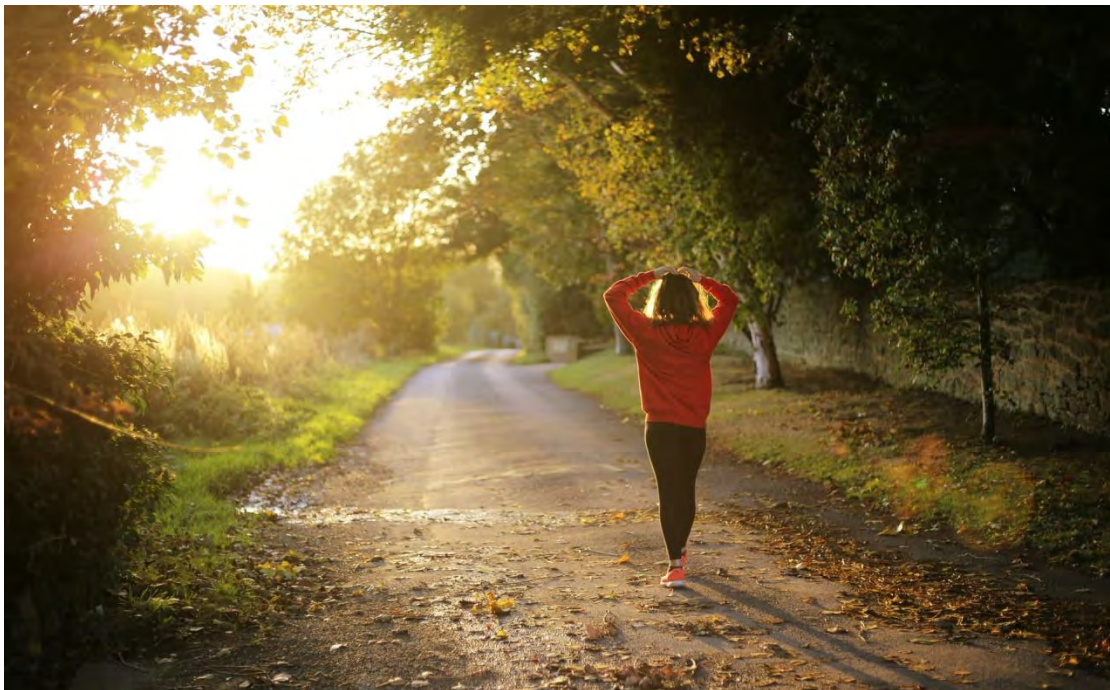
¹ <https://www.tcpa.org.uk/garden-city-principles>

² [National Policy Planning Framework, Paragraph 91](#)

- 6.3 In this section we focus on the principles of healthy place shaping, including social integration, interaction and inclusion, healthy active play and leisure, green infrastructure (GI) and enabling healthy local food choices.

What is healthy place shaping?

- 6.4 Put simply, healthy place shaping involves making it easier for people to enjoy healthy and sustainable lives. Working in partnership, the aim is to create a thriving community where people can go about their daily activities in a well-designed active environment that: facilitates safe, convenient and equitable access to local amenities, services and green space; supports social interaction; and creates a sense of belonging and identity.



- 6.5 Healthy place shaping is a strategic priority for both Oxfordshire's Health & Wellbeing Board and the Growth Board which is using the Oxfordshire Housing & Growth Deal to embed healthy place shaping in the planning process, especially in light of emerging evidence from local and national experience of Healthy New Towns (including the initiatives at Barton and Bicester Healthy New Towns) and the significant positive impact on health and well-being.

Why does Salt Cross need healthy place shaping?

6.6 When looking at key public health indicators, West Oxfordshire's population is healthy. However, inequalities exist and there are a number of significant challenges that embedding a healthy place shaping approach at Salt Cross would help to address, such as³:

- **Mental Health:** Rates of diagnosis and referrals are increasing, with a significant increase in young people referrals over the last 5 years. A high number of people in the 65+ age range are at a high, or very high, risk of loneliness.
- **Adult Weight:** In 2014/15, 51.2% of West Oxfordshire residents were classed as overweight or obese.
- **Child Weight:** Excessive weight in children has remained high and almost half of children in Oxfordshire are not meeting the daily physical activity guidelines.
- **Health Conditions:** Four health conditions in Oxfordshire are above the national average: cancer, cardiovascular disease, depression and osteoporosis.
- **Air Pollution:** This causes more harm than smoking and is linked to asthma, heart disease and stroke. Transport is now the largest source of carbon emissions in Oxfordshire.
- **Ageing Population:** Oxfordshire has an ageing population. Eynsham and Cassington ward have the highest proportion of older people in West Oxfordshire: with 26% of their population over 65.
- **Deprivation:** Indices of deprivation for the Eynsham area are at a higher rate than West Oxfordshire as a whole.
- **Employment and Economy:** Despite having a highly skilled workforce, employers in Oxfordshire find it hard to recruit suitably skilled workers, a situation compounded by low inactivity and unemployment rates.
- **Housing:** Housing affordability is low. Oxfordshire is ranked as the 5th most expensive county in terms of house prices in England⁴.
- **Community Safety:** Between 2016-17 and 2017-18, there was an increase in both crime rates and in the severity of crime score in West Oxfordshire. The number of people killed or seriously injured on the roads in Oxfordshire is higher than the national average.

How to address healthy place shaping at Salt Cross

6.7 As part of the work on the Oxfordshire Plan 2050, a healthy place shaping policy for the county is being developed. In due course, this will guide similar policies in local plans and help to establish countywide healthy place shaping standards. It is likely that these standards will be adopted by the Oxfordshire local planning authorities during 2020/21 as a material planning consideration.

³ The source for this information is the Oxfordshire Health and Wellbeing JSNA April 2020 update unless otherwise stated.

⁴ HM Land Registry 2020

- 6.8 In the meantime, the development of the Garden Village should be based on current best practice principles for shaping a healthy community. Such best practice and guidance includes in particular:
- Urban Design Group (June 2020) Building for a Healthy Life – the Design Code for neighbourhoods, streets, homes and public spaces⁵
 - Public Health England (2017) Spatial Planning for Health: An evidence resource for planning and designing healthier places⁶
 - NHS London Healthy Urban Development Unit's (HUDU) healthy place shaping principles which are being used at Barton and Bicester⁷
 - NHS England: Putting Health into Place (September 2019)⁸
 - Town and Country Planning Association (January 2018) Creating Health Promoting Environments⁹
 - Public Health England (July 2019) Place based approach for reducing health inequalities¹⁰
- 6.9 These best practice principles have been assessed against local health challenges, the Oxfordshire context/good practice and the consultation feedback received, to highlight factors that are especially relevant for Salt Cross. These are set out in Figure 6.1. Each of the principles set out here shows how planning for health is intimately connected with a wide range of other issues and objectives (many of which are addressed elsewhere within the AAP), allowing multiple benefits to be achieved if planned for early in the design and development process. (See, for example, Policy 7 and the requirement to secure health and wellbeing benefits through the delivery of green infrastructure using Building with Nature.)
- 6.10 This early planning and provision of health promoting infrastructure, such as community facilities, green spaces and safe and legible walking and cycling routes, has been shown to be important in influencing and establishing positive behaviour, healthier life-style habits and distinct and cohesive communities.

⁵ <http://www.udg.org.uk/publications/other-publication/building-healthy-life>

⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf

⁷ <https://www.healthyurbandevelopment.nhs.uk/wp-content/uploads/2019/10/HUDU-Rapid-HIA-Tool-October-2019.pdf>

⁸ <https://www.tcpa.org.uk/putting-health-into-place>

⁹ <https://www.tcpa.org.uk/tcpa-practical-guides-guide-8-health>

¹⁰ <https://www.england.nhs.uk/ltp/health-promoting/placed-based-approaches-to-reducing-health-inequalities/place-based-approaches-for-reducing-health-inequalities/>

Figure 6.1 – Checklist of 10 Healthy Place Shaping Key Principles at Salt Cross

1. Develop a sense of identity and belonging and foster connections

Involve and empower local people and communities to create a settlement which people value because it has character and local distinctiveness and provides an attractive place to live, work and play, with access to a wide range of services and facilities, including health and care services. To create a sense of belonging, an important tool could be the adoption of a community development strategy which contains actions to encourage community cohesion, both within the development itself and between the Garden Village and existing communities, including especially Eynsham, Freeland, Church Hanborough and Long Hanborough, through supporting social capital and building on opportunities afforded by existing community assets.

2. Reduce social isolation and loneliness

Provide good quality community infrastructure which encourages opportunities for social interaction and helps to support the growth of the community.

3. Create safe environments

Promote good physical and mental health, with places and routes that foster social interaction through being welcoming, safe and perceived to be safe, by creating passive surveillance and active frontages, as well as including measures to improve safety for all road users, particularly for those that walk and cycle.

4. Provide opportunities for people to be more active

Maximise active travel through designing streets and public realm to create and enhance the walking and cycling networks, encouraging walking and cycling as priority modes of transport throughout the year for all age groups including the elderly, through for example the provision of benches, shading and clear signage. Ensure connectivity and integration between new homes, economic uses and local community and cultural services and facilities.

5. Help reduce obesity, chronic diseases and levels of physical inactivity

Enable healthy play and leisure by providing generous, convenient, high quality green and blue space, footpath and bridleway/cycleway network, running and dog-walking routes, playing pitches, country park and sports and active recreation facilities that are accessible to all.

6. Provide a comprehensive high quality network of green and blue infrastructure

Existing natural assets, such as woodland, hedgerows, water features and nature, should be protected, enhanced and connected to deliver multiple benefits to the environment, wildlife and place, as well as to the health and wellbeing of people. Green infrastructure should be multi-functional to deliver as many ecosystem services as the site requires e.g. flood mitigation, access to nature, plants for pollinators and habitats for wildlife.

7. Enable healthy food choices

Provide opportunities for food growing such as allotments, allotments, community gardens, community orchards, roof gardens and edible landscaping involving fruit and nut trees. Explore wider options to inspire and enable healthy eating through, for example, intergenerational cooking clubs and communal barbeque areas.

8. Meet current and future housing needs

Provide a wide choice in housing type and tenure which is good quality, accessible, affordable and promotes inter-generational connectivity and lifetime neighbourhoods.

9. Address climate change and add resilience

Ensure that the layout, form and design of development makes use of measures to: minimise energy demand for heating, lighting and cooling, creating comfortable and healthy environments which are energy efficient and mitigate against the impacts of climate change; maximise the use of renewable energy; and minimise air, water and noise pollution. Provide the necessary infrastructure, such as electric charging points to support the transition from carbon fuelled to electric vehicles.

10. Support cultural enrichment

Ensure the protection, enhancement and expansion of the cultural environment, including local cultural heritage such as orchards, the Millennium Wood and the Salt Way, historic/archaeological assets and public art. The co-production of a cultural wellbeing strategy with the local communities can help identify a mixture of projects where cultural elements are integrated into the form and function of the site to achieve a high quality, distinctive design, as well as projects where the focus is on community engagement.

- 6.11 Further detail is given to four particular aspects of Health Place Shaping that have been emphasised as especially important by stakeholders and the public in the creation of this new settlement: achieving social integration, interaction and inclusion; providing opportunities for healthy active play and leisure; establishing a good quality green and blue infrastructure network; and enabling healthy local food choices.

Health Impact Assessment (HIAs)

- 6.12 HIA is a process that helps evaluate the potential health effects of a plan, project, or policy before it is built or implemented. HIAs are increasingly seen as a useful tool for ensuring that health and wellbeing are properly considered within development proposals and can help shape and inform design choices. An HIA will produce a set of evidence-based recommendations, following the systematic consideration of how development can address health impacts and promote good health. The Eynsham Neighbourhood Plan (Policy ENP3(a)) requires that an HIA is undertaken as part of any masterplan process.

- 6.13 An HIA is being undertaken by external consultants in support of the Oxfordshire Plan 2050. As part of this process, the consultants are producing an HIA toolkit and methodology designed to streamline the HIA process which will be applied to local plans and major developments in the county to achieve a consistent approach. The toolkit will be published later in 2020. In the meantime, for major development at the Garden Village, an HIA must be undertaken to maximise opportunities for a health enabling environment, in accordance with government advice. .

Policy 4 – Adopting Healthy Place Shaping Principles

Development at the Garden Village will be required to deliver a high quality, sustainable community where a health-promoting environment is created that enables healthy day-to-day behaviours as the ‘norm’ and supports local services, facilities (including green and blue infrastructure) and community networks to sustain health, social and cultural wellbeing.

Development proposals will be required to:

- a) Identify and explicitly address local health and wellbeing needs and assets; and**
- b) Embed the ten key principles of healthy place shaping set out in Figure 6.1 augmented, in time, by the Oxfordshire-wide principles**

A Rapid Health Impact Assessment (HIA) will be required to accompany the outline planning application and any planning application for major development at the garden village, aligned with the emerging Oxfordshire HIA methodology, to fully identify the needs of everyone (including vulnerable and excluded groups) in how they will live and work, access and use all types of infrastructure, services and networks. The HIA should include details of implementation and monitoring.

Social integration, integration and inclusion

- 6.14 In creating a new place it is essential that those living and working there feel part of a strong, vibrant, connected and inclusive community. We need to deliver an environment that achieves good mental health and wellbeing by reducing social isolation and loneliness and encouraging opportunities for social interaction.
- 6.15 A Government Study, published in 2018, highlights how important it is to achieve social interaction and inclusion. ‘Feeling lonely often is linked to early deaths – on a par with smoking or obesity. It’s also linked to increased risk of coronary heart disease and stroke; depression, cognitive decline and an increased risk of Alzheimer’s. It’s estimated that between 5% and 18% of UK adults feel lonely often or always’¹¹.
- 6.16 It is essential, therefore, that the social connections, sense of belonging and community spirit that already exists in nearby villages are fostered within the garden village. While the design and construction of buildings and spaces are important, so too are the social interactions within them. This has been a recurring theme raised in consultation responses

¹¹ [A connected society - a strategy for tackling loneliness, 2018](#)

and is an important message in the National Design Guide (2019) which sets out how well-designed places help to nurture and sustain a sense of community and support social interaction.



Chiltern Lifestyle Centre at Amersham – integrated leisure and community facility¹²

- 6.17 The provision of adaptable, accessible buildings, spaces and facilities (which are ideally multi-functional) need to be provided to help promote social interaction, mitigate against issues of isolation and loneliness and engender community spirit and cohesion. Learning from the Bicester Healthy New Town suggests that early provision of small scale ‘meanwhile spaces’ where new communities can meet from the outset of development are needed until such time that enough homes have been built out to enable planned community facilities to be constructed.

Community hub(s)

- 6.18 Bringing together different but complementary land uses and activities to form a hub(s) and different generations and groups (facilitating linked trips and creating opportunities for people to meet who might not otherwise do so) also helps to create a healthy community. (See Eynsham Neighbourhood Plan Policy ENP3.)

- 6.19 For example:

- Provision for early years education sited near to residential and extra-care homes for older people as communication and joint activity has been shown to be beneficial for both age groups;
- Home workers’ meeting space , such as a co-working hub, to help local networking, support opportunities for day-to-day interaction, reduce the feeling of isolation and loneliness and increase the likelihood that these businesses will use each other's services and promote them to others;
- The early delivery of schools to provide not only a key local service but also to act as an important community ‘hub’ for social inclusion and cohesion;

¹² Source: Bucks Free Press

- Provision of social space where the existing residents of Eynsham, and members of its numerous clubs and organisations, can meet to share their experience and expertise with new garden village residents to foster social interaction and integration.

Community partnership

6.20 NHS England emphasise the need and benefits of achieving extensive involvement in community development through empowering and supporting people and communities which can, in turn, lead to an enhanced sense of connection. Adopting an asset based community development (ABCD) approach can, for example, enable residents to share information, time and resources in a way that uses people's skills, talents and knowledge to benefit their community and improve quality of life. The appointment of a community development officer(s) can act as a catalyst for this, particularly when liaising and working in partnership to devise a community development strategy to specifically identify ways to improve the integration of new occupants to a new community, assist community development for the new village, identify needs, integrate with the existing communities and foster inclusion, particularly of marginalised groups like children and young people.

6.21 In addition to (or instead of) a community development strategy, some new settlements have co-produced other 'strategies', for example, related to the public realm, public art or cultural wellbeing. Such an approach is in line with NPPF advice which advocates the development of local strategies, particularly supporting cultural enrichment and wellbeing. There is growing evidence to show that integrating culture and the arts (such as singing in a choir, performing amateur dramatics or incorporating public art within the public realm) can have a significant role in preventing ill-health, managing and treating illnesses and promoting health and wellbeing¹³.



Eynsham Art Trail

6.22 It is for the new users of Salt Cross to determine the specific focus of their 'strategies' but a community development officer can help empower and support them in shaping their community and neighbourhoods.

¹³ <http://www.euro.who.int/en/publications/abstracts/what-is-the-evidence-on-the-role-of-the-arts-in-improving-health-and-well-being-a-scoping-review-2019>

Mixed use development and the public realm

- 6.23 Two important and inter-related principles of healthy place shaping are to maximise opportunities for active travel and create a safe environment. The Eynsham Neighbourhood Plan explains that, *'Eynsham is successful as a community because it is compact and people can access schools, employment and other facilities without the use of a private car. New developments shall maintain this compact and well connected feature of the village.'*
- 6.24 Connectivity, in terms of active travel such as walking and cycling, requires the development and promotion of safe, clear, convenient and permeable routes and networks. These need to be augmented with appropriate infrastructure, e.g. clear signposting, seating, cycle-parking and the use of digital technology, to encourage year-round use.
- 6.25 Similarly, the provision of other components of the public realm, for example, durable high quality public space for a range of civic, cultural and community functions, and well-designed ['healthy streets'/'living streets'](#), e.g. with vibrant and active frontages, all support social interaction¹⁴. The Royal Town Planning Institute has researched and published valuable guidance on how to create dementia-friendly spaces, buildings and communities¹⁵ and Oxfordshire County Council is currently producing a Street Design Guide (which will provide guidance on a range of issues, including 'movement and place-making', 'promoting sustainable, active travel', 'creating a sense of place' and 'providing high quality streets for all users'). Such guidance and good practice will need to be explicitly addressed and delivered as part of the development of the Garden Village.

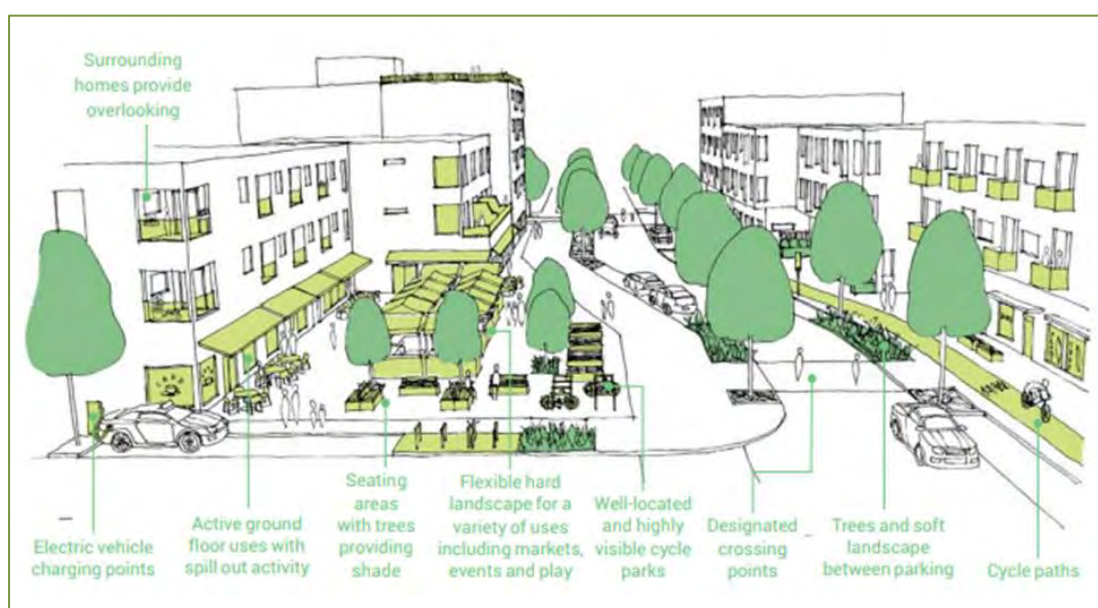


Diagram from the National Design Guide (2019) – P1: Create well-located, high quality and attractive public spaces

¹⁴ Refer to [Local Plan](#) Policy EH4 on public realm and green infrastructure

¹⁵ <https://www.rtpi.org.uk/practice/2017/august/dementia-and-town-planning/>

- 6.26 Ensuring people feel safe in both the public and private realm also contributes to quality of life and community cohesion. Crime, and the fear of crime, needs to be considered from the outset. Secured by Design¹⁶ is a police initiative which assists in creating safe, sustainable places by providing guidance on Crime Prevention Through Environmental Design (CPTED). The scheme has differing levels of accreditation relating to design and layout, and physical security. It is proven to reduce crime, the fear of crime and anti-social behaviour and a level of accreditation can be achieved by nearly all types of development if early engagement is made with the Crime Prevention Design Advisors of Thames Valley Police.

Policy 5 – Social Integration, Interaction and Inclusion

Development proposals at Salt Cross will be required to deliver a vibrant, connected and inclusive community with a strong sense of belonging, safety, identity and community spirit, where opportunities for social integration, interaction and inclusion are maximised.

There will be an emphasis on the provision of social community infrastructure* in appropriate, sustainable, walkable locations of complementary, mixed-use development in the form of a ‘destination’ or ‘hub’. There needs to be a particular focus on providing shared, adaptable, accessible buildings, spaces (including green/blue infrastructure) and facilities to promote inter-generational activities and interests, designed to meet the needs of everyone.

Developers will be required to identify and address opportunities to create a safe environment, and reduce the incidence and fear of crime, in consultation with key stakeholders, particularly Thames Valley Police, early in the design process. Consideration will need to be given to the principles and guidance of crime prevention through design.

The appointment of a Community Development Officer will be needed early in the development stage of Salt Cross to empower and support the emerging community through an asset based community development (ABCD) approach and, if required, to help in the co-production of local strategies, such as a community development strategy, cultural wellbeing strategy and public arts strategy. This role will be secured and funded as appropriate through a planning condition or legal agreement.**

****Social community infrastructure includes facilities for leisure, health, social care, worship, education, retail, arts, culture, library services, indoor and outdoor sport, play and voluntary services.***

*****Asset based community development makes use of local assets, for example in terms of skills and knowledge, so that communities can drive the development of their area.***

¹⁶ <https://www.securedbydesign.com/guidance/design-guides>

Providing opportunities for healthy active play and leisure

- 6.27 In recognition that lack of physical activity can damage health, Public Health England have an objective to get ‘everyone active, every day’. In Oxfordshire almost 20% of the adult population are physically inactive (undertaking less than 30 minutes per week) and 79% of children and young people do not meet Chief Medical Officer guidelines of 60 minutes of activity per day.
- 6.28 The Director of Public Health for Oxfordshire emphasises how exercise makes people feel good both mentally and physically (especially in areas of open space, amongst trees and woodland and where hearing bird song) and makes us more resilient to the stresses and strains of life. It also protects against anxiety, depression, heart disease, stroke, cancer and dementia and can reduce the threat of obesity (and thus reduce the demand on healthcare).
- 6.29 Leisure time and activity are vital to good health and wellbeing and the Garden Village must create opportunities for people of all ages and abilities to be active and enjoy leisure time individually and collectively. The local importance of this is reflected in the large numbers of suggestions put forward on the types of social and community infrastructure that should be provided at the Garden Village, with many referring to the need for: good quality, multi-functional open space; accessible, safe play space for all ages; flexible, mixed use leisure and recreation facilities for use by the whole community which complement the existing nearby facilities. Policy ENP3 of the Neighbourhood Plan on community facilities is also relevant.
- 
- 6.30 Traditionally, when designing new areas of development, the focus has tended to be on providing specific space and facilities for more formal play and recreation, such as leisure centres, playing fields and children's play space, often through the use of national or local prescribed standards. While the provision of such facilities continues to be important¹⁷, there is now an emphasis on encouraging ‘activity’ in its widest sense, incorporating it into our everyday lives – making the active choice the easy choice.

¹⁷ Refer to [Local Plan](#) Policy EH5 on sport, recreation and children’s play

- 6.31 Local prescribed standards for West Oxfordshire are out of date and new studies using current best practice are now underway for the District, such as a leisure facilities needs assessment and football facilities plan. These studies will help inform infrastructure requirements in due course. Whilst it is important that the provision of space and facilities at Salt Cross is based on up to date assessments of local need, also of importance is that any assessment gives careful consideration to the quantity, quality, location and function (and ideally the multi-functionality) of such facilities – see Policy 7 – Green Infrastructure.

Active Design

- 6.32 Sport England, in recognition that sport is not for everyone, has joined forces with Public Health England to produce guidance on Active Design¹⁸ which aims to promote activity, health and stronger communities through 10 design principles. These principles should form the basis of the planning, design and delivery of opportunities for healthy active lifestyles for the Garden Village.



- 6.33 The active design principles are:

1. Activity for all neighbourhoods

Neighbourhoods, facilities and open spaces should be accessible to all users and should support sport and physical activity across all ages.

Enabling those who want to be active, whilst encouraging those who are inactive to become active.

¹⁸ [Active Design, 2015](#)

2. Walkable communities

Homes, schools, shops, community facilities, workplaces, open spaces and sports facilities should be within easy reach of each other.

Creating the conditions for active travel between all locations.

3. Connected walking and cycling routes

All destinations should be connected by a direct, legible and integrated network of walking and cycling routes. Routes must be safe, well lit, overlooked, welcoming, well-maintained, durable and clearly signposted. Active travel (walking and cycling) should be prioritised over other modes of transport.

Prioritising active travel through safe, integrated walking and cycling routes.

4. Co-location of community facilities

The co-location and concentration of retail, community and associated uses to support linked trips should be promoted. A mix of land uses and activities should be promoted that avoid the uniform zoning of large areas to single uses.

Creating multiple reasons to visit a destination, minimising the number and length of trips and increasing the awareness and convenience of opportunities to participate in sport and physical activity.

5. Network of multifunctional open space

A network of multifunctional open space should be created across all communities to support a range of activities including sport, recreation and play plus other landscape features including Sustainable Drainage Systems (SuDS), woodland, wildlife habitat and productive landscapes (allotments, orchards). Facilities for sport, recreation and play should be of an appropriate scale and positioned in prominent locations.

Providing multifunctional spaces opens up opportunities for sport and physical activity and has numerous wider benefits opportunities to participate in sport and physical activity.

6. High quality streets and spaces

Flexible and durable high quality streets and public spaces should be promoted, employing high quality durable materials, street furniture and signage.

Well-designed streets and spaces support and sustain a broader variety of users and community activities.

7. Appropriate infrastructure

Supporting infrastructure to enable sport and physical activity to take place should be provided across all contexts including workplaces, sports facilities and public space, to facilitate all forms of activity.

Providing and facilitating access to facilities and other infrastructure to enable all members of society to take part in sport and physical activity.

8. Active buildings

The internal and external layout, design and use of buildings should promote opportunities for physical activity.

Providing opportunities for activity inside and around buildings.

9. Management, maintenance, monitoring & evaluation

The management, long-term maintenance and viability of sports facilities and public spaces should be considered in their design. Monitoring and evaluation should be used to assess the success of Active Design initiatives and to inform future directions to maximise activity outcomes from design interventions.

A high standard of management, maintenance, monitoring and evaluation is essential to ensure the long-term desired functionality of all spaces.

10. Activity promotion & local champions

Promoting the importance of participation in sport and physical activity as a means of improving health and wellbeing should be supported. Health promotion measures and local champions should be supported to inspire participation in sport and physical activity across neighbourhoods, workplaces and facilities.

Physical measures need to be matched by community and stakeholder ambition, leadership and engagement.

Play design

- 6.34 Given that excessive weight in children is high in Oxfordshire and almost half of children in the County are not meeting the daily physical activity guidelines, providing opportunities for play is especially important for this new community, particularly through the provision and design of high quality play space. Such areas can also provide a valuable area to socialise and meet new people, plus have a wider multi-functional role as a component of green infrastructure. The guidance set out by Play England in their '10 Play Design Principles'¹⁹ should be followed to provide successful play spaces within Salt Cross, in particular, given the garden community credentials, the emphasis on 'natural play', making use of natural areas, materials and inspiration from nature (e.g. tree stumps, tunnels, willow hurdles, willow dens and tree houses). The design principles focus on children and young people's play but consideration should also be given to encouraging play at all ages.
- 6.35 The 10 Play Design Principles for successful play spaces:
1. are bespoke - designed for their site and to enhance its setting
 2. are well-located and in the best possible place
 3. make use of natural elements and are close to nature
 4. provide a wide range of play opportunities
 5. are accessible to both disabled and non-disabled children and where they can play together
 6. meet community needs
 7. can be used flexibly
 8. build in opportunities to experience risk and challenge
 9. are sustainable and appropriately maintained; and
 10. allow for change and evolution

¹⁹ <http://www.playengland.org.uk/wp-content/uploads/2017/03/10-Play-Design-Principles.pdf>

Policy 6 – Providing opportunities for healthy active play, leisure and lifestyles

Development proposals at Salt Cross will be required to create an environment that maximises formal and informal opportunities for all to be physically active, including taking part in sport and play.

Opportunities for healthy active play, leisure and lifestyles will need to be provided in accordance with Sport England's Active Design Principles and Play England's 'Design Principles for Successful Play', and, in particular:

- a) Meet the needs generated by the development, complementing existing nearby provision
- b) Be based on up to date assessments of local need, and
- c) Deliver good quality multi-purpose provision that is flexible, adaptable, safe, social and inclusive

Green Infrastructure

What is green infrastructure?

- 6.36 The NPPF defines green infrastructure as a network of multi-functional green space in both urban and rural settings which is capable of delivering a wide range of environmental and quality of life benefits for local communities. Such space includes woodland, hedgerows, street trees, nature reserves, wildflower meadows, parks and open spaces, allotments, green roofs, school grounds, cemeteries and also the 'blue infrastructure' network of streams, rivers, ponds and other water bodies.

What are the benefits of green infrastructure?

- 6.37 With a growing body of evidence demonstrating the positive and measureable impacts green infrastructure has on health and wellbeing, it needs to be a fundamental element in the creation of a healthy community. The World Health Organisation²⁰ state:

'A settlement of well-connected, attractive green spaces that offer safe opportunities for residents for active mobility and sports as well as for stress recovery, recreation and social contact, is likely to be more resilient to extreme environmental events, such as heat waves (due to the mitigation of urban heat island effect) and extreme rainfall (due to reduced surface run-off). Such a settlement is also likely to have healthier citizens, reducing demands on health services and contributing to a stronger economy.'

- 6.38 There is an increasing recognition of the multiple benefits of green infrastructure, from reducing the effects of climate change, improving public health and air quality, through to providing opportunities for sustainable drainage and biodiversity net gain. The emergence of assessing ecosystem services and natural capital has contributed to this recognition (see Policy 1 – Climate Resilience and Adaptation).

²⁰ http://www.euro.who.int/_data/assets/pdf_file/0005/321971/Urban-green-spaces-and-health-review-evidence.pdf?ua=1

- 6.39 The importance of, and requirement, to provide a comprehensive multi-functional network of green infrastructure in new development is recognised in both the West Oxfordshire Local Plan 2031 (Policies EH4 and EW1) and the Eynsham Neighbourhood Plan (Policy ENP4). The significant role and importance of local green infrastructure has been particularly well highlighted during the COVID-19 pandemic.
- 6.40 The government is determined to create a step-change for our natural environment (for example through the 25 Year Environmental Plan and Environment Bill). There is a growing emphasis on re-greening our lives and our settlements – the Living with Beauty report of the Building Better, Building Beautiful Commission²¹ advocates that development must be seen as part of the wider ecology; green spaces, waterways and wildlife habitats should be seen as integral to the urban fabric. Green infrastructure is seen as an important component of well-designed places in the National Design Guide²² The increasing recognition of the role played by nature in design is reflected in the emergence of ‘biophilic design’ - an approach to designing the built environment in such a way as to enrich our lives with nature, through sculpture, light and shade, the use of natural surfaces, visibility of green features, sensory experiences and the built form itself (see Policy 9 – Biodiversity Net Gain).
- 6.41 With the government’s commitment to tackle the environmental and climate crisis, enhance well-being and quality of life and create well-designed and well-built places, *all* development is required to address these issues. But this is especially the case for garden communities where there is a clear focus on the creation of high quality places through exemplar development. The provision of green infrastructure has a particularly important role to play, not least because such service-providing infrastructure is often more cost-effective, more resilient and more capable of meeting social, environmental and economic objectives than ‘grey’ infrastructure (i.e. conventional civil engineering alternatives).

Building with Nature

- 6.42 As Salt Cross is to be an exemplar development, it is essential that green infrastructure provision is of the highest quality possible. ‘Building with Nature’²³ is the only green infrastructure accreditation process to measure quality. It will be used throughout the planning and implementation stages of the garden village, from policy, design, delivery, through to operation and long-term management and maintenance.
- 6.43 Building with Nature is a place-making tool which sets standards for green infrastructure. It brings together existing guidance and good practice to recognise high quality green infrastructure by providing a framework of principles to overcome the challenge of delivery of quality and maximise multifunctional benefits for end users - delivering ‘sustainable development and flourishing communities’ with Wellbeing, Water and Wildlife in mind. The standards are applicable to a wide range of the themes and issues addressed in the AAP and are refreshed and updated with changes in legislation, policy and practice.

²¹ <https://www.gov.uk/government/publications/living-with-beauty-report-of-the-building-better-building-beautiful-commission>

²² <https://www.gov.uk/government/publications/national-design-guide>

²³ <https://www.buildingwithnature.org.uk/about>

6.44 There are 23 standards in total, covering: Core, Wellbeing, Water and Wildlife.

CORE STANDARDS	WELLBEING STANDARDS	WATER STANDARDS	WILDLIFE STANDARDS
Distinguish green infrastructure from a more conventional approach to provision for open and green space.	Secure health and wellbeing benefits through the delivery of green infrastructure features close to where people live.	Managing water quantity and quality, and maximising opportunities for amenity and biodiversity.	Create places where nature can flourish, both within the boundary of the scheme, and at a landscape scale.
			
1. Multi-functional network 2. Contextual 3. Policy-responsive 4. Climate-resilient 5. Future-proof	1. Accessible 2. Inclusive 3. Seasonal enjoyment 4. Locally relevant 5. Socially sustainable 6. Distinctive	1. Quantity 2. Quality 3. Amenity and biodiversity 4. Innovative 5. Resilient 6. Locally distinctive	1. Bigger and better 2. More joined up 3. Locally-relevant 4. Nature-rich development 5. Ecological networks 6. Sensitive construction

Figure 6.2: Building with Nature Standards²⁴

6.45 The core standards define the green infrastructure approach, encompassing the fundamental requirements that will be expected of green infrastructure at the Garden Village and highlighting how green infrastructure is so much more than the conventional approach of the design and delivery of open and green space.

Principles of core standards:

- **Multifunctional Network** - Ensures that individual features form and contribute to a multifunctional network of green infrastructure operating at a landscape scale
- **Contextual** - Ensures that the green infrastructure reflects the character of the local environment and positively contributes to local identity, landscape character and vernacular, and a sense of place.
- **Policy-Responsive** - Ensures green infrastructure effectively meets local priorities and needs as articulated in local policy or through consultation with local stakeholders.
- **Climate resilient** - Ensures that green infrastructure effectively is resilient to climate change, and opportunities for shade provision, carbon storage, improved soil and air quality, and reduced noise and light pollution are maximised.
- **Future-proofed** - Ensures that adequate provision is made for how green infrastructure will be managed and maintained including the responsibility for these activities and their funding.

²⁴ <https://www.buildingwithnature.org.uk/how-it-works>

- 6.46 The Wellbeing Standards aim to secure the delivery of health and well-being outcomes through the delivery of green infrastructure features. The Water Standards aim to provide green infrastructure to effectively manage water quantity and quality, increase flood resilience and maximise opportunities for amenity (see Policy 10 – Water Environment). And the Wildlife Standards aim to ensure that green infrastructure allows nature to flourish, both within the boundary of the development, and at a landscape scale (see Section 7 on Biodiversity).
- 6.47 There are three levels of accreditation;
- Design: high quality GI demonstrated at the planning and design stage of development – i.e. for the outline application
 - Full Award – Good: high quality GI delivering benefits within the boundary of the scheme) and
 - Full Award – Excellent: exemplary quality GI delivering benefits within and beyond the boundary of the scheme.
- 6.48 Given the particular significance of green infrastructure to the garden community movement, the objective will be to achieve the highest level of accreditation through Building with Nature. The development of Salt Cross will be expected to achieve both the Design Award and the ‘Full Award - Excellent’.

The Green infrastructure vision for Salt Cross

- 6.49 In recognition of the importance and significance of green infrastructure to the development of Salt Cross, a study has been undertaken into green infrastructure²⁵. The study sets out the following vision:

‘Green infrastructure will provide a robust framework to shape the design and development of the Garden Village, creating a distinctive character and unique sense of place

Green infrastructure will reference the local and wider landscape setting to create a bold framework of woodlands and open spaces, reflecting existing trees and woods, whilst echoing the historic designed landscapes of Eynsham Hall Park and Blenheim Palace Park.

The Garden Village will be designed to maximise the benefits of this landscape framework in creating a setting for development, protecting and enhancing a more diverse network of open, woodland and wetland habitats, creating opportunities for outdoor recreation, growing and learning and encouraging active travel, healthy lifestyles and low carbon development.

The Garden Village will have a distinct identity but will be connected with Eynsham to the south (including development at West Eynsham) and Church and Long Hanborough to the north, helping to ensure that existing as well as new communities benefit from the opportunities and benefits that the development will bring.’

²⁵ <https://www.westoxon.gov.uk/media/av5bnkgk/eynsham-green-infrastructure-study.pdf>

Key characteristics of high quality green infrastructure

- 6.50 The Green Infrastructure Study provides site-specific guidance on the implementation of green infrastructure and also considers wider connections to existing and potential green networks in and around Eynsham. The report provides a detailed analysis of the key green infrastructure themes²⁶, identifies opportunities and sets out nine strategic green infrastructure principles. These are listed and shown spatially in Figure 6.1 of the report (reproduced here as Figure 6.3), providing a valuable input to this AAP and subsequent planning applications.
- 6.51 These strategic principles, plus the Standards identified by Building with Nature, reflect recent advice from government, for example in the National Design Guide, the Building Better, Building Beautiful Commission's report on 'Living with Beauty'²⁷ and stakeholder and community feedback on the garden village proposal.
- 6.52 Four priority characteristics have in particular been highlighted in the consultation responses: the importance of adopting a 'landscape-led' development; corridors, connections and linkages; network of multi-functional space; strategy and stewardship. These are explored further here, with examples of how they need to be embedded into the green infrastructure for the site.

²⁶ Key themes: water environment; biodiversity; woodlands, trees and hedges; landscape and sense of place; cultural heritage; active travel; outdoor recreation; opportunities for growing; health and well-being.

²⁷ <https://www.gov.uk/government/publications/living-with-beauty-report-of-the-building-better-building-beautiful-commission>

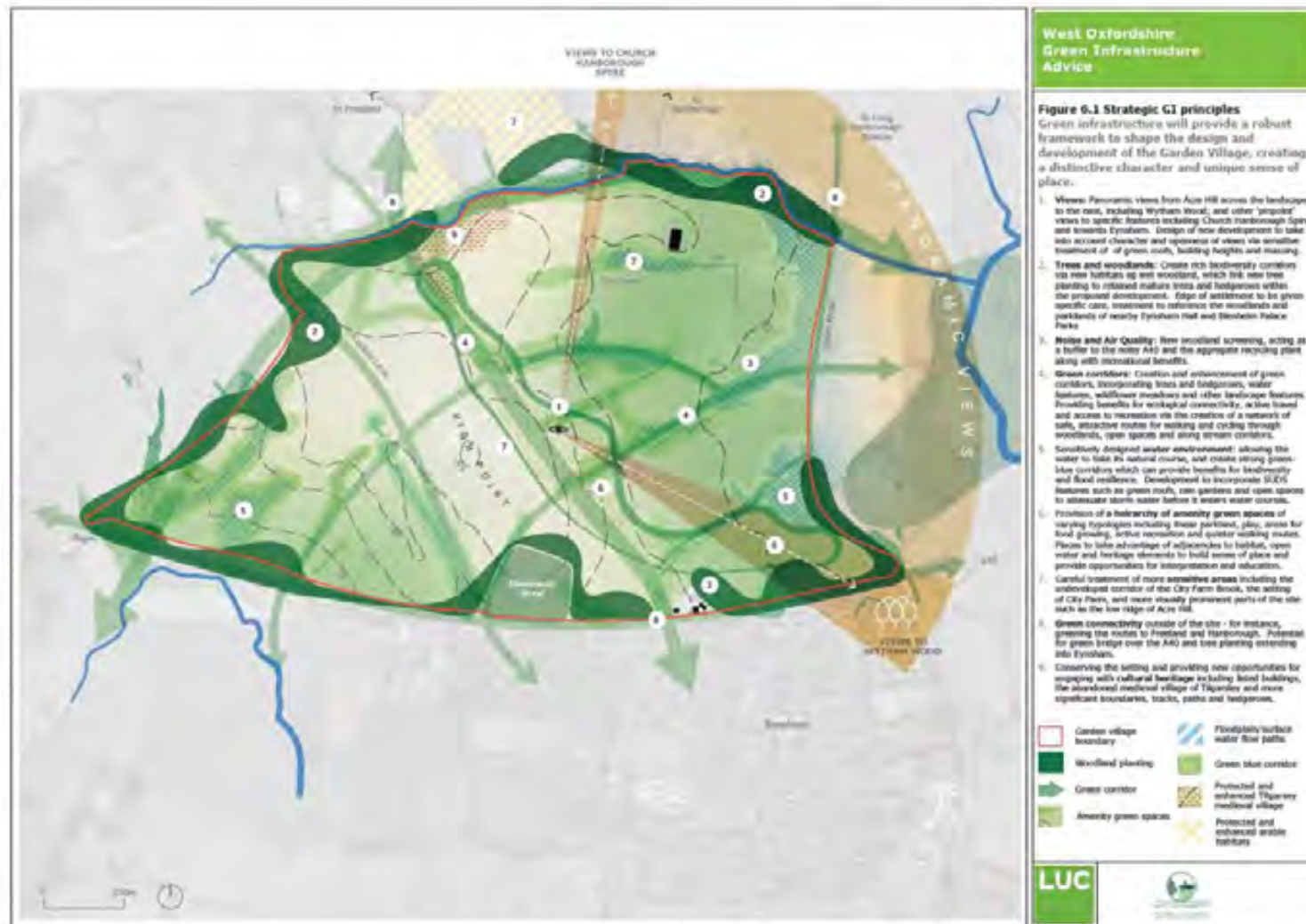


Figure 6.3: Strategic Green Infrastructure Principles

A 'Landscape-led' approach

- 6.53 Landscape-led planning is much more than the provision of good open space and public realm. It is about an understanding of the context, history and the cultural characteristics of a site and its surroundings and then responding positively to this, for example through ensuring visual and physical connections with nature and water, embracing topography, views, vistas and focal points and integrating landform with built form. This understanding provides the opportunity for green infrastructure, focussed around existing features as structural elements, to create a distinctive and attractive environment, i.e. to provide the defining place-making characteristic of the development. The garden village will need, therefore, to respond to the character of the wider landscape and of the site itself, creating a strong and locally rooted sense of place.
- 6.54 **Woodland and trees** are defining features of the landscape of West Oxfordshire, much of which lies in the Wychwood Project area. Trees and hedges make an important contribution to the existing rural character of the landscape in and around the Garden Village site. Parkland woodland associated with historic designed landscapes is a characteristic of the wider area, while the mature field boundary trees, many of them oaks, filter views within the Garden Village and, along with the Eynsham Wood, create a well wooded appearance. Protecting and enhancing woodland, hedgerows and trees is an important element in the creation of the garden village, contributing to its strong landscape structure, connecting it with the site's past and providing important biodiversity and recreation corridors.
- 6.55 There is considerable potential for new woodland creation within the Garden Village, integrating the legacy of mature field boundary trees and hedges with the woodlands, scrub and parklands of the wider area, structured around networks of woodlands and open parkland. These should provide new and enhanced habitats, as well as, for instance, a source of low carbon fuel, walking, riding and cycling routes and have the potential to help buffer the A40 and the aggregate recycling plant site. There is a clear commitment at local and national level to significantly increase tree cover.
- 6.56 The Woodland Trust, who own and manage Eynsham Wood, have concerns about the impact of development on woodland, highlighting issues of disturbance through noise, light, trampling, fragmentation of habitat and changes to hydrology. They identify a number of mitigation measures that need to be implemented, including the use of an adequate buffer zone between the built development and the woodland.



Eynsham Wood

- 6.57 **The water catchment area** for the site (along with other natural systems) needs to be understood and the functionality and multi-functionality increased through a sustainable integration management of water and the effective use of sustainable drainage systems to manage surface water run-off (see Policy 10 – Water Environment). Figure 7.7 shows the opportunities and constraints for sustainable drainage at the garden village which also helps to inform the potential for blue/green infrastructure at the site.
- 6.58 For example, the area to the north of the Garden Village which includes the City Farm Brook (and the setting of City Farm) is a particularly sensitive landscape. Making use of the existing water features, this area should be designed and managed to create a nature reserve. A string of water features here and elsewhere within the locality will create strong wildlife corridor habitats, as well as acting as attenuation ponds, being attractive features and making the development more resilient to climate change. Bioregional recommend that there are buffer areas to water features such that buildings are set back by a minimum of 10m from a water course²⁸.
- 6.59 The **landscape setting** of the site, and the need for the sensitive treatment for the area between the built-form and surrounding countryside, provides an opportunity for a significant area of green infrastructure in the form of a biodiverse country park. Country parks are generally designed and managed as an area of predominantly green open space, with a focus on the natural environment and informal recreation. They provide a transition between more formal areas of open space and the countryside.

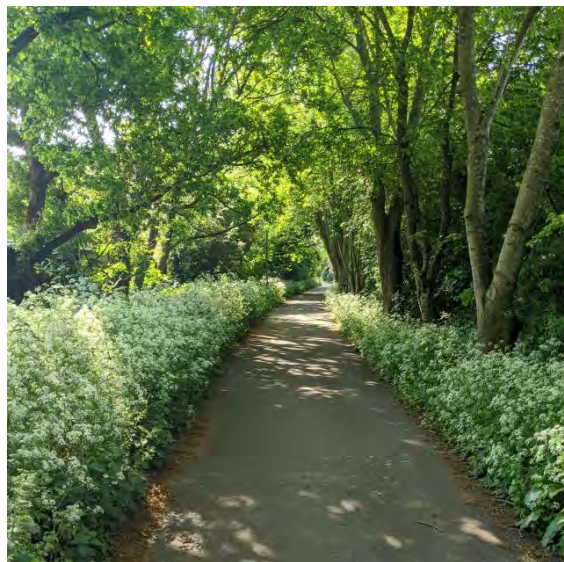
²⁸ <https://www.westoxon.gov.uk/media/3iun5iff/area-action-plan-climate-emergency-policy-report.pdf>

- 6.60 Through the careful planning of landscape frameworks, the Park and a series of nature reserves, will be managed to protect and enhance a diverse network of meadow, woodland, hedgerow and wetland habitats, and enable people and wildlife to co-exist; in some parts the focus will be on public access and enjoyment, in other more sensitive parts, such as the areas surrounding City Farm and the deserted village of Tilgarsley, the focus will be on biodiversity, tranquillity and minimising disturbance (i.e. the “nature reserve” areas). The Park provides an opportunity to link to West Eynsham and create a green corridor, with walking, cycling and riding routes within the park and into the countryside, further embedding the new community’s sense of place into the rural landscape.
- 6.61 Given the significance of the Biodiverse Country Park, in terms of its scale, multi-functional role and wider context, it is essential that it is carefully planned to provide high quality, accessible, well-managed space that meets the needs of the community it serves. Detailed consideration of its function and management is required, for example, to: provide guidance on landscaping, food growing, habitat management and suitable plant species; assess the potential for a range of different uses, such as, interpretation centre, natural burial ground, community food growing, forest school, trim-trails, health routes, dog-walking circuits and opportunities for citizen science and community events; and provide a framework for making use of local skills and knowledge which may include the use of community-based rangers or wardens. Such issues should be addressed through a comprehensive management plan for the Park, covering at least 30 years and actively involving the emerging community.
- 6.62 The **biodiversity** of the garden village site needs to be reflected within the green infrastructure network. There are four especially ecologically sensitive parts of the site: a number of fields around City Farm where traditional farming has allowed now rare wildflowers associated with the arable field margins to survive; the corridor of the City Farm Brook, including the species-rich meadows at the site of the abandoned medieval village; the cluster of ponds that are used by great crested newts in the southwestern part of the site and Eynsham Wood. Such features should be incorporated into the network. In addition to protecting the more sensitive areas (which could include identifying and managing them as a series of nature reserves within the GI network), there is great potential to create a network of new and enhanced habitats comprising retained field boundaries and trees, new woodlands, new wetlands and waterbodies (including those created to manage surface water run-off) and wildflower and nectar rich grassland. This habitat network should connect into surrounding countryside, along stream corridors, field boundaries and rights of way.
- 6.63 Green infrastructure provides an opportunity to conserve and reflect an area’s **history**. For the garden village, such features include the listed buildings at City Farm, the abandoned medieval village of Tilgarsley and the historic public rights of way. The local cultural heritage can also be drawn upon, such as the traditional orchards in the area. Peace Oak Orchard has recently been created in Eynsham, planted with 30 apple trees, most of them Eynsham varieties, together with edible hedge of plums, damsons, cherries and blackberries. A similar concept could be adopted at Salt Cross, introducing a culture of growing with allotments, community gardens, orchards (including ones managed traditionally with associated

wildflower meadow) and farms (see Policy 4 – Adopting Healthy Place Shaping Principles). The Building Better, Beautiful Commission propose that a fruit tree is planted for every new home.

Corridors, connections and linkages

- 6.64 The multiple benefits of green infrastructure are increased where areas are interconnected, both visually and physically, by green corridors. A network of corridors at Salt Cross should be designed to integrate the existing features, including hedgerows and trees, and strengthened them with additional planting. These networks should be walkable to encourage active travel and healthy lifestyles. Connected networks of footways and cycleways in planted corridors will sensitively shape a distinctive character and unique sense of place. These should provide direct and safe routes to key destinations including the community hubs, public open spaces, the science park, educational sites, the Park & Ride, the wider countryside and Eynsham village.



- 6.65 In considering wider connections, existing rights of way should form the basis but there is potential to create an enhanced network of safe, attractive routes through woodlands, open spaces and along stream corridors to connect with the villages of Freeland, Church Hanborough and Long Hanborough to the north. A more formal avenue and designated paths along Lower Road will enable direct safe access from the Garden Village and Eynsham to Hanborough Station. Connectivity with Eynsham to the south will be improved through safe crossing points on the A40, including a well-designed, safe underpass. Existing rights of way, open spaces and habitats must be better connected through an improved network of walking, riding and cycling routes which will also be accessible to the current community of Eynsham.
- 6.66 Connectivity is, however, more than achieving active routes. It is about the multi-functionality of highly connected green infrastructure, designed in each phase of development for a range of functions, including ecological integrity, sustainable drainage, micro-climates and climate resilience.
- 6.67 In relation specifically to biodiversity, a Green Corridors Study (see Figure 7.3) for the garden village highlights, through the modelling of species movement, the areas of connectivity for grassland, woodland and freshwater. Existing green corridors are identified, plus a proposed east-west link. This provides useful information to inform the design of the overall green infrastructure network.

Network of multi-functional space

- 6.68 Green infrastructure should be designed and managed to provide multiple benefits simultaneously, for example, providing amenity space for formal and passive recreation, creating a haven for wildlife and biodiversity, adapting to and mitigating climate change and encouraging active travel, community cohesion, food-growing, improved air quality and reduced noise pollution. It should aid the management of surface water drainage by integrating surface water storage, bio-filtration cleaning and reuse, rain gardens, swales and attenuation ponds within the landscape. Publicly accessible green spaces should be accessible to all, accommodating people with disabilities through innovative design and benefiting from active and passive surveillance. The National Design Guide provides useful planning practice guidance.



Diagram from the National Design Guide (2019) – N1: Providing high quality, green open spaces with a variety of landscape and activities, including play

- 6.69 Green infrastructure operates at a range of different scales, from street trees and pocket parks (small local places close to where people live) through to woodland, neighbourhood parks and strategic facilities. In order to maximise the benefits of green infrastructure, a diverse range and type of green spaces should be provided within and around Salt Cross to form a high quality comprehensive network, interconnected by green corridors.
- 6.70 Eynsham currently has relatively limited provision of open green space, with most concentrated to the south and east of the settlement, or associated with schools. There is potential to significantly increase the amount and range of accessible open space with, for example, a combination of woodland and meadows, green corridors, event space, natural play areas, sports pitches and growing space at the garden village. Good linkages to Eynsham should help ensure that the increase in provision also benefits the existing community.

Strategy and stewardship

- 6.71 The very principles of green infrastructure that make it a powerful place-making tool also mean that its design, delivery and long term management is complicated. A green infrastructure strategy is, therefore, required to support the comprehensive masterplanning of the garden village and to inform future planning applications.

- 6.72 The green infrastructure strategy – the Salt Cross Garden Strategy - should provide an overarching framework that sets out how the existing green infrastructure will be protected and enhanced and how new elements will be created. Many of the proposals will take years to create and mature, such as tree planting and the creation of wetlands, so the strategy needs to be long-term but flexible enough to accommodate change.
- 6.73 The Town and Country Planning Association (TCPA)²⁹ recommend that the strategy should set out a governance framework which includes the organisations and expertise that will be necessary to create a high-quality multi-functional network that meets the needs of the new community (see also AAP Section 11 on long-term maintenance and stewardship). They stress the importance of creating a single multi-functional network rather than a range of disparate, single-purpose elements. Focusing on a single network gives added emphasis to connectivity and should ensure a more holistic approach to management.
- 6.74 The on-going management of green infrastructure is especially important. The strategy needs to address the funding of the initial provision of green infrastructure and its long-term stewardship. A 30 year management and maintenance programme of works will be expected for all green infrastructure at the garden village. An assessment of the likely maintenance costs will be required, recognising that different elements of the green infrastructure will need different management regimes. Each element should have its own maintenance plan which should make clear who is responsible for implementing and managing it, particularly after the developer has completed the project and left the site. Given the fundamental role of green infrastructure to the design and character of Salt Cross, all areas will be expected to be managed long-term to national standards of excellence, such as the Green Flag quality award³⁰
- 6.75 Of particular significance to the garden village, in terms of its scale, multi-functional role and wider context, is the Biodiverse Country Park. It is essential that it is carefully planned to provide high quality, accessible, well-managed space that meets the needs of the community it serves. Detailed consideration of its function and management is required, for example, to: provide guidance on landscaping, food growing, habitat management and suitable plant species; assess the potential for a range of different uses, such as, interpretation centre, natural burial ground, community food growing, forest school, trim-trails, health routes, dog-walking circuits and opportunities for citizen science and community events; and provide a framework for making use of local skills and knowledge



²⁹ <https://www.tcpa.org.uk/guidance-for-delivering-new-garden-cities>

³⁰ <http://www.greenflagaward.org.uk/>

which may include the use of community-based rangers or wardens. Such issues should be addressed through a comprehensive management plan for the Park, covering at least 30 years and actively involving the emerging community.

- 6.76 An important aspect of green infrastructure is the landscaping schemes associated with it, for example, in terms of ensuring planting of appropriate local native species and securing suitable phasing and long-term management. To help in the early integration of development into the site, there should be as much advance planting as possible. The use of an on-site plant nursery, where plants are grown for the duration of the delivery period of the green infrastructure, will be encouraged. Such a resource should ensure the availability of robust plants, appropriate to the local soil conditions and micro-climate, minimising the potential for importing pests and diseases and providing the opportunity for local employment and skill development.

How much green infrastructure should be provided?

- 6.77 The development of the garden village is to include the provision of generous amounts of high quality, well-managed green and blue space, set within a multifunctional and accessible green infrastructure network. But what is 'generous', what is 'high quality' and what is 'accessible'?
- 6.78 The TCPA recommend that planning policies should set out clear expectations for the quantity and quality of green infrastructure. In term of quality, Building with Nature brings together guidance and good practice on how to achieve high quality green infrastructure. The development of Salt Cross will be expected to achieve 'Full Award - Excellent' (see para 6.47). There is also the requirement for the long term management regime of the site to meet national standards of excellence.
- 6.79 In terms of quantity, it is recommended by government that standards and targets are set locally based on an up to date assessment of need. The studies for West Oxfordshire are now out of date and none address the scenario of making provision within a new settlement. Further work is underway looking at the potential requirements for Salt Cross. The Eynsham Area Infrastructure Delivery Plan (IDP) includes a section on Green Infrastructure and gives guidance on the benchmark of what "generous" provision might mean for an exemplar new settlement. The recommendations are reproduced in the AAP as Table 6.1. This sets out the minimum quantitative requirements for specified green infrastructure types at the Garden Village at outline planning application stage which represents a minimum cumulative requirement of 7.4 ha per 1,000 people and a 31% increase on the Fields in Trust cumulative benchmark.

Table 6.1 - Minimum quantitative requirements for specified green infrastructure types at the Garden Village (SLG) at the outline planning application (OPA) stage

Green infrastructure types	Quantity guidelines Ha/1,000p	Minimum requirements Ha/1,000p	Amount for 2,200 dwellings Ha
Types provided outside development parcels			
Formal parks and gardens	-	1.00	5.39
Amenity green space	0.60	3.26	17.57
Natural and semi-natural	2.66		
Outdoor sports	-	1.60	8.62
Allotments	0.30	0.39	2.10
Community orchards (e.g. Includes land for community-based farming/growing, other than allotments)	0.09		
Types provided within residential development parcels			
Nearby amenity green space (e.g. Communal green spaces within residential parcels)	-	0.60	3.23
Types provided outside and/or inside residential development parcels			
Equipped/designated play areas (e.g. LAPs, LEAPs and NEAPs)	0.25	0.55	2.96
Other outdoor provision (e.g. MUGAs, skateboard parks, or extreme sports)	0.30		
Total minimum requirement for all green infrastructure types listed above	-	7.40	39.89
Notes: 1. Anticipated population based on 2.45 persons per dwelling - 5,390.			

- 6.80 Adopting such an approach will help to ensure that any outline proposals for green infrastructure can be objectively assessed, even though the full extent of the green infrastructure network will only be confirmed through subsequent reserved matters applications.
- 6.81 It is important to note however that the minimum standards identified in Table 6.1 only relate to some components of the overall, multi-functional GI network. As such, development proposals will also be expected to support the overall landscape and design-led approach to the provision of green infrastructure, including for example, the requirements in relation to the application of Building with Nature, securing biodiversity net gain and incorporating the key recommendations from the JBA sustainable drainage strategy.³¹ In line with the TCPA's proposal for garden communities, 50% of the land total will be expected to be green infrastructure, including private gardens and green roofs³².
- 6.82 The Eynsham Area IDP also addresses the issue of accessibility, largely modelled on Field in Trust guidelines. These are set in Table 6.2 of the AAP, including the key quality standards required.

³¹ <https://www.westoxon.gov.uk/media/5azobows/sustainable-drainage-strategy.pdf>

³² TCPA 2018 - Guide 7: Planning for Green and Prosperous Places.

Table 6.2 - Accessibility and quality standards for specified green infrastructure types at the outline planning application (OPA) stage

Green infrastructure types	Accessibility standards Maximum walking distance from dwellings (metres)	Quality standards
Types provided outside development parcels		
Formal parks and gardens	710*	▪ Meet WODC's requirements relating to the application of Building with Nature, and any other third-party schemes specified in the AAP (e.g. Green Flag Awards). ▪ Also meet Fields in Trust quality guidelines.
Amenity green space	480*	
Natural and semi-natural	720*	
Outdoor sports	1,200*	
Allotments	800**	
Community orchards (e.g. Includes land for community-based farming/growing, other than allotments)	800**	
Types provided within residential development parcels		
Nearby amenity green space (e.g. Communal green spaces within residential parcels)	300***	▪ As above.
Types provided outside and/or within residential development parcels		
Equipped/designated play areas (e.g. LAPs, LEAPs and NEAPs)	LAPs - 100* LEAPs - 400* NEAPs - 1,000*	▪ As above.
Other outdoor provision (e.g. MUGAs, skateboard parks, or extreme sports)	700*	
Notes: 1. * As per Fields in Trust walking guidelines (consistent with WODC Open Space Study walk times). 2. ** Modelled on WODC Open Space Study 10 minutes' walk time for allotments. 3. *** Modelled on the most demanding distance threshold from the Accessible Natural Green Space standard (ANGSt).		
Indicative walking times: ▪ 400 m = 5 minutes' walk ▪ 800 m = 10 minutes' walk ▪ 1,200 m = 15 minutes' walk ▪ 1,600 m = 20 minutes' walk		

- 6.83 The distribution of the specified green infrastructure types at the garden village will be expected to accord with the illustrative framework plan set out in Section 11 which illustrates, among other things, the preferred approach to the green and blue infrastructure network across the site. A wide range of green and blue infrastructure will be required to fulfil various functions at different scales, including: private gardens; green roofs; raingardens; doorstep play areas; street trees and verges; natural SuDS features; nearby amenity spaces within development parcels; areas for growing food; larger parks and recreation areas; and natural and semi-natural areas.
- 6.84 In summary, the Government expects green infrastructure proposals for new garden communities to be assessed in relation to:
- the quantum of provision, which must be generous;
 - the level of accessibility; and
 - the quality of the various components.
- 6.85 The Government's requirements are reflected in the overall approach described in this AAP. A range of tools and techniques will be used in assessing green infrastructure proposals, including:

- application of Building with Nature, to assess the overall quality of proposals;
- using Biodiversity Metric 2.0, to quantify changes in the ecological value of sites;
- weighing qualitative evidence and specialist advice alongside scores derived from specified metrics and methodologies;
- minimum quantitative standards, for specified green infrastructure components; and
- accessibility standards.

Policy 7 – Green Infrastructure

The planning, design and delivery of Salt Cross will be underpinned by a comprehensive approach to the provision, maintenance and long term management of a high quality network of green and blue infrastructure, through the submission, for approval, of a Green Infrastructure Strategy with the outline planning application for the garden settlement. The strategy will also be expected to set out the governance and funding mechanisms and the maintenance plans for each element of the green infrastructure.

The strategy will be required to be landscape-led, utilising and creating a network of connected, multi-functional green spaces and corridors, providing routes to and between key destinations and the surrounding countryside, climate-resilient, future-proofed and support opportunities for health and wellbeing benefits and water, wildlife and other environmental protection and enhancements.

An ambitious approach to green and blue infrastructure provision is expected for Salt Cross, with the requirement for 50% of the area to form the overall green infrastructure network and for the accessibility and quality standards and minimum quantitative standards for specific green infrastructure types to be met at the outline planning application stage, as set out in Tables 6.1 and 6.2. Achievement of high quality will need to be demonstrated through the use of the Building with Nature standards. As an exemplary development is proposed, ‘Full Award Accreditation– Excellent’ will need to be achieved.

The outline planning application for development at the garden village will need to be accompanied by a landscaping scheme which identifies how the existing landscape within and around the site has been assessed and how it informs the new community and its green infrastructure network, including long distance views to Wytham Wood and Church Hanborough spire, the treatment of ‘water features’, network of hedgerows, trees and woodland, historic environment and assets. All structural landscaping schemes should include a detailed phasing and management plan.

Given the significance of the green infrastructure network, its long term management and maintenance (at least 30 years), to national standards of excellence, needs to be secured. A comprehensive management plan is especially important for the strategic scale green infrastructure, particularly the Biodiverse Country Park.

Stewardship and maintenance arrangements for the GI network will therefore need to be addressed as part of any Community Management and Maintenance Plan (CMMP) or

equivalent, submitted in accordance with Policy 31 – Long-Term Maintenance and Stewardship.

Enabling healthy local food choices

- 6.86 The British Medical Association has identified that preventable ill health accounts for approximately 50% of all GP appointments, 64% of outpatient appointments and 70% of all inpatient beds. Poor diet, along with physical inactivity and social isolation, are the major causes of avoidable ill-health. In addition, the increasing recognition of the implication of the 'obesity crisis', such as the rise in weight-related cancers, adds further impetus to the government's drive for 'prevention before cure'.
- 6.87 Ensuring proximity and easy access to the provision/production of affordable healthy food, so enabling people to eat a balanced and healthy diet, is an essential part of the creation of healthy places. In keeping with the original Garden City ideals and having considered the local context and positive consultation responses, it is important that Salt Cross incorporates a healthy food environment by, for example, having specific community/social spaces for food-growing, encouraging diversity of food outlets (including those selling healthy options) and incorporating edible plants within the public realm.
- 6.88 Local feedback has shown strong overall support for people to be able to grow their own food, particularly through the provision of new allotments. Home grown produce from an allotment can produce enough food to supplement a family's weekly shop with fresh fruit and vegetables. Community growing also provides a wide range of physical and mental benefits and is increasingly recommended as 'horticultural therapy' and as part of 'social prescribing'.



6.89 The Eynsham Neighbourhood Plan suggests that new developments should ideally contribute about 1 allotment per 20 new houses. Further detailed consideration will need to be given to their location and design, assessing, for example, aspect, layout, soil quality and long-term management needs, as well as design features identified in the Neighbourhood Plan of on-site water and electricity supply, suitable access, secure gate, deer-proof fencing and a secure communal building. The number of allotments to be provided will be affected by a variety of factors, including the provision of generous private garden space, balconies, useable rooftops, raised beds and other growing space, such as community gardens and orchards.



6.90 There is an existing strong culture of food growing in the area, such as GreenTEA's Edible Eynsham, planting of local Wastie apples, the autumn Apple Festival, community owned Peace Oak Orchard and shared vegetable plots, etc. Groups in Eynsham include the allotment association, a garden club, Oxford organic gardening group, a village show and open gardens. There is local enthusiasm to develop similar practices for food production at Salt Cross, with suggestions for a community farm, organic tenant farming for local consumption, community gardens, orchards, forest gardening, permaculture living architecture (green roofs/walls), landscaping to incorporate fruit and nut trees and planting in the public realm to include edible plants, herbs and spices.

6.91 In addition, there are opportunities to make it easier for people to make healthier food choices locally. For example, by having an area where people can sell food they have grown themselves and cafés cooking with the local produce in multi-purpose social and community hubs, run by the community and/or near the schools instead of fast food take-away stalls.



Policy 8 – Enabling healthy local food choices

Development of the garden village will be required to create a healthy food environment through making provision for the growing of fresh, healthy food locally and for its consumption locally, minimising ‘food miles’ and establishing a short, sustainable food chain. Opportunities for food growing include the provision of allotments, a community farm/orchard and the use of edible plants and flowers within the public realm (e.g. through the design of ‘edible streets’/‘living lanes’).

A food strategy should accompany the outline planning application, setting out the overall approach to food growing and consumption at the garden village making use of current good practice³³, including: an assessment of suitable areas for food-growing; consideration of approaches to achieve a diversity of food outlets; and the approach to incorporating edible plants within the public realm.

School provision should capitalise on any opportunities for co-location, e.g. with a community farm/orchard, to foster an early awareness food production, origin and seasonality and healthy eating.

³³ For example, ‘Growing in the community’ <https://www.local.gov.uk/sites/default/files/documents/growing-community-second--8f5.pdf>;

‘Community Growing’ <https://www.farmgarden.org.uk/sites/farmgarden.org.uk/files/benefits-community-growing-research-and-evidence.pdf> and

‘The alliance for better food and farming’ <https://www.sustainweb.org/blogs/>

Protecting and enhancing environmental assets

GV Principle 7:

‘Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience’.

Protecting and enhancing environmental assets – ‘At a glance’

What you’ve told us:

The natural and historic environment of the area is rich and its conservation and enhancement must be a fundamental consideration in the development of the garden village. A thorough investigation is required of the existing environment, including biodiversity, heritage assets, pollution levels and the river system, to better understand the implications of changing land uses and to inform the planning of the area. Of particular concern is the impact on the site’s biodiversity and the need to achieve a net gain, both on-site and through nearby enhancements.

What are we seeking to achieve?

A village where an understanding of the natural and historic environment has determined its design and function, such that the environment is at its core, integrating and enhancing the positive qualities and improving the negative ones, to create a high quality place where a healthy natural environment can flourish, the historic context is respected and recognised and people have the opportunity to live and play amongst nature

What are we seeking to avoid?

‘Any place’ development where the natural and historic features and qualities of the garden village site are not recognised, protected, respected, enhanced or appropriately managed, the built environment is designed in isolation of the wider environment and the potential negative impacts, on and off site, are not addressed.

What are our core objectives?

- GV11 To ensure that the natural and historic environment of the local area is reflected, respected and enhanced wherever possible through the design, development and delivery of the garden village.
- GV12 To provide measurable net gains for biodiversity and enhancements to natural capital, including through the provision of a comprehensive network of green and blue infrastructure.
- GV13 To avoid harmful light and noise pollution on local amenity, landscape character and biodiversity conservation.
- GV14 To ensure that any flood risk mitigation including surface water drainage is effective, does not increase the risk of flooding elsewhere and maximises the opportunity to deliver environmental benefits.
- GV15 To ensure that development of the garden village seeks to minimise and properly mitigate any potentially harmful impacts on air, soil and water quality.
- GV16 To fully address and capitalise on the constraints and opportunities presented by heritage assets including the listed buildings at City Farm and the suspected site of the former medieval village of Tilgarsley.

What are our policies?

Policy 9 – Biodiversity Net Gain

Policy 10 - Water environment

Policy 11 - Environmental assets

Policy 12 - Conserving and enhancing the historic environment of Salt Cross

How will we measure success?

Indicators to include:

- * Level of net biodiversity gain achieved
- * Additional land managed for biodiversity as part of the Nature Recovery Network
- * Number of off-site farmland birds
- * Condition survey of Local Nature Reserves
- * Number of bird, bat and bug boxes installed
- * Hectarage of new habitats formed
- * Benchmark achieved through Building with Nature
- * Number of dwellings achieving a water efficiency standard better than 110 litres per person per day

7. Protecting and enhancing environmental assets

Introduction

- 7.1 The garden village site and its surrounding environs are environmentally valuable both in terms of the natural and historic environment. This has been a key issue raised through consultation to date.
- 7.2 The Oxford Meadows Special Area of Conservation (SAC) is located approximately 2.5km to the east of the garden village site and consideration will therefore need to be given to any likely significant impacts, particularly air pollution and recreational pressure.
- 7.3 Two Local Wildlife Sites immediately to the north of the garden village have been designated for their exceptional number and abundance of arable wildflower species. There are also significant numbers of breeding lapwing and skylark.

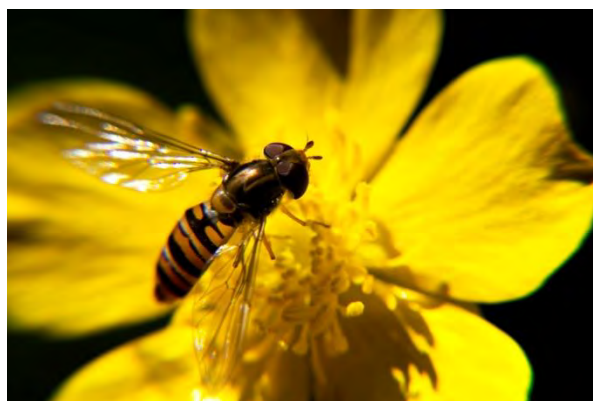
- 7.4 Within the site itself there are some pockets of high grade agricultural land with much of the northern part of the site identified as being of national importance for arable plants. The farmland has been under Higher Level Stewardship since 2010 and has been farmed organically with wildlife conservation as a high priority.
- 7.5 The habitats on site comprise woodland, native hedgerows, mature trees, semi-improved grassland, improved grassland, wet grassland, arable field margins, ponds, stream and open mosaic habitats. A notable area of plantation broadleaved woodland is located at the centre of the southern boundary of the site, which is owned and managed by the Woodland Trust. There are also other areas of lowland mixed deciduous woodland priority habitat throughout the site, particularly along the northern boundary in association with the watercourse. All of the native hedgerows on site qualify as priority habitat. The most notable hedgerows are those around the unmanaged grassland areas to the north-western part of the site and those that run alongside the ancient footpaths (the Salt Way and Saxon Way) through the centre of the site from north to south. These hedgerows could also qualify as “important” under the Hedgerow Regulations 1997.
- 7.6 There are records of a number of protected and priority species within and near the site. Ecological surveys are ongoing to inform a future outline planning application, but a Preliminary Ecological Appraisal of the site has highlighted the potential for farmland birds (including ground-nesting species such as skylark), badgers, great crested newts and other amphibians, hedgehogs, bats, otters, water voles, reptiles, polecats, harvest mouse, brown hares and invertebrates (including black hairstreak butterfly). The farm buildings also have potential for use by roosting bats and nesting birds.
- 7.7 In terms of heritage assets, there are a number of listed buildings at City Farm and in the north-west corner of the site is the suspected site of the medieval deserted village of Tilgarsley. There are a number of historically important routes through the site, flanked by mature trees and hedgerows. There are also a number of landscape sensitivities in particular in respect of the more elevated parts of the site around Acre Hill and to the west of Cuckoo Lane.
- 7.8 These sorts of issues are not unusual for a Greenfield site of this scale, but it does not mean they should be glossed over. Indeed, the whole garden village concept requires the natural and historic environment to be a core consideration in planning and delivery. From the outset, it is vital that all heritage and biodiversity sensitivities are identified and protected as much as possible and that positive opportunities for tangible enhancements are considered and brought forward as part of the design, development and delivery of the scheme.
- 7.9 In this section of the AAP we focus on achieving a net gain in biodiversity, the water environment and environmental and heritage assets.

Achieving a biodiversity net gain

- 7.10 Achieving a net gain in biodiversity through new development is a core component of national and local policy. In this section we explain what biodiversity is, why it is so important and set out our intention to exceed the proposed minimum 10% national level for net biodiversity gain in new development¹.

What is biodiversity and why is it important?

- 7.11 Biodiversity – short for ‘biological diversity’ - is the variety of life on Earth: genes, species and ecosystems. It includes all species of animals and plants and the habitats and natural systems that support them. It has its own intrinsic value and matters to us because it is integral to the places where we live, work and enjoy ourselves, contributing to the economy, our health and wellbeing, and enriching our lives.



- 7.12 Rich biodiversity increases ecosystem productivity, supports a larger number of plant species and, therefore, a greater variety of crops, protects freshwater resources, promotes soils formation and protection, provides for nutrient storage and recycling, helps break down pollutants, contributes to climate stability, provides more food and medicinal resources, creates environments for recreation and tourism and ensures that we enjoy good health and well-being.

Biodiversity decline

- 7.13 Unfortunately, despite its importance, biodiversity has been in long-term decline. In 2019, the world heard drastic warnings from the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES), which reported a global decline in biodiversity at an unprecedented scale in human history, with 1 million species at risk of extinction². This is because human activity has warmed the climate and significantly altered the majority of land and marine ecosystems. Scientists report that species extinction is 100 times the ‘normal rate’ for the geological time³.

¹ Environment Bill 2020 <https://services.parliament.uk/bills/2019-21/environment.html>

² <https://ipbes.net/news/how-did-ipbes-estimate-1-million-species-risk-extinction-globalassessment-report>

³ Ceballos, G. and Ehrlich, P. (2018) *The misunderstood sixth mass extinction*. Science 08 Jun 2019. Vol. 360. Issue 6393, pp. 1080-1081

- 7.14 The Government’s strategy for conserving and enhancing biodiversity – Biodiversity 2020⁴ – aims to halt further degradation and restore resilient and coherent ecological networks and healthy and well-functioning ecosystems in order to deliver multiple benefits for wildlife and people. However, the Oxfordshire State of Nature report (2017⁵) and the UK State of Nature report (2019⁶) both point to a continuing decline in species and habitats. In the UK more than 1 in 7 species have become extinct or threatened with extinction in the last 40 years.

What can we do about it?

- 7.15 It is clear that ambition needs to increase, not simply to halt loss, but to reverse the trend of biodiversity decline. The continued decline in habitats and species since the Earth Summit in 1992 shows that there has been a persistent failure to meet international biodiversity targets. There is a need to move away from “business as usual” approaches to one where nature’s recovery can be achieved for a healthier and more sustainable world that is good for people as well as natural systems⁷.
- 7.16 In 2015, the UK signed up to help achieve the United Nations Sustainable Development Goals as part of the 2030 Agenda for Sustainable Development⁸. Goal 15 is to “*Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss*”. Target 15.9 is “By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts”⁹.
- 7.17 At the national level, the message is clear that biodiversity is a key component of sustainable development. The Government’s 25-Year Environment Plan aims to create a resilient network of land, water and sea that is richer in plants and wildlife and the NPPF has been amended to strengthen the protection for irreplaceable habitats, ensure that biodiversity is more resilient to current and future pressures, including climate change and make clear that new development should provide a net gain.

⁴ <https://www.gov.uk/government/publications/biodiversity-2020-a-strategy-for-england-s-wildlife-and-ecosystem-services>

⁵ <https://www.wildoxfordshire.org.uk/stateofnature/>

⁶ <https://jncc.gov.uk/news/uk-state-of-nature-2019-report/>

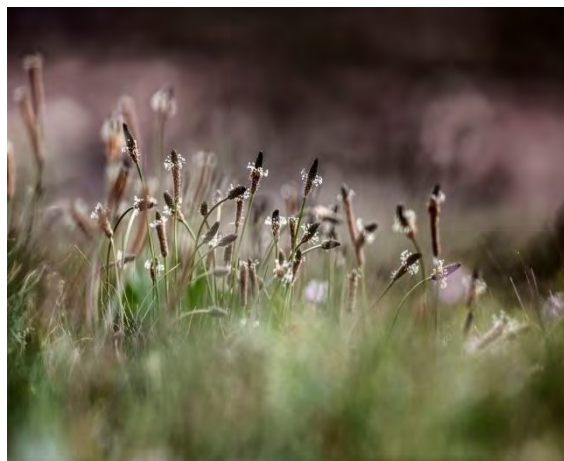
⁷ Mace, GM; Barrett, M; Burgess, ND; Cornell, SE; Freeman, R; Grooten, M; Purvis, A; (2018) Aiming higher to bend the curve of biodiversity loss. *Nature Sustainability* 1 pp. 448-451 (doi 10.1038/s41893-018-0130-0).

⁸ <https://sdgdata.gov.uk/>

⁹ <https://sdgdata.gov.uk/15-9-1/>

7.18 The Environment Bill 2020¹⁰ introduces new incentives, actions and planning tools to drive further improvements for nature including a mandatory requirement for biodiversity net gain in the planning system. It also lays the foundation for Nature Recovery Networks (NRN) which will be essential not only for providing resilient habitats for species, but also a more robust and valued landscape for people, where natural capital and the benefits of ecosystem services are recognised, valued and invested in, over the long term¹¹.

7.19 The government's Garden Communities Toolkit¹² recognises the need to plan for resilience to climate change, and a sustainable design and construction process that incorporates ecology and biodiversity. The government's Garden Communities Prospectus (August 2018) called for *"generous, accessible, and good quality green and blue infrastructure that promotes health, wellbeing, and quality of life, and considers opportunities to deliver environmental gains such as biodiversity net gain and enhancements to natural capital."*



7.20 The value of local green spaces and interaction with nature has become much more prominent in recent times due to the COVID-19 pandemic. Research by Natural England and others has shown us how important spending time in nature is for our wellbeing and the recent 'People and Nature Survey for England' (June 2020) reveals that large numbers of people recognise this¹³. The large majority of adults (89%) agreed or strongly agreed that green and natural spaces should be good places for mental health and wellbeing. The vast majority of adults (87%) also agreed that *"being in nature makes me happy"*.

7.21 At the local level, in June 2019, the Council declared an ecological emergency and the Council Plan seeks to boost biodiversity through the establishment of robust, resilient, well-functioning ecological networks. A Biodiversity Strategy for the council will be prepared to consider ways to protect, conserve and enhance the natural environment, including biodiversity net gain, habitat creation and restoration, land management and partnership-working to deliver the aims and objectives of the Conservation Target Areas (CTA) and the emerging Oxfordshire Nature Recovery Network (NRN).

¹⁰ <https://www.gov.uk/government/publications/environment-bill-2020>

¹¹ Crick, H. Q. P., Crosher, I. E., Mainstone, C. P., Taylor S. D., Wharton, A., Langford, P., Larwood, J., Lusardi, J., Appleton, D., Brotherton, P. N. M., Duffield, S. J. & Macgregor N. A. (2020) Nature Networks Evidence Handbook. Natural England Research Report NERR081. Natural England, York.

¹² <https://www.gov.uk/guidance/garden-communities/masterplanning>

¹³ <https://naturalengland.blog.gov.uk/2020/06/12/people-and-nature-survey-how-are-we-connecting-with-nature-during-the-coronavirus-pandemic/>

- 7.22 The West Oxfordshire Local Plan (Policy EH3) seeks to protect and enhance the biodiversity of West Oxfordshire to achieve an overall net gain in biodiversity and minimise impacts on geodiversity. This includes a requirement for all major developments to demonstrate a net gain in biodiversity. The Eynsham Neighbourhood Plan (Policy ENP4a) requires development, where appropriate, to include a biodiversity action plan which demonstrates how net biodiversity gain will be achieved.

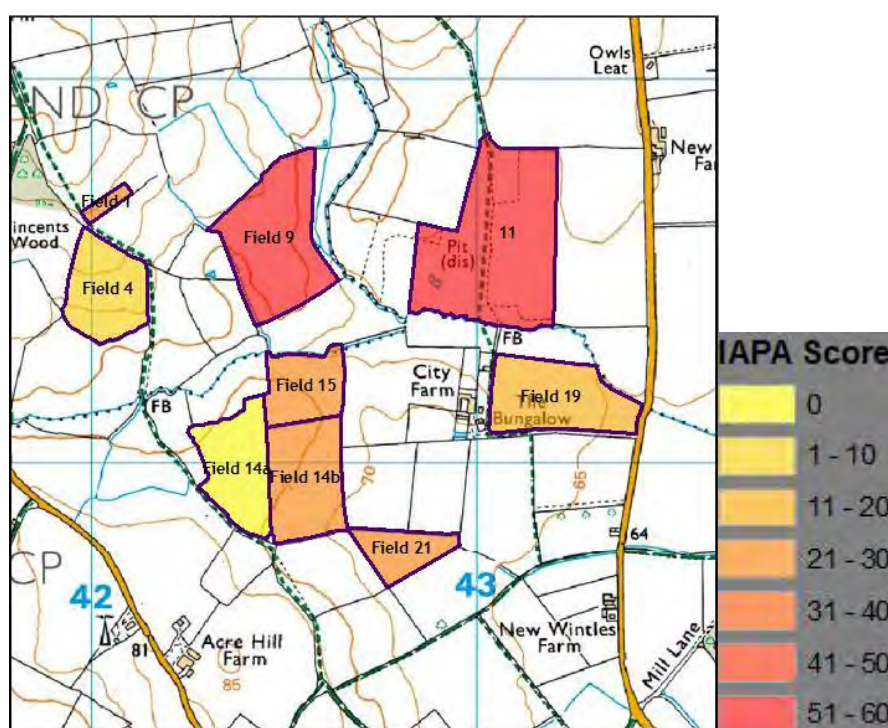
Salt Cross – what do we know about its existing biodiversity value?

- 7.23 A Preliminary Ecological Appraisal (PEA) has been undertaken on behalf of the Council in support of the AAP¹⁴. The PEA is a relatively rapid, largely desk-top based assessment and a more detailed Ecological Impact Assessment (EclA) will be required to support any future planning application, however the PEA does provide some useful information about the types of habitats present at the site, the potential for protected and priority species and opportunities that could be implemented as part of the development.
- 7.24 The majority of the site comprises semi-improved neutral grassland, arable land and agriculturally improved grassland. The significant features of the site are mature trees, hedgerows, woodland, stream, ponds and some small areas of species-rich grassland associated with the medieval village, priority species such as brown hare, skylark, great crested newt and badger, and rare arable wildflowers.
- 7.25 Arable wildflowers are the fastest declining group of plants in the UK having declined by 96% in the last 200 years. They are tied to cultivation practices and would not survive without regular cultivation of the land. In a Plantlife Survey in 2016, an Important Arable Plant Area was identified as some of the fields at City Farm had a score of 90 making it of European importance for wildflowers that are found in arable fields¹⁵. The fields numbered 9 and 11 shown in Figure 7.1 had the highest scores and lie within the Local Wildlife Sites (South Freeland Meadows and City Farm) to the north of the garden village site boundary.

¹⁴ <https://www.westoxon.gov.uk/media/raxifu0n/preliminary-ecological-impact-assessment.pdf>

¹⁵ City Farm Arable Plant Survey, Plantlife, 2016

Figure 7.1: Important Arable Plant Area (IAPA) scores at “City Farm” (2016)



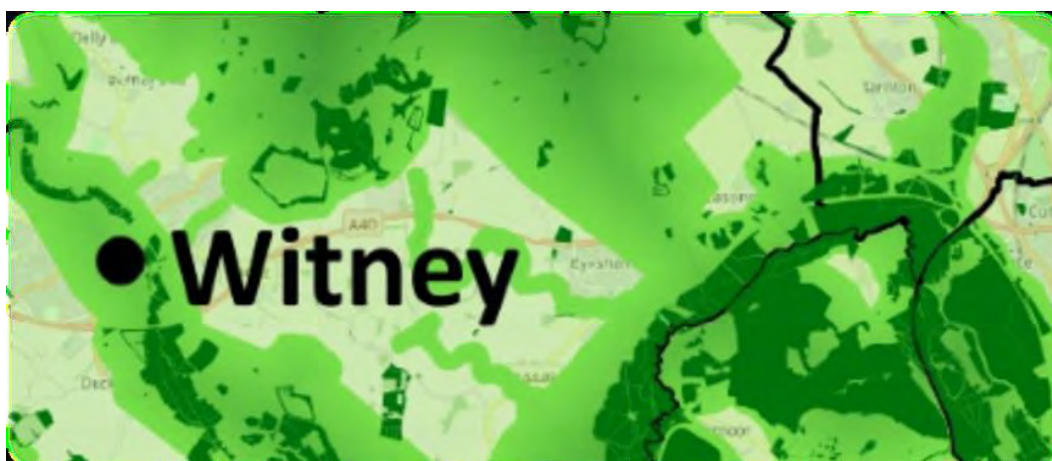
- 7.26 More recent surveys carried out in 2019 have confirmed that the area is of European importance¹⁶ and recorded the presence of the Cornflower (*Centaurea cyanus*), which is a “priority species” under Local Plan Policy EH3. Some of the fields within the site were shown to have national importance for arable wildflowers.
- 7.27 A draft Nature Recovery Network (NRN) has been recently mapped in Oxfordshire as part of a collaborative project to inform the Oxfordshire Plan 2050¹⁷. Figure 7.2 is an extract showing the location of the garden village with Eynsham Wood clearly visible as a dark green area next to the A40. Salt Cross lies within the ‘recovery zone’ of the NRN and the development would affect the integrity of the network by reducing the amount of land available for nature’s recovery. Developments within the NRN will be expected to make a positive contribution to nature’s recovery. Oxfordshire’s environmental organisations have a shared ambition to achieve 20% net gain across the county¹⁸.

¹⁶ City Farm, Eynsham Arable Plant Survey September 2019 by P. Wilson

¹⁷ <http://www.tverc.org/cms/news/proposed-nature-recovery-network-oxfordshire> and <https://www.wildoxfordshire.org.uk/biodiversity/draft-map-of-oxfordshires-nature-recovery-network/>

¹⁸ <https://www.wildoxfordshire.org.uk/proposed-policies-for-op2050/>

Figure 7.2: The emerging Nature Recovery Network map of the garden village location



Protecting existing biodiversity at Salt Cross

- 7.28 In accordance with the West Oxfordshire Local Plan and Eynsham Neighbourhood Plan, the natural environment (including designated sites, priority habitats, protected and priority species and rare arable wildflowers), must be protected through the design, development and delivery of the garden village.
- 7.29 At the site level, the Council's Preliminary Ecological Assessment identifies a series of potential mitigation measures to help protect biodiversity at the garden village. These include:
- Reduction in habitat loss through appropriate and sensitive scheme design;
 - Retention of key areas of biodiversity value;
 - Implementation of biodiversity enhancements;
 - Creation of replacement habitats of a greater biodiversity value than those lost (compensation);
 - Translocation of existing biodiversity features where appropriate;
 - Management of works and scheme design to reduce indirect construction and operation impacts;
 - Installation/creation of species-specific mitigation and enhancement measures;
 - Implementation of appropriate exclusion and translocation works for affected species;
 - Implementation of ecologically friendly management regimes across new habitats including those used for amenity and public purposes.
- 7.30 As an already wildlife-rich area, it is important that biodiversity is a prominent feature of the garden village, providing a diversity of wildlife-rich habitats and features within natural green spaces, buildings, formal green spaces and gardens. The impacts on biodiversity must be properly assessed using the mitigation hierarchy with a focus on minimising negative impacts and providing on-site mitigation and only then should compensation for loss of biodiversity be considered.

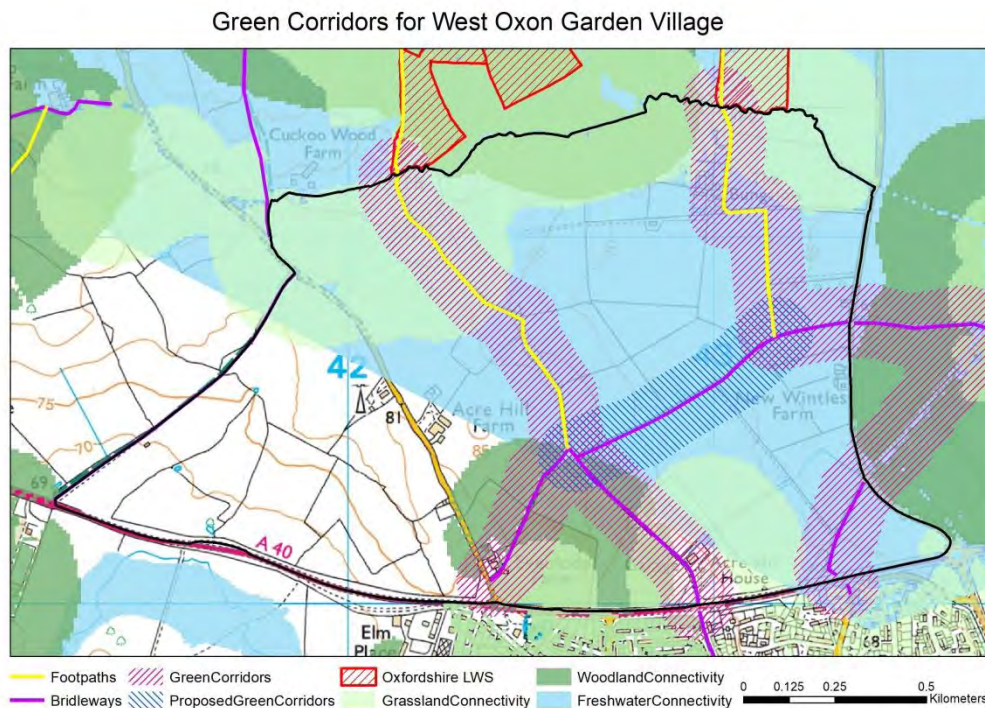
- 7.31 An arable wildflower mitigation and compensation strategy will be needed. Rare arable wildflowers must be regularly disturbed through cultivation and are negatively affected by nutrient enrichment (e.g. dog fouling). The seeds can persist in the soil for a long time and germinate when cultivated again. The surveys carried out to date are a snapshot in time and as there is a mixture of soil types at the garden village (clay soils and gravels) different species are found in different fields. It is therefore essential that the arable wildflower surveys are repeated every year in the lead up to the submission of detailed reserved matters applications to inform any subsequent changes to the compensation strategy.
- 7.32 A key part of the arable wildflower compensation strategy will be the retention, enhancement and expansion of the 'best fields', which are the Local Wildlife Sites to the north (Fields 9 and 11 highlighted in Figure 7.1). This could be achieved by collecting seed from within the garden village. This would buffer the sites and enlarge them so that they become less sensitive to recreational pressure. However, controlling human disturbance will be fundamental to conserving the arable biodiversity of the area.
- 7.33 Following advice from Plantlife, it is understood that the retention of arable fields or cultivated areas within a residential development is unlikely to be successful due to recreational pressure, dog walking and a lack of aesthetic appeal (due to the presence of bare ground at certain times of year). It will therefore be vital to retain and protect arable fields around the periphery of the site with appropriate signage explaining why these areas are still being cultivated and why bare ground will be present during part of the year. It will also be important to educate the future residents of Salt Cross and make the cultivation of fields surrounding the new village a key part of its long term management.
- 7.34 It would be possible to retain some areas of arable cultivation within the garden village as part of the larger areas of open space, which would provide an education opportunity for future residents, for example as a community farm. These areas would need to be made dog-proof.
- 7.35 Farmland birds are another key feature of the agricultural fields at the site. A specific mitigation and compensation strategy, which will need to include off-site measures for certain species, including skylarks, will be required and this should seek to provide additional habitat within the farmland around the garden village.
- 7.36 A Biodiversity Mitigation, Compensation, Monitoring and Management Framework providing indicative details of all the mitigation, compensation, monitoring and management requirements must be submitted with any outline planning application. This document would then be used to inform the detailed proposals of subsequent reserved matters applications and a detailed biodiversity management plan for the whole of the site.

Protecting and Enhancing the 'Ecological Network'

- 7.37 The establishment of coherent ecological networks that are more resilient to current and future pressures such as climate change is recognised as an important aspect of minimising impacts on biodiversity in the NPPF. The Nature Recovery Network (NRN) is envisaged as being an expanding and increasingly connected network of wildlife-rich habitat across England with a core component of designated sites and adjoining areas that function as stepping stones or wildlife corridors, as well as areas of opportunity for new habitat creation¹⁹.
- 7.38 Salt Cross lies within close proximity to Local Wildlife Sites, isolated areas of irreplaceable habitat (e.g. ancient woodland at Vincent Wood to the northwest) and contains hedgerows, a wooded stream corridor and linear habitats along roadsides. These are key habitat corridors that must form part of an ecological network within the site and in order to ensure habitat connectivity beyond the site boundaries exploiting any opportunities for enhancement, particularly where this would benefit priority habitats and species.
- 7.39 A study of green corridors was commissioned in support of the AAP. This was based on the movement of people and wildlife, including existing footpaths, Local Wildlife Sites and priority habitats. It mainly focusses on green corridors within Salt Cross but also modelled functionally connected habitat for woodland, grassland and wetland species (based on a generic species with limited dispersal ability). Figure 7.3 captures the results of this study, showing the existing strategic green corridors and where there are opportunities for new corridors. The strategic green corridors follow the line of the existing ancient walkways (the Salt Way and Saxon Way) and other footpaths and bridleways that run north to south with a clear opportunity for a new green corridor to link east to west.

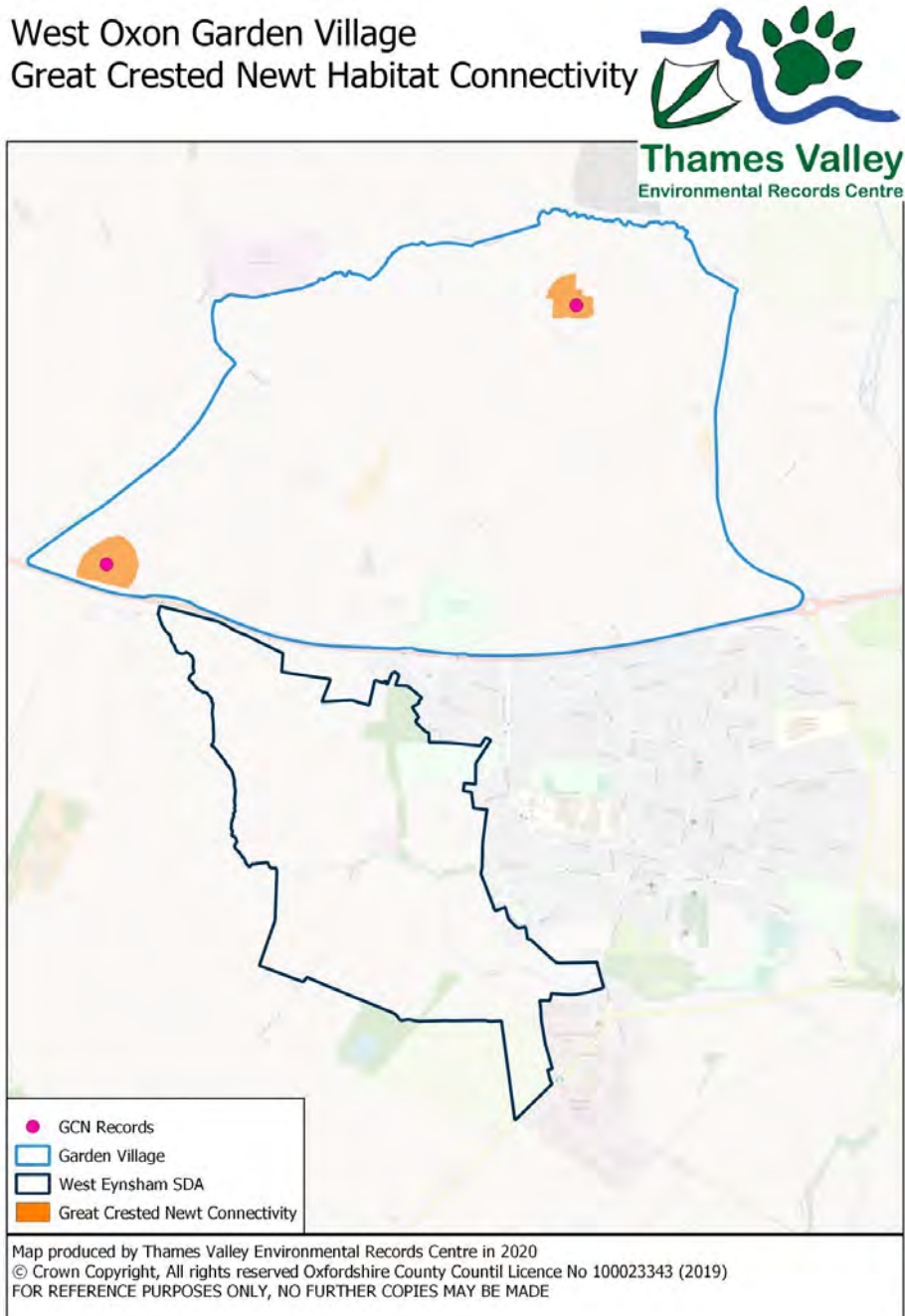
¹⁹ Planning Practice Guidance Paragraph 012 Reference ID: 8-012-20190721 Revision date: 21 07 2019

Figure 7.3: Habitat Connectivity and Green Corridors at the garden village site



- 7.40 Figure 7.3 also shows the extent of woodland, grassland and wetland connectivity across the site. Overall, there is good freshwater and woodland connectivity and permeability through the northern and eastern parts of the site. However, there is a large barrier to species dispersal in the southwest (the white area) which is the location of the main great crested newt population within the garden village, highlighting how it is isolated and genetically vulnerable.
- 7.41 There is another population of great crested newts in a pond at City Farm. Figure 7.4 shows the location of these populations and the habitat connectivity within the site for this species. As the two populations are effectively isolated from each other, the Green Infrastructure strategy for the site must aim to increase connectivity. Loss of habitat must be adequately compensated and well-connected suitable habitats must be created in order to link up the two populations (the other at City Farm) and to provide increased connectivity to off-site habitats. The strategy will therefore need to incorporate the creation of new ponds, hedgerows, scrub, woodlands and rough grassland. Elements of the provision for great crested newts could be incorporated within a series of wildlife sanctuaries.

Figure 7.4: Great Crested Newt Habitat Connectivity



- 7.42 The proposed off-site cycle and pedestrian link to Hanborough Station would also be a key green corridor for newts and other species; therefore it should also incorporate new suitable habitat. The creation of new linear habitats should form a key part of the Movement and Connectivity Strategy for people (see Section 8) as well as the design of green infrastructure. If the movement and connectivity corridors for people are effectively designed, then they should be as wide as possible in order to incorporate biodiversity features, for example, hedgerows and wildflower meadows.

Achieving a 'net gain' in biodiversity at Salt Cross

What is biodiversity net gain?

- 7.43 Planning Practice Guidance²⁰ states “*Net gain in planning describes an approach to development that leaves the natural environment in a measurably better state than it was beforehand*” and in industry good practice principles it is defined as “*development that leaves biodiversity in a better state than before construction began*”²¹.
- 7.44 As the garden village already has a rich flora and fauna, we recognise that delivering a significant net gain in biodiversity on site will be challenging. However, the Environment Bill advocates a local, bespoke response to environmental issues and challenges driving the potential for innovative approaches and as an exemplar development, Salt Cross provides an excellent opportunity to deliver a ‘step-change’ in addressing biodiversity, including creating and restoring wildlife-rich habitats to enable wildlife to recover and thrive.
- 7.45 The delivery of biodiversity net gain as part of the garden village would have many direct and indirect benefits for the new community (e.g. improved health and interaction with nature), meet national targets for biodiversity, increase climate change resilience and enhance the local landscape setting of the site.

What is the expected level of biodiversity net gain?

- 7.46 We propose that the overall minimum biodiversity net gain for Salt Cross is set at 25%. This would broadly align with the shared ambition of 20% within the NRN in Oxfordshire. An additional 5% has been added due to the status of the site as a landscape and green infrastructure-led ‘garden village’ and in recognition of the need to aim high and achieve a greater level of investment for the natural environment in order to reduce the impact of the climate and ecological emergencies. Several commercial case studies are already aiming for net gains of 25% in the UK²².
- 7.47 A study commissioned by Natural England concludes that the biodiversity net gain requirement is not expected to affect the financial viability of housing developments (up to the +20% scenario) and that there is a strong case for greater ambition²³.
- 7.48 In order to effectively measure biodiversity net gain at the garden village and in line with the national approach, we will require the use of the DEFRA Biodiversity Metric Version 2.0 (or subsequent updated versions) in order to calculate the amount of biodiversity units present on the site before and after development. This provides the basis for measuring the amount of net gain in biodiversity (i.e. number of units after development minus the number of units before development).

²⁰ Paragraph: 020 Reference ID: 8-020-20190721 Revision date: 21 07 2019

²¹ Biodiversity Net Gain: Good Practice Principles for Development’ (CIEEM, CIRIA and IEMA, 2016)

²² DEFRA Biodiversity Net Gain and Local Nature Recovery Strategies Impact Assessment 15/10/2019
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/839610/net-gain-ia.pdf

²³ Biodiversity Net Gain Final Report by Vivid Economics June 2018 (commissioned by Natural England)

- 7.49 Based on an assessment using the Defra metric undertaken by TVERC in June 2020, the baseline biodiversity value of the site is approximately 578.51 units. A 25% net gain in biodiversity would therefore equate to an overall total of 723.14 units (an additional 144.63 units from the baseline).
- 7.50 In accordance with the mitigation hierarchy, the delivery of biodiversity net gain should primarily focus on the development site itself through on-site mitigation, enhancement and compensation.
- 7.51 Any proposals will need to be based on an up to date assessment of the ecological features present, or potentially present, within the site and its surrounding area, identifying in more detail ecological constraints and opportunities as the level of detail and certainty increases over time. This would require follow-up surveys and assessments for species and an update of the biodiversity net gain calculations at every phase of the development and to inform associated reserved matters applications.

A Biodiversity Net Gain Strategy for Salt Cross

- 7.52 A Biodiversity Net Gain Strategy must be submitted with any future planning application for the garden village development. There is a need to ensure an ecologically-meaningful approach to analysing and interpreting the results of the metric (a tool only) and the application of a thorough assessment of how net gain can be delivered both on and off-site. The strategy must therefore justify the application of the principles contained within 'Biodiversity Net Gain: Good Practice Principles for Development' (CIEEM, CIRIA and IEMA, 2016) and the subsequent *Part A: A Practical Guide* (2019).
- 7.53 All habitats delivered as part of the biodiversity net gain strategy must be secured for a period of 30 years both within the site and as part of any off-site delivery. In order to secure the effective management for this period of time, the use of specialist wardens and/or rangers must be incorporated into this strategy.

How could biodiversity net gain be achieved on site?

- 7.54 The Council's Preliminary Ecological Appraisal identifies a series of potential generic enhancement measures that are likely to assist in delivering net biodiversity gain on site. In summary these are:
- Implementation of ecologically friendly management regimes within retained habitats;
 - Implementation of ecological enhancement measures within low ecological value areas;
 - Implementation of ecological enhancement measures along retained watercourses;
 - Creation of new replacement habitats of a greater ecological value than those lost; and
 - Installation/creation of species-specific mitigation and enhancement measures.
- 7.55 Beyond these initial recommendations, there are several potential enhancements that are likely to help achieve a net gain in biodiversity on site. Guidance has been produced that identifies key species present, their habitat preferences and the principle component plant species for each of these²⁴. The key species for the site are great crested newt, hairstreak

²⁴ *Habitat Creation Guidance West Oxfordshire Garden Village*, TVERC, January 2020

butterflies, barn owl, bats and reptiles (grass snakes and slow worms), for which the key habitats are ponds, hedgerows, woodlands and grasslands, which provide foraging, sheltering and breeding opportunities. The principle plant species list should therefore be used to inform the creation of new habitats. This should be the basis for the GI network and detailed landscaping proposals.

- 7.56 Lowland meadow priority habitats have been identified as a locally valuable habitat that exists within local wildlife sites in the surrounding area of the garden village. However, this habitat relies on low nutrient conditions and careful management and its creation is therefore difficult. As such, the creation of this type of habitat on site would not be suitable for the delivery of biodiversity net gain on-site due to high levels of disturbance and eutrophication from people and their dogs, and the necessary management is rarely achievable.
- 7.57 As such it is more realistic and sustainable to create relatively simple low-maintenance habitats within the site in order to ensure that the proposed habitats are delivered and managed properly to achieve the intended biodiversity value in the long-term. There are several simple and robust habitat types that are relatively easy to create and maintain in the longer term, which will still deliver good biodiversity value with relatively low maintenance requirements. The creation of new habitats within the garden village should therefore focus on ponds, hedgerows, mixed deciduous (plantation) woodland, medium distinctiveness grasslands or tussocky grassland with low maintenance requirements, scattered native trees and orchards.
- 7.58 The target condition for the habitats to be created or restored on-site will be moderate. It is very unlikely that grassland habitats, in particular in suburban environments, would reach anything more than moderate condition. We will not accept high distinctiveness habitats such as lowland meadows, chalk grasslands, etc. unless there is a very sound justification and a strong chance of success in the long term. This is only likely to be possible where there are existing good quality habitats that can be improved with appropriate management or where soil conditions are appropriate. Even if the conditions are suitable, these habitats would only be acceptable where appropriate management expertise is demonstrably available to the developers and can be secured in the long term.
- 7.59 A series of connected wildlife sanctuaries (or mini nature reserves) that are accessible to the general public, but are also a place where species can thrive, must be created. This could be achieved by identifying key strategic locations within the site, for example linear features or stepping stones, which are linked together within the GI network and are ultimately linked to the main green corridors (Figure 7.3), including the watercourse along the northern boundary. As a minimum, the existing species-rich grassland at the Medieval Village, the great crested newt ponds and the areas managed for arable wildflowers should be identified as wildlife sanctuaries. Wildlife sanctuaries or nature reserves would give a subliminal message to residents and other people visiting Salt Cross that these are places for quiet enjoyment whereby nature takes precedence, for example keeping dogs on leads, minimising loud noises and staying on footpaths, thereby limiting the impact of trampling.

- 7.60 The creation of native broadleaved woodland should be a priority for the site, as it lies within the Wychwood Project Area. Linear woodlands should form a feature of the site and the aim should be to expand the Eynsham Wood and link up to other woodlands in the wider area, including Vincent Wood to the northwest.
- 7.61 The creation of new hedgerows is also likely to be required in order to fully compensate for any loss of habitat and also, as a way of connecting other habitats throughout the site. However, hedgerows must form part of wide corridors with adequate space for other habitats such as wildflower meadows, ditches, scrub and ponds (e.g. as part of SUDS) to provide maximum biodiversity benefit. Hedgerows should also not become domestic curtilage to ensure their long term viability, function and appropriate management.
- 7.62 Figure 7.5 shows the key biodiversity assets and the potential opportunities for delivering net biodiversity gain at Salt Cross.

Figure 7.5: Salt Cross - Key Biodiversity Assets and Opportunities

IMAGE TO BE ADDED

- 7.63 The integration of biodiversity within the *built environment* should not be forgotten. The impact of incorporating green spaces and biodiverse features within built-up areas can be profound, for urban wildlife and for the people living and working there. The provision of green roofs, living walls, rain gardens and street trees is widely recognised as being a key requirement for modern developments seeking to enhance the experience of the end users.
- 7.64 We fundamentally need nature, but we have often designed our cities and suburbs in ways that both degrade the environment and alienate us from it. Many of the world's most revered and celebrated buildings are filled with shapes and forms inspired by nature; hospitals are now being designed where patients recover faster, schools where children's exam results are higher, offices where workers are more productive and communities where people thrive²⁵. The restorative ability of nature has been widely recognised in recent times whereby the benefit of being outside and connected with nature reduces stress, violent behaviours, anxiety and emotional and physical pain²⁶. Biophilic Design is an innovative approach to designing the places where we live, work and learn and the principles for this should be used as part of the design of the built environment within Salt Cross.
- 7.65 The following measures should be considered as part of the biodiversity net gain strategy:
- Bird and bat boxes (integrated into the walls of buildings and on suitable trees), including features for house sparrows, starlings, swifts and house martins;
 - Biodiversity-focussed SUDS;
 - Green roofs;
 - Rough or natural stone walls with holes for invertebrates and small birds;
 - Species-rich hedgerows (at least 6 woody locally characteristic native species);
 - Brown roofs with a range of substrates;
 - Habitat creation for locally relevant habitat types and species;

²⁵ <http://www.biophilicdesign.net/>

²⁶ <https://www.sciencedirect.com/science/article/abs/pii/S0272494495900012>

- Ponds with irregular and shallow sloping edges combined with log piles, stone piles and long grass areas;
- Green walls with planting locations built in or a planting framework added externally;
- Native and locally characteristic tree planting, including street trees;
- Nectar rich native planting;
- Native wildflower planting, e.g. different types of meadow, including shade-tolerant species alongside hedgerows and in woodlands, general purpose mixes along roadside verges and flowering lawns in amenity areas;
- Native spring bulb planting, e.g. Snowdrop, Wild garlic, Wild daffodil, English bluebells and Wood anemone;
- Garden boundaries with gaps for small animals such as hedgehogs;
- Planting fruit trees, e.g. local varieties of apple, in back gardens;
- Planting pollinator-friendly shrubs;
- South-facing banks with bare ground for reptiles and invertebrates;
- Architectural features that provide nesting or roosting locations, e.g. ornamental slit holes, stone ledges and wooden cladding;
- Bug hotels and purpose made bug boxes;
- Habitat creation that targets locally important species with isolated habitat patches;
- Retention/creation of deadwood habitats, e.g. tree stumps as part of natural play areas;
- Wildlife gardens within school and employment grounds;
- An optimal balance between native and horticultural plants with known wildlife benefits;
- Ensuring the site is managed to maintain its value for wildlife and people; and
- Providing on-site interpretation and educational materials for residents and visitors.

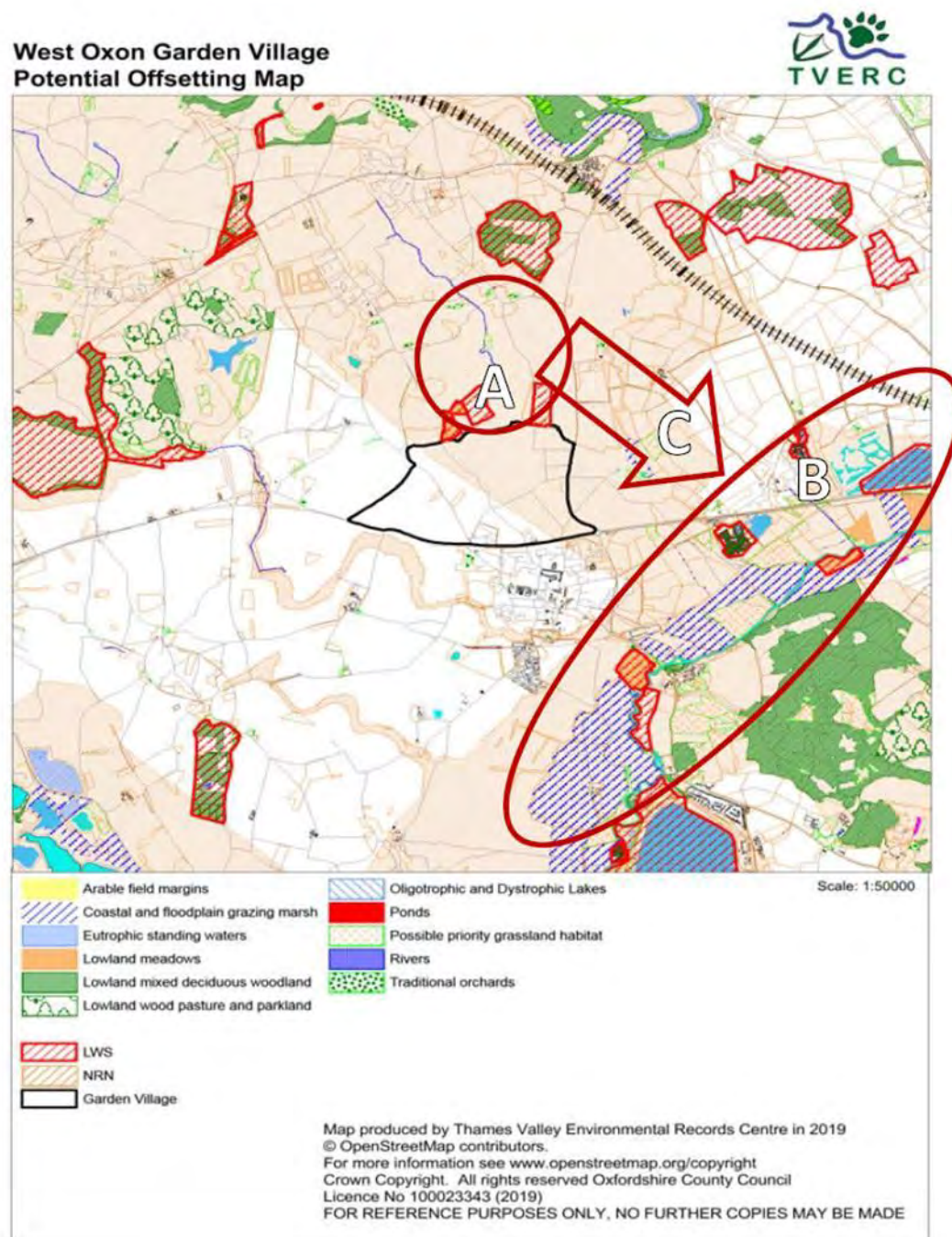
The provision of biodiversity net gain off-site

- 7.66 The development will result in a loss of biodiversity as some of the site will inevitably become hard or sealed surfaces and low-value habitats (e.g. amenity grassland, formal sports pitches), so there will initially be a reduction in the number of biodiversity units. In order to meet the 25% target, the development will first need to ensure that there is no net loss of biodiversity, i.e. reaching a level of 0%, before it can achieve a positive net gain. This will be established mainly through the implementation of an effective on-site green infrastructure strategy. The Council therefore acknowledges that there may be a need to consider a proportion of off-site biodiversity net gain through an appropriate financial contribution. Any such provision will be viewed as an opportunity to provide a positive contribution towards the ecological emergency by creating and/or restoring habitats in the local area.
- 7.67 As mentioned in 7.56 above, the garden village would be unsuitable for the creation of lowland meadow grassland priority habitat (and other high distinctiveness habitats). Similarly, although there are many priority or flagship species that would benefit from the creation of new habitats on site, for example house sparrows, starlings, swifts, common pipistrelle bats and hedgehogs, there are also others that would not use Salt Cross due to the high levels of disturbance and other anthropogenic factors, including priority species such as skylarks and brown hares. The biodiversity net gain approach incorporates the option to deliver some of the target percentage off-site in agreement with the local planning authority, which would enable higher distinctiveness habitats of good target condition to be

created, existing priority habitats to be restored and key strategic connections to be made, for example, within the recovery zone of the Nature Recovery Network (NRN).

- 7.68 Any off-site 'receptor' sites would need to be assessed using the same Defra Biodiversity Metric to ascertain the number of units that would be provided and the implementation of off-site biodiversity net gain must be initiated at the stage of impact rather than at any other stage of development (i.e. leaving it until completion or occupation).
- 7.69 If any element of off-site biodiversity net gain is agreed in meeting the 25% net gain requirement, the Council will seek to ensure that proposals meet the aims and objectives of nearby Conservation Target Areas (CTAs), the restoration and enhancement of designated sites, the delivery of the emerging Nature Recovery Network (NRN), the restoration of priority habitats and species, and/or the creation of new green infrastructure within the local area. As outlined earlier, increasing habitat connectivity and the creation of new suitable habitats for great crested newts (that would also benefit other species) should also be a key element of any off-site biodiversity net gain.
- 7.70 There are several local biodiversity projects that would benefit from any off-site biodiversity net gain contributions from the garden village. An 'Offsetting' Guidance Study carried out by TVERC (January 2020) on behalf of the Council identifies the existing habitats within the garden village site and in the wider landscape in order to shortlist those that are locally important and highlights three key areas of opportunity. These are shown in Figure 7.6, labelled as Areas A, B and C.
- 7.71 Area A is immediately north of the site containing South Freeland Meadows (41F01) and City Farm (41F02) Local Wildlife Sites. A report by Plantlife in 2016 outlined fields immediately adjacent to these as having potential biodiversity value and this may be worth further investigation, particularly in order to buffer the local wildlife sites to minimise disturbance, provide additional habitat creation for farmland birds (including skylarks and lapwings) and, potentially, wildflowers associated with arable cultivation.
- 7.72 Area B lies to the southeast of the garden village and is located within the Oxford Meadows and Farmoor Conservation Target Area (CTA) and immediately adjacent to Wytham Hill CTA, which is a corridor of high quality habitat types and several Local Wildlife Sites, including the Long Mead LWS where an existing project to restore floodplain meadows in the Thames Valley Catchment is located. There are also significant areas of possible priority grassland habitats that could be restored.
- 7.73 Area C is another potential area for management and improvement between City Farm and the Conservation Target Areas, which is within the NRN, indicating the potential for improved connectivity between the two patches of biodiversity opportunity. There are two small patches of possible priority grassland that could form stepping stones between areas A and B or there is a footpath and bridleway offering a promising initial corridor between these areas.

Figure 7.6: Opportunities for off-site biodiversity net gain provision



- 7.74 As a hypothetical example, if 10% biodiversity net gain could be achieved on-site (approximately 57.85 units²⁷) and the remaining 15% requirement was delivered 'off-site', this would equate to approximately 86.77 units. The sum required for 1 biodiversity unit needs to be reasonable in relation to the actual costs that would be required by the developer to re-create habitats such as woodland or semi-improved grassland through site preparation, establishment, management and monitoring, and potentially, the purchase of

²⁷ Based on the TVERC metric assessment of the site using basic habitat data from the PEA only.

land to carry out such measures on, for a minimum period of 30 years. Applying a value of £20,000 per unit would equate to a payment of around £1.7m.

- 7.75 It is anticipated that any financial contribution received towards off-site biodiversity net gain would be paid to a local biodiversity net gain provider such as the Trust for Oxfordshire's Environment²⁸ (TOE). TOE is a registered charity and non-profit company with regulated financial processes and has a vast amount of experience in identifying projects and working with local landowners and communities in the county. Although the Council cannot require developers to use TOE, it has a good track record in Oxfordshire and would be the Council's preferred option.

Policy 9 – Biodiversity Net Gain

Biodiversity will be a prominent feature of the garden village, providing a diversity of wildlife-rich habitats and features within natural green spaces, buildings, formal green spaces and gardens. The impacts on biodiversity must be properly assessed using the mitigation hierarchy with a focus on minimising negative impacts and providing on-site mitigation and only then providing compensation for loss of biodiversity.

Development at Salt Cross will be required to demonstrate an overall biodiversity net gain of 25%. This will be measured using the DEFRA Biodiversity Metric Version 2.0 (or subsequent updated versions).

The main focus of this biodiversity net gain approach will be the garden village site itself through on-site mitigation and enhancement and then off-site enhancements will be sought to make up the total number of biodiversity units required to deliver the full 25%.

The creation of new habitats on-site will be based on the TVERC Habitat Creation Guidance (2020) or any subsequent update.

An appropriate financial payment will be sought by the District Council for the delivery of off-site biodiversity net gain (via an off-site delivery provider) and this will be used to meet the aims and objectives of nearby Conservation Target Areas (CTAs), the restoration and enhancement of designated sites, the delivery of a Nature Recovery Network, the restoration of priority habitats and species, and the creation of new Green Infrastructure within the local area.

Any application should be supported by a Biodiversity Net Gain Strategy or equivalent with a Biodiversity Impact Map, Biodiversity Proposals Map, a full copy of any net gain metric calculations (not a summary), a justification that all the principles within the Good Practice Principles and associated Practical Guide have been met and an indication of how the delivery of on-site net gain will be implemented, managed and monitored. All assumptions applied within the metric must be explicit (e.g. how proposed habitats might look, use of green roofs) within the strategy.

²⁸ <https://www.trustforoxfordshire.org.uk/>

The complete details of all off-site delivery of biodiversity net gain, where the developer takes responsibility for this rather than making a financial contribution to a recognised delivery provider, shall be incorporated into the strategy, including implementation, management and monitoring for a minimum period of 30 years, and details of how this will be audited.

An 'As Built' final biodiversity net gain report will be required to provide a complete audit of the delivery of on-site habitats including in the net gain calculations.

A Biodiversity Mitigation, Compensation, Monitoring and Management Framework, detailing all the mitigation requirements for the development and incorporating details of compensation, including strategies for farmland birds and rare arable wildflowers, the basic details of a monitoring strategy and indications of habitat and species management requirements, is also required as part of any outline application to provide details that can be used by subsequent reserved matters applications to ensure that they are fully compliant with all the necessary mitigation and compensation measures for biodiversity.

Water Environment

- 7.76 Water, and its effective management, is vital to life. It is a precious and finite resource which needs to be protected, not only the sources of water (both surface and underground) and the quality of water, but also the general environment associated with the water system.

National and local guidance and policies (such as Local Plan Policies OS3, OS8, EH7 and EH8 and Eynsham Neighbourhood Plan Policies ENP2 and ENP4a, e.g. on environmental protection, green infrastructure, biodiversity and sustainable construction) are important considerations in order to help achieve the objectives of the Water Framework Directive and actions of the Thames River Basin Management Plan, particularly the requirement to protect and improve the status of water bodies.

- 7.77 Given the importance of the water environment, the Garden Village will be developed and shaped to achieve a healthy water system, using water-sensitive urban design²⁹. A sustainable integrated water management approach will be used to provide integrated solutions, bringing together sustainable water supply, usage and recycling, wastewater disposal, improvement of water quality and flood risk management, in order to better manage water and deliver multiple benefits for people and wildlife (as well as ensure compliance with the required regulations).

²⁹ https://www.susdrain.org/files/resources/ciria_guidance/wsud_ideas_book.pdf

- 7.78 Building with Nature (see Section 6 – Healthy Place Shaping) recognises the relationship between the water environment and development and includes water as a key theme, with a commitment to: improve water quality on site and in the wider area; reduce the risk of flooding; and manage water naturally for maximum benefit.

The West Oxfordshire Water Cycle Study (WCS) provides a strategic approach to the management and use of water, ensuring that the sustainability of the water environment in the District is not compromised. It also identifies any constraints that may be imposed by the water cycle and how these can be resolved, i.e. by ensuring that appropriate water infrastructure is provided to support the proposed development.

- 7.79 The West Oxfordshire Water Cycle Study³⁰ (WCS) raises particular issues in relation to water efficiency, water quality/ wastewater and flood risk for the Garden Village. These are considered in further detail below.

Water Efficiency

- 7.80 The need for water management is especially relevant for West Oxfordshire and the Eynsham area, not just associated with the issue of flood risk but equally water scarcity at times of drought. The area lies within an area of serious water stress, where there are limited water resources and yet a high and growing demand for water. Climate change will exacerbate the situation. Water must be treated as a resource.
- 7.81 Development proposals for the Garden Village will be expected to be ambitious in terms of maximising water efficiency and demonstrate efficient use and recycling of water to minimise water demand. Local Plan Policy OS3 requires a water efficiency design standard limiting average per capita water consumption to 110 litres per person per day in order to help achieve a more sustainable water usage. In 2019 the Royal Institute of British Architects set Climate Challenge Targets³¹, including a water target of 75 litres per person per day.
- 7.82 As the Garden Village is an exemplar development, developers will be encouraged to achieve greater water efficiency than the current 110 litres standard, striving for the 75 litre target. Bioregional³² advise that buildings in the garden village should be completed with fittings to achieve no more than 95 litres per person per day. The standard will be reviewed throughout the lifetime of the development, particularly in light of any changes to Building Regulations and best practice.
- 7.83 Water efficiency measures that should be explored, as part of the water-sensitive urban design, include, rainwater harvesting, grey water recycling and reclamation of treated wastewater.

³⁰ <https://www.westoxon.gov.uk/media/rqwljqf4/env11-west-oxfordshire-water-cycle-study-phase-1-scoping-study-november-2016.pdf>

³¹ <https://www.architecture.com/-/media/files/Climate-action/RIBA-2030-Climate-Challenge.pdf>

³² <https://www.westoxon.gov.uk/media/3iun5iff/area-action-plan-climate-emergency-policy-report.pdf>

Water Quality/Wastewater

- 7.84 The Garden Village lies within the catchment of the River Evenlode. The WCS identifies that the water quality of the Evenlode is currently failing to achieve Good Water Directive status. Agricultural practices and wastewater treatment discharges are two of the main influences on this quality. As the WCS shows that development at the Garden Village will result in an increase in the volume of permitted effluent discharges required at Cassington Wastewater Treatment Works, the treatment works will need to be upgraded.
- 7.85 In order to ensure that development of the Garden Village does not lead to a further deterioration of the waterbody status and actually introduces measures to help achieve a Good status, developers will need, in consultation with Thames Water and the Environment Agency, to undertake a detailed assessment to determine necessary upgrade to the sewerage infrastructure. It is essential that water quality in receiving watercourses from sewage treatment works is improved and pollution incidents, particularly during and following storms, is prevented. A wastewater study should form part of a focused local strategy undertaken to assess the wastewater network capacity and flood risk, including impact on the receiving River Thames (and giving full consideration to the multiple benefits provided by natural flood management techniques and sustainable drainage), and whether quality conditions need to be tightened.
- 7.86 Thames Water have advised that developers need to liaise with them as soon as possible to agree a development and infrastructure phasing plan to ensure that the necessary infrastructure upgrades in wastewater treatment works, wastewater network and water supply (which are likely to be identified through the wastewater study) are delivered ahead of the occupation of the development.

Flood Risk

- 7.87 While the vast majority of the Garden Village site is classed as being at low risk of flooding, there is local concern about flooding within the site and in the area as a whole, with emphasis given in particular to the impact on the Cuckoo Lane and Lower Road areas. As the site lies immediately upstream of Eynsham (which was affected by significant flooding during the Summer 2007 flood event), this concern about flooding is not surprising, particularly with the predicted increase in risk as a result of climate change and with development also taking place to the west of Eynsham.
- 7.88 To avoid negative cumulative impacts of development on flood risk within the site, Eynsham and the wider Thames catchment, development will need to achieve a reduction in greenfield run-off rates, in accordance with Local Plan Policy EW1.

A Level 2 Strategic Flood Risk Assessment (SFRA) (which assesses all sources of flooding, including fluvial, surface water, groundwater and reservoir, and maps the functional floodplain and the potential increase in fluvial and surface water flood risk due to climate change) and a Strategic Sustainable Drainage Strategy provide valuable guidance to inform masterplanning and detailed design of the site, including identifying where and when further assessments are required.

- 7.89 The NPPF and Local Plan Policy EH7 set out a sequential, risk-based approach to flooding. The Garden Village will need to be sequentially designed to avoid areas at high flood risk from all potential sources of flooding and preserve safe access and egress.
- 7.90 As a general principle, given the large size of the site, the significant area available with the lowest risk of flooding (Flood Zone 1) and the need for future-proofing, built development will only take place within Flood Zone 1. Fluvial flood risk is restricted to the floodplain of the northern Evenlode tributary. Surface water flow paths form in extreme events and groundwater flood risk exists in specific areas of the site. These areas at risk of flooding will be protected mainly within the green and blue infrastructure network.
- 7.91 Detailed Flood Risk Assessment (FRA) of the site will be required and should involve consultation with Oxfordshire County Council as Lead Local Flood Authority (LLFA) and the Environment Agency (EA) to determine whether detailed modelling of any ordinary watercourses on the site should be carried out, in order to define the Flood Zones and model the effect of climate change in greater detail. On the advice of the Environment Agency, built development will need to be located outside the 70% climate change fluvial flood extent in order to ensure the garden village is resilient to the effects of increased flood risk resulting from climate change.
- 7.92 The Garden Village site offers real opportunities to provide flood betterment alongside sustainable development. In relation to the water environment, therefore, the Council expects as a minimum the achievement of best practice but will also expect the use of innovative approaches. Such opportunities will need to be discussed with the LLFA and EA as appropriate at an early planning stage. These include:
- The site design must ensure that flows resulting from rainfall in excess of a 1 in 100-year event are managed via exceedance routes that minimise the risks to people and property.
 - All existing watercourses on the site should remain as open channels; the EA has a presumption against the culverting of watercourses. In addition, any other structures encountered on the site which may restrict flow of water should be removed, to allow better management of flood risk, provide amenity space and improve habitats.
 - Any proposed river crossings on the site must ensure they are clear span in design and allow sufficient clearance of flood flows, to prevent future risk of blockage and backing up.
 - Improvements to the capacity of the three culverts which pass beneath Lower Road will reduce the residual flood risks to the sites associated with blockages.
 - Consultation should be undertaken with Thames Water, as sewerage undertaker, and Oxfordshire County Council, as Highway Authority, and opportunities taken to increase the capacity of the sewer network and highway drainage system in Eynsham.

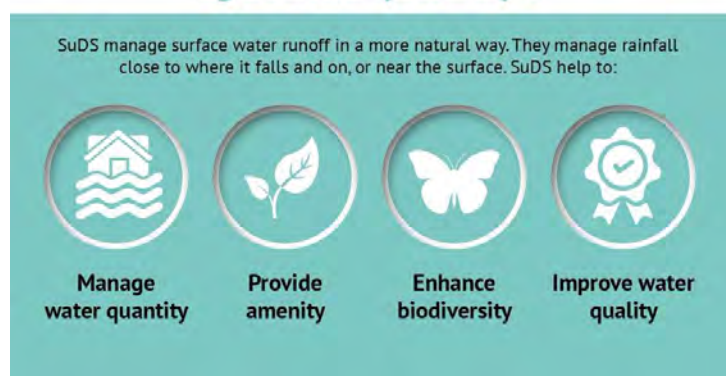
- Existing surface water flow routes must be accommodated within the masterplan and opportunities taken to mitigate these flow routes in order to improve flood risk on adjoining land – particularly to buildings.
- Elsewhere within the catchment of the River Evenlode, a Catchment Partnership approach to flood mitigation is currently underway, using for example Natural Flood Management (NFM) techniques, to help reduce and delay peak flows. A thorough investigation of such initiatives will be expected by developers in relation to the Garden Village, both within the site and the wider catchment.
- The use of exemplar Sustainable Drainage Systems (SuDS) design (see below), delivering multiple benefits for the development (water quality, biodiversity, amenity, green infrastructure) will be expected as an integral part of the development. N.B. The design of SuDS schemes must take into account the seasonally high groundwater table. There are particular opportunities to deliver SuDS with educational and recreational benefits.

Exemplar Sustainable Drainage Systems (SuDS)

The National Design Guide, the NPPF, Local Plan Policies OS3 and EH7 and Eynsham Neighbourhood Plan Policy ENP2 all refer to the need to incorporate sustainable drainage systems. There is widespread local support for the use of multifunctional 'green' sustainable drainage systems.

- 7.93 SuDS are drainage systems that mimic natural patterns to ease surface water run-off, often through storing the water and then releasing it slowly into a watercourse. SUDS techniques include a wide range of potential measures including permeable surfaces (e.g. car parking), swales, basins, attenuation ponds and wetlands. SuDS should be combined with a system to help regulate water flows from roofs to the drainage system and grey water recycling. Installation of green roofs, where soil and plant material are attached to create a living surface, can also reduce water run-off.

What are sustainable drainage systems (SuDS) ?



- 7.94 SuDS techniques should be much more than a technical solution to drainage. The emphasis required for the Garden Village is on multi-functionality, through the use of an exemplar sustainable drainage system, integrating water sensitive design, based on the four pillars of the CIRIA SuDS design manual: designing for water quantity, water quality, amenity and biodiversity. This will help to deliver a climate resilient development with a low carbon footprint and high environmental credentials, contributing to the delivery of 'Garden Communities Qualities' of, for example, healthy places, high quality green spaces, biodiversity and future-proofing and provide opportunities for the integration of blue and green infrastructure in order to maximise multiple benefits. A best practice example from Derwenthorpe York is shown below³³.



- 7.95 An exemplar approach to sustainable drainage is a fundamental element of achieving a high quality network of green and blue infrastructure. As such a network is a requirement of the Garden Village (see Section 6 – Healthy Place Shaping), the use of Building with Nature benchmark standards (which is currently the only GI accreditation process in use) is advocated as a way to demonstrate how this will be achieved. The benchmark incorporates CIRIA's four pillars within its assessment.
- 7.96 In support of the AAP, JBA consulting have produced a Strategic Sustainable Drainage Strategy³⁴ which considers the most appropriate drainage solutions at the garden village based on a natural 'where water will go' based approach.

³³ Source: TCPA (2017) Practical Guides for Creating Successful New Communities – Guide 3 Design and Masterplanning

³⁴ <https://www.westoxon.gov.uk/media/5azobows/sustainable-drainage-strategy.pdf>

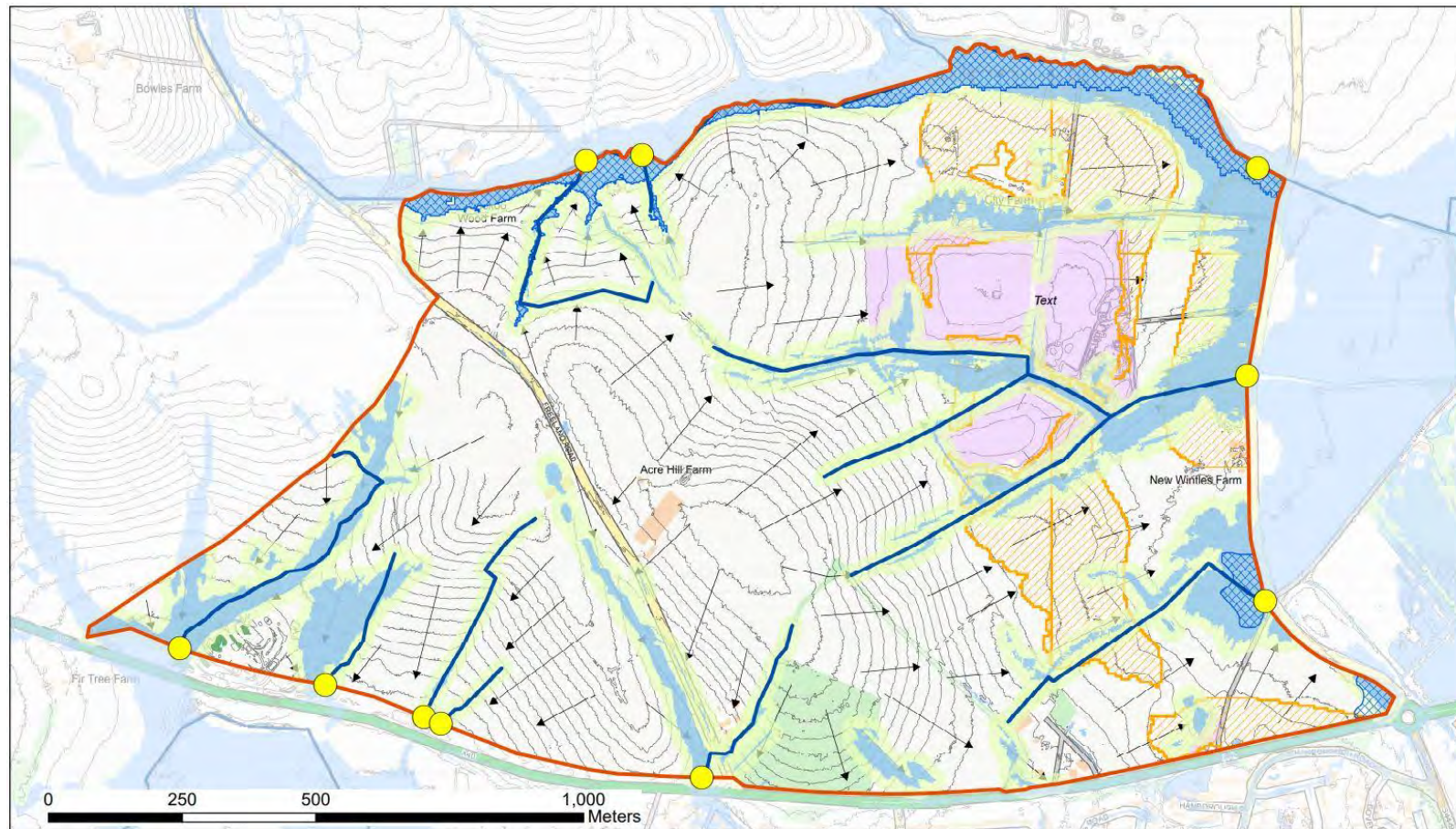
- 7.97 The report identifies a number of important design criteria for sustainable drainage systems as shown in Table 7.1.

Table 7.1 – SuDS Design Criteria

Water quantity – control the quantity of runoff
1 Use surface water runoff as a resource
2 Support the effective management of flood risk in the receiving catchment
3 Protect morphology and ecology in receiving surface waters
4 Preserve and protect natural hydrological systems on site
5 Drain the site effectively
6 Manage on-site flood risk
7 Design in system flexibility / adaptability to cope with future climate change
Water quality – manage quality of runoff to prevent pollution
1 Support the management of water quality in receiving surface waters and groundwaters (pollution prevention strategies, management of spillages, delivery of interception and treatment, sediment retention)
2 Design system resilience to cope with future change
Amenity – create and sustain better places for people
1 Maximise multi-functionality
2 Enhance visual character
3 Deliver safe surface water management systems
4 Support development resilience / adaptability to future change
5 Maximise legibility (visibility)
6 Support community environmental learning
Biodiversity - create and sustain better places for nature
1 Support and protect natural local habitat and species
2 Contribute to the delivery of local biodiversity objectives
3 Contribute to habitat connectivity
4 Create diverse, self-sustaining and resilient ecosystems

- 7.98 It also identifies a number of constraints and potential opportunities for achieving an appropriate, sustainable drainage solution at Salt Cross and how this can tie into the supporting network of green and blue infrastructure. This is shown in Figure 7.7.
- 7.99 A clear, comprehensive strategic surface water management strategy is required for the whole site at the outline application stage, setting out how the development will be carried out in phases, while meeting the design criteria and ensuring the system works, managing strategic storage with plot scale storage and addressing issues of adoption, construction and maintenance. (As Lead Local Flood Authority, Oxfordshire County Council has produced a Standard Advice Statement on surface water and flood risk for major planning applications.)

Figure 7.7 – Sustainable Drainage and Green-Blue Infrastructure Opportunities and Constraints



**Oxfordshire Cotswold Garden Village
Sustainable drainage and blue-green
infrastructure opportunities and constraints**

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- Potential discharge points
- Site Boundary
- Watercourses
- Flood Zone 2 - surface water storage to be located outside this zone
- Surface water flow paths (1 in 1,000-year event)
- Potential blue-green corridors
- Existing pond
- High groundwater flood risk may reduce infiltration potential
- Historic landfill site - water quality implications
- Approx. surface water flow direction

Policy 10 – Water Environment

An ambitious approach to the water environment is expected for the Garden Village and its surrounding catchment, adopting a sustainable integrated management of water that fully incorporates high quality green and blue infrastructure. Achievement of this high quality will need to be demonstrated through the use of Building with Nature standards; at the design stage of development, a Design Award accreditation will be required, and in the following stages the delivery of exemplary Green and Blue Infrastructure will be required through the Full Award – Excellent accreditation.

In terms of flood risk, the OCGV will be required to be sequentially designed to avoid areas at high flood risk from all potential sources of flooding and reduce surrounding flood risk, particularly through the use of natural flood management techniques. The potential impact of climate change will need to be fully assessed, in accordance with Environment Agency's guidance on flood risk and climate change allowances. Built development will need to be located outside the 70% climate change fluvial flood extent. All major planning applications should be accompanied by:

- a) a detailed Flood Risk Assessment, including, where required by the Lead Local Flood Authority and the Environment Agency, detailed modelling of any ordinary watercourses on the site using the most up to date model data to define the Flood Zones and model the effect of climate change;
- b) an assessment of opportunities to provide flood betterment;
- c) evidence on how a water sensitive design approach is being incorporated; and
- d) an exemplar sustainable drainage system (SuDS), as part of a comprehensive SuDS strategy, making extensive use of diverse SuDS features to provide multi-functional benefits, in particular achieving net biodiversity gain, and giving details of delivery, future management and maintenance.

Using a methodology first agreed in writing by the local planning authority, the SuDS features will need to be informed by up to date information obtained through:

- i) Infiltration testing;
- ii) Groundwater monitoring;
- iii) Contaminated land surveys;
- iv) Local data and watercourse survey to calculate greenfield run-off rates for sub-catchment areas; and
- v) An outline drainage strategy to include an assessment of storage volumes.

In terms of water demand, an assessment is required of the impact of development on water demand. Evidence will be needed on how water efficiency is being maximised, including compliance with Local Plan Policy OS3.

For wastewater and water quality, a focused local strategy is required to be undertaken and submitted with the outline planning application, based on an assessment of the wastewater network capacity, highway drainage systems, water quality conditions and flood risk, including impact on the receiving River Thames. The strategy should set out details of a comprehensive waste water conveyance and treatment solution for the Garden Village, the phasing of new waste water and highway drainage infrastructure and measures to ensure there will not be an adverse impact in water quality or an increase in the risk of sewer flooding as a result of waste water flows from the development. Opportunities should be taken to improve water quality, including through the use of SuDS, to ensure the discharge of clean water into watercourses.

Environmental Assets

- 7.100 The protection and enhancement of the environment is an overriding objective of national and local planning policy and one of the principles underpinning garden communities. In general, West Oxfordshire's environment is of high quality. Air and water quality tends to be good and land contamination limited. In addition, the rural nature of the District means there are still areas of relative tranquillity and low levels of light pollution. These characteristics apply to much of the Garden Village site.
- 7.101 Development has the potential to affect the quality of land, soil, air and water which, in turn, impact upon amenity, public health, biodiversity and quality of life. Local Plan Policies OS3 and EH8 set out the Council's general approach to environmental protection. This section of the AAP provides further guidance that is particularly relevant to the Garden Village. N.B. Although the section below focuses on specific environmental assets, it is important that they are considered holistically. For example, measures to address traffic-generated noise from the A40 should also consider vibration, air and light pollution. Similarly, when planning landscaping and green infrastructure, consideration should be given to the planting of particular trees and/or installation of green walls and screens that will act as barriers to roads and mitigate pollution, for instance through trapping particulate matter.
- 7.102 The Government's 25 Year Environment Plan sets out 'goals for improving the environment within a generation and leaving it in a better state than we found it.'

Air Quality

- 7.103 The Government intends to achieve clean air through, for example, imposing legally binding targets to reduce emissions of specific damaging air pollutants and ending the sale of new conventional petrol and diesel cars and vans. The NPPF requires planning policies and decisions to sustain and contribute towards compliance with relevant limit values or national objectives for pollutants and opportunities to improve air quality or mitigate impacts.
- 7.104 There is increasing evidence showing a correlation between poor air quality and respiratory illness, heart disease and asthma.

- 7.105 In West Oxfordshire, while air quality is generally good, there are specific areas experiencing problems, mainly attributable to road transport. Consultation responses to the Garden Village proposal have highlighted concerns about air quality as a result of traffic on the A40. Addressing air quality issues will, therefore, be complementary to the wider Garden Village and sustainable development aims of reducing the need to travel, achieving a modal shift towards walking, cycling and the use of public transport, a reduction in transport emissions and addressing climate change.
- 7.106 Local Plan Policies OS3 and EH8 seek to achieve improvements in air quality, in line with National Air Quality Standards. Such standards will apply to the development at the Garden Village. Consideration will need to be given to the impact of development on air quality by both the operational characteristics of the development and the traffic generated by it. The cumulative impact of development will also need to be assessed. An air quality assessment will be required to accompany the outline planning application and subsequent applications for major development proposals, following up to date best practice (for example, the Institute of Air Quality Management's 'Guide to the assessment of air quality impacts on designated nature conservation sites' (2019)³⁵).
- 7.107 In addition to an assessment of the effects of development on local air quality within and adjoining the site, developers will need make an assessment of wider impacts on air quality, such as on the Air Quality Management Area (AQMA) at Witney (assessing construction-related activities and traffic-related impacts on the existing and proposed residential properties and sensitive ecological sites) and on, in particular, the internationally important Oxford Meadows Special Area of Conservation for which air quality, mainly associated with traffic, has been identified as a significant issue. Developer will need to consider whether detailed air quality modelling would be needed to inform an appropriate assessment.
- 7.108 The AAP and the development of the Garden Village will be assessed in accordance with the Habitat Regulations Assessment (HRA) (Local Plan Policy EH3 and Eynsham Neighbourhood Plan Policy ENP4a). Comprehensive and thorough information must be submitted with planning applications to enable the local planning authority, as competent authority, to carry out HRAs. Given the scale of the development it would be pertinent for applicants to produce shadow HRAs which the planning authority can review and adopt.

Artificial light

- 7.109 External lighting can perform a wide variety of functions from floodlighting of sports activities, to illuminating important buildings, to improving highway safety. The multiple needs for lighting within the Garden Village should be balanced against any adverse impact lights might have, for example, the direct and indirect impacts on the natural environment, especially on designated sites, priority habitats and species and nocturnal wildlife such as bats, great crested newts, badgers and hedgehogs. The NPPF states that the impact of light pollution from artificial light on local amenity, intrinsically dark skies and nature conservation must be limited.

³⁵ <https://iaqm.co.uk/text/guidance/air-quality-impacts-on-nature-sites-2019.pdf>

- 7.110 There is increasing evidence that lighting can have negative effects on human health. Light pollution is, for example, linked to obesity, reduced sleep quality, depression and impaired memory. In addition, street lighting can add to streetscape clutter and contribute to CO2 emissions. Conversely, dark streets can contribute to the fear of crime and result in social isolation and loneliness.
- 7.111 It is important, therefore, that detailed consideration is given to the issue of lighting at each stage of the Garden Village's development, both within the village and within the wider area. Consideration of the impact of lighting needs to include an assessment upon the visual character of the area, the 'night sky', local amenity and the 'environmental credentials' of the lighting (e.g. through use of locally generated energy). Development proposals must seek to minimise and properly mitigate any harmful impacts. (Local Plan Policies OS4, EH2, EH3, EH6 and EH8 are particularly relevant.) In terms of the natural environment, a sensitive lighting strategy will be required to identify how disturbance from lighting will be limited.

Noise

- 7.112 Noise can have an adverse effect on the environment and on the health and quality of life enjoyed by individuals and communities. The proximity of the garden village site to the A40 (and the busy country roads of Cuckoo Lane and Lower Road) means that traffic-generated noise is an important consideration. In addition, the former David Einig aggregate recycling facility, has the potential for noise issues and so too disturbance during the construction of the village.
- 7.113 As a general principle, significant and intrusive sources of noise should be kept away from properties and areas sensitive to noise. Where segregation is not possible, noise nuisance must be reduced through mitigation and design measures such as locating amenity areas behind buildings, the use of bunding and acoustic barriers and the establishment of landscape buffers.
- 7.114 The issue of noise must be addressed at each stage of the Garden Village's development. A detailed noise assessment will need to be undertaken, along with acoustic modelling, to guide the site layout and design. In addition to traffic-generated noise, the assessment will need to include the impact of existing uses, such as the external maintenance of show equipment at Cuckoo Wood Farm, the recycling of aggregate and the businesses around and including the petrol filling station at the southern edge of the site on the A40, the potential requirement for acoustic barriers, or the equivalent, and the full extent of setback distances.

Contaminated land/Ground conditions

- 7.115 As West Oxfordshire has not been an area of heavy industry, contamination of land is not a major issue. There are, however, pockets of contamination and these could pose a threat to the health of future users of a site and to the surrounding environment.

- 7.116 As the majority of the Garden Village site comprises open greenfield land in agricultural use, the geo-environmental risk is considered to be of very low. Overall, the geology of the site is benign but former historic land uses include localised mineral extraction (sand and gravel) in the eastern area which have subsequently been restored by landfilling to agriculture. These landfills may be an issue, as well as the mineral safeguarding designation. Some selected areas may have potential soil/gas contamination present, such as the areas around the farms, petrol filling station and electrical substation. The degree to which this becomes a development constraint will depend on the nature and extent of the contamination and the nature of the proposed development.
- 7.117 In accordance with the NPPF and Local Plan Policy EH8, therefore, the potential sources of contamination within the Garden Village site will need to be investigated, risk assessed and, if necessary, remediated. A Preliminary Risk Assessment (PRA), including site reconnaissance and providing an initial conceptual site model to demonstrate possible pollutant linkages, will be required. Using the findings of the PRA, a comprehensive site investigation will then be required to refine the Conceptual Site Model and inform the design response for the site. An intrusive investigation will be required in order to clarify the anticipated ground conditions. The investigation should focus on areas of particularly uncertain ground conditions, e.g. landfill areas and farms, although baseline conditions within the 'greenfield' areas will also need to be determined.
- 7.118 An assessment of the landfills is required to investigate and monitor the landfill gas, contamination and content (bricks, concrete, soil, etc.). Monitoring of landfill gas in particular should continue for at least 6 months to establish the local ground gas regime. The landfill fringes should also be investigated to determine the extent of landfill gas migration from the landfill area. In addition, a ground investigation strategy will need to be prepared.

Agricultural land quality/soil

- 7.119 The Government's 25 Year Environment Plan contains the goal of using resources from nature more sustainably and efficiently which includes addressing soil management and the use of agricultural land, protecting our best farmland. The NPPF states that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality should be preferred to those of higher quality. Local Plan Policy OS3 requires the prudent use of soil resources and Eynsham Neighbourhood Plan Policy ENP4a states that development should seek to protect the best and most versatile agricultural land, unless demonstrably impractical.
- 7.120 Agricultural land in England and Wales is graded between 1 and 5; Grade 1 land is the highest quality with very minor or no limitations to agricultural use, and Grade 5 is very poor quality land, with severe limitations. Grade 3 land is subdivided into Subgrade 3a (good quality land) and Subgrade 3b (moderate quality land). Land which is classified as Grades 1, 2 and 3a is defined in the NPPF as best and most versatile agricultural land. Most of the Garden Village site is classed as Subgrade 3b (almost 70% of the site), with the remaining area Subgrade 3a (12%) and Grade 2 (18%) predominantly in the east.

- 7.121 Agricultural land quality and soil information can help to inform the site uses and layout. For example, in order to avoid the loss of high grade land, many of the proposals to provide healthy on-site food choices through local food production (on a community farm, smallholdings, community gardens, allotments and orchards, etc. – the ‘Growing Areas’) could be located on the best and most versatile land within the east of the site, including around City Farm.
- 7.122 Information on geology and soil structure is particularly useful in assessing the suitability and design of sustainable drainage systems. It can also influence the species mix in the structural and amenity landscaping.
- 7.123 Local Plan Policy OS3 draws attention to Defra’s Code of Practice on sustainable use of soils which provides advice on the protection of soil resources for the construction sector.

Minerals

- 7.124 The eastern part of the Garden Village site lies within a Strategic Resource Area and a Mineral Safeguarding Area for Sharp Sand and Gravel. As the Garden Village is an adopted allocation for development, the County Council does not require the minerals to be extracted prior to development. However, the development of the site will need minerals in its construction and consideration should be given to the use of these local resources, not least in order to minimise the transportation distance of these raw materials.

Policy 11 – Environmental Assets

In the planning, design and delivery of Salt Cross, development which is likely to cause pollution or result in exposure to sources of pollution or risk to safety must incorporate measures to minimise pollution and risk to a level that provides a high standard of protection for health, environmental quality and amenity (in accordance with Local Plan Policy EH8 and OS3 and Eynsham Neighbourhood Plan Policy ENP4a).

The following reports are particularly important and will be required to accompany the outline planning application:

- An air quality assessment, assessing the impact of the operational characteristics of the development, the traffic generated by it and the cumulative effects on local air quality and wider air quality, including specifically the Witney Quality Management Area and the Oxford Meadows Special Area of Conservation, in accordance with up to date best practice.**
- A lighting strategy, giving detailed consideration to the issue of lighting both within the village and within the wider area, including measures to mitigate any harmful impacts, particularly with regard to protecting the darkness of rivers, watercourses and other ecological corridors, and identifying opportunities to provide appropriate lighting to enhance the character, function and use of different parts of the community.**
- A detailed noise assessment report, based on acoustic modelling and having considered traffic-generated noise and existing uses within the immediate area of the site, to guide**

the site's development and to include details of potential mitigation measures, such as acoustic barriers and setback distances.

- In relation to ground conditions and contamination, a ground investigation strategy, a Preliminary Risk Assessment, conceptual site modelling and intrusive investigations to inform site design.

- A soil management strategy, produced in accordance with the government's code of practice on the sustainable use of soils.

Careful consideration needs to be given in particular to the southern boundary of Salt Cross, including Eynsham Wood, and its relationship with the A40, especially in terms of measures required to mitigate noise, air, vibration, water and light pollution,

Conserving and enhancing the historic environment of Salt Cross

- 7.125 West Oxfordshire is fortunate to benefit from an extremely rich and varied historic environment. This is reflected in the vision of the Local Plan 2031 which seeks to provide a network of safe, inclusive, vibrant, well-connected and prosperous market towns and villages within a healthy, attractive, historically and biodiversity rich environment.
- 7.126 The garden village forms an important part of the District's rich heritage and in accordance with national policy the historic environment of the site and its surrounds must be conserved and enhanced through the AAP and any subsequent master-planning and design decisions. This is reflected in Policies EH9 – EH16 of the West Oxfordshire Local Plan and Policy ENP14 of the Eynsham Neighbourhood Plan.
- 7.127 The NPPF is clear that a pro-active approach should be taken, with plans such as the AAP needing to set out a positive strategy for the conservation and enjoyment of the historic environment, taking into account:
- The desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
 - The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - Opportunities to draw on the contribution made by the historic environment to the character of a place.
- 7.128 In this section of the AAP, we first provide a brief overview of the garden village site in terms of its historic importance before moving onto consider the potential opportunities presented by development of the site. This is consistent with paragraph 200 of the NPPF which 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.

What do we know about the historic environment of Salt Cross?

- 7.129 An understanding of a site's history and heritage assets provides opportunities to acknowledge and respect these features within development proposals. In order to better understand the historic environment of the area and so inform the master-planning of the garden village, consultants (LUC) were commissioned to undertake a strategic historic environment assessment of the garden village site.
- 7.130 The LUC report³⁶ considers the significance of heritage assets within and near the site, the risk of harm from development and potential opportunities for positive enhancements to be made.

Designated Heritage Assets

- 7.131 Heritage assets may be classed as 'designated' or 'non-designated'. Designated heritage assets have statutory protection and include Conservation Areas, Scheduled Monuments, Listed Buildings and World Heritage Sites.
- 7.132 Within the garden village site, there are four Grade II listed buildings, all related to City Farm.



- 7.133 The report identifies that very little meaningful setting change is anticipated in relation to other designated assets in the wider area.

³⁶ Add weblink

Non-Designated Assets

- 7.134 There are sixteen non-designated assets identified in the LUC Study, including a number of historic pathways/ tracks/ roads and hedgerows that are historically important and the suggested remains of a deserted medieval village known as Tilgarsley which was purportedly depopulated during the Black Death and abandoned by 1349.



- 7.135 The site also contains a number of non-designated archaeological assets including potential Bronze Age land uses which may be significant.

Landscape character

- 7.136 The historic environment is not limited to the built environment and archaeological sites, but includes landscapes, both rural and urban, identified as having a degree of significance by virtue of their historic, archaeological, architectural, cultural or artistic interest: all contribute to local identity³⁷.
- 7.137 In this respect, the site falls within the Wychwood Project Area which aims to restore the landscape character and mix of habitats associated with the ancient Royal Hunting Forest of Wychwood. Once part of the Royal Hunting Forest of Wychwood, much of the area was enclosed during the 18th and 19th century, leaving a legacy of medium sized, often irregular shaped fields, defined by networks of mature hedges. In some parts of the area, fields have been enlarged and hedges removed, creating a much more open lowland valley landscape. There are, however, a few woodlands (one or two ancient in origin), woodland belts and hedges with field boundary trees, together with more recently planted woodlands (e.g. the Woodland Trust's Millennium Wood). More extensive woods and parkland are associated with New Wintles Farm and Eynsham Mill to the east.
- 7.138 The western half of the site comprises late 18th to 19th century piecemeal enclosure and 19th century reorganised enclosures, which are common types for the area. These surround Acre Hill Farm and Evenlode Farm, both of which date to the 20th century. There is an area of modern woodland plantation to the south of Evenlode Farm.
- 7.139 Most of the eastern half of the Garden Village site comprises fields created as a result of parliamentary enclosure in the 19th century. These partially enclose farmsteads – the 19th century City Farm (sited along the northern perimeter) and the 20th century New Wintles Farm (sited along the eastern perimeter). Between the two is a former gravel pit which has been landfilled with waste.

³⁷ West Oxfordshire Local Plan paragraph 8.81.

- 7.140 The planned and reorganised enclosure implies a high degree of relatively modern agricultural adaptation of the landscape, but significantly, much of the earlier historic landscape still remains legible. There is an opportunity to create woodland structure and landscapes that references the legible historic landscape, the historic designed landscapes of Eynsham Hall Park and Blenheim Park, and references the character of Wychwood Forest.

Conserving and enhancing the historic environment of Salt Cross – What are the opportunities?

- 7.141 Development at Salt Cross presents a number of positive opportunities which we are keen to embrace. This section outlines the key opportunities, drawing on a combination of the LUC report recommendations and consultation responses to date which generally support the view that development at Salt Cross should enable us to better understand the past and reveal the significance of heritage and cultural assets.

Designated assets within Salt Cross

City Farm

- 7.142 There are four Grade II listed buildings at City Farm and the LUC report identifies that these are at risk of physical and setting change.

Opportunities: To avoid harm to these assets, the listed buildings and their spatial relationship must be retained along with other key elements of their setting that contribute to their heritage significance (e.g. the surrounding agricultural land and the network of pathways). A number of consultation responses have suggested that an agricultural setting to the listed buildings could potentially be used for community food production.

Other designated assets

Eynsham Hall and Church Hanborough Conservation Area

- 7.143 The LUC report identifies very little meaningful setting change in relation to other designated assets in the wider area of Salt Cross. It does however highlight the potential impact of development on Eynsham Hall through inter-visibility which could arise through the provision of taller buildings at Salt Cross, as well as the relationship between the site and Church Hanborough Conservation Area to the north including key views of the Church of St. Peter and St. Paul.

Opportunities: Masterplanning at Salt Cross will need to take account of potential inter-visibility with Eynsham Hall as well as the importance of protecting and enhancing key views including those towards Church Hanborough through for example the retention of public rights of ways within the site and their sightlines towards the church.

- 7.144 As the agricultural and rural settings of Eynsham Hall and Church Hanborough Conservation Area contribute to their heritage significance, any future potential expansion of the garden village would need to be carefully considered.

Non-designated assets

- 7.145 A total of 16 non-designated assets have been identified within the garden village site including a number of historic pathways/ tracks/ roads and hedgerows, the site of a Bronze Age Barrow Complex recorded at New Wintles Farm, an area of cropmarks to the west of New Wintles Farm and in the north-west area of the site, a substantial hollow way leads to an area of earthworks (banks and hollows) and soilmarks, suggested to form the remains of the deserted medieval village at Tilgarsley, which was purportedly depopulated during the Black Death and abandoned by 1349. The remains identified here are thought to comprise a village green surrounded on all sides by houses, accessed via a hollow way.



- 7.146 The historic lane leading to Tilgarsley through the site is still legible as an earthwork visible as a public footpath now follows its route.



Opportunities: Historic pathways/ tracks/ roads and hedgerows should be retained as far as possible within any future development. This would contribute to fostering a sense of place by providing some time depth in the development and may also be beneficial in terms of ecology and healthy living, by providing walking/ cycling access to green spaces beyond the settlement.

The manor and village of Tilgarsley sets a historical precedent for a settlement adjacent to Eynsham and offers a focus that can also be used to help create a distinct sense of place at Salt Cross. The vernacular historic landscape and features therein can also be used to inform the master planning process to create a sense of place and deliver other benefits. Consultation feedback on the AAP demonstrates support for shaping the garden village, in part, by the significance of its heritage and cultural assets.

There is an opportunity for increasing public understanding of the history of the site including Tilgarsley and other heritage assets, not just through their further investigation but also via the creation of an outdoor education/heritage facility, heritage trail and open days during any archaeological investigation.

The possibility of other archaeological remains of interest also raises the potential for the creation of a trail with information boards and reconstructions such as the Eynsham Abbey Fishponds trail. This trail could follow the Salt Way which is an ancient Roman road and would further encourage active travel and a sense of pride in the area by understanding its history.

Consultation feedback has revealed strong support for presenting and interpreting the results of excavations and increasing the appreciation and understanding of, and access to, heritage assets. Particular support has been expressed for the provision of community space centred on the site's archaeological and cultural heritage with intergenerational community learning/activities and spaces and active engagement with site histories integrated into the local primary and secondary schools in terms of projects and curriculum links.

Archaeological Potential

- 7.147 The gravel deposits recorded within the eastern half of the site are a known focus for settlement, as indicated by the recorded prehistoric and early medieval activity. In the west of the site, many of the fields have been reorganised and amalgamated and as such, there is a good potential for former field boundaries and other low value medieval and post-medieval agricultural features.

Opportunities: It will be critical for a programme of archaeological work to evaluate the significance of these assets and to inform a mitigation strategy. The possible Tilgarsley medieval deserted village and its hollow way and earthwork remains could potentially be of high value, although not currently designated, and may require preservation in-situ. Assuming that preservation in-situ is required, then the area including this asset could be demarcated as strategic open land, in which no ground intrusive work, vehicular movement, etc. is permitted.

Remains of lesser value may be 'preserved by record'. Depending on their value this could entail full excavation and recording or an archaeological watching brief. Any programme of work would also be designed to clarify the potential for any hitherto unknown heritage assets and the evidence of the past environments of the site which may be high given the recorded presence of alluvial deposits and river terrace gravels.

Wider landscape character

Opportunities: Development at Salt Cross provides the opportunity to take positive cues from the existing geology, built / natural fabric of the area and to reflect the wider landscape character and setting of the site through an appropriate, landscape-led approach to development including a comprehensive green network of spaces/ corridors for residents to enjoy and to access to the wider countryside.

Policy 12 - Conserving and enhancing the historic environment of Salt Cross

Development proposals at Salt Cross will be required to conserve and enhance the historic environment of the site and its surroundings.

A pro-active approach must be demonstrated in the form of a Conservation Management Plan which should consider the significance of relevant heritage assets, identify how new development can make a positive contribution to local character and distinctiveness and examine and outline a suitable and appropriate strategy for future use, management and maintenance of the heritage assets with the purpose of conserving and /or enhancing their significance.

In particular, this should include:

- **Retention of the listed buildings at City Farm and their spatial relationship along with other key elements of their setting that contribute to their heritage significance (e.g. the surrounding agricultural land and the network of pathways);**
- **Consideration of potential inter-visibility with Eynsham Hall;**
- **Protection and enhancement of key views including those towards Church Hanborough;**
- **Retention of historic pathways/ tracks/ roads and hedgerows;**
- **Using the historic importance of the site and its heritage assets to contribute towards a distinct 'sense of place';**
- **Increasing public understanding of the history of the site through further investigation and the creation of an outdoor education/heritage facility, heritage trail and open days during any archaeological investigation;**
- **A programme of archaeological work to evaluate the significance of these assets and to inform a mitigation strategy including preservation in situ as appropriate;**

- **Reflecting the wider landscape character and setting of the site through an appropriate, landscape-led approach to development including a comprehensive green network of spaces/ corridors.**

Movement and connectivity

GV Principle 5:

‘A wide range of local jobs in the Garden Village within easy commuting distance of homes’

GV Principle 8:

‘Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods’.

GV Principle 9:

‘Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport’.

Movement and connectivity – ‘At a glance’

What you’ve told us:

The A40 suffers from severe congestion, particularly at peak times and there is a significant concern that the garden village will exacerbate the situation, not only on the A40 itself but also on the surrounding roads through local villages. It is vital that the use and impact of the private car is kept to a minimum and that a genuine ‘modal shift’ towards active travel (walking, cycling, riding) and public transport is achieved, particularly for short journeys and to key destinations including Eynsham, Hanborough Station, Witney and Oxford. Safe and convenient crossing of the A40 is critical to the successful integration of the garden village with Eynsham. We also need to recognise that people will move around in very different ways in the future and that the garden village should be ‘future proofed’ as far as possible.

What are we seeking to achieve?

A sustainable community where active travel (including walking, cycling and riding) and public transport are the modes of choice, supported by high levels of digital connectivity embedded into the design and delivery of the garden village to enable home working and reduce the need to travel. The garden village will, through best practice design principles, facilitate and encourage active and healthy travel within intergenerational communities, adopting a ‘future-proofed’ approach which is able to respond to technological and societal change, whilst supporting the wider A40 corridor improvements that are currently being progressed.

What are we seeking to avoid?

A car dependent settlement which is based on the needs of car users rather than pedestrians, cyclists, and equestrians and those wishing to use public transport, leading to excessive reliance on the car and unnecessary journeys including potential ‘rat-running’ through the garden village and surrounding villages. There is also a need to ensure that development of the garden village does not undermine the benefits of the A40 corridor improvements currently being progressed.

What are our core objectives?

- GV17 To reduce the overall need to travel outside of the Garden Village by providing a balanced and sustainable mix of uses within Salt Cross so that the majority of everyday needs of all people can be met locally.
- GV18 To foster an environment in which active and healthy forms of travel (walking, cycling and riding) are the ‘norm’ based on the concept of accessible and walkable neighbourhoods, facilitating simple and sustainable access to jobs, education, leisure opportunities and services.
- GV19 To provide integrated, high quality and convenient public transport choices centred on the Sustainable Transport Hub (incorporating the proposed Park & Ride), associated improvements to the A40 and proposed enhanced train services on the North Cotswold Line with associated station improvements at Hanborough Station.
- GV20 To provide safe and convenient public transport and active travel connections within Salt Cross and the wider area, in particular to Eynsham, Hanborough Station and the open countryside, and further afield to Witney, Oxford and beyond.

- GV21 To make the most effective use of all available transport capacity through innovative and smarter management of the network.
- GV22 To anticipate, reflect and capitalise on changing travel trends and habits including greater use of home-working and the move towards low carbon technologies as well as shared, connected and autonomous means of travel.

What are our policies?

Policy 13 – Movement and Connectivity Key Design Principles

Policy 14 – Active and Healthy Travel

Policy 15 – Public Transport

Policy 16 - Reducing the Overall Need to Travel including by Car

Policy 17 – Road Connectivity and Access

How will we measure success?

Indicators to include:

- Trip generation – internal and external trips (different modes)
- Mode split – internal and external trips
- Air quality
- Traffic speeds
- Repurposed car parking spaces

8. Movement and Connectivity

Introduction

- 8.1 For Salt Cross to be a truly sustainable place, its design and supporting transport infrastructure must encourage and facilitate healthy, active and low carbon forms of travel including walking, cycling, horse riding and the use of public transport. The differing transport needs of people of all ages and the mobility impaired, must inform all design decisions to ensure delivery of an integrated, inter-generational development which sees families, couples, individuals and others moving and living alongside each other harmoniously, within a strong community.
- 8.2 The mixed land uses within Salt Cross will provide a range of employment, education, retail and leisure opportunities for residents living in their new homes including potential 'co-working' spaces. This will enable 'containment' of trips i.e. short trips to be undertaken within the Garden Village to meet daily needs which in themselves are well-suited to the use of sustainable transport modes. This containment of trips will in turn minimise the number of vehicles using the external road network, including the A40.
- 8.3 Salt Cross will also benefit from the significant public sector investment that has been allocated to deliver sustainable transport infrastructure along the A40 corridor including eastbound and westbound bus lanes; improved cycling and walking connections; capacity improvements between Witney and Eynsham; and a new Park & Ride site located within the garden village site which will form the focus of a new 'Sustainable Transport Hub.' This new infrastructure and associated bus service improvements will greatly improve the attractiveness of sustainable travel options relative to the car for journeys along the A40. Salt Cross will also benefit from proposals to enhance the train service at nearby Hanborough Station, providing opportunities for local and longer-distance travel by train, including direct rail links to South Oxfordshire, the Thames Valley and Central London. Collectively, these measures present a significant opportunity for ensuring sustainable travel behaviours are embedded and adopted by residents of Salt Cross from the outset.
- 8.4 It is essential that the Movement and Connectivity Strategy for the Garden Village pro-actively discourages use of the car, particularly given the congestion challenges along the A40 and on surrounding roads. Indeed, future proposals being considered within Oxford City including a workplace parking levy; new traffic restrictions within the city centre and Eastern Arc; and measures to prioritise bus movements, will also discourage people from driving along the A40.

Key Principles – Movement and Connectivity

- 8.5 The Movement and Connectivity Strategy set out in this section of the AAP is guided by a number of high-level Key Principles, as detailed in Figure 8.1.

Figure 8.1 – Movement and Connectivity Strategy – Key Overarching Principles

Movement and Connectivity Strategy: Key Overarching Principles

Connectivity within the Garden Village:

- **Movement within the site must be prioritised for sustainable modes:** Walking, cycling and bus must be the modes of choice for travel around the Garden Village – in preference to using a car. The needs of the mobility impaired must also be at the forefront of site and street design.
- **Roads within the Garden Village must be designed such that rat-running through the site to avoid the congested A40 is discouraged** whilst at the same time enabling excellent access and penetration of the site by bus. Innovative and effective mechanisms for achieving this, for example through extending innovative Connecting Oxford initiatives, should be considered if monitoring indicates that such deterrents are required.
- **It should still be possible to travel around and through the site by all modes** in order to:
 - Discourage use of the A40 by Garden Village residents who do need to travel by car between the residential areas in the east of the Garden Village, and employment, education, leisure facilities and the Sustainable Transport Hub (Park & Ride site) located in the west of the Garden Village.
 - Minimise rat running from the A40 and along Cuckoo Lane via Freeland and the A4095.
- **The design of the Garden Village must ensure permeability of walking and cycling routes;** routes should not necessarily follow roads but should provide the best balance between short, safe and attractive routes in order to link key destinations.

Connectivity with existing Eynsham Village

- There will be significantly increased demand for people to travel safely and seamlessly between Salt Cross, existing Eynsham Village and the proposed West Eynsham Strategic Development Area, by walking, cycling and riding. The provision of safe and effective connections for pedestrians, cyclists and other non-motorised movements across the A40 at Eynsham will be essential.
- Given the volume of traffic travelling along the A40, the proportion of HGVs, and the demand from school children to access secondary education facilities to be split between Salt Cross and existing Eynsham, a grade-separated crossing (underpass) between Old Witney Road and Cuckoo Lane shall be provided. The grade-separated crossing will be supported by additional appropriately-sited, at-grade crossings along the A40 in the vicinity of the Garden Village.

Connectivity with the wider area

Good walking, cycling and public transport connections must be provided to the wider area including Hanborough Station, Oxford, Witney and beyond.

- 8.6 It is essential that these key principles are embedded in all stages of the design and delivery of Salt Cross if we are to successfully move away from the current reliance which is placed on the private car and towards more sustainable modes of travel.
- 8.7 In developing the Movement and Connectivity Strategy for Salt Cross it is particularly important to consider the future impacts of social change on how and why people travel. Changes in the nature of working and shopping, new technologies and behaviours, working from home opportunities and the sharing economy are already having an impact on how transport is planned and used and this has been brought into even sharper focus in light of Covid-19.
- 8.8 As society moves forward, cars powered by fossil fuels and internal combustion engines will be replaced by shared, connected, electric and autonomous vehicles; new technologies will result in goods being delivered to people's houses in different ways; and people will continue to produce and use more data than ever before, with significant implications for transport and how and when people choose to travel. Travel behaviours, particularly those of young people, are already shifting, with car use and ownership less prevalent amongst younger cohorts than in the past. This is mirrored by their greater openness to the sharing economy which new technology will increasingly facilitate.
- 8.9 It is essential that as build-out of Salt Cross takes place, there is flexibility and future-proofing within both the transport infrastructure to be delivered and the design of spaces, to respond and adapt to societal and technological changes; greater or mainstream adoption of current innovations such as connected and autonomous vehicles; and disruptions. There cannot be an assumption that current patterns of travel and car use will continue unchecked, and the approach taken towards movement and connectivity at the Garden Village must reflect this.

POLICY 13 - MOVEMENT AND CONNECTIVITY KEY DESIGN PRINCIPLES

The Garden Village must be a place where streets, through high quality design, lead to greater economic and social well-being and improved health for residents, by creating an environment for healthy lifestyles, sustainable travel and a zero carbon economy. A design-led approach that prioritises people rather than vehicles, including car free zones and shared spaces, must be adopted to instigate cultural / behavioural change.

The following principles should govern the design of streets within Salt Cross:

- **Movement and access:** All movement corridors must be secure, safe and welcoming for all, including the elderly and disabled.
- **Sustainable travel:** Walking and cycling must be promoted as the preferred first choices of transport, reducing the impact on the environment and minimising carbon, NOx and particulate emissions.
- **Diversity:** Streets should provide variety, choice and sensory richness.
- **Ease of movement:** All areas of the Garden Village must be easy to get to and move through for all, and encourage physical activity.

- **Legibility**: All areas of Salt Cross should be easily understood and include a clear hierarchy of routes, streets and spaces. Wayfinding should encourage walking and cycling, by showing the time of the shortest route to bus stops, community facilities and Hanborough Station.
- **Adaptability**: The need for change as travel behaviour and technology evolves must be anticipated as far as is reasonably possible.
- **Designing for future maintenance**: Streets and spaces must be designed such that their quality can be easily and cost-effectively maintained over time and materials must age well, with good climate resilience.
- **Good streets and spaces**: Streets should be created to act as attractive outdoor spaces.

Active and Healthy Travel

- 8.10 Active and healthy travel including walking and cycling, must be promoted as the most attractive forms of local transport at Salt Cross. Routes should be easily accessible for all including wheelchair, pushchair and adapted bike users, to ensure that the aspirations of the Garden Village to be an active, inter-generational development are realised. The requirements of people with sensory-needs e.g. visual and hearing impairments must also be considered. The needs of horse riders will also be important, ensuring that bridleways in the area are accessible and well-connected.
- 8.11 Walking and cycling must be at the heart of all design decisions – from strategic master planning of the site through to the design of individual homes. This will support a reduction in reliance on the car for those living and working at Salt Cross, in turn bringing a range of benefits including improved physical and mental health, a better quality of life, an improved environment and increased productivity.

Site location and connectivity: Supporting active travel

- 8.12 The location of Salt Cross makes it well-placed to foster active and healthy travel behaviours:
- There are a number of existing, well-used public rights of way and restricted local and national cycle routes including connections between the Garden Village and Eynsham. Crossings across the A40 are currently poor but will be upgraded and improved as part of the Garden Village and A40 corridor proposals. The accessibility of the Rights of Way network surrounding Salt Cross must also be improved.
 - Hanborough Station will be an increasingly important transport hub for commuters, leisure travellers and tourists so it is essential that high quality walking and cycling links to the station are provided.
 - There are also connections through the Garden Village into the countryside and surrounding villages although these are disjointed in places and will also need to be upgraded as part of the Salt Cross development.

- There are three well-used public rights of way which are particularly valued locally: a bridleway and footpath route heading north-west from Spareacre Lane towards Freeland (the 'Salt Way'); and another bridleway from Cuckoo Lane to Lower Road, converging north of the Millennium Woods. Additionally, there is a bridleway and footpath from Hanborough Road that feeds into the wider network. These routes must be preserved and improved with easy access assured for those living within and beyond the Garden Village. The need for new road connections to cross existing Rights of Way must be minimised. Where this is necessary, suitable crossings must be provided with priority given to the Rights of Way users rather than to road users, where appropriate.
- The A40 will be an increasingly important route for commuters and others travelling by bike to Witney, Oxford and beyond, with the growth in popularity of electric bikes increasing those in scope for cycling into Oxford and the surrounding area. Pedestrian and cycle routes along the A40 will be improved as part of the A40 corridor improvements and there are also proposals being taken forward to deliver a new cycle route along the B4044 into Oxford via Botley. The Garden Village proposals must link effectively into these connections.
- The Sustainable Transport Hub, which includes the proposed Park & Ride, will benefit from regular and frequent public transport services, with excellent walking and cycling links to be provided to the Park & Ride as well as to bus stops along the A40. The Hub could also be used as an interchange for community transport services, providing connectivity to surrounding villages.

8.13 If active travel is to be successfully promoted as the most attractive form of local transport at Salt Cross, there are a number of key issues which need to be effectively tackled including the provision of safe and convenient connections across the A40, links to Hanborough Station and safe routes to schools.

A40: Ensuring good connectivity between Salt Cross and Eynsham village

8.14 Intrinsic to encouraging active and healthy travel is a need to address the severance caused by the A40. An options' assessment study undertaken by Mott Macdonald to inform the AAP¹ considers a range of different options for introducing 'grade separated' crossings (i.e. an underpass or bridge) to improve connectivity between Eynsham and the Garden Village. The report looks at various opportunities within 8 different 'zones' along the A40 and effectively shortlists three possible options:

- An underpass between Old Witney Road and Cuckoo Lane
- A bridge near Hanborough Road and the Eynsham roundabout
- A bridge to the west of Eynsham

¹ "Non-motorised crossings of the A40 at Eynsham", Mott Macdonald, April 2020

- 8.15 The report considers the respective merits of each option, identifying particular engineering challenges for the bridge near Hanborough Road due to level changes which would need to be made to the A40. In respect of the western bridge option, the report identifies a lack of any real pedestrian 'desire line' albeit in the longer-term, a bridge here would help to connect the garden village with the West Eynsham SDA whilst also providing the opportunity for a 'landmark' crossing.
- 8.16 On this basis, the third option of a new underpass between Old Witney Road and Cuckoo Lane is considered to be the main priority for delivery at the current time, with the western bridge remaining an aspiration of the District Council to ensure good connectivity with the West Eynsham SDA in the longer-term.
- 8.17 As a key route connecting Eynsham with the Garden Village, the underpass must be of high quality and designed to be safe and attractive for users, with clear sight lines into and through the underpass. It must be completed before the secondary school facility at Salt Cross opens to pupils. The underpass will also need to be integrated with the design and delivery of the proposed A40 Corridor improvements (Housing Infrastructure Fund (HIF)) to minimise disruption to traffic during construction but it will nonetheless be a requirement of developers to fund the design and construction of the underpass elements.
- 8.18 To support pedestrian and cycle movements via the underpass, Cuckoo Lane should be prioritised for active and healthy travel. This will involve restricting access at the southern end of Cuckoo Lane to vehicles whilst ensuring properties here are still accessible. With the indicative location of the schools being along Cuckoo Lane, this supports the concept of 'school streets' where motorised traffic is restricted at pick-up and drop-off times. This concept should be adopted on all roads around the school sites. Access to the Sustainable Transport Hub by pedestrians and cyclists will also be possible from Cuckoo Lane. Through-access on Cuckoo Lane should be restricted to pedestrians and cyclists once the internal road network of the Garden Village is in place as vehicles from Freeland and beyond will be able to reach the Park & Ride from the Western Development Roundabout.
- 8.19 Links between Eynsham village and Salt Cross must be clearly signed and provide seamless and attractive connections, with improvements on existing routes into Eynsham to be provided as necessary.

A40 Corridor improvements and integration with Salt Cross

- 8.20 It is important to ensure that the active and healthy travel initiatives associated with Salt Cross are effectively integrated with the A40 corridor schemes. As part of the A40 corridor improvements, three new connected signalised crossings are proposed along the A40 within the vicinity of the Garden Village (assuming that the underpass replaces a potential fourth crossing initially proposed, west of Cuckoo Lane) and two uncontrolled crossings are planned at Cassington. These support a reduction in the severance caused by the A40 by increasing the accessibility of the Garden Village, and Eynsham and the wider area for pedestrians, cyclists and equestrians. The pedestrian and cycle routes, and the associated Strategy for Salt Cross, must pro-actively encourage and facilitate use of the formal A40 crossings and in particular be designed so that people are 'funnelled' towards using the underpass at Old Witney Road/ Cuckoo Lane.

Ensuring good connectivity between Salt Cross and Hanborough Station / Hanborough

- 8.21 Improving active and healthy travel connections to Hanborough Station, in particular a cycle and pedestrian link, presents an opportunity to optimise the outcome from proposed investment in the station and extra rail services whilst encouraging a modal shift from cars, thereby reducing pressure on the surrounding road network. The current cycle route via Lower Road prioritises cars and is thus unsafe and unattractive for cyclists and pedestrians. Improvements to this route must be funded by Salt Cross developers through the provision of a segregated cycle route and footway on the western side of Lower Road, designed to encourage greater use.
- 8.22 Other improvements should include upgrading the existing bridleway along the western boundary of the Garden Village and improvements to the public rights of way through Church Hanborough. The proximity of the Garden Village to the B4044 cycle route, which will connect Eynsham to Oxford, also presents an excellent opportunity to extend the cycling corridor from Long Hanborough. Financial contributions will also be sought towards the B4044 cycle route.

School Connectivity

- 8.23 Cycling and walking must be the key means of travel to and from the primary and secondary schools located within Salt Cross. However, there is still a need to consider drop-off and pick-up by car, which must not take place within the school grounds, whilst ensuring safety is not compromised for children travelling by bike and on foot.
- 8.24 Morning drop-offs are generally quick (although longer for primary schools where parents walk their children into school), but afternoon pick-ups can be more protracted, resulting in cars parking and waiting, which can itself lead to congestion and indiscriminate/ unsafe parking. Schools in Salt Cross should therefore be co-located adjacent to other facilities such as a local centre, sport facilities etc. to allow for short term shared-use of parking facilities and initiatives such as 'park and stride' to be introduced. To support safe access and traffic management, schools shall be on a through-linked loop to prevent the need for vehicles to turn around.
- 8.25 Site entrances will be required at various points around the school sites in order to maximise routes into schools for pupils from the surrounding area; to facilitate access for emergency services; to enable staff parking; to facilitate servicing, deliveries and future maintenance; and to provide long-term flexibility for any future extension or changes to the school over time, whilst minimising disruption and management/safeguarding issues in the operation of the school.
- 8.26 In addition, facilities should be provided on the highway to accommodate school buses at either end of the school day and when used for occasional school trips. For the primary school, a one coach (for 2 Form Entry (FE)) or two coach (for 3 FE) drop-off/pick-up layby will be required, whilst for the secondary school a three coach drop-off/pick-up layby will be required. Roads shall be designed to enable coaches to access the schools via a continuous circular route.
- 8.27 Safeguarding is particularly important in a school setting; routes around schools need to be designed to facilitate safe access, especially in the layout of the school frontage and other entrances. The site layout will need to support an open aspect to all accesses, including vehicular access points, to ensure clear routes and crossing places with no corners or obstructions where pupils can be hidden from view.

POLICY 14 – ACTIVE AND HEALTHY TRAVEL

Walking and cycling routes must be coherent, direct, safe and attractive, whilst being inclusive and wide enough to accommodate people with disabilities and young children. Routes must be multi-purpose, providing access to services and facilities including schools and public transport, as well as serving leisure needs.

There must be multiple suitable access points for walking and cycling into the site, which connect to a coherent internal (and external) pedestrian and cycle network including to the proposed improvements to walking and cycling routes along the A40.

Existing public rights of way and cycle routes must be retained and enhanced to improve accessibility for all, both within and in the vicinity of the Garden Village. New roads crossing existing rights of way shall be minimised but where this is necessary, appropriate crossings must be provided.

New routes must be created both within and in the vicinity of the site to provide safe and convenient connections to key services and facilities including schools.

A grade-separated crossing (underpass) shall be provided between the Garden Village and Eynsham. The Salt Cross and West Eynsham Strategic Development Area developers will need to cover the design and construction costs of the underpass, with costs reasonably apportioned.

Segregated cycle and pedestrian provision via Lower Road to Hanborough Station shall be provided, with segregated facilities for cyclists and pedestrians also the preference within the Garden Village.

The concept of 'school streets' will be promoted, including along Cuckoo Lane and on other roads linking to the schools. Cuckoo Lane will be closed to through traffic whilst ensuring properties at the southern end are accessible.

Specific cycle and pedestrian zones will be included within the masterplan such that access for motor vehicles will be restricted at certain times (or at all times) to specific streets, or networks of streets.

The spine road through the Garden Village must be designed with a strong sense of place, where pedestrians and cyclists have a safe presence. Traffic calming measures and a 20mph speed limit across the whole Garden Village site should be introduced. It is important to ensure that the spine road does not lead to severance and divide the Garden Village, and adequate crossing points for pedestrians and cyclists must be provided.

Improvements of existing routes into Eynsham e.g. to ensure safe connections from the new underpass must be provided.

Evidence of safe routes to school must be provided and shall include crossing points on routes to school; school signage; barriers; zig zag 'keep clear' markings at crucial crossing points outside the school; appropriate roads/pavement/verge design; and appropriate highway parking provision which must be inline and not head-on parking. Where a site is provided for e.g. a 2FE

per pupil plus 1 space per 3 staff. Entrances must be provided at various points around the school sites with excellent and safe access for all users including deliveries and school buses. Access for vehicles must be possible via a continuous circular route. The design of the school site shall accord with OCC requirements and standards for schools.

A40 INFRASTRUCTURE IMPROVEMENTS FOR PEDESTRIANS AND CYCLISTS

S106 planning obligations will be required to secure financial contributions towards cycle and walking infrastructure including the B4044 cycle route and improvements to be delivered as part of the A40 Corridor improvements. Specifically, the following will be provided along the A40 to support walking and cycling to/from the Garden Village, and the internal network of routes within Salt Cross must link into these:

Pedestrian and cycle crossings on A40

- A40/ Witney Road signalised junction: Upgraded pedestrian and cycle crossing.
- Crossing near Spareacre Lane: A new signalised crossing.
- Crossing near Hanborough Road: A new signalised crossing

Improved pedestrian/cycle provision at A40 junctions

To improve provision for pedestrians and cyclists at junctions along the A40 in the vicinity of Eynsham, junction reconfiguration and improvements will be provided at the following locations:

- A40/Cuckoo Lane
- A40/Witney Road
- Esso petrol station entry/egress
- Eynsham Roundabout
- A40/Cassington Signals
- Horsemere Lane: closure to traffic with access maintained for equestrians, pedestrians and cyclists.

Upgraded A40 footway/ cycleway

Upgraded shared-use footways and cycleways will be provided along the A40 as part of the A40 Corridor improvements ensuring that a continuous route is provided between Witney, Eynsham Park & Ride and Oxford.

A40 Duke's Cut Bridge works

The A40 Corridor improvements will involve widening and/or strengthening these structures to enable the delivery of improved footway/cycleway provision. A new foot/cycle path connection from the A40 to the National Cycle Network (Route 5) along the canal towpath will also be delivered in the vicinity of the structures.

Speed Limit

The speed limit along the A40 in the vicinity of Eynsham will be reduced from the National Speed Limit to a maximum of 50 mph.

Smart Technology: Provision of infrastructure to enable the smart, real-time monitoring of the take up of sustainable transport modes and car use must be provided within the Garden Village and on roads in the vicinity of the site.

Precise mapping of utilities' infrastructure to support long term maintenance must be provided within the Garden Village and as part of the A40 Corridor improvements.

Public Transport

Bus

- 8.28 Salt Cross is exceptionally well-placed to benefit from both existing public transport opportunities and future bus priority and service enhancement proposals. Presently, the Garden Village site is located within 400 metres of several bus stops that are well served by the S1 (15-minute frequency Carterton to Oxford), S2 (30-minute frequency Carterton to Oxford), S7 (5 services daily Witney to Headington) and the 853 (3 services daily Gloucester to Oxford). Additionally, the 233 service (30-minute frequency Burford to Woodstock) routes along the A4095, to the north of the Garden Village. An increase in frequency of the S1 and S2 as well as the introduction of an additional bus service for the Garden Village, are proposed to be delivered alongside the A40 corridor improvements and to support new developments. Improved A40 bus service connectivity to public services and employment sites in Oxford East / Eastern Arc are also anticipated.
- 8.29 Future public transport improvements include a new Sustainable Transport Hub (centred on a new Park & Ride site) to the west of Cuckoo Lane, well-located for those accessing residential, employment and education opportunities within the Garden Village. The proposed Sustainable Transport Hub will have 850 car parking spaces for Park & Ride users, cycle parking spaces and electric vehicle charging points, and will be supported by infrastructure improvements including eastbound and westbound bus lanes which will bring significant journey time savings and enhanced service reliability for those travelling by bus.
- 8.30 It is essential that the Sustainable Transport Hub is integrated into the Garden Village design, ensuring that it is easily accessible for pedestrians and cyclists to discourage use of the car for the short trip between the Garden Village and the Park & Ride site. Additionally, consideration must be given to the routing of buses between the two sites without adversely affecting the journey times of Park & Ride users. The design of the proposed Park & Ride site has been future-proofed to allow for buses to access and egress via a point to the north of the site, without the need for major works.

- 8.31 Bus stops serving the Garden Village (within Salt Cross, at the Sustainable Transport Hub and along the A40) must be safe, easily accessible and clearly signposted. Bus stops must provide high quality service information, shelters and secure cycle parking, whilst also being well maintained and with fibre connection where appropriate. The catchment area for the bus stops can be extended to 800 metres, beyond the widely accepted 400 metres provided that they offer a high frequency ('turn-up-and-go') and reliable service. All stops must be strategically placed to maximise their accessibility, with excellent connections to the stops provided for pedestrians.
- 8.32 The phasing of the Garden Village must take into account ease of access to bus stops on the A40 Corridor, to ensure that early development can be adequately and viably served by public transport.

Rail

- 8.33 Hanborough Station lies approximately 2.9 km (1.8 miles) to the north of the Garden Village and is currently served by hourly train services between London Paddington, Reading, Oxford and Worcester, with some trains continuing to Great Malvern (13 services per day) or Hereford (five services per day). There are additional trains during the morning and afternoon peak hours for commuters. The journey time to London takes under one hour.
- 8.34 In support of the AAP, the District Council commissioned consultants ITP to prepare an Infrastructure Study for Hanborough Station² which identifies a series of potential short and longer-term improvements to station facilities and surrounding infrastructure. The study establishes a vision for Hanborough Station which is that by the end of the Local Plan period in 2031, it will be a modern and efficient transport and mobility hub for West Oxfordshire that is safe and accessible for all with early delivery of dedicated walking and cycling connections and frequent, integrated and reliable bus services making walking, cycling and local bus services the natural choice for existing residents and tourists accessing the station.
- 8.35 The North Cotswold Line Task Force, supported by Network Rail, are proposing a significant increase in the train service at Hanborough to meet the anticipated increase in demand for travel from developments such as Salt Cross and the West Eynsham Strategic Development Area. With direct links to other employment sites in Oxfordshire, such as Culham and Science Vale, the extra train services will give people another viable alternative to using their cars.
- 8.36 The proposal being developed includes up to four trains per hour, including a train every 30 minutes to London and Worcester, as well as the introduction of two trains per hour between Hanborough, Oxford and Didcot, and will be supported by infrastructure improvements including reinstatement of double track, a second platform at Hanborough and associated station enhancements to be defined in a Station Masterplan drawing on the recommendations of the initial study undertaken by ITP in support of the AAP.
- 8.37 Improved connectivity between Salt Cross and the station by walking, cycling and public transport is essential to support this opportunity, and consideration must be given as to how a self-sustaining commercial bus service can serve Hanborough Station from the Garden Village and from West Eynsham, in future years, potentially as part of a wider route connection linking other destinations.

² <https://www.westoxon.gov.uk/planning-and-building/planning-policy/oxfordshire-cotswolds-garden-village/>

POLICY 15 – PUBLIC TRANSPORT

An integrated and innovative approach must be taken to public transport to facilitate high bus and rail patronage.

The Sustainable Transport Hub (centred on a new Park & Ride site) and supporting A40 infrastructure developments must be integrated in the Garden Village design, with a focus on pedestrian and cycle connectivity, whilst restricting private vehicular access to the Park & Ride site from the Garden Village.

Connections to Hanborough Station must be significantly improved and take account of the Masterplan being developed for the station. Consideration must be given to a new entrance from Lower Road south of the railway, with a focus on bus, pedestrian and cycling accessibility.

Development must ensure provision of high quality, comfortable and fully accessible bus stops. If bus stops are located further than 400 metres from dwellings due to a higher frequency service being provided, appropriate provisions must in place that enable the elderly and less mobile to still reach a bus stop easily.

Financial contributions will be required for the improvement of A40 corridor bus services between Carterton, Witney, Oxford and the Eastern Arc, including a bus service (3 buses per hour) through the Garden Village itself.

The planning application for the Park & Ride includes an 850 space car park, whilst the Local Plan Policy allows for 1,000 spaces. Consideration should therefore be given to accommodating means for future expansion of the site.

A40 CORRIDOR IMPROVEMENTS

S106 planning obligations will be required to secure financial contributions towards the A40 Corridor infrastructure schemes and the required repayment of the HIF funding secured to facilitate the delivery of these schemes ahead of the receipt of S106 funding. S106 contributions will be required from developers at Salt Cross and other development sites proposed along the A40 corridor.

Specifically, the following will be provided by S106 funding:

- **A40 Eastbound bus lanes: Between Eynsham Park & Ride and Wolvercote roundabout (including widening and/ or strengthening works to the bridge structures at Duke's Cut).**
- **A40 Westbound bus lanes: Between Eynsham Park & Ride and Duke's Cut Bridges.**
- **Adjustments to A40 junctions and the provision of bus gates to give priority to buses joining the general traffic lane where continuous bus lanes cannot be provided.**
- **Improved bus stop provision.**

Land will be safeguarded along the southern boundary of the Garden Village to support widening of the A40 to accommodate the bus lanes and shared foot/cycle paths.

RAIL IMPROVEMENTS

Financial contributions towards the North Cotswold Line Transformation will be required from developers at Salt Cross and other strategic development sites proposed along the A40 corridor that will benefit from improved rail accessibility in West Oxfordshire.

Specifically, there will be a focus on the development of Hanborough as a transport hub (as part of the wider infrastructure and service upgrade proposed for the North Cotswold Line). Details regarding the enhancement of Hanborough Station will be set-out in a Station Masterplan Supplementary Planning Document, but is likely to include: a station building; provision of a second platform; an accessible footbridge with lifts; new seating and waiting facilities; a secure cycle hub; new bus stops and waiting shelters; high quality real-time bus and train service information; and additional car parking.

Reducing the overall need to travel, particularly by car

- 8.38 Best practice place-making principles must be embedded within the planning and design of Salt Cross to ensure that opportunities to reduce the overall need to travel and to discourage local and off-site travel by car are maximised.. Salt Cross will deliver a mixed-use development including creation of diverse employment opportunities which will reduce the need for out-commuting. Phasing of the development should ensure that delivery of the employment areas does not lag behind the delivery of housing to enable containment of trips through the course of build-out of the development.
- 8.39 It is important that compatible uses are located together, for example, through clustering of schools, housing and recreation areas, creating a sense of community and awareness of on-site services and facilities. This will maximise the opportunity for linked trips to be made by cycling and walking, and limit the need to travel elsewhere. This also supports the vision set out in the Eynsham Neighbourhood Plan (2018-2031) which specifies that any new development should maintain a well-connected village feel.
- 8.40 In support of this principle, the development should comprise distinct local centres with the majority of housing within a 10 minute walk of these facilities. These services and facilities must be brought forward together in a timely manner and must be easily accessible by sustainable modes from all areas of the Garden Village.
- 8.41 Shared facilities whereby buildings are available for different uses at different times of the day are also favoured throughout the development from a transport perspective as they encourage linked trips which again reduces the overall need to travel.
- 8.42 Ensuring that future-proofed digital infrastructure including high-quality broadband, provision of 5G and flexible working spaces are provided within residential and employment areas in the Garden Village, will also limit the need for people to travel for work purposes.

Car Parking

- 8.43 The level of car parking within the Garden Village will be a significant factor in influencing future travel behaviour and the take-up of more sustainable travel choices. In addition, car parking has a significant land requirement and by limiting car parking this land can be put to better use - particularly when it is considered that a car is parked at home for 80% of the time on average and is only in use for around 4% of the time.
- 8.44 The West Oxfordshire Local Plan sets out the 'optimal' parking levels across the District as a whole, to be further considered in detail by individual developments rather than seeking to impose a 'maximum' standard. Salt Cross occupies a location that is the most sustainably connected within West Oxfordshire. This along with the need to minimise vehicles on the already congested local routes towards Oxford and beyond makes it essential to include reduced private car parking standards within all areas of Salt Cross (residential, employment, local centres and schools) as part of a wider package of demand management measures.

Electric Vehicle Charging

- 8.45 All new homes should have access to at least one parking space with an Electric Vehicle (EV) charging point, with 50% of non-allocated spaces and 25% of all non-residential car spaces having access to an EV charging point. Spaces must be future-proofed to facilitate an increase in the numbers of spaces with charging, with potential increased proportions as Salt Cross is built out and technologies evolve. Off-plot parking solutions must also be provided e.g. metered charging cables.



- 8.46 To support efficient servicing of EV charging spaces, careful consideration should be given from the early design stages to the location of street lights so that they can be conveniently located for charging purposes whilst reducing street clutter and minimising future maintenance costs. To ensure that energy supply to the lighting and earthing requirements are not compromised by future demand for EV charging, these should also be considered from the outset. More generally, the likely increase in energy demand as a result of future increases in EV charging must be

anticipated as part of the development, and measures delivered to ensure sufficient electrical capacity within Salt Cross to meet future demand. This may include providing additional capacity in the grid network and/or using solar car ports or other on-site generation initiatives combined with battery storage. EV charging units should be 'smart units' including capability for load balancing and demand management to reduce the impact on the local grid network.

Travel Demand Management

- 8.47 Travel Demand Management (TDM) refers to strategies and initiatives that complement the provision of sustainable transport infrastructure to ensure that people are aware of the transport options available to them and to proactively support their travel choices. TDM initiatives that should be provided within Salt Cross include:
- **Car Clubs** which reduce the need for private car ownership, providing flexibility without the need to maintain and service a vehicle. A car club must be set up at the Garden Village, with an appropriate number of cars and spaces made available across the site. The fleet should comprise low carbon vehicles including electric vehicles, with supporting EV infrastructure provided.
 - **A bike hire scheme including electric bikes** to be set up for trips within and beyond the Garden Village.
 - **Car sharing schemes** for both the residential and employment areas.
 - **Personalised journey planning** to include the provision and promotion of evolving smart technologies to enable real-time journey planning and car park management.
 - **Incentivised travel initiatives** including bus discounts and bike vouchers.
 - **Campaigns, marketing and associated initiatives.**
 - **Appointment of a Travel Plan Co-ordinator** to oversee implementation of the Framework Travel Plan, and subsidiary Travel Plans.

Travel Planning

- 8.48 A Travel Plan is a strategy that includes a package of actions and measures to encourage safe, healthy and sustainable travel. All Travel Plans for Salt Cross must be intrinsically linked to the Transport Assessment to which they relate, for example, the mode split and trip generation assumptions within the Transport Assessment must follow through into the Travel Plan. Initiatives and sustainable trip forecasts (mode split and vehicle numbers) within the Transport Assessment and Travel Plan will be secured through legal mechanisms; this is essential to ensure that there is not an unacceptable number of car trips generated on roads external or internal to the site, and to ensure that delivery of the site is based on a realistic Transport Assessment. The Travel Plan must set out additional initiatives that will be provided if monitoring shows that trip and mode split targets are not being achieved; these will also be secured through planning conditions.
- 8.49 A Transport Assessment must accompany any outline planning application, with a Framework (i.e. site-wide) Travel Plan also required. The Travel Plan will include site-wide targets (to be presented in terms of mode split and absolute trip generation numbers for peak and off peak hours), with targets linked to phasing of build-out and land use type e.g. residential, employment and school targets.

- 8.50 As development progresses, each detailed planning application/reserved matters application will need to demonstrate how the development will contribute to sustainable travel and the mitigation of any significant traffic impacts. Subsidiary Travel Plans will therefore be required for individual land uses, to be submitted as part of any detailed/reserved matters planning application.

Monitoring

- 8.51 Robust monitoring will be key to ensuring that the sustainable travel requirements of Salt Cross are delivered, and the targets achieved. There will be a need to demonstrate at each phase of build-out that sustainable trip patterns are embedded.
- 8.52 Salt Cross developers must demonstrate how smart technologies will be utilised from the outset to ensure accurate, real-time monitoring is available both during construction and post build-out. In addition, it must be clear from the Travel Plan how this information will enable further interventions to be delivered to influence travel behaviour if monitoring shows that this is required. Monitoring will need to consider the capture of data to include mode split; vehicle/pedestrian/cycle numbers; speed; journey time; and air quality. Monitoring should support flexibility within the Travel Plan to respond to the changes in the uptake of modes due to changing travel behaviours.

POLICY 16 – REDUCING THE OVERALL NEED TO TRAVEL INCLUDING BY CAR

Robust evidence must be provided to demonstrate that all reasonable efforts have been made to reduce the overall need to travel to include as a minimum:

- the overall mix of different land uses which are appropriately phased;
- the provision of ‘clusters’ of complimentary mixed-use development;
- shared use facilities; and
- the provision of flexible working spaces within residential and employment areas, including within individual houses.

Full fibre broadband and considerations for 5G provision must be implemented early in the development; the site, including every property within Salt Cross, must be fitted with the necessary infrastructure to enable the provision of Ultrafast Fibre to premises’ broadband and to assets such as street lights and traffic lights which will provide important connectivity in public spaces. There should also be flexibility in the ducting to future proof additional connectivity.

Car Parking

The physical provision of car parking is a key tool in influencing travel behaviour and reducing dependency on the private car, alongside other demand management measures and the provision of more sustainable travel options. Applications for development must therefore be supported by:

A Spatial Car Parking Management Plan setting out:

- The areas of the site that will be car free development (minimum 15% of total dwellings).

- Site-wide demand management measures including Car Free Zones.
- Details of how future technological development will be included and provided for e.g. parking sensors in business areas to monitor car parking occupancy/ usage; digital mapping of all parking spaces to facilitate repurposing.
- An indication as to how land used for car parking could cost effectively be converted to other uses (such as open space) as demand reduces.
- Parking restrictions – including any Controlled Parking Zones (CPZs) required within Salt Cross and the wider Eynsham area. This will include any restrictions that may be required to discourage displaced parking to the Park & Ride.
- On and off site principles of car parking for local centre land uses and schools including kerbside management and provision of drop-off zones.
- Measures for discouraging driving to the Park & Ride from Salt Cross.

Each subsequent Phase/Parcel of the development shall provide a Detailed Car Parking Management Plan which will:

- Take all reasonable opportunities to provide private car parking at the lowest reasonable levels
- Make use of current, and where appropriate anticipated, technological developments.
- Account for both current and anticipated travel behaviours in the design proposals, as well as enabling adaptation for emergency planning.
- So far as is possible, integrate car parking into the street design and allow for cost effective conversion, particularly for private areas.
- Provide for appropriate levels of EV charging within each parking area; EV charging points must be provided at the following locations within the Garden Village:
 - All residential properties with a parking space
 - 50% of non-allocated parking spaces
 - 25% of non-residential development parking spaces

Charging points in non-allocated spaces must be located conveniently for residents with no longer than a 5 minute walk (approximately 500 metres) from any property with non-allocated parking and their nearest EV charging point. To future proof developments and reduce longer term costs, all non-allocated parking areas should include appropriate cable provision to prepare for increased demand in the future.

The absolute maximum car parking provision shall be 1 space per 60 m² of employment space with residential provision as below:

1 bed units – 0.75 non-allocated per property

2 & 3 bed units – 1 off-street bay per property

4+ bed units – 1 off-street bay per property plus the equivalent of 1 non-allocated bay per property

Electric Vehicle charging

Future increases in energy demand must be anticipated and measures delivered to ensure sufficient electrical capacity within Salt Cross for the long term, including potential implications for street lighting and Alternative Fuels Infrastructure Regulations 2017 and the Open Charge Point Protocol (OCPP) or agreed alternative standard. EV charger units for non-allocated parking should be managed by a professional contractor with demonstrable experience and appropriate maintenance to ensure that EV chargers remain functional.

Travel Demand Management

Car clubs and a bike hire scheme should be established at accessible locations throughout the Garden Village, with robust arrangements in place for long-term management.

Proposals will be required to demonstrate the use of innovation to enable residents and employees to plan their journeys by means other than the car.

TDM measures should be implemented to encourage sustainable travel, including car sharing. This should include residents of Eynsham Village and the West Eynsham Strategic Development Area where their wider involvement improves the viability of initiatives.

Incentivised travel initiatives including public transport discounts and bike vouchers should be provided.

A Framework (site-wide) Travel Plan and subsidiary Travel plans will be required to cover all residential areas, schools, employment sites and mixed use areas. The Travel Plans must include robust monitoring programmes and be linked to the Transport Assessment. Achieving trip generation and mode split targets will be incentivised and secured through planning conditions.

School Travel Plans will be required that will include the provision of pupil drop-off parking spaces. The number required will need to be agreed with OCC, based on the developers' evidence-based assessment of the school's requirements.

An effective monitoring approach will be required, utilising smart technologies which should be set out in an Innovation Plan and linked into the Framework Travel Plan. Monitoring data will need to be provided to the Council directly via an Application Programming Interface (API) to enable live, integrated monitoring of travel patterns and Travel Plan targets. This will include specific monitoring of the School Travel Plan.

Proposals will be required to demonstrate versatility in the Garden Village strategy/ design to allow for the implementation of other demand management measures beyond those that have been explored in the AAP, where they are deemed effective in reducing private use and improving inclusivity.

Road connectivity and access

- 8.53 Salt Cross is located to the north of the A40, a primary road that serves both a local function for trips to Oxford and West Oxfordshire, and a wider strategic function for longer distance trips to London, the Cotswolds, Cheltenham, Gloucester and beyond. The section of the A40 in the vicinity of Eynsham is a single carriageway road and experiences high traffic flows that often exceed the road's capacity, causing congestion for much of the day. The A40 converges with the A44 at the Wolvercote roundabout which itself creates a pinch-point, with access to the A34 within close proximity via Pear Tree roundabout.
- 8.54 For many drivers, the whole distance between Witney to the west and the Wolvercote roundabout to the east currently represents a slow and congested journey. Bus passengers also suffer from extended delays to their journeys, and there is no bus priority along the corridor. Congestion on the A40 puts pressure on roads in the wider area including the B4449 and A4095, which provide alternative route options to the A40. These roads themselves carry high volumes of traffic particularly during the morning and evening peaks. There are additional concerns about rat-running including along Cuckoo Lane and through the village of Freeland as drivers seek to avoid congested routes and instead use unsuitable alternatives. Swinford Toll Bridge on the B4044 also presents a significant bottleneck on the road network. By providing routes for buses and cyclists that will take these users out of the general congestion, thereby reducing journey times and improving journey time reliability for them.

A40 Corridor improvements

- 8.55 The package of A40 Corridor schemes will encourage greater use of sustainable and active modes of transport for trips by providing routes for buses and cyclists that will take these users out of the general congestion, thereby reducing journey times and improving journey time reliability for them. Highly sustainable travel options are required to enable delivery of the strategic housing and employment development sites proposed along the A40 corridor in West Oxfordshire's Local Plan, including Salt Cross. Public sector investment will help to fund the delivery, or the delivery ahead of Section 106 funding, of these A40 corridor infrastructure schemes, and include:
- £35m from the Department for Transport's Local Growth Fund (LGF) towards the new Park & Ride site, bus lanes and improved cycling and walking connections;
 - £102m from Homes England's Housing Infrastructure Fund (HIF) to forward fund the delivery, ahead of the receipt of Section 106 contributions, of a the westbound bus lane, improved cycling and walking connections, connectivity and capacity improvements at Duke's Cut bridges and the extension of the existing A40 dualling (between Witney and the new Park & Ride access junction).
- 8.56 Section 106 planning obligations will be required to secure financial contributions towards the A40 Corridor infrastructure schemes and the required repayment of the HIF funding secured to facilitate the delivery of these schemes ahead of the receipt of Section 106 funding. Section 106 contributions will be required from developers at Salt Cross and other site allocations in the vicinity of the A40 corridor.

- 8.57 The major workplace destinations of West Oxfordshire's residents are Witney, Eynsham and Oxford and it is these destinations that will benefit, amongst others, from the significant future investment that has been secured through the LGF and HIF programmes. This will therefore bring increased opportunity for use of sustainable modes not just for those travelling to and from Salt Cross but also for those travelling from a much wider area, relieving pressure on the A40.
- 8.58 Traffic modelling prepared in support of the AAP has considered the impact of planned growth at Salt Cross including 2,200 homes and the proposed science/technology park based on floorspace assumptions of 40,000 sqm and 80,000 sqm respectively. The modelling undertaken demonstrates that development at Salt Cross will have an impact on the A40 and surrounding routes and that there will be remaining problems on the network during peak periods. However, current modelling does not take into account the mode shift that will take place as a result of the Connecting Oxford proposals and the HIF proposals. The sustainability of Salt Cross will be supported by the bold 'Connecting Oxford' plans and by the momentum towards modal shift due to the climate emergency, including increased home/remote working and the travel behaviour change that will accrue from societal and technological advances described earlier in this section. All of these initiatives will discourage driving along the A40 and will influence background traffic growth in the area as well as Garden Village development-related trips.

The strategy

- 8.59 It is important that the access arrangements for the Garden Village do not themselves undermine the benefits arising from the A40 Corridor improvements but rather, that they complement the A40 Corridor strategy by promoting and facilitating active and healthy travel and public transport use. Junctions providing access to development sites along the A40, additional to the Western Development Roundabout and the Park & Ride access, must therefore be avoided, and any local vehicle trips taking place within Salt Cross should be deterred from using the external road network and instead should be contained within the Garden Village.
- 8.60 This will require a spine road to be provided through the Garden Village from the A40 west of the Park & Ride to Lower Road. However, if future years' traffic data and evidence shows that this through route can be bisected (allowing access for bus and non-motorised users only) to further support walking and cycling within Salt Cross without adversely impacting the A40 or other local roads and villages, the design of the spine road should allow for this. In the interim, the spine road must allow through traffic but be designed in such a way as to discourage rat running.
- 8.61 Commercial and delivery vehicles serving the Garden Village must also be effectively managed. Delivery and Servicing Plans (DSPs) will be required for all land uses in order to consolidate and reduce the number of delivery trips, and to influence the timing of deliveries to avoid peak hours. To support this, business space should be situated in an easily accessible location of the Garden Village and all dwellings should ensure that they are designed to support effective servicing including the provision of drop-box facilities to minimise the need for repeat delivery visits due to 'failed' deliveries. Innovative solutions such as the provision of drop-boxes at the Sustainable Transport Hub should also be considered.

- 8.62 In addition, Construction Logistics Plans (CLPs) must be developed to limit the impact of additional traffic from Garden Village construction vehicles on the road network. Construction works for Salt Cross must be co-ordinated with delivery of the A40 Corridor improvements and other major development sites, to minimise disruption on the A40 and other routes.

POLICY 17 – ROAD CONNECTIVITY AND ACCESS

The principal vehicular access points for Salt Cross will comprise:

- A new roundabout (the ‘Western Development Roundabout’) located on the A40 to the west of the proposed Park & Ride access junction. Additional junctions on the A40 will not be permitted as this would impact on traffic flow and congestion, and would undermine the benefits of the A40 corridor improvements.
- A new junction with Lower Road which will form the eastern access point for the spine road through the Garden Village.

Additional highway infrastructure to be provided will include:

- A spine road through the site, accessed from the ‘Western Development Roundabout’ on the A40, west of the Park & Ride access junction. This should be a through road in at least the early phases of development although the route should be future-proofed to enable it to be bisected (allowing for walk, cycle and bus access only) in future years if traffic conditions on the external road network enable this. The mechanism (triggers and a long stop) for the contribution beyond build-out of the site will be needed, as will innovative infrastructure to enable monitoring of those triggers. An Innovation Plan will be needed for the site, which will include details of how monitoring will be undertaken using smarter technologies, how innovations within the development site will be future-proofed and what innovations will be integrated into the design and build, to be funded by the development.
- Signalisation of the A4095/ Lower Road junction.
- Measures to deter through traffic travelling between the A40 and A4095 via Cuckoo Lane and Freeland village. A change in priority on Cuckoo Lane to discourage traffic routing through Freeland village must be provided and technologies to support monitoring of the effectiveness of this will be required.

All new infrastructure should be connected in real-time to traffic management.

Section 106 planning obligations will be required to secure financial contributions towards the A40 Corridor infrastructure schemes and the required repayment of the HIF funding secured to facilitate the delivery of these schemes ahead of the receipt of S106 funding. S106 contributions for these schemes will be required from developers at Salt Cross and other sites proposed along the A40 corridor. Specifically, Section 106 contributions will be required towards the following highway schemes:

- Extension of the existing A40 dualling (between Witney and the new Park & Ride access junction).

- Improvements to the Lower Road/ A40 roundabout.
- Highway and junction capacity improvements along the A40 as part of the A40 Corridor improvements.
- Provision of enhanced facilities at the proposed Eynsham Park & Ride.

Development proposals must be aligned and integrated with the A40 Corridor Strategy and proposed A40 Corridor improvements along the A40, in addition to other infrastructure improvements in the wider area. Construction and phasing of the development must be co-ordinated with other works on the A40. The number of houses that can be accessed via a single road link should comply with OCC's 'Residential Road Design Guide (2003) - Second Edition (2015)'

All planning applications submitted for the Garden Village must include a Construction & Logistics Plan in order to minimise and mitigate the impact of construction traffic.

All commercial uses at the Garden Village must be supported by a Delivery and Servicing Plan to reduce and mitigate the impact of deliveries on the local road network e.g. through freight consolidation. This must be submitted and agreed as part of the full planning application. For residential areas, deliveries and servicing must be covered within the Travel Plan, with appropriate targets set.

Planning conditions/ planning obligations will be used to secure the measures identified through the Construction & Logistics Plan and Delivery and Servicing Plan, and the targets included within them.

Any laybys impacted by proposed access arrangements must be mitigated/ relocated with any associated costs of doing this funded by the Salt Cross/ West Eynsham SDA developments as appropriate.

Permission for development will only be granted where the Council is satisfied that the impact on the local and strategic road network and density of the development would be acceptable and does not compromise the delivery and benefits of the A40 Corridor improvements.

Planning applications for built development must be accompanied by details of how proposed development will help facilitate the delivery of transport improvements and mitigation measures.

First occupation of Salt Cross (unless car-free) will not be permitted until completion of the A40 bus lanes, and completion of the junction improvements at Pear Tree roundabout. Car-free development close to the A40/ Park & Ride would however be considered in advance.

Mitigation measures must be implemented in accordance with an agreed phasing of development, with full implementation prior to occupation of the final development phase.

Enterprise, innovation and productivity

GV Principle 5:

‘A wide range of local jobs in the Garden City within easy commuting distance of homes’

GV Principle 8:

‘Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods’.

Enterprise, innovation and productivity – ‘At a glance’

What you’ve told us:

The garden village shouldn’t just be about providing new homes, it should be about creating new jobs and providing opportunities for increased learning and skills development. There should be a range of opportunities across the site including a combination of opportunities for home working, co-working space and purpose-built employment space.

What are we seeking to achieve?

The creation of high quality business space providing the opportunity for businesses to grow and invest, helping to increase skills, training and job opportunities, focused on the creation of a new science and technology park set in a green, well-landscaped environment with strong connections by public transport and active travel including walking and cycling. This will be complemented by a range of other opportunities throughout the site including home-working and co-working space.

What are we seeking to avoid?

A purely ‘housing driven’ development with no local opportunities for employment, characterised by high-levels of out-commuting and poor self-containment, thereby contributing to existing traffic congestion on the A40 and surrounding routes.

What are our core objectives?

- GV23 To develop a 40ha science and technology park that will attract the very best businesses, giving them the space to grow and create high value jobs in line with the Oxfordshire Local Industrial Strategy (LIS).
- GV24 To provide a balanced range of employment opportunities within easy commuting distance of new homes, providing flexibility to adapt to changing economic needs.
- GV25 To make a positive and measurable contribution towards the overall growth, diversification and value of the district, county and sub-regional economies.
- GV26 To achieve high rates of home-working by providing the necessary supporting infrastructure and flexibility in building design.
- GV27 To provide a range of education and training opportunities for local people to improve skills and ‘work-readiness’.

What are our policies?

Policy 18 - Salt Cross Science and Technology Park

Policy 19 - Small-scale commercial opportunities and flexible business space

Policy 20 - Homeworking

Policy 21 - Employment, skills and training

How will we measure success?

Indicators to include:

- Amount and type of employment floorspace delivered
- Number of new jobs created
- Number of training opportunities and apprenticeships provided
- Proportion of premises with Ultrafast Fibre to the Premises (FttP) broadband
- Proportion of home working within the garden village
- Levels/rates of out-commuting

9. Enterprise, innovation and productivity

Introduction

- 9.1 Eynsham represents one of West Oxfordshire's most significant business locations due, in part, to its close proximity to Oxford and good connections, including the A40 and Hanborough Station which provides a direct service to Oxford and London Paddington. It already accommodates a cluster of high-tech and advanced manufacturing businesses with potential for strong levels of future growth.
- 9.2 Economic evidence prepared in support of the Local Plan¹ emphasises the need for additional business land in this area due to its strong strategic location. The proximity of Salt Cross to Oxford's existing science parks (notably Begbroke) means that it is particularly well placed to act as a 'move on' site for spin out businesses gearing up to commercialisation.
- 9.3 Across Oxfordshire the industrial market is strong, with science and technology occupiers driving demand. West Oxfordshire's industrial market is also comparatively strong with scope to expand the District's existing sectoral strengths, in particular technology and advanced manufacturing. However, growth in this sector is currently held back by a lack of available sites and purpose built premises within the District. Parts of the District also suffer to an extent from congestion and strategic accessibility which needs to be tackled through a range of initiatives to unlock future economic growth.
- 9.4 With this in mind and in accordance with the Garden City principles and the vision for Salt Cross, there will be a strong emphasis on creating an aspirational business environment which will attract investment and provide a range of job opportunities as well as the potential to improve skills. These will be developed alongside upgrades to the A40, high quality public transport choices, safe and convenient connections to foster active travel and initiatives to promote home-working.

¹ Economic Snapshot and Outlook (2015 – CAG)

- 9.5 We anticipate that these opportunities will be delivered through a package of measures including:
- the provision of large-scale, high quality business space and premises in a campus style science / technology park;
 - commercial opportunities in neighbourhood centres;
 - enabling home-working and co-working space; and
 - enabling skills and training opportunities for local people.
- 9.6 These four key initiatives are complementary and each measure is explored in more detail below.

Science/technology park

- 9.7 The allocation of the garden village within the Local Plan includes the provision of about 40 hectares of B-Class business land² in the form of a ‘campus style’ science park. This proposal also formed a key element of the Council’s expression of interest in 2016.
- 9.8 It is envisaged that the science and technology park will be in a prominent location close to the A40, with a gross site area of around 40 hectares providing long-term capacity for around 80,000 m² of floorspace in the period to 2031 and beyond. This represents a gross/net ratio of 20% and will therefore allow space for extensive landscaping and integrated complementary uses such as conference facilities, co-working space, on-site gyms, cafes and restaurants. The Council’s analysis to date suggests that the science and technology park would most appropriately be located on land to the west of Cuckoo Lane.

Policy-Led

- 9.9 The proposal for a new science and technology park at Salt Cross responds to a range of emerging strategic policy and growth ambitions. At both the national and sub-regional level, strategic policy direction is focused on increasing productivity and fostering innovation.
- 9.10 At a national level, the UK National Industrial Strategy aims to boost productivity with investment in skills, industries and infrastructure. At the County level, the Oxfordshire Local Industrial Strategy (LIS) specifically references the new garden village science park as part of the county’s growing innovation ecosystem, bringing much needed capacity for the future and complementing the mature science parks that already exist but are near capacity.



² B-class i.e. offices, research and industrial, light industrial, general industrial and storage and distribution

- 9.11 OxLEP data suggests that latent inward investment demand exists at the Oxfordshire wide level, in particular within the science, technology and advanced manufacturing sectors and there are strong opportunities for the garden village to accommodate unmet demand from within and outside the District. The Council aims to further develop a particular 'unique selling point' (USP) for the science/ technology park at an early stage and in liaison with the developer(s) and other stakeholders.
- 9.12 The proposed science and technology park will provide extensive new business and research space, including for advance engineering, which will help the County as a whole to remain at the forefront of innovative technologies across a number of leading sectors and thereby contributing to the aims of the Oxfordshire LIS.
- 9.13 This in turn will contribute to the wider growth objectives of the Oxford-Milton Keynes-Cambridge corridor which has been identified as a nationally significant location for future housing and employment growth by the Government. The exact nature and mix of different uses will be further determined as part of the process of developing the particular USP of the site.



Evidence led

- 9.14 To inform the AAP, the Council commissioned independent consultants Lichfields³ to advise on the potential employment role that could be played by the garden village. Their report concludes that the garden village site represents an appropriate, strategic location for a science/ technology park. This is in recognition that Salt Cross benefits from close proximity to Oxford and other key components of Oxfordshire's Innovation Ecosystem along with strong strategic connectivity which will be further enhanced.
- 9.15 The Lichfield Report also considered other options to accommodate additional business land and concluded that scale is an important success factor in allowing a critical mass of complementary research, education and commercial activity to co-locate onsite and that a campus style concept would be beneficial in this respect.
- 9.16 Having regard to the advice from Lichfields and the support provided by the Oxfordshire Local Industrial Strategy (LIS), the District Council is committed to taking the science and technology park concept forward to delivery at Salt Cross as an integral part of the overall development.

³ <https://www.westoxon.gov.uk/media/1996634/16444-OCGV-Employment-Study-Final-Report-070419.PDF>

Design led

- 9.17 The design of the science / technology park must be landscape-led with high quality, contemporary buildings that achieve net zero operational carbon in line with Policy 2 of the AAP and are designed to create aspirational places of work, sensitively located within a predominantly green setting. This attractive, aspirational and ecologically rich and diverse environment will enhance the market appeal of the science / technology park.
- 9.18 The provision of a central 'amenities hub' will provide extra facilities such as shops, eateries, meeting and conferencing facilities, and create a focal point and sense of place. The park will be connected with a network of trails, picnic areas and sports facilities to encourage active lifestyles as well as providing the opportunities to connect with nature. This will include strong connections to the park and ride transport hub to encourage movement by non-car modes of travel.

Phased Delivery

- 9.19 Salt Cross science and technology park is a long term project, the development of which is likely to extend beyond the lifetime of the current Local Plan (2031). Similar schemes elsewhere have tended to build out at a rate of around 5,000m² per year meaning it could take around 16 years to be completed (assuming floorspace of around 80,000m²).
- 9.20 As such, it is critical that sufficient land is safeguarded through the AAP and any master planning process to allow the science and technology park to be appropriately phased and be able to develop fully over the longer term. Developing this over the long term and through a phased approach has the added benefit of reducing pressure on infrastructure as technologies change and as future investment is likely to be acquired. Therefore this should not be a reason for reducing the size and scale of the proposal which could significantly affect its long term success. If this is eroded, it may not be possible to provide sufficient critical mass to successfully attract and retain an anchor tenant (s) or other potential occupiers.
- 9.21 In terms of delivery, as this is a long-term proposition, it is recognised that the policy approach needs to adopt a degree of flexibility to adapt to changing markets and specific requirements while at the same time adhering to the principles of a masterplan to ensure the high quality environment as outlined above.
- 9.22 In addition, it will be critical for the science park to be supported by the right type and level of infrastructure including access, digital and amenities, particularly in the early phases but also throughout its delivery.

The Vision for Salt Cross Science and Technology Park

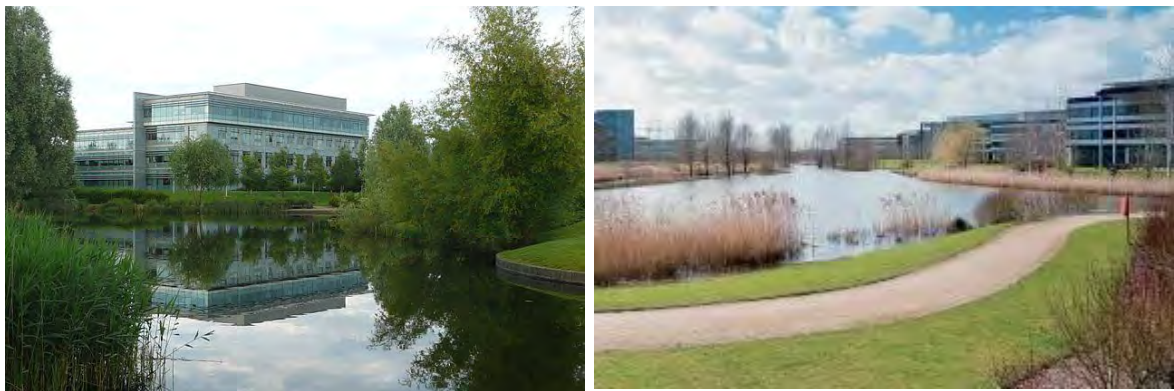
- 9.23 The development of a science and technology park of the scale proposed is considered to be a unique opportunity for West Oxfordshire. The District has historically lacked the supply of sites which are of a suitable scale to attract science/ R&D activity and the OCGV science park provides an opportunity to reverse this.

- 9.24 Pulling together the various strands outlined above and the supporting analysis and justification set out in the Lichfields employment study, our vision for Salt Cross Science and Technology Park is as follows.

Salt Cross Science and Technology Park will provide an aspirational and highly sustainable environment based on a landscape-led approach that is attractive to both businesses and their staff. People will share the campus with nature and have space to work, think, relax, meet and collaborate.

Convenient access and a high quality of life will be facilitated through multi-functional green corridors connecting all areas of the park and a transport hub based around a new park and ride with bus priority enabling rapid access in and out of Oxford. The campus will include a wide range of complimentary facilities such as shops, coffee shops / restaurants, gym and crèche.

- 9.25 The Longwater Avenue / Brook Drive area of Green Park, Reading is currently seen as the closest fit for the Council's vision – well designed buildings sat within the landscape, areas of high ecological value and accessibility for the local community.



Longwater Avenue / Brook Drive area of Green Park, Reading. Set within 40 Ha of landscaped grounds

Policy 18 – Salt Cross Science and Technology Park

Provision will be made at Salt Cross for a campus of around 40 ha set within an extensive network of green and blue infrastructure to accommodate science, technology, engineering and high-tech related B-class business floorspace. This is expected to include around 80,000m² of floorspace in the period to 2031 and beyond.

This should be located on a single site in a suitably accessible part of the Garden Village with strong, sustainable transport links, including with the Sustainable Transport Hub (incorporating the proposed park and ride) and connections to Hanborough Station.

The campus will include a range of integrated and accessible complementary uses such as shops, coffee shops / restaurants, gym and crèche.

Other Commercial Opportunities

9.26 Salt Cross Science and Technology Park will be complemented with a range of broader employment opportunities (such as jobs created in local services to serve the new population) that can be accommodated across the wider garden village site including within smaller scale local hubs/centres that are well connected and accessible. This will help to create a vibrant, diverse and a well-balanced community and a strong sense of place. It is also consistent with the garden village ethos which is underpinned by the concept of providing job opportunities alongside homes.

9.27 Within any community hub, there should be a mix of different commercial and other uses including for example childcare, shops, pubs, restaurants, hair and beauty salons, gyms, opportunities for co-working space and other services and facilities. These will help to bring the community together as well as generate a number of local employment opportunities.



9.28 Providing a mix of uses will help to create vibrant 'hubs' within the development and increase activity throughout the day/ evening with good integration between different age groups and interests which is a key element of successful placemaking and fostering community relations. Such 'hubs' should incorporate safe and convenient links to key employment areas including the science and technology park and other destinations such as educational facilities on the site and housing more generally.

9.29 The garden village also presents the opportunity for some small clusters of flexible employment floorspace as part of the overall mix of development. This could for example be delivered through courtyards of flexible start-up units (B1) which can easily be adapted to a range of purposes including office, workshop or studio. These units will allow a progression of business growth, encouraging people to keep their businesses in the local area and to grow their workforce from within the garden village. Examples of small local businesses which may benefit from these spaces include art studios, light engineering and fabrication and producers of small scale country market foods, goods and services.



Policy 19 – Small-scale commercial opportunities and flexible business space

Provision will be made for small-scale commercial and flexible business space in suitable and accessible locations in the garden village as part of the overall mix of development.

This space could form part of any neighbourhood centre or similar ‘hub’ with effective links to other related uses such as educational facilities, housing and transport.

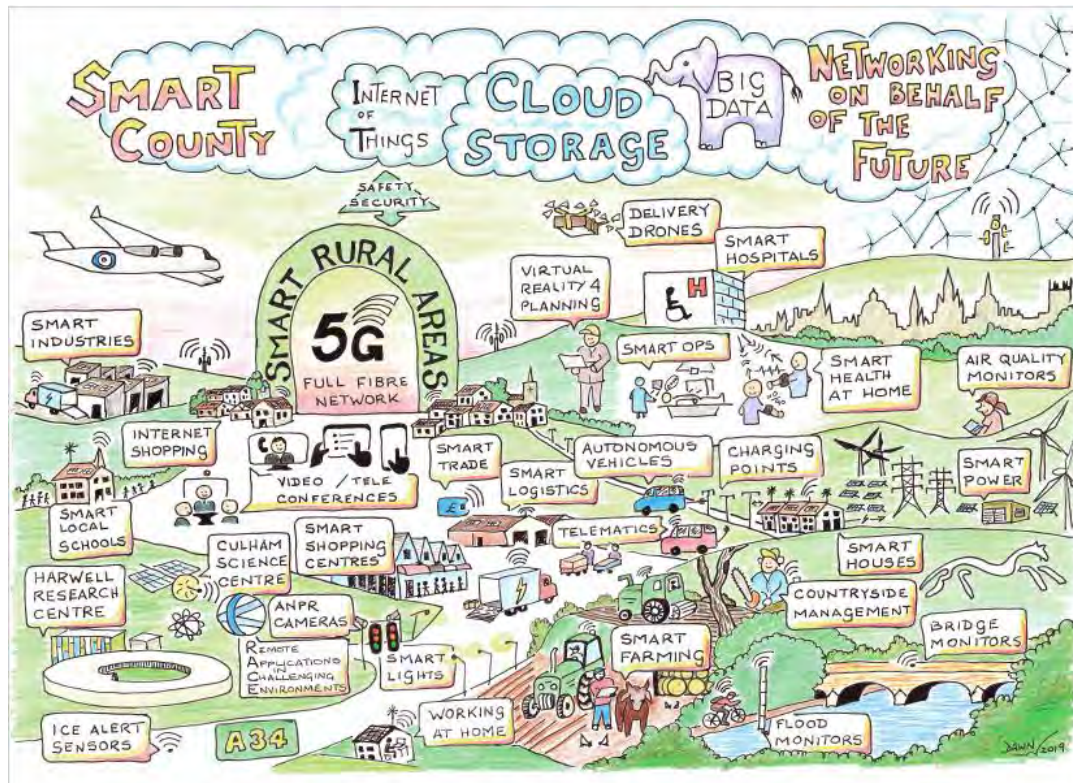
Home working

- 9.30 The benefits of home working are significant and well documented and have been brought into sharp focus in light of Covid-19. Home working reduces the need to travel and can help achieve a better work/life balance which can lead to improved health and wellbeing and increased productivity. It can also benefit employers by reducing physical office space requirements. Homeworking can also help to reduce traffic congestion by eliminating the need to commute to work or at least reducing the frequency of travel, thereby reducing pollution and helping to minimise impacts on climate change.
- 9.31 This is particularly relevant to the future development of Salt Cross because a large proportion of people living in the Eynsham and Hanborough area commute out to work in Oxford and other surrounding areas (around 30%). This is a relatively high proportion and to help reduce this ‘outflow’, we are committed to ensuring that the garden village not only provides a good balance of job opportunities but is characterised by a strong emphasis on home working, facilitated by appropriate infrastructure.
- 9.32 We will therefore require homes within the garden village to be well designed – to be accessible and flexible to meet changing demographic trends as well as being designed with home working in mind. Ultrafast Fibre to the Premises (FttP) broadband should be considered as an essential utility and should be delivered to every property within the garden village.



- 9.33 Beyond the provision of full fibre broadband we will expect the use of other existing and emerging technologies at Salt Cross to help move towards the concept of ‘smart living’ being advanced by Oxfordshire County Council’s innovation team. The concept is illustrated at Figure 9.1 and establishes a ‘blueprint for delivering digital infrastructure including opportunities to transform how the garden village functions through inter-related digital technologies. In designing a smart village, the focus shifts to empowering local communities to engage with their future, including the use of smart technologies.

Figure 9.1 – A Blueprint for delivering Digital Infrastructure in new housing developments



- 9.34 In addition to full fibre broadband, consideration will need to be given to mobile coverage, with 5G coverage being the default to enable autonomous vehicles and drones to operate in the future as well as EV charging points (see Section 8 – Movement and Connectivity) and the use of other ‘smart infrastructure’ including the use of sensors, particularly for specialist housing for the elderly or other people with specific needs and requirements. This will enable proactive measures to maintain health for vulnerable people for example by assessing dampness, room temperatures, and movement monitors.

- 9.35 To further promote home working, the garden village should deliver the provision of flexible workspaces as part of the overall mix of uses. 'Drop-in' meeting/workspaces which people can use on an ad-hoc basis with built-in facilities (to allow conference calls for example) or workspaces purpose built into cafes will provide an alternative to working 'at home' and reduce the feelings of isolation where a person's home is their main place of work and will provides spaces for networking.
- 9.36 These workspaces should incorporate good access to other facilities such as cafes and gyms as well as high quality outdoor spaces and could be situated within an integrated community/ neighbourhood centre. This will help create a healthy environment in which to work, increasing social cohesion, productivity and also benefiting other businesses on the site.

Charlbury Community Centre incorporates a mix of uses including a library, café, sport facilities and outside play area.



Policy 20 – Homeworking

Development proposals at Salt Cross will be required to support and enable a high-proportion of home-working both within individual households and through the provision of suitable, shared space such as flexible co-working/meeting space in suitable, accessible locations.

Provision should be made as part of the overall mix of uses within any neighbourhood centre and meeting space linked to the science and technology park.

Every household and shared space will be supported by all necessary infrastructure to enable the provision of Ultrafast Fibre to the Premises (FttP) broadband.

Consideration must also be given to the use of other appropriate technologies to enable and promote the concept of 'smart living' as a key component of the future development and delivery of Salt Cross.

Employment skills and training

- 9.37 Oxfordshire has been a strongly performing economy in recent years, with strong growth across a range of high-value sectors. However, this economic success has created a relatively tight labour market, with high levels of economic activity and low levels of unemployment which in turn has led to a small pool of labour being available to support the County's economic growth aspirations.
- 9.38 Furthermore, whilst the high employment rate in the county is positive, this headline hides a number of issues and not all sections of society are benefitting from Oxfordshire's growth. There are areas of persistent labour market deprivation, particularly relating to education, skills and training and in common with the rest of the country, the number of apprenticeships undertaken has declined over the last four years.
- 9.39 Securing inclusive growth and ensuring that all can participate in the opportunities being created by Oxfordshire's economy is an important concern and a key priority for the Oxfordshire Local Enterprise Partnership – OxLEP.
- 9.40 The OxLEP Skills Team are involved in a number of initiatives to support the development of skills across Oxfordshire. This includes, working in partnership with the Government-backed Careers and Enterprise Company (CEC) to create a Careers Hub and Enterprise Advisors Network, Oxfordshire Apprenticeships (including an Ambassadors programme and Awards Ceremony), a work experience team and hosting an annual Careers Fest.
- 
- 9.41 A key initiative being promoted by OxLEP and formally endorsed by the Oxfordshire Growth Board is the development of Community Employment Plans (CEPs). These are employer-led initiatives which can form part of S106 planning obligations for significant developments.
- 9.42 The measures contained within CEP's seek to mitigate the impacts of development through ensuring that local people can better access job opportunities arising from development. The outcomes in CEP's apply at the construction phase and where appropriate, the end-use phase and can include:
- Apprenticeships;
 - Employment/training initiatives for all ages;
 - Best endeavours to maximise local labour;
 - School, college and university engagement initiatives

- 9.43 A number of CEPs are already in place across Oxfordshire including:
- Westgate Oxford
 - Barton Park
 - Bicester Eco-town
 - Botley West Way redevelopment
 - Crab Hill – Wantage
- 9.44 Successes of the Westgate Oxford CEP – in partnership with Laing O’Rourke – include:
- 15 apprenticeships supported during construction
 - 15% of on-site workers have an Oxfordshire postcode
 - 40% of contracts awarded within the local supply chains
 - 12 site tours provided to schools and colleges
 - 61 individuals supported through sector-based work academies, with 13 later employed by Laing O’Rourke or one of their sub-contractors
 - Three local social enterprises supported in the supply chain
- 9.45 Salt Cross is a prime candidate for the development of a community employment plan. It has the potential to create a large number of new jobs associated with its construction which has the potential to be of huge benefit to the local economy and to Oxfordshire as a whole. There will be direct jobs associated with the construction of the garden village as well as indirect jobs created as a result of ‘knock-on’ effects through the supply chain such as demand for materials.
- 9.46 The creation of the science and technology park alongside the provision of a secondary school facility also provides valuable opportunities for students to gain beneficial training and work experience by creating linkages between this educational facility and the businesses operating within the science park. This could greatly improve skills and ‘work-readiness’ for the next generation of workers in areas such as engineering related to the science and R&D sectors, raising the profile of the garden village as a great place to work and train. Therefore, the location of the secondary school facility and the physical connections between this and the science park will also be an important planning consideration in encouraging close ties.

Policy 21 – Employment Skills and Training

Any outline planning application or subsequent application for major development at Salt Cross will be required to be supported by a Community Employment Plan (CEP) to ensure that local people are able to benefit from training and job opportunities arising from the development.

This will to include measures such as:

- Apprenticeships
- Employment/training initiatives for all ages including including both work tasters and work experience placements
- Traineeships for younger people, including those who are not in employment, education or training (NEETS);
- Best endeavours to maximise local labour including pre-employment training;
- Local procurement agreement – potential for local businesses to be included in tender lists;
- Support for local skills and training events; and
- School, College and University engagement initiatives such as site visits, school visits and project support

Key stakeholders should be involved in the preparation of the CEP, including OxLEP. Progress and outputs should be measured, monitored and shared with the District Council on an annual basis.

Meeting current and future housing needs

GV Principle 4:

'Mixed-tenure homes and housing types that are genuinely affordable'

GV Principle 6:

'Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food'.

Meeting current and future housing needs – ‘At a glance’

What you’ve told us:

The garden village should provide a diverse range of dwelling types and tenures for all ages and needs, including properties that are genuinely affordable. These should be built on a ‘tenure blind’ basis, characterised by high standards of design and sustainable construction. Opportunities for self and custom-build should be well-located, affordable and effectively integrated with the garden village as a whole. Innovative, modern methods of construction are supported alongside more traditional approaches, particularly as a direct response to climate change. It is essential that new homes are supported by timely investment in supporting infrastructure.

What are we seeking to achieve?

A balanced mix of beautifully and imaginatively designed, energy efficient homes of different types, sizes and tenures including 50% affordable homes consisting of both rental and low-cost home ownership opportunities. A broad range of housing needs will be provided for, including but not restricted to, those wishing to self-build or self-finish their own home, younger people including families looking to step onto or progress up the housing ladder, essential local workers and older people looking for adaptable or specialist accommodation. Housing delivery will be accelerated as far as possible including through the use of modern methods of construction and will be closely linked to the delivery of key supporting infrastructure including schools, transport and open space.

What are we seeking to avoid?

Poorly designed, unimaginative homes that lack ambition and quality and fail to meet identified housing needs both now and in the future because of a narrow range of unaffordable opportunities to rent and buy. There is also a need to move away from the relatively slow rates of housing delivery that tend to characterise large, strategic developments and to avoid key supporting facilities being provided well after when they are actually needed.

What are our core objectives?

- GV28 To enable the delivery of around 2,200 new homes that are durable, attractive and sustainably constructed to meet the needs and aspirations of current and future generations.
- GV29 To create a balanced and sustainable community through the provision of a diverse mix of dwelling types, sizes and tenures, providing housing opportunities for all including those who are unable to rent or buy on the open market.
- GV30 To seek to accelerate housing delivery as far as reasonably possible through new models and mechanisms and diversity of delivery partners, having regard to the timing of delivery of supporting infrastructure.
- GV31 To ensure that appropriate arrangements are embedded into the development of the garden village in respect of the long-term maintenance and management of the housing stock.

What are our policies?

Policy 22 - Housing Delivery

Policy 23 - Housing Mix

Policy 24 - Build to Rent

Policy 25 - Custom and Self-Build Housing

Policy 26 - Meeting Specialist Housing Needs

How will we measure success?

Indicators to include:

- Number of new market and affordable homes provided
- Mix of housing types, sizes and tenures
- Annual rate of housing delivery (trajectory)
- Number of self/custom build plots made available
- Number of homes built to accessible and adaptable and wheelchair adaptable standards
- Number of specialist housing units provided

10. Meeting current and future housing needs

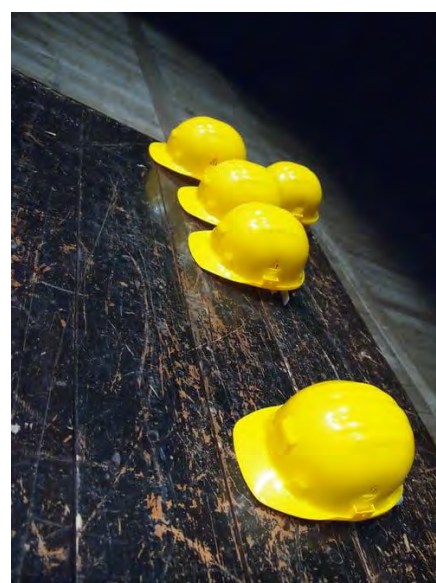
- 10.1 Salt Cross is one of five strategic sites allocated in the West Oxfordshire Local Plan 2031 and has an important role to play in meeting identified housing needs. It is allocated as a 'strategic location for growth' (SLG) based on a 'working assumption' of around 2,200 homes.
- 10.2 The purpose of the AAP is to determine whether this is an appropriate and deliverable number of homes as well as providing guidance on the mix and size of new homes needed, the pace and quality of housing delivery, meeting specialist housing needs and ensuring the effective long-term management and maintenance of the housing stock.
- 10.3 The AAP is supported by a separate housing strategy prepared by independent consultants ICENI¹.

Housing Delivery at Salt Cross

- 10.4 During the preparation of the West Oxfordshire Local Plan, it was agreed that the overall housing requirement should be increased to 15,950 homes which includes 13,200 homes to meet West Oxfordshire's identified housing needs and a further 2,750 homes to meet Oxford's housing needs, in accordance with the duty to co-operate.
- 10.5 Salt Cross was identified as being a suitable location for meeting Oxford's needs along with land to the west of Eynsham primarily due to their relative proximity to Oxford and location on the A40 – a key transport corridor.

The number of new homes to be provided at Salt Cross

- 10.6 Having regard to the total site area of the AAP boundary, relevant constraints and the proportion of non-residential buildings and spaces expected to come forward, the Council considers that 2,200 homes remains an appropriate and deliverable number of homes to plan for at Salt Cross. However, this figure should not be treated in an overly prescriptive manner.
- 10.7 The purpose of the AAP is to set the overall parameters for development at Salt Cross and provide an illustrative framework plan within which more detailed proposals will come forward through outline and detailed planning applications. Being too precise about the number of homes at this stage would effectively pre-empt future decisions on certain key issues such as the density of development and the layout and mix of uses and would lack flexibility.



¹ <https://www.westoxon.gov.uk/media/mbwnzsw2/housing-strategy-advice-west-oxfordshire.pdf>

- 10.8 For this reason, like the adopted Local Plan, the AAP continues to refer to ‘about 2,200 homes’ rather than specifying an exact number. If more, or indeed fewer, homes were to be proposed as part of any subsequent planning applications, the implications of this would need to be considered having regard to the overall vision and core objectives for the site and other relevant policies within the AAP, the West Oxfordshire Local Plan 2031 and the Eynsham Neighbourhood Plan.

The Pace of Housing Delivery at Salt Cross

- 10.9 Large housing schemes tend to have long ‘lead-in’ times to construction starting on-site as a result of various factors such as promotion through the planning process and negotiations over Section 106 planning obligations. Even when underway, build-out times are often slow with the 2018 Letwin Review² concluding that developments of more than 1,500 homes often take around 15 years to be completed.

- 10.10 The Council is committed to accelerating the delivery of new homes at Salt Cross, focusing on four key areas:

1) Process management - taking opportunities to speed up the planning process by twin-tracking the AAP with any outline planning application, early and ongoing pre-application discussions with the site promoter and careful and timely consideration of planning conditions.

2) Place-Making Investment and Infrastructure Delivery - bringing forward the delivery of social and community infrastructure which can have a positive effect on both the pace of sales/ delivery and residential values, particularly in areas of high demand, good quality transport links and aligning job opportunities with new homes to attract people looking to move to the area to work.

3) Product differentiation and build-out rates - a need to increase diversity in the housing ‘products’ delivered on large sites (type, size, style, design, and tenure mix) with different phases of the development being subject to a requirement for housing diversity. Other measures such as the provision of multiple sales outlets, the integration of affordable housing in different phases and catering for specialist market segments (e.g. build to rent, homes for older people, self/custom build) to help support build-out rates.

4) Modern Methods of Construction (MMC) – homes built using a high proportion of components produced using modern and technologically driven methods of manufacture off site and then assembled on site. Such homes can be built up to 30% quicker than by traditional methods of construction, and with potentially a 25% reduction in costs.³

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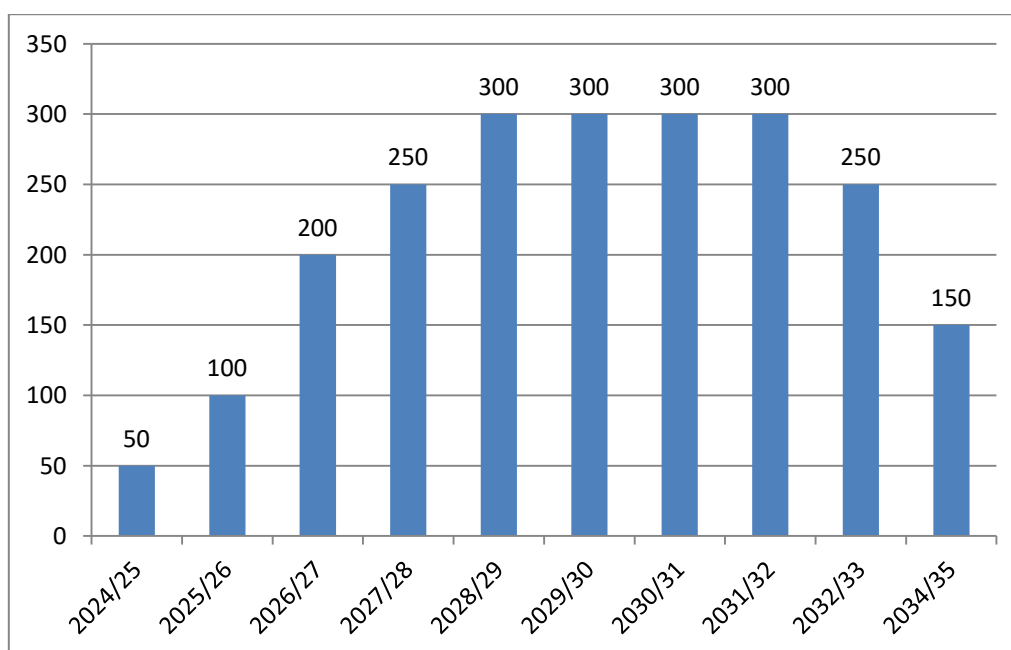
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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf

- 10.11 The Council's commitment to accelerating housing delivery at Salt Cross is reflected in Policy 25 – Housing Delivery. However, this is a sensitive site that warrants a suitably comprehensive and ambitious response which is worthy of its garden village status.
- 10.12 As such, although considerable progress has been made by both the Council and the site promoter since the adoption of the Local Plan in 2018, it is evident that the delivery trajectory set out in the Local Plan (which assumes 220 homes per year from 2021 to 2031) will not be achieved.
- 10.13 Factoring in the remaining time needed to adopt the AAP, determine any outline planning application, negotiate S106 planning obligations, deal with subsequent reserved matters applications and discharge relevant conditions, it is likely that the construction of new homes at Salt Cross will begin from 2024/25 onwards.
- 10.14 An indicative housing delivery trajectory is shown at Figure 10.1 and assumes that at its peak around 300 homes could be built each year. This is slightly higher than the pace of delivery seen previously on strategic sites in Witney and Carterton but the factors outlined above and embedded in Policy 22 will help contribute towards achieving this.
- 10.15 The indicative trajectory suggests that overall completion of new homes at Salt Cross would take place around 2034/35 which is beyond the current end date of the Local Plan. However, any 'shortfall' in delivery against the overall plan requirement of 15,950 homes to 2031 is likely to be met and most probably exceeded by smaller 'windfall' proposals that continue to come forward across the District in line with past trends (around 125 homes per year).

Figure 10.1 – Salt Cross Indicative Housing Delivery Trajectory



The Quality of Housing at Salt Cross

- 10.16 Although the Council is looking to try and accelerate the delivery of new homes at Salt Cross, this cannot be at the expense of the overall vision, core objectives and quality of the scheme. One of the core TCPA garden city principles is ‘beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities’ and the Council is fully committed to achieving this.



- 10.17 A strong and recurring theme raised through consultation to date has been the need to avoid creating a distinctly average and ‘bog-standard’ housing estate. Instead, design should be distinctive and bold, drawing on the character of the site and its surroundings to create a real sense of place. ‘No pastiche!’ as one respondent succinctly put it. There has also been good support for the use of varying densities across the site to create visual interest and activity (e.g. as part of a neighbourhood centre) and to enable larger areas of space to remain undeveloped.

- 10.18 The importance of high quality design is embedded in national policy within the NPPF and more recently the National Design Guide⁴ which identifies the following characteristics of well-designed homes and buildings.

- Functional, accessible and sustainable;
- Efficient and cost effective to run;
- Meet the needs of a diverse range of users, taking into account factors such as the ageing population and cultural differences;
- Adequate in size, fit for purpose and are adaptable to the changing needs of their occupants over time;
- Provide good quality internal and external environments for their users, promoting health and well-being;



4

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/843468/National_Design_Guide.pdf

- Relate positively to the private, shared and public spaces around them, contributing to social interaction and inclusion; and
 - Resolve the details of operation and servicing so that they are unobtrusive and well-integrated into their neighbourhoods
- 10.19 At the Local Level, the importance of high quality design is reflected in Policy OS4 of the West Oxfordshire Local Plan which requires new development to ‘respect the historic, architectural and landscape character of the locality, contribute to local distinctiveness and, where possible, enhance the character and quality of the surroundings’.
- 10.20 Further detail is provided in the West Oxfordshire Design Guide which emphasises that in order to ensure richness of character and identity, and a strong and meaningful sense of place, particular attention should be paid to the mix of property types and residential density with clear and imaginative variations in building typology, plot size and building position in relation to the street, giving interest, variety and legibility to a scheme.
- 10.21 The importance of high quality design is also reflected in the Eynsham Neighbourhood Plan which states that new development should be:
- Visually attractive and in harmony with its immediate setting and character, providing a pleasant and safe place for all residents to live;
 - Of high quality in keeping with its immediate setting and character and where relevant, to the wider village and landscape context;
 - Reflective of setting in terms of the height of new buildings;
 - Of modern design where the context permits; and
 - Consistent with Building for Life (BfL 12) or equivalent principles in respect of residential development.
- 10.22 In accordance with the national and local policy position outlined above and in response to consultation feedback received during the preparation of the AAP, the provision of new homes at Salt Cross will be required to achieve an exemplary standard of creative and distinctive design. This is reflected in Policy 22 – Housing Delivery as well as Policy 29 – Design Requirements.

Policy 22 – Housing Delivery

The total number of new homes expected to be delivered within the boundary of Salt Cross as defined in the AAP is 2,200 units in line with the working assumption contained in the West Oxfordshire Local Plan 2031.

This is not however a maximum ‘ceiling’ to development and may be exceeded. Any increase over and above this indicative quantum will need to be robustly justified having regard to the overall vision core objectives and relevant policies set out in the AAP and relevant policies of the West Oxfordshire Local Plan 2031 and Eynsham Neighbourhood Plan.

The delivery of new homes will be phased in accordance with the provision of supporting infrastructure, drawing from the Eynsham Area Infrastructure Delivery Plan (IDP) and any site-specific IDP as appropriate (see also Policy 30 – Provision of Supporting Infrastructure)

Residential development proposals at Salt Cross will be expected to demonstrate exemplary design standards alongside a commitment to the acceleration of housing delivery. This should be in the form of a housing delivery statement (or equivalent) which includes consideration of the following measures:

- Timely provision of supporting infrastructure, in particular social and community infrastructure such as schools, meeting spaces and transport;
- A diversity of housing including a range of different housing products, types, tenures and styles within each phase of development;
- The use of Modern Methods of Construction (MMC);
- ‘Non-traditional’ housing delivery mechanisms including community-led housing and custom/self-build;
- The potential to support multiple sales outlets at different locations within the development scheme, as part of each phase;
- Integration of affordable housing within development phases;
- Catering for different specialist market segments, such as build-to-rent; elderly persons accommodation, student/ graduate and employer-linked housing.

What types of homes are needed?

- 10.23 The scale of Salt Cross presents an opportunity to provide a broad mix of different house types, sizes and tenures. There has been strong support for this throughout consultation on the AAP. The starting point of the Local Plan is that, subject to viability considerations, Salt Cross will provide 50% affordable housing. Assuming the total number of homes provided is 2,200, this would mean a balanced split of 1,100 'market' homes and 1,100 'affordable' homes.
- 10.24 In this section we provide an overview of the type and mix of homes expected to come forward at Salt Cross, drawing on the AAP housing strategy as appropriate.

Market Housing (i.e. homes available to rent or buy on the open market)

- 10.25 The sales market in Eynsham is generally strong, being influenced by the settlement's attractiveness as a place to live including local facilities, schools, proximity to Oxford and local job opportunities. The profile of demand is focused more towards houses than flats with the greatest relative demand being for 3 and 4-bed properties and a particular premium for detached properties which have seen recent strong price growth. In general terms, the demand profile in the Eynsham area is influenced by the presence of the secondary school, Bartholomew School.
- 10.26 The local rental market is buoyant, driven by young professional and families typically aged 25-45 who are looking for good value accommodation, many of whom work in Oxford. There is demand for a range of types of properties, but with 2-bed homes being the most popular.
- 10.27 Based on an analysis of the existing housing offer, market dynamics, demographic changes, the nature of employment growth and the inter-relationship between housing demand in Eynsham and what is being built in Oxford City, the AAP housing strategy recommends the following mix of market housing at Salt Cross:
- 1-bed 5-10%
 - 2-bed 20-25%
 - 3-bed 40-45%
 - 4+bed 25-30%
- 10.28 This is reasonably similar to the profile of homes needed across the District with a primary focus on 3-bed homes. The high proportion of affordable housing envisaged will however shift the overall profile of homes more towards smaller properties in line with the Eynsham Neighbourhood Plan (see affordable housing below).
- 10.29 The indicative mix above is intended to inform masterplanning and ensure that a balanced, mixed community is supported. Clearly, the recommendations on housing mix should not apply precisely to every phase; given it will be appropriate for the housing mix in individual phases to respond to location (i.e. higher densities will be more appropriate around centres and transport hubs which will invariably result in a mix focussed more on smaller, flatted properties) and demand evidence at the time of development.

- 10.30 In accordance with Policy 25 – Housing Delivery, market housing at Salt Cross will be expected to include a variety of different house types and styles within each phase.

Affordable homes (i.e. affordable to those who cannot afford market priced housing locally to rent or purchase)

- 10.31 The provision of affordable housing is a priority in West Oxfordshire and the need is particularly acute in the Eynsham area where rental and purchase prices are among the highest in the District. The starting point in the Local Plan is that 50% of the homes provided at Salt Cross will be affordable, subject to viability. The AAP housing strategy supports this.
- 10.32 There are a number of different types of affordable housing which fall into two main categories; affordable housing for rent (including social rent and affordable rent) and low-cost home ownership options (including starter homes, discount market sales housing, shared ownership and rent to buy).
- 10.33 The scale of Salt Cross is such that it presents an excellent opportunity to provide a good mix of different affordable housing options for both rent and purchase – something that has been well-supported through consultation to date.
- 10.34 In terms of **the type of affordable housing needed**, the AAP housing strategy suggests a 60/40 split between rented affordable products and affordable home ownership subject to viability. This would mean that if 50% of the new homes provided at Salt Cross are affordable (c. 1,100 homes) 30% would be rented affordable housing (c. 660 units) and 20% affordable home ownership (c. 440 units).
- 10.35 Of the 30% rented element, the strategy suggests that, subject to viability, the evidence of affordable housing need justifies a split of rented provision such as 50/50 between social rent⁵ and affordable rent⁶ to improve affordability. Of the 20% affordable home ownership element, the strategy suggests that the priority should be for shared-ownership properties.
- 10.36 With regard to **the size of affordable housing needed**, the strategy identifies the following indicative mix:

Table 10.1 – Recommended Affordable Housing Size Mix

Tenure type	1-bed	2-bed	3-bed	4+bed
Social/Affordable Rented	30 – 35%	30 – 40%	30 – 35%	5%
Affordable Home Ownership	20 – 25%	40%	25 – 30%	5-10%

- 10.37 Whilst this provides a useful guide to the size of affordable homes likely to be needed, regard will also need to be had to the profile of need revealed by the Council's Housing Register, taking account of not just the overall needs profile but relative priority needs.

⁵ Where rent is set in accordance with the Government's rent policy for Social Rent

⁶ Set at least 20% below market rents

- 10.38 In terms of the **cost of affordable housing**, the AAP housing strategy considers what affordable housing should cost to rent or buy in the Eynsham area, in order to be genuinely affordable and limit benefit dependency.
- 10.39 For rented affordable housing, the strategy suggests that rents should be set having regard to a 'living rent' for West Oxfordshire and should not exceed Local Housing Allowance rates for different property sizes. Table 10.2 below identifies the suggested living rents for a 1, 2 and 3-bed property, set against the LHA limit.

Table 10.2 – Living Rents in 2018

£ PCM	1-bed	2-bed	3-bed
Living Rent	£326 - £400	£424 – 519	£521 - 639
LHA limit (Oxford BRMA)	£689	£834	£997

- 10.40 In respect of affordable home ownership options (shared ownership, discount market sale etc.) the AAP housing strategy emphasises the importance of homes being sold at a price that is genuinely affordable for the intended target group.
- 10.41 The focus should therefore be on households that fall within the 'rent-to-buy gap' with an income of between £30,000 - £67,500 and that discounts on open market values should be assessed to ensure housing is affordable to those in this income bracket. Table 10.3 shows the suggested range (by size) for which affordable home ownership properties could potentially be made available so as to be affordable to households in the rent/buy gap.

Table 10.3 – Affordable Home Ownership Prices – Year to Sept 2018

	Affordable purchase price
1-bedroom	£120,000 – £175,000
2-bedroom	£145,000 – £250,000
3-bedroom	£175,000 – £350,000
4-bedroom	£240,000 – £450,000

- 10.42 The housing strategy also looks at shared ownership homes in terms of what level of equity share would be needed to be affordable. Table 10.4 sets out the estimated maximum open market value for shared ownership properties to be affordable. The strategy recommends that for affordable home ownership homes, these take account of the price brackets shown in Tables 10.3 and 10.4.

Table 10.4 – Estimated Maximum Open Market Value for Shared Ownership/Equity Properties to be Affordable

	25% equity	50% equity
1-bedroom	£201,000 – £255,000	£154,000 – £196,000
2-bedroom	£237,000 – £304,000	£182,000 – £234,000
3-bedroom	£288,000 – £370,000	£221,000 – £284,000
4-bedroom	£391,000 – £522,000	£301,000 – £401,000

- 10.43 In addition to the type, size and cost of affordable homes at Salt Cross, we need to consider who will be able to buy and rent them. In this respect, and in recognition of the fact that the garden village has been allocated in response to Oxford's unmet housing needs, discussions remain ongoing with Oxford City Council to determine an appropriate way forward.
- 10.44 West Oxfordshire's view is that there should be a balanced mix of affordable housing opportunities for both Oxford and West Oxfordshire residents within the garden village and that it would be inappropriate to restrict occupancy of affordable homes provided solely to one of the local authorities' housing registers.
- 10.45 To ensure an appropriate balance, the District Council remains in discussions with Oxford City Council with a view to ensuring that any new affordable homes provided at the garden village are able to be offered to a mixture of those on the West Oxfordshire housing register and those on the Oxford City Council housing register. It is anticipated that this will be achieved through a combination of new-build affordable properties at Salt Cross and re-letting a proportion of existing affordable stock in the Eynsham / Woodstock sub area to residents of Oxford City. A memorandum of understanding is in the process of being prepared.

Policy 23 – Housing Mix

Residential development proposals at Salt Cross will be characterised by a broad mix of different dwelling types, sizes and tenures.

Market Housing

A good, balanced mix of market homes will be required within each phase of development in terms of size, design, density and style.

The following indicative size mix will apply:

- 1-bed 5-10%

- 2-bed	20-25%
- 3-bed	40-45%
- 4+bed	25-30%

This is an indicative guide only and in determining proposals, the Council will take into account other relevant factors including the need for higher densities of development in some parts of the site (e.g. around the village centre or neighbourhood centres) and market evidence of demand at the time of application.

Affordable Housing

In accordance with Local Plan Policy H3 – Affordable Housing, the proportion of affordable homes provided will be 50%, subject to viability.

Of this overall 50% requirement, it is anticipated that 30% will comprise rented affordable options (including a balanced mix of affordable rent and social rented properties) and 20% will comprise affordable home ownership options, with a particular focus on shared-ownership, but allowing for other options including starter homes and discount market sale having regard to realistic affordable purchase prices.

A balanced mix of affordable property sizes should be achieved in each phase of development, informed by the following indicative mix:

Social/Affordable Rent

- 1-bed	30-35%
- 2-bed	30-40%
- 3-bed	30-35%
- 4+bed	5%

Affordable Home Ownership

- 1-bed	20-25%
- 2-bed	40%
- 3-bed	25-30%
- 4+bed	5-10%

This indicative mix provides a guide only and in determining proposals, the Council will take into account other relevant factors including the profile of need revealed by the Council's Housing Register, taking account of not just the overall needs profile but relative priority needs.

Affordable homes proposed as part of the overall mix of development should demonstrate 'genuine affordability'. Affordable rent should be set having regard to the living rents

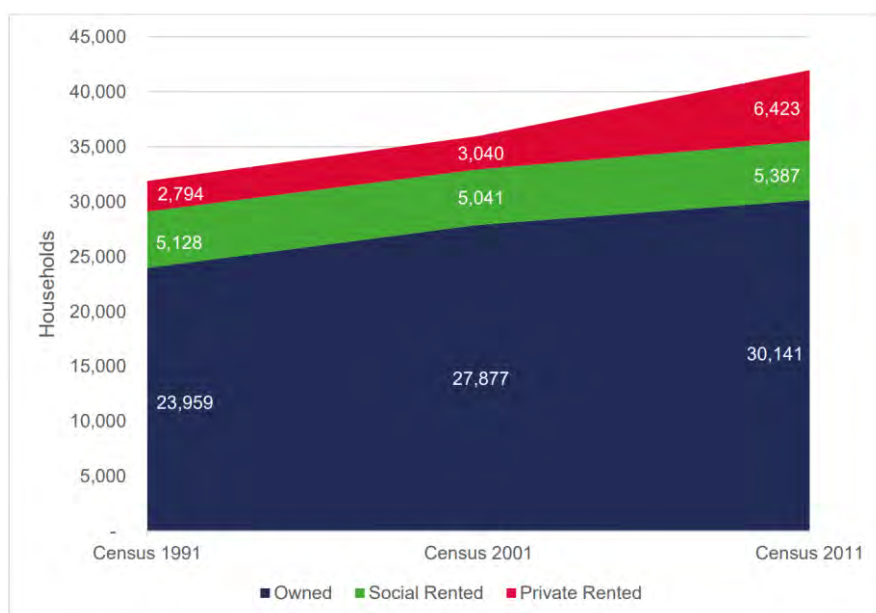
identified in Table 10.2 and capped at no higher than the Local Housing Allowance (LHA) limits set out in Table 10.2 (and any subsequent updates).

Affordable home ownership options should be sufficiently discounted from open market values to reflect the realistic affordable purchase prices indicated in Tables 10.3 and 10.4.

Build to Rent

- 10.46 'Build to rent' is housing that is built for the specific purpose of being rented out. Whilst the concept of building homes for rent isn't new, what is new about build to rent is the focus on quality, professional management with shared spaces such as communal areas and workspaces and fitness centres typically provided inside the buildings along with the homes.
- 10.47 Tenancies are also offered on a much longer-term basis than usual – typically 3 years or more compared with the standard 6 -12 months. These are sometimes known as 'family friendly tenancies' since they provide longer term security and stability for those who wish to settle down within a community.
- 10.48 The private rented sector makes up around 20% of all UK households, having steadily increased over the last 15 years. In West Oxfordshire, strong growth has occurred since 1991 as shown in Figure 10.2.

Figure 10.2 - Growth of the Private Rented Sector in West Oxfordshire (1991 – 2011)



- 10.49 As the number of people renting continues to increase, it is likely that the role of build to rent will become more prominent. In response, build to rent has come forward as an emerging new sector in the UK housing market with around 100,000 build to rent homes either completed, under construction or in planning.

- 10.50 The role of build to rent is recognised in the NPPF and offers a number of advantages including:
- Helping local authorities to meet demand for private rented housing whilst increasing tenants choice;
 - Retaining tenants for longer and maximising occupancy levels;
 - Helping to increase housing supply, particularly on large, multiple phased sites as it can be built alongside build for sale and affordable housing; and
 - Good design and high-quality construction methods are often key components of the Build to Rent model.
- 10.51 As build to rent caters for a different market segment from 'for sale' housing it also has the potential to assist in boosting housing delivery rates (see Policy 25 – Housing Delivery).
- 10.52 The AAP housing strategy highlights a strong rental market, particularly in and around Eynsham as well as a strong relationship between Eynsham and Oxford both for young professionals and families who are residing in Eynsham and commuting to Oxford for work, it being a more affordable location within reasonable commuting distance.
- 10.53 The strategy suggests that there is good potential for build to rent at Salt Cross, underpinned by:
- A large and established private rental market in the local area and Oxford;
 - The attractiveness of good quality, purpose-build accommodation and longer tenancies; and
 - The combination of high quality of life/place together with access to services/ jobs in Oxford.
- 10.54 The strategy suggests that a small Build to Rent scheme of 50 units, or more, should it be supported by the market, would be appropriate. The success of this could then support further development within subsequent phases. It also suggests that the focus is likely to be on 1, 2 and some 3-bed properties given the occupancy profile associated with private rented accommodation. It can be expected to accommodate households typically aged in the 25-40 bracket who are unable to afford to buy a home; but may also include some older households looking for flexibility or whose circumstances have changed (e.g. divorcees).
- 10.55 Any build to rent proposals that come forward at Salt Cross will be required to include a proportion of 'affordable housing'. The default position nationally is that this should take the form of 'affordable private rent' - a class of affordable housing specifically designed for build to rent schemes. Affordable private rent should be set at a level that is at least 20% less than the private market rent (inclusive of service charges) for the same or equivalent property.
- 10.56 Other forms of affordable housing and/or a commuted payment may be appropriate in some instances.
- 10.57 In terms of the proportion of affordable housing within build to rent schemes, national policy suggests that 20% is generally a suitable benchmark to be provided and maintained in perpetuity, although a different requirement can be set, subject to evidence.

Policy 24 – Build to Rent

The provision of Build to Rent* accommodation will be supported as part of the overall mix of new homes provided at Salt Cross.

Any Build to Rent proposal will be expected to be located at an accessible location within the development, with strong public transport accessibility.

Any Build to Rent proposal will be required to make appropriate provision for affordable housing. It is anticipated that this will be provided on-site unless there are specific circumstances why this cannot be achieved in line with Policy H3 – Affordable Housing of the West Oxfordshire Local Plan 2031.

The starting assumption is that affordable housing within any Build to Rent scheme will take the form of ‘affordable private rent’ although other forms of affordable housing will be considered having regard to identified needs.

It is anticipated that the proportion of affordable housing provided as part of any Build to Rent scheme will accord with the default requirement set out in national policy/guidance – currently 20%.

In terms of affordable rent levels, a discount of at least 20% relative to local market rents will be required taking account of the living rents set out at Table 10.2 of the AAP.

Affordable private rent homes should be under common management control, along with the market rent build to rent homes. They should be distributed throughout the development and physically indistinguishable from the market rent homes in terms of quality and size.

** Defined in accordance with the NPPF (2019).*

Custom and Self-Build Housing

- 10.58 Custom build housing is where a builder is contracted by a home owner to create a ‘custom built’ home or where a private individual builds their home as a DIY ‘selfbuild’ project. This can range from single dwellings built for or by an individual to larger schemes with many homes built as custom or self-build housing.
- 10.59 The Government is massively supportive of custom build housing which is seen as a more affordable route to home ownership and an opportunity to create bespoke, well-designed and sustainably constructed new homes. It also offers opportunities to smaller builders and contractors, creating local jobs and contributing to the local economy.

- 10.60 The scale of Salt Cross is such that it provides an excellent opportunity to deliver a broad mix of new homes, including for those wishing to custom or self-build. This is consistent with the original garden city ethos, which allowed for certain areas of land to be allocated for co-housing groups, with very early garden cities like Letchworth and Welwyn Garden providing hundreds of self-build plots.
- 10.61 It is of particular relevance to Salt Cross with the Council striving to achieve an exemplar development where people genuinely want to live and work and which will provide a range of house types, sizes and tenures with a strong emphasis on affordable homes, as well as providing opportunities for individuals and community groups (associations of individuals) to build their own homes.
- 10.62 There is strong evidence of need for custom and self-build housing in the area, with the Council's Self-build and Custom Housebuilding Register showing 98 registered expressions of interest across West Oxfordshire in the period 1st October 2015 to 31st March 2019 with 31 people expressing an interest in self- or custom-build development in Eynsham, with the greatest proportion seeking 3-bed homes (68%).
- 10.63 Broader evidence of demand from Buildstore – the largest national database on the demand and supply of self and custom build properties in the UK – suggests that 506 people are registered as looking to build in West Oxfordshire on their Custom Build Register with a further 879 subscribers to their Plotsearch service which tracks self-build land opportunities. Consultation with local estate agents also confirms that there is demand for serviced plots of land in and around Eynsham.

Custom and self-build housing at Salt Cross

- 10.64 Salt Cross clearly provides an excellent opportunity to help address the demand for custom and self-build housing in West Oxfordshire and the Eynsham area more specifically. The starting point as set out in the West Oxfordshire Local Plan 2031 is that 5% of the residential plots at Salt Cross must be serviced and made available for the purpose of custom and self-build housing.
- 10.65 Assuming the provision of 2,200 homes in line with Policy 25, this would equate to 110 serviced plots for custom and self-build housing. However, the Council has ambitious plans to maximise the delivery of such opportunities at Salt Cross and the Council will work with the site promoter to explore opportunities for an increase over and above the 5% requirement having regard to viability. 5% should therefore be seen as a minimum requirement of the AAP.
- 10.66 Alongside the overall proportion of custom and self-build plots to be made available at Salt Cross, the AAP has a role to play in terms of housing mix, distribution and design, affordability and delivery mechanisms. The main considerations are outlined below and reflected in Policy 28.

Mix, Distribution and Design

- 10.67 In terms of housing mix, the Council will expect provision to be made for a mix of plot types and sizes capable of accommodating a broad mix of 2, 3 and 4 bedroom properties offering a mix of detached, semi-detached and, potentially, terraced homes with the proportion of each in a given phase guided by the prevailing data on the Council's Right to Build register and other available market demand information. The phasing of these plots/homes should be included as part of each phase of the wider development.
- 10.68 In terms of distribution across the garden village site, custom and self-build housing will by its very nature be more diverse than conventional market housing, so it is important to carefully consider how it is integrated into the overall scheme from the outset.
- 10.69 The Council's view is that arranging Custom and Self Build housing in clusters (as opposed to pepper-potting throughout each phase) will enable construction traffic and different build outs to be better managed. It will also align with the design aspirations and constraints set down by any Design Code.
- 10.70 Clustering of these plots/properties would help to minimise any disruption and would also help in terms of management of sales and marketing and contribute to protecting the anticipated design quality of Salt Cross as a whole. Ideally, the broad locations for custom and self-build housing will be agreed at the outset e.g. as part of any outline planning application.
- 10.71 The Council expects that custom and self-build plots will be delivered as an element of each phase of Salt Cross to ensure a phased supply of serviced plots comes forward to address both current and future demands. The proportion and mix of such plots and the broad locations for each phase will be agreed at the outset having regard to demand.
- 10.72 In order to drive up design quality and to minimise risk of badly designed development coming forward, the provision of any custom and self-build housing opportunities at Salt Cross needs to be governed by a plot specific design code. This would essentially allow for some freedom of design within a set of high-level 'rules' thereby offering a degree of flexibility, coupled with certainty not only for those wishing to undertake the self/custom build but also the wider community including residents of the garden village.

Affordability

- 10.73 With affordability a continuing challenge in West Oxfordshire, delivering housing that is affordable to local people is a key priority for the Council. The Council considers that custom and self-build housing can play an important role in helping to solve the housing challenges facing the District and diversify the housing available in the local market to improve choice.

- 10.74 There are several ways in which custom and self-build can deliver affordable housing. These typically include models requiring some form of discount, subsidy or equity/land ownership being held by a third party and may include:
- Affordable housing whether rented or shared ownership, secured through a Section 106 Agreement or otherwise, usually developed in partnership with a housing association (Registered Provider);
 - Community-led projects such as community land trusts, co-housing or cooperative housing groups or associations of individuals who are a community benefit society; and
 - Other intermediate discounted products such as Discount Market Sale and Starter Homes.
- 10.75 There are a number potential development models which may be suitable for achieving the delivery of affordable housing through custom and self-build at the garden village such as land with outline planning permission being sold to a registered provider, a serviced parcel of land being sold to a registered provider, serviced plots sold directly to a customer for discount market sale/starter homes self/custom build and the sale of a custom build 'shell' to a registered provider.
- 10.76 The Council will therefore seek to secure a mix of custom and self-build housing tenures, including the provision of affordable homes as a proportion of the overall 50% affordable housing requirement at Salt Cross, subject to viability considerations. A range of affordable housing models will be explored, including but not limited to, community-led housing such as Community Land Trust and co-housing projects. This will help to ensure that Salt Cross reflects the established Garden City principle of long term stewardship for the benefit of future residents in perpetuity.

Delivery Mechanisms

- 10.77 It is anticipated that a range of development models and delivery mechanisms are likely to be adopted at Salt Cross, with delivery being phased throughout the period of the development and located within clusters of potentially 10-15 or more plots/homes, depending on demand.
- 10.78 The Council will encourage a diverse range of custom and self-build development models across the garden village including, but not limited to, serviced plots for sale for individuals to commission or build their own homes and custom build shell homes, self-finish homes and/or turnkey homes. The promotion of advanced housing manufacture products which have proven to be popular with custom and self-builders is encouraged.
- 10.79 The Council will work with the site promoter and their delivery partners to develop appropriate delivery mechanisms to ensure the timely delivery of serviced plots. Where provision by the site promoter cannot be secured, the Council will consider a range of options including direct involvement in bringing the plots to market, which could involve purchasing serviced parcels of land to bring forward as serviced plots for sale to local people and those on the self and custom build register.

Other Considerations

- 10.80 The marketing and promotion of a custom and self-build offer at Salt Cross should be undertaken as early as possible and co-ordinated as part of the wider marketing strategy for the site. This will be central to the successful delivery of custom and self-build housing on-site.

Policy 25 – Custom and Self-Build Housing

To ensure that Salt Cross provides opportunities for community-led housing and individuals to build or commission their own homes, at least 5% of the total number of homes will be set aside as serviced plots for the purposes of custom and self-build housing. Serviced plots must be provided in line with the definitions in the Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) Section 1(A1) and (A2).

Provision should be made for a mix of plot types and sizes capable of accommodating a broad mix of 2, 3 and 4 bedroom properties in a mix of styles, with the proportion of each in a given phase guided by the prevailing data on the Council's Right to Build register and other available market demand information.

Serviced plots will be expected to be provided in clusters of 10 or more homes, included as part of each phase of development across the garden village as a whole and set out in a Phasing Plan.

A mix of custom and self-build housing tenures, including the provision of affordable homes will be sought as a proportion of the overall 50% affordable housing requirement at Salt Cross.

A range of Custom and Self Build housing delivery models to be supported, including those which can deliver affordable homes and require some form of discount, subsidy or equity/land ownership being held by a third party such as a Registered Provider or a Community Land Trust. Where such serviced plots are provided as affordable homes they will be required to remain affordable in perpetuity and will count towards the overall affordable housing requirement for the Garden Village.

Proposals for Custom and Self Build housing will be expected to be accompanied by a design code, allowing for high quality, innovative and sustainable designs consistent with the vision and objectives for the garden village as a whole. The use of Plot Passports for marketing individual serviced plots as part of an agreed marketing strategy for the Custom and Self Build housing will be strongly encouraged. Prior to any marketing, each serviced plot being marketed must be developable by a Custom or Self Builder with no constraints to its immediate development.

Serviced plots must be marketed at a fair market price which reflects the form and type of custom and self-build housing to be provided, for a period of 12 months, in line with a marketing strategy which must to be agreed with the Council prior to the commencement of the development. If suitable purchasers have not come forward at the end of this 12

month period then plots may remain on the market or be built out by the developer for market housing.

The Council will seek to secure the implementation of this policy through a Section 106 legal agreement or, where appropriate, planning conditions.

Meeting Specialist Housing Needs

- 10.81 In addition to those wishing to self or custom build their own home, development at Salt Cross presents an opportunity to address a range of other specialist housing needs. Catering for different market segments can not only help to meet a broad range of needs in line with national and local policy, but can also help to drive up overall housing delivery rates.
- 10.82 The AAP housing strategy considers a number of specialist housing needs including older persons, persons with disabilities, families and younger people including student/graduate and employment linked housing as well as communal housing. The findings and recommendations are briefly outlined below and reflected in Policy 28.

Housing for older people and people with disabilities

- 10.83 We live in an ageing society and population projections for Oxfordshire suggest a 44% increase in the population aged over 65 between 2016 and 2031 with 55% growth in those aged over 85.
- 10.84 Coupled with this, Census data shows a greater prevalence of both people, and households which include people, in Eynsham with a long-term health problem or disability than is the case at the District or County level. It is also clear that the prevalence of long-term health problems or disability (LTHPD) is focused in particular towards older households aged 65 and over.
- 10.85 The AAP housing strategy suggests that planned growth at Eynsham is likely to lead to an increase of 1,169 persons with a LTHPD with most of this increase expected to be in age groups aged 65 and over. It also suggests that dementia and mobility problems are expected to increase significantly in the future.
- 10.86 Salt Cross presents an excellent opportunity to address these projected forecasts in a number of ways. The first is to ensure that mainstream, general needs housing is accessible and adaptable, including wheelchair adaptable so that people can remain in their own homes for longer or as their circumstances change.
- 10.87 Accessible and adaptable homes are those which make reasonable provision for most people to access the dwelling and incorporate features that make them potentially suitable for a wide range of occupants including older people, those with reduced mobility and some wheelchair users. Wheelchair adaptable homes are those that can be easily altered to meet the needs of a wheelchair user.

- 10.88 The basic starting point presented by the Local Plan is that at least 25% of new homes at Salt Cross should meet accessible and adaptable homes standards, with at least 5% being wheelchair adaptable⁷. However, in light of forecast demographic, health and mobility problems and the relatively modest cost increases associated with achieving this standard, all new homes at Salt Cross will be expected to achieve it unless it can be shown to be demonstrably impractical (e.g. where level access cannot be achieved). This approach is consistent with the new London Plan Policy D5 – Accessible Housing.
- 10.89 Alongside the provision of accessible and adaptable mainstream or general needs housing, Salt Cross presents an opportunity to deliver additional specialist housing for older people including sheltered and extra-care housing and residential care or care home accommodation such as residential homes and nursing homes.
- 10.90 The AAP housing strategy suggests that given the projected changes in the number of older people living in Eynsham, there is likely to be a requirement for specialist housing options moving forward, including 147 units of ‘housing with support’ development (i.e. retirement/sheltered housing) up to 42 housing with care units (extra-care housing/enhanced sheltered housing) and 70 care home bedspaces.
- 10.91 This is reflected in Policy 27 below which offers in principle support for specialist housing for older people in suitable accessible locations (e.g. as part of the overall mix of uses within a neighbourhood centre). Taking a blended approach where extra care is not an isolated provision but included with mainstream housing will help to avoid ‘ghettoizing’ of older generations, enable more mixed and diverse communities, reduce feelings of loneliness and enable people to age in place and not be forced to leave the community they are familiar with.
- 10.92 Consideration should also be given to the provision of bungalows as part of the overall mix of housing which may assist in encouraging households to downsize.

Communal Housing

- 10.93 The concept of communal living can be defined as like-minded individuals working together to build and reside in their own housing development. Residents then effectively pool space, time and resources for shared benefit. In housing terms, it offers a new and innovative way to deliver homes and create communities; and they are typically environmentally sustainable. Although communal housing has been popular across Europe, there are only 21 completed schemes in the United Kingdom, 10 of which are located in London.

⁷ Where wheelchair adaptable homes are provided they will be counted as contributing towards the 25% accessible and adaptable homes requirement.

Co-Housing Scheme at Marmalade Lane, Cambridge



- 10.94 In policy terms, communal living as a housing product is ultimately very embryonic with no evidence to support the demand for such a housing product. However, there are clear benefits around communal living in housing delivery terms amongst other areas. As such, should a community group come forward with a particular aspiration to deliver a communal living scheme at Salt Cross, the Council will work with and encourage that group and any associated developer to identify and bring forward a site.

Student/graduate and employment linked housing

- 10.95 Salt Cross presents an opportunity to meet the housing needs of essential local workers and junior skilled staff required by high-tech businesses, health and education institutions located in Eynsham, as well as Witney and Oxford. As a result of the proximity to Oxford and its universities, there is also an opportunity to meet the needs of post-graduate students and academic staff.
- 10.96 The Oxfordshire Local Industrial Strategy (LIS) identifies housing affordability as a key issue across Oxfordshire and one which can restrain staff recruitment and economic performance. Oxfordshire County Council in partnership with Oxford City, the District Councils, Oxfordshire Clinical Commissioning Group, Oxford University Hospital Trusts, Oxford Health NHS Foundation Trust and Adult Social Care Providers and their Associations has established a working group and produced guidance to assist people with the need for essential local worker accommodation⁸.
- 10.97 The AAP housing strategy suggests that Eynsham is perhaps not an appropriate location for purpose-built undergraduate student accommodation due to its connectivity, with students principally looking for locations which are close (ideally walking distance) to their place of study.

⁸ <https://www.oxfordshire.gov.uk/sites/default/files/file/adult-social-and-health-care/FindAHomeInOxfordshire.pdf>

- 10.98 However, in terms of other education and employment linked housing there is support for the concept from the garden village site promoter and local estate agents. Oxford University have also indicated that in supporting provision of housing for postgraduates and staff, the University is actively looking at development on a number of sites in the greater Oxford area.
- 10.99 However, given that there is little quantitative evidence on the needs of these groups, such provision will be encouraged at Salt Cross rather than required. This is reflected in Policy 26.

Policy 26 – Specialist Housing Needs

As part of the overall type and mix of housing opportunities at Salt Cross, provision should be made for specialist housing to meet identified needs including, but not limited to, the needs of older people and persons with disabilities as well as opportunities for communal housing and housing linked to key employers and educational institutions.

All new homes at Salt Cross will be designed to meet Building Regulations Requirement M4 (2) – accessible and adaptable dwellings unless it be robustly demonstrated that achieving the standard is not practical (e.g. where level site access cannot be achieved) or viable. 5% of new homes will be designed to meet Building Regulations Requirement M4 (3) – wheelchair adaptability.

Proposals for specialist housing accommodation (e.g. for older persons, people with disabilities or other specific needs) will be supported as part of the overall mix of housing at Salt Cross. Any such proposals should be located in an accessible location in terms of available services and facilities including public transport (e.g. as part of the overall mix of uses within a neighbourhood centre).

Requirements for affordable housing as part of any sheltered housing or extra-care housing scheme will be considered in accordance with Policy H3 of the West Oxfordshire Local Plan 2031.

Proposals for education and employment-linked housing will be supported as part of the overall mix of housing at Salt Cross. Any such proposals should be located in an accessible location in terms of available services and facilities including public transport.

The Council will work pro-actively with any community group that wishes to promote a communal living scheme at Salt Cross and encourage that group and any associated developer to identify and bring forward a site.

Building a strong, vibrant and sustainable community

GV Principle 1:

‘Land value capture for the benefit of the community’.

GV Principle 2:

‘Strong vision, leadership and community engagement’.

GV Principle 3:

‘Community ownership of land and long-term stewardship of assets’.

Building a strong, vibrant and sustainable community – ‘At a glance’

What you’ve told us:

Successful places are not just about buildings and spaces, they are about people. The garden village must be a welcoming place for all that is safe and inclusive characterised by strong community cohesion and integration not just within the garden village but also with nearby Eynsham – avoiding a ‘them and us’ scenario. Supporting infrastructure needs to be in place early and take account of wider growth in the Eynsham area, so as to not put pressure on existing services and facilities in Eynsham. There is a need to think long-term with robust arrangements for maintenance and stewardship to be put in place in consultation with and involving the community.

What are we seeking to achieve?

The creation of a strong and successful new community planned with people in mind, not just buildings and spaces. As Ebenezer Howard recognised, *‘we need to build places people are happy to call home, places where they can come together to form thriving communities, places that lift our spirits whether we live in them or merely pass through.’*

What are we seeking to avoid?

Piecemeal development that fails to adopt a suitably robust and ambitious response to the constraints and opportunities presented by this important site including its rural setting as well as the all too common scenario of development being supported by infrastructure too late and well after the new community has formed. There is also a need to avoid mediocre, unambitious design and the type of short-term management solutions which fail to effectively involve the local community and fail to plan effectively for the future.

What are our core objectives?

- GV32 To create a prosperous new rural service centre that forms part of a network of safe, inclusive, vibrant and well-connected market towns and villages.
- GV33 To ensure that the planning and delivery of the garden village is informed by strong local vision and meaningful community engagement throughout.
- GV34 To embed high quality and innovative design principles at all stages to create a new garden village that draws inspiration from West Oxfordshire’s character and cultural heritage but interprets and reflects this through a strong and distinctive character, form and identity of its own.
- GV35 To provide a mix of compatible uses, services and facilities at a scale that promotes activity, social interaction and inclusivity and meets people’s everyday needs, complementing the role of nearby centres including Eynsham.
- GV36 To ensure that the garden village is supported by timely investment in supporting infrastructure to promote social interaction and cohesion, minimise disruption to residents and ensure that existing services and facilities are not put under unreasonable strain.

GV37 To ensure that transparent and robust long-term maintenance and stewardship arrangements are put in place for the lifetime of the garden village in consultation with, and for the benefit of, the whole community.

What are our policies?

Policy 27 – Key development principles

Policy 28 – Land uses and layout – the spatial framework

Policy 29 – Design requirements

Policy 30 – Provision of supporting infrastructure

Policy 31 – Long-term maintenance and stewardship

How will we measure success?

Indicators to include:

- Number of new homes completed
- Amount of business space completed
- Amount/proportion of green and blue infrastructure provided
- Additional school places made available
- Amount of new community/commercial space created
- Design awards/recognition

11. Building a strong, vibrant and sustainable community

- 11.1 Fundamentally we want the garden village to become established as a successful, thriving and vibrant place with its own distinctive character and identity. It needs to ‘stand on its own two feet’ and be a successful community in its own right, playing a complementary, rather than competitive role with nearby Eynsham.
- 11.2 This has been a recurring theme raised through consultation and is also consistent with the Eynsham Neighbourhood Plan which through objective ENV8 – seeks to ensure that the garden village is built according to garden village principles as a new, separate community and that settlements should be *‘largely independent but with any shared facilities for their mutual benefit and without causing harm to either’*.
- 11.3 This means thinking carefully about a number of issues including the mix and layout of different buildings and spaces, how they will be used, the opportunities presented for activity and interaction throughout the day as well as the provision and maintenance of the supporting infrastructure that is needed to meet people’s everyday needs such as schooling, health care, community facilities and open space.

- 11.4 In short, we need to think about how Salt Cross is expected to function and feel as a place whether living there, working or visiting. As one respondent succinctly put it; ***‘Please plan this place with people in mind and not as a grand housing plan on a drawing board with nowhere for the occupants to go’.***
- 11.5 This final, thematic section of the AAP seeks to pull together the previous themes and consolidate them into an overall framework for the future development of Salt Cross. This includes a series of key development principles, an illustrative spatial framework, overall design requirements and policies dealing with the provision of supporting infrastructure and long-term maintenance and stewardship.

Key Development Principles

- 11.6 In order to ensure a consistency of approach and to help deliver our vision and core objectives for Salt Cross, it is helpful to set out a series of key development principles that all future proposals will be expected to meet, irrespective of scale and type – effectively setting the bar in terms of the standards required of development at Salt Cross as a sustainable garden community for the 21st century.
- 11.7 Drawing on the evidence and analysis that sits underneath the AAP as well as the Eynsham Neighbourhood Plan and consultation responses received during the preparation of the AAP, Policy 27 below sets out a series of key principles that all future development proposals at Salt Cross will be expected to meet.

Policy 27 – Key Development Principles

All development proposals at Salt Cross must:

- Be consistent with the vision and core objectives of the AAP together with the TCPA garden city principles set out in Figure 2.3;**
- Accord with and not prejudice the delivery of, any agreed overall masterplan for the garden village site;**
- Demonstrate a high quality standard of design that contributes to a distinct sense of place in accordance with Policy 29;**
- Be designed to be resilient to, and mitigate against climate change in accordance with Policies 1 and 2 in particular;**
- Encourage behavioural change away from the private car, towards active travel and public transport in accordance with Policies 13, 14 and 15 in particular;**
- Be designed to embed the principles of community safety, cohesion and inclusivity in accordance with Policies 4 and 5 in particular;**
- Demonstrate high levels of digital connectivity in accordance with Policy 20;**
- Be supported by appropriate and timely investment in infrastructure to facilitate inclusive place-making, in accordance with Policy 30;**

- **Make efficient use of land and resources including the use of higher-density development in suitable, accessible locations;**
- **Be durable and sustainable over the whole lifetime of the development, not just in the short-term in accordance with Policies 1 and 29 in particular; and**
- **Contribute to the health and well-being of all in accordance with Policies 4-8 in particular.**

Land uses and layout – the spatial framework

- 11.8 A key role of the AAP is to establish, in broad terms, the type of different land uses (buildings and spaces) that are expected to come forward at Salt Cross and how they will be distributed and laid out across the site.
- 11.9 It also has a role to play in terms of how people get in and out of Salt Cross including key connections with the local road network, across the A40 to Eynsham and into the wider countryside that surrounds the site.

The amount and mix of different uses

- 11.10 In terms of the amount and mix of different uses at Salt Cross, the AAP cannot be too definitive or prescriptive, as to do so would lack flexibility and not allow for the detail that emerges and the changes in circumstance that inevitably occur with long-term projects such as this.
- 11.11 It is however appropriate for the AAP to provide a good indication of the mix and amount of different land uses that are expected to come forward in broad terms. This is set out in Table 11.1 with commentary provided as appropriate.
- 11.12 Where applicable, the table includes reference to different uses by 'Class,' in line with the national Use Classes Order¹ which splits land and buildings into various categories known as 'Use Classes'. There are four main 'parts' to the use classes order:
- Part A (A1 – A5) which includes commercial uses such as shops, financial services, restaurants, cafes, bars and takeaways;
 - Part B (B1(a), B1(b), B1 (c), B2 and B8) which includes business uses such as offices, research and development, industrial, storage and warehousing;
 - Part C (C1-C4) which includes hotels, care homes, training centres, dwellinghouses and houses in multiple occupation; and
 - Part D (D1, D2) which includes community and leisure uses such as health centres, nurseries, day centres, schools, halls places of worship and indoor sports.
- 11.13 Where known, the likely amount of space needed is provided. It should be noted that the purpose of the table is however to give an indication only, it is not to be treated in an overly prescriptive manner e.g. assuming any of the amounts specified are maximum 'ceilings' which cannot be exceeded. Similarly, there are likely to be land uses/proposals that come forward as the scheme evolves that are not listed below.

¹ https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

Table 11.1 – Anticipated amount and mix of different land uses at Salt Cross

Land Use	Quantum/size	Commentary
Residential (C3, C2) 	About 2,200 units of varying densities.	As outlined earlier, Salt Cross is expected to accommodate around 2,200 new homes although this is not an exact, fixed figure and should not be treated as such. The majority of new homes are expected to be in the form of ‘mainstream’ housing (C3a) but it is likely that a proportion of other forms of housing including ‘supported living’ (e.g. C3(b) and C2 uses) will come forward, in line with Policy 26 – Meeting Specialist Housing Needs.
Employment (B1(a) B1 (b)) 	About 40 hectares including around 80,000m ² of floorspace within Salt Cross Science and Technology Park and other opportunities across the site including within village/neighbourhood centres.	As outlined earlier, a core element of Salt Cross is the creation of a large-scale Science and Technology Park to the west of Cuckoo Lane. This is expected to be accommodated on around 40 hectares of land and include around 80,000m² of floorspace – thereby allowing for extensive green and blue infrastructure to create a highly attractive place to work. Other, smaller-scale employment space is expected to come forward as part of any village or neighbourhood centre which will include a mixture of different uses including potentially some flexible B-class floorspace.
Sustainable Transport hub 	8ha	A sustainable transport hub to the west of Cuckoo Lane including park and ride comprising 850 car parking spaces for Park & Ride users, cycle parking spaces and electric vehicle charging points.

Education (D1) 	A primary school site of 3.01 ha to accommodate either a new 2-form or 3-form entry primary school (depending on arrangements made in respect of the West Eynsham SDA). A secondary school site of 4.88 ha intended as a 'satellite' for Bartholomew school in Eynsham.	Development at Salt Cross will increase the number of families and school age children within Eynsham Parish. To accommodate this, a 3.01 ha site will be provided which is large enough to cater for a 2-form entry or 3-form entry primary school. The size of the school will be determined by decisions made in respect of the West Eynsham SDA. In addition, the cumulative impact of planned growth in the Eynsham area including the West Eynsham SDA means that additional provision needs to be made for secondary school pupils and as such, a 4.88 ha site will be provided within Salt Cross to accommodate a secondary school facility. This is likely to form a satellite facility to Bartholomew School which would then operate on a split-site basis. There are a number of options as to how this could be provided (e.g. separate sixth form, separate upper school, or separate lower school). The decision will be taken by the academy trust, based on educational grounds, alongside ensuring sufficiency of school places, and may evolve over time.
Other community uses 	A mixture of different community uses, the size and mix of which will be determined at a later date through detailed/reserved matters planning applications.	In addition to two new schools, Salt Cross is expected to provide a range of other community buildings/spaces including for example crèches, day nurseries, day centres, halls and potentially a place or places of worship. The Eynsham Area IDP identifies a potential need for around 385 m² of floorspace for culture and the arts and around 1,056 m² for community meeting space. There is also the potential to create space for primary health care – depending on future decisions regarding any expansion/re-location of the Eynsham medical practice. In this respect, the Eynsham Area IDP identifies that Salt Cross generates a need for an additional 460m² of primary care floorspace.
Green and Blue Infrastructure (GI)	Extensive green and blue infrastructure including, but	The Eynsham Area IDP identifies the need for a minimum of 40 hectares of certain green infrastructure components including formal parks and gardens,

	not limited to, at least 40 hectares of formal parks and gardens, amenity green space, natural and semi-natural green space, outdoor sports, allotments, community orchards, play areas and other outdoor provision (e.g. multi-use games areas, extreme sports, events, festivals and activities spaces etc.)	amenity green space, natural and semi-natural green space, outdoor sports, allotments, community orchards, play areas and other outdoor provision (e.g. multi-use games areas, extreme sport sports, pop up events and festivals) This excludes a range of other potential forms of GI within the garden village which will come forward additionally including, but not limited to, nature reserves, private gardens, drainage infrastructure, verges and incidental open space; stand-off corridors and on-plot landscaping. There is also the opportunity to provide additional burial space for which there is an identified need in the Eynsham area.
Commercial uses (A1 – A5) 	A mixture of different commercial uses, the size and mix of which will be determined at a later date through detailed/reserved matters planning applications.	Development at Salt Cross is expected to include a range of small-scale commercial uses falling within the A1-A5 use classes including for example shops, cafes, professional services and public houses. These are expected to be located within the main village centre and within individual neighbourhood centres as part of a mix of different uses to create interest and activity throughout the day. At this stage, we do not consider it appropriate for the AAP to stipulate the amount of land or floorspace expected to come forward for commercial uses as this will evolve in response to a number of factors including market demand and changing trends e.g. retail habits and online shopping.

Distribution and layout of different land uses

- 11.14 As well as guiding the amount and mix of different uses at Salt Cross, the AAP has a key role to play in terms of determining how those uses are distributed across the site. Whilst the AAP does not get down to the detailed level of a masterplan, it does provide a clear indication of what is expected to be built where at Salt Cross, in the form of an 'Illustrative Spatial Framework.'
- 11.15 This includes key connections and points of access, the main areas of 'built development' (housing, jobs, schools etc.) and the main areas of 'undeveloped' green and blue spaces. The advantage of such an approach is that it provides certainty to the local community and other stakeholders but is sufficiently flexible so as to not inhibit the more detailed masterplanning process undertaken by the site promoter.
- 11.16 Essentially the two processes are complementary, with the AAP illustrative Spatial Framework setting the overall parameters within which any more detailed masterplan needs to come forward.
- 11.17 The AAP illustrative spatial framework plan is shown at Figure 11.6 and is based on a 'layering' of different considerations including; the rural context of the site, community engagement and feedback throughout the preparation of the AAP and the technical evidence and analysis that has been undertaken in support of the AAP.
- 11.18 In terms of the **context** of the site, this is a sensitive, Greenfield site in a predominantly rural location, just outside of the Oxford Green Belt. In accordance with the Local Plan, the garden village is intended to form a new Rural Service Centre and as outlined throughout the AAP, the site has a rich natural environment and cultural heritage. This context clearly supports a landscape-led approach to development at Salt Cross.
- 11.19 Ongoing **community engagement** has also helped to shape the illustrative framework plan. A series of Community Forum sessions were held throughout 2018 and 2019 including sessions where participants were asked to use a single word to describe the sort of place they would like the garden village to be by 2031. The outputs are shown in Figure 11.1.

Figure 11.1 – Local Views on the future of the Garden Village in 2031



- 11.20 The feedback provides a clear steer on the sort of place the garden village should strive to be, with consistent support for a number of key themes including the natural environment, tranquillity, green space, innovation, inclusivity and connectivity.
- 11.21 As part of the ongoing community engagement on the AAP, a 3-day design event was held in May 2019 with a large number of different stakeholders taking part. A number of recurring themes were raised through the event including for example; the need to retain and enhance the important 'green corridors' running through the site, the importance of connectivity across the A40, the need to adequately safeguard key heritage assets such as the listed buildings at City Farm, the importance of climate change, the need for green space and access to the countryside, opportunities for growing and consuming food locally such as allotments and a community farm as well as the importance of safe connections to Hanborough Station.



- 11.22 Various groups undertook different exercises to understand how the disposition of different land uses across the site could help to achieve these and other objectives. A large number of annotated 'concept plans' were produced with a number of exciting ideas generated. At the end of the design event, the various plans were brought together with the key elements distilled into three main options. These were fed back to those present and subsequently digitised.
- 11.23 Three main options emerged as follows:

Option 1 – A single centre arranged around a formal green space near Salt Way and Saxon Way containing a school and key amenities. Expansive green space to the northern edge of the site, green corridors running through the site, a linear park along the A40, roads designed to avoid rat-running, potential green connections into Eynsham, a community farm in the east, community facilities with business space west of Cuckoo Lane.



Option 2 – Three distinct neighbourhoods comprising three distinct and walkable neighbourhood nodes in the west, east and north of the site, the northern one being of different character, responding to the countryside setting. Like option 1, extensive green space to the northern edge of the site and green corridors running through the site.



Option 3 – Greater focus on the A40, like Option 2, laid out using the principle of three distinct, ‘walkable’ neighbourhoods but with the western and eastern neighbourhoods closer to the A40 to link more closely with the existing community of Eynsham. Like options 1 and 2, extensive green space to the northern edge of the site and green corridors running through the site.



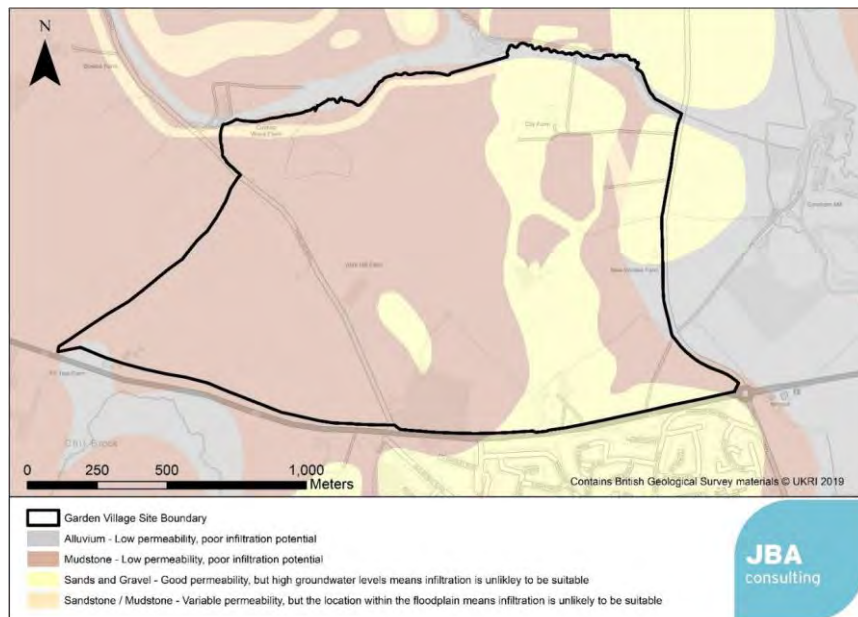
11.24 These options were included in the AAP preferred option consultation in 2019 and whilst there was no clear consensus on a ‘preferred’ option, strong support emerged for the following ‘principles’:

- The provision of extensive green infrastructure including along the northern and western fringe of the site with good connections into the wider countryside;
- The provision of green corridors and connections throughout the site;
- The concept of compact ‘walkability’ with key services being within easy reach of people on foot and by cycle;
- Provision of safe, convenient connections to Hanborough Station and across the A40 to Eynsham;
- The importance of the garden village having a strong village core or ‘heart’;
- The need to avoid rat-running through the site as cars look to avoid the A40;
- Integration of the Salt Way and Saxon Way into the layout of development;
- Provision of convenient and safe routes to schools; and
- The creation of community growing space such as a community farm or orchard

11.25 Complementing the community engagement outlined above is the various **technical evidence and analysis** which has been undertaken in support of the AAP, including studies on geology and drainage, green infrastructure as well as opportunities for biodiversity net gain, the preferred locations of new schools and key movement patterns.

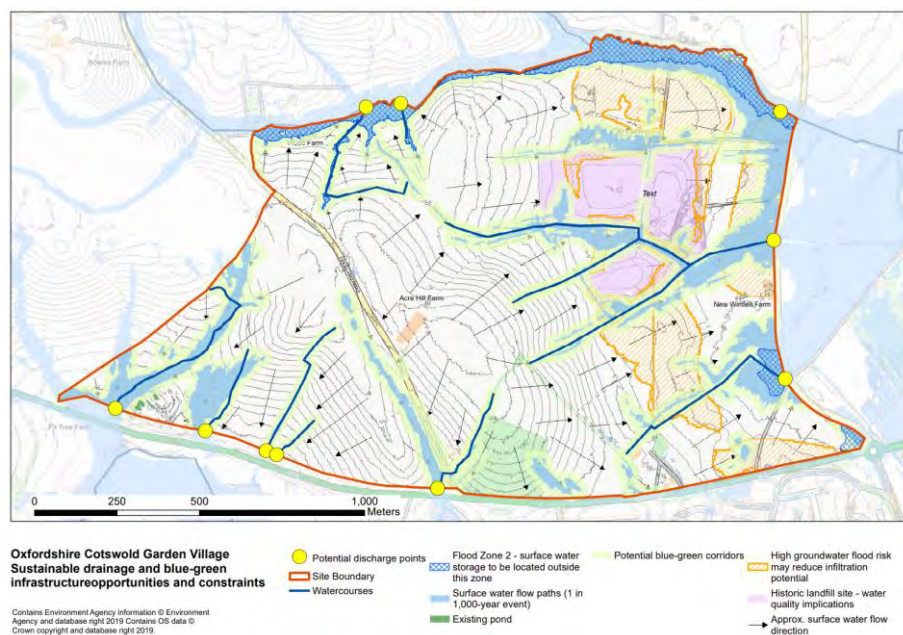
- 11.26 Figure 11.2 illustrates the underlying geology of the site which comprises primarily clay bedrock with the eastern part of the site characterised by sands and gravel.

Figure 11.2 – Underlying Geology



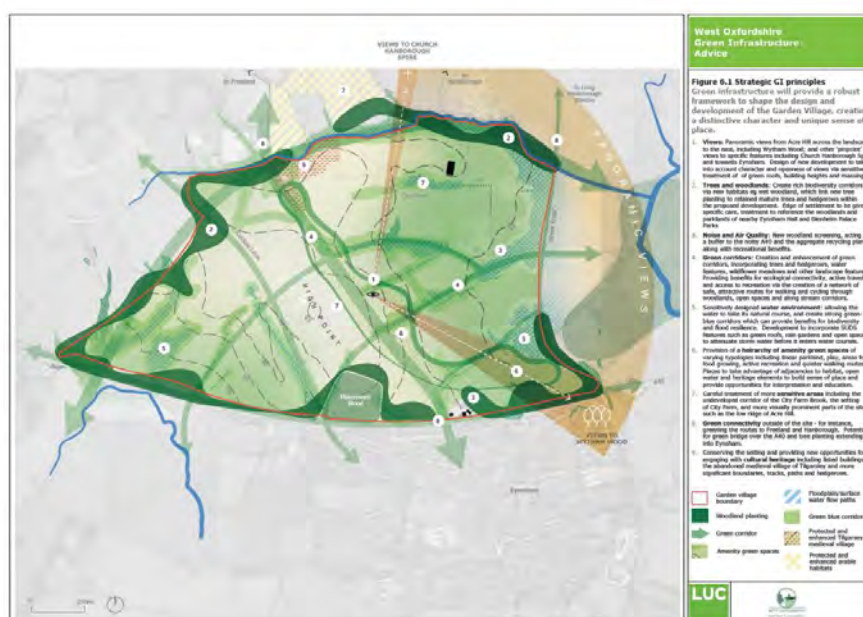
- 11.27 This informs the site drainage patterns as reflected in the sustainable drainage and green/blue infrastructure opportunities identified in Figure 11.3, which seek to utilise the topography and geology of the site in a naturalistic manner.

Figure 11.3 - Sustainable drainage opportunities and green/blue infrastructure opportunities



11.28 Figure 11.4 takes this a step further in respect of the specific green infrastructure objectives and opportunities for the site.

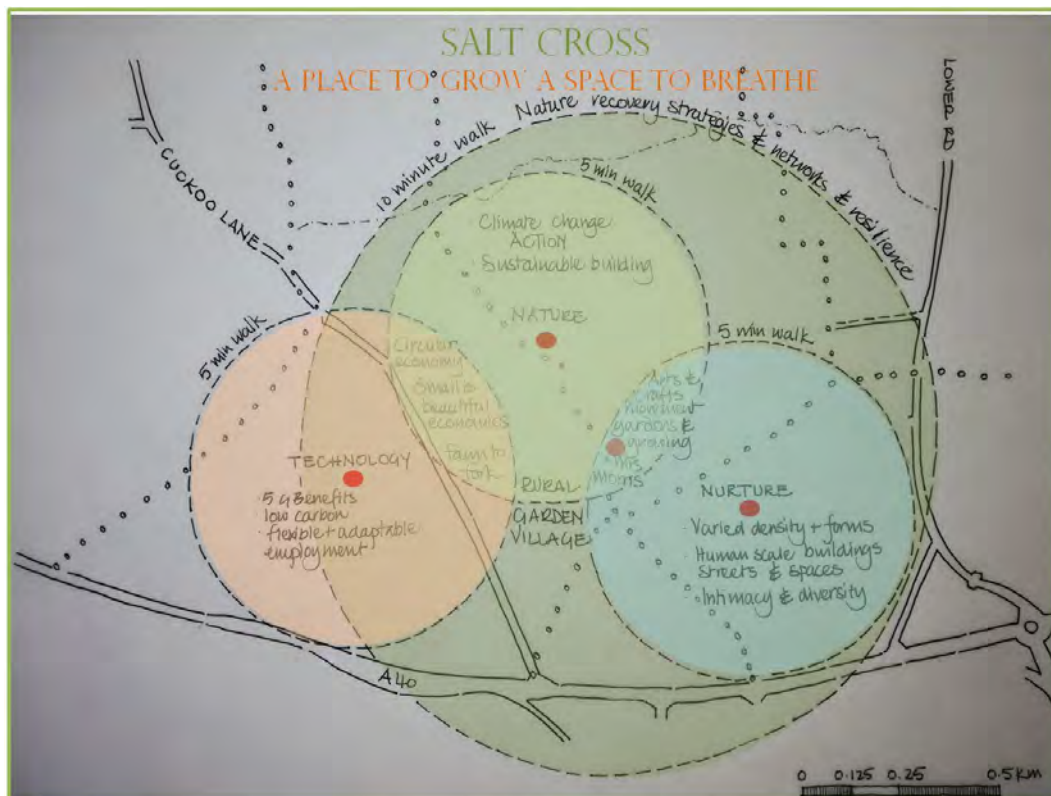
Figure 11.4 – Strategic GI Principles



11.29 Further considerations have included detailed discussions with Oxfordshire County Council as education authority on the preferred locations for any schools as well as with the County Council as highway authority in respect of key movement patterns for both vehicles and pedestrians/cyclists.

11.30 Layering all of these factors together, an overall ‘concept plan’ has been developed for Salt Cross, which is based on the principles of 4 walkable neighbourhoods – a main village centre, supported by three separate neighbourhood centres, each with its own distinctive character and identity. This concept plan is shown at Figure 11.5, with the core emphasis on ‘compact walkability’ echoing the characteristics of nearby Eynsham.

Figure 11.5 – Salt Cross Concept Plan



- 11.31 Taking the concept plan a step further, Figure 11.6 comprises an 'Illustrative Spatial Framework Plan, which comprises a single village centre – Salt Cross, supported by three distinct neighbourhood centres in the east, north and west of the site– identified as Salt Cross 'Wetland' Salt Cross 'Rural' and Salt Cross 'Technology' respectively.
- 11.32 The framework plan adopts a 'landscape-led' approach which seeks to use the natural features and characteristics of the site including its rural setting, topography and geology to guide the provision and distribution of green and blue infrastructure including sustainable drainage, before overlaying areas of potential development.
- 11.33 The rationale is based on 'place-making' rather than 'shape-making' – in other words leading with the landscape context within which the site sits, its connectivity to other settlements and settlement patterns and the natural features that provide a natural carrying capacity of the site, creating a framework for development to 'sit in,' rather than thinking about buildings and densities first and adding 'greenery' around the periphery.
- 11.34 A village centre - Salt Cross - is located in the heart of the site close to the point at which the Saxon Way crosses the Salt Way. Here, panoramic views are a particular characteristic, lending itself to the creation of a central 'park', framing the setting of a vibrant village centre including a range of different residential and non-residential uses, including the new primary school which will benefit from a highly attractive green setting. Compact form will be balanced by external spaces. Building heights will reflect that Salt Cross is a Garden Village within rural West Oxfordshire, where Witney is the District Centre and Eynsham is a neighbouring town.

Figure 11.6 Salt Cross - Illustrative Spatial Framework Plan



- 11.35 The village centre will be accessed by a network of footpath and cycle connections and is located so that the vast majority of Salt Cross falls within a comfortable 10-minute walking distance of the centre which will host community facilities and a new primary school. This will help to encourage active travel and reduce the need for private car use within Salt Cross. Salt Cross Centre will look out over magnificent surrounding views.

INSERT ILLUSTRATION OF VILLAGE CENTRE CENTRAL PARK HERE

- 11.36 The eastern part of the site is characterised by low lying flat areas of land comprised of sands and gravels and is edged by Lower Road connecting Oxford, Eynsham, Salt Cross and Hanborough Station to the north.
- 11.37 Salt Cross Wetland neighbourhood will be characterised by natural wetlands surrounded by generous public spaces for pedestrians and cyclists, social spaces and public and private thresholds and interfaces from homes, local shops and community facilities. Compact form of settlement will reflect those of neighbouring villages including Hanborough and Freeland with gentle density balanced by external space.
- 11.38 The network of greenways will create a legible and permeable village where neighbourhoods within the village are well connected to each other, to local transport hubs and surrounding villages, towns and cities.

INSERT ILLUSTRATION OF SALT CROSS WETLAND NEIGHBOURHOOD HERE

- 11.39 The northern neighbourhood centre – Salt Cross Rural – is expected to have a different, more rural character with generally lower densities of development, particularly towards the edges of the ‘developable’ area and into the green space that wraps around the northern fringe of the site.
- 11.40 Again there will be a mixture of residential and non-residential uses including community and commercial uses to create interest and activity throughout the day. The secondary school site will be located in close proximity to the west, adjacent to Cuckoo Lane.

INSERT ILLUSTRATION OF NORTHERN NEIGHBOURHOOD CENTRE HERE

- 11.41 The western neighbourhood centre – Salt Cross Technology – will form the heart of the proposed science and technology park to the west of Cuckoo Lane and will comprise a range of supporting complementary uses including for example small-scale shops and cafes, crèches, community space and other mixed-use facilities within parkland. This part of the site will have a close relationship with the sustainable transport hub including park and ride enjoying strong walking and cycling connections to encourage active travel.

INSERT ILLUSTRATION OF SALT CROSS SCIENCE AND TECHNOLOGY PARK HERE

- 11.42 The network of multifunctional green spaces providing the framework within which Salt Cross Garden Village sits will form a biodiverse Country Park, with a series of growing, outdoor learning, play, relaxation and enjoyment of the seasons and outdoors, linking and connecting to the surrounding countryside. In response to Eynsham community request, space will be allocated for a burial ground. As a garden village it would be appropriate for an

eco-burial provision to be made available, which contributes to the green / blue infrastructure framework.

- 11.43 The framework plan envisages two main points of vehicular access into Salt Cross including a western roundabout from the A40 and a junction onto Lower Road in the east. These will be complemented by a range of secondary access points for walking, cycling and riding.
- 11.44 It is anticipated that connections across the A40 with Eynsham will be provided through a combination of a new underpass immediately west of Cuckoo Lane and improvements to the existing 'at-grade' crossings along the A40 as shown on the framework plan. Pedestrian and cycle movements along Cuckoo Lane including a safe route to the two school sites will be encouraged by restricting vehicular access at the southern end.
- 11.45 In the longer term, subject to funding there is potentially scope to provide a new bridge in the western part of the site possibly in the form of a 'green bridge' which would help to further connect Salt Cross with future development at West Eynsham.

Policy 28 – Land Uses and Layout – The Spatial Framework

Land Uses

Development proposals at Salt Cross will be expected to accord with and not compromise the delivery of, the following key land use assumptions:

- Around 2,200 homes;
- Around 40 hectares of business land including approximately 80,000m² of employment floorspace;
- Sustainable transport hub including park and ride with bus priority;
- Primary school provision – a 3.01 ha site capable of accommodating either 2 forms or 3 forms of entry;
- Secondary school provision – a 4.88 ha site expected to accommodate a satellite facility to Bartholomew School;
- An appropriate mix and quantum of community uses as part of the village centre and neighbourhood centres, including land which is to be reserved for general medical use to enable the future expansion/re-location of primary health care facilities;
- Extensive green infrastructure network including at least 40 hectares of formal parks and gardens, amenity green space, natural and semi-natural green space, outdoor sports, allotments, community orchards, burial space, play areas and other outdoor provision; and
- An appropriate quantum and balanced mix of commercial uses as part of the village centre and neighbourhood centres.

Layout

A comprehensive, detailed masterplan will be required at the outline planning application stage, reflecting the key elements of the illustrative Spatial Framework Plan at Figure 11.6 including:

- A central, village centre, supported by three distinct neighbourhood centres;**
- Variable densities of development, with higher-densities around the village centre and neighbourhood centres and sustainable transport hub and lower densities towards the fringes of the site;**
- Continuous green space around the northern fringe of the site in the form of a biodiverse Country Park to include a mixture of uses and activities including nature reserves and providing effective connections into adjacent countryside;**
- The provision of a network of green corridors and spaces 'within' the main areas of development to complement the Country Park including the integration of the Salt Way and Saxon Way as a key component of the design and layout;**
- Development to be set back from the A40 so as to reduce the potential for noise disturbance and to enable the provision of appropriate green / blue space and landscaping;**
- Effective and safe pedestrian and cycle connections to Hanborough Station, across the A40 and throughout the site to promote active travel and increased use of public transport;**
- Vehicular access to be provided from two main points including a western roundabout on the A40 and an eastern junction with Lower Road; and**
- Principal movement corridor/s to be designed so as to discourage unnecessary through traffic.**

Design requirements

- 11.46 Achieving well-designed places is a core aspect of sustainable development and has been a recurring theme raised through consultation on the AAP. It is very clear from the feedback received that people do not want Salt Cross to be the sort of bland and rather soulless place that many modern developments become and instead want something more bold and innovative that gives the garden village a clear and distinct identity of its own, drawing on the rich character and rural setting of the site and its surrounding environs including nearby Eynsham.

11.47 As part of the programme of community engagement on the AAP (and site promoter's outline planning application) a series of site visits were held to various communities including Elmsbrook and Graven Hill at Bicester, Cambourne, Aura, Trumpington Meadows (right) and Eddington at Cambridge and Fairfield, Letchworth Garden City and Welwyn Garden City.



11.48 Feedback provided to WODC by community participants after these site visits highlighted a number of key issues including:

- The need to understand the character of the site first and record and design in views to features (e.g. Trumpington Meadows with areas designed around views to Anstey Hall);
- Orientation – to allow passive solar gain as well as solar PV;
- The use of named architects, resulting in better, more innovative design in contrast to standard developer designs;
- The use of design competitions and design review panels to promote design excellence;
- The importance of avoiding 'pastiche';
- Continuity of design – some consistent design elements or materials to create a recognisable place while accommodating a range of built form;
- Densities – use of higher densities combined with continuity of design and variety of form to create a better sense of place, better public realm and social integration;
- Artist designed elements to add richness (e.g. gates at Eddington, Cambridge);

11.49 The AAP has a key role to play in influencing design standards at Salt Cross but is in itself informed by a number of other considerations as outlined below.

11.50 At the national level, the importance of achieving well-designed places is embedded in the NPPF which in itself is illustrated through the National Design Guide which sets out the characteristics of well-designed places and demonstrates what good design means in practice. The guide is based around 10 characteristics which work together to create physical **character**, nurture and sustain a sense of **community** and address environmental issues affecting **climate**. The ten characteristics are:

- Context – enhances the surroundings.
- Identity – attractive and distinctive.
- Built form – a coherent pattern of development.
- Movement – accessible and easy to move around.
- Nature – enhanced and optimised.
- Public spaces – safe, social and inclusive.
- Uses – mixed and integrated.
- Homes and buildings – functional, healthy and sustainable.
- Resources – efficient and resilient.
- Lifespan – made to last.



11.51 At the local level, the West Oxfordshire Plan embeds the importance of well-designed places with the overall vision setting an expectation that new development will achieve a high standard of design, respecting and complementing the distinctive character of the area whilst managing the impacts of climate change. This is further expanded in Policy OS4 – High Quality Design which requires new development to respect the historic, architectural and landscape character of the locality, contribute to local distinctiveness and, where possible, enhance the character and quality of the surroundings.

11.52 Underpinning the Local Plan is the West Oxfordshire Design Guide² which has been formally adopted as a Supplementary Planning Document (SPD) and will therefore be a material consideration for any planning applications that come forward at Salt Cross.

11.53 The Eynsham Neighbourhood Plan is also of particular relevance, with objective ENV2 seeking to ensure that new development is visually attractive and in harmony with its immediate setting and character and provides a pleasant and safe place for all residents to live. Importantly, new residential development is expected to comply with Building for Life (BfL12³) or equivalent⁴ – a recognised assessment framework for designing new homes.

² <https://www.westoxon.gov.uk/planning-and-building/planning-policy/supplementary-planning-documents/>

³ https://www.designcouncil.org.uk/sites/default/files/asset/document/Building%20for%20Life%2012_0.pdf

⁴ Now referred to as Building for a Healthy Life (BHL) - <http://www.udg.org.uk/publications/other-publication/building-healthy-life>

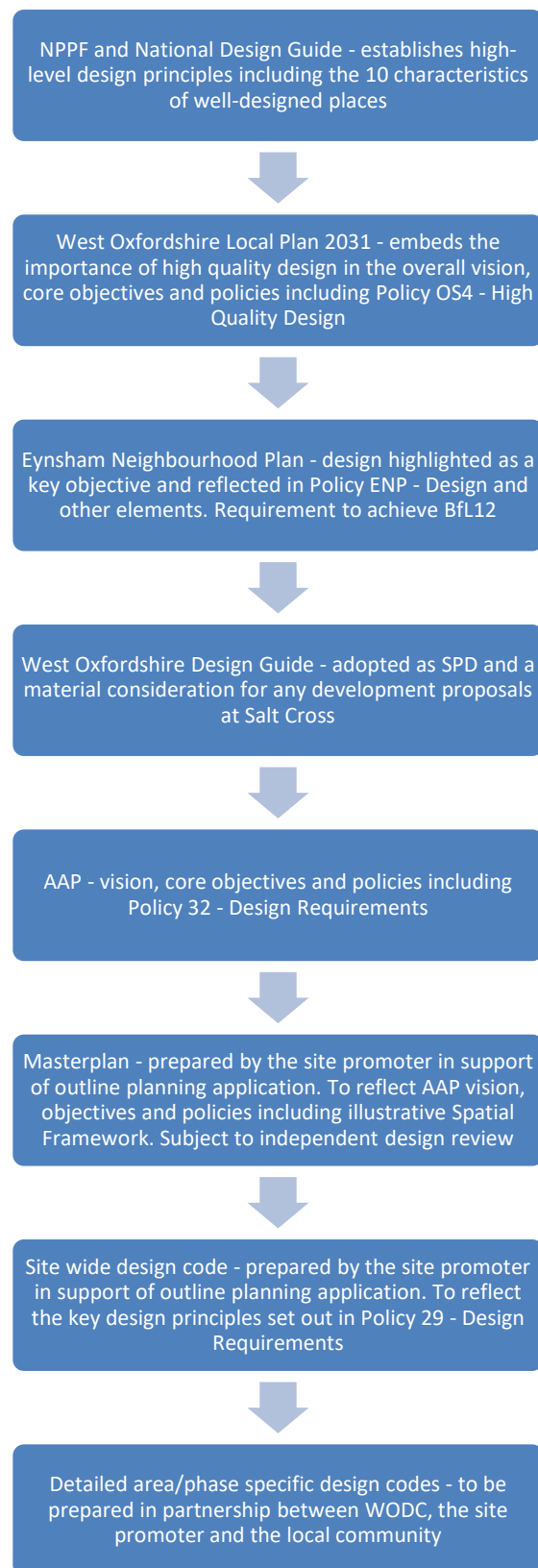
- 11.54 The Eynsham Neighbourhood Plan also highlights a number of other, more general issues of relevance to design thinking at Salt Cross such as the importance of convenient walking distances to key facilities, the importance of landscape and natural setting and the encouragement of high quality modern design where the context permits.

The Role of the AAP

- 11.55 National policy is clear that plans (such as the AAP) have an important role to play in influencing design outcomes and also the tools and processes that are expected to be used to achieve well-designed places.
- 11.56 ‘Non-strategic’ policies such as those set out within an AAP can be used to establish local and/or detailed design principles, including design requirements and can provide a ‘hook’ for more detailed masterplanning and design code work.
- 11.57 Masterplans focus on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure, often indicating the intended arrangement of buildings, streets and the public realm. A design code is a set of illustrated design requirements that provide specific, detailed parameters for the physical development of a site or area.
- 11.58 The current expectation at Salt Cross is that a masterplan and ‘site-wide’ design code will be prepared by the site promoter and submitted in support of an outline planning application. The masterplan has been the subject of independent review through a design review panel. The design code has been through a process of community engagement.
- 11.59 AAP Policy 29 – Design Requirements sets out a number of key design principles which development at Salt Cross will be required to meet. These have been drawn from a combination of stakeholder feedback, the West Oxfordshire Design Guide, the TCPA guide to design and masterplanning in garden communities⁵ and the National Design guide.
- 11.60 Any masterplan and design code will need to be consistent with these key principles as well as the National Design Guide, the West Oxfordshire Local Plan, the West Oxfordshire Design Guide and the Eynsham Neighbourhood Plan.
- 11.61 The District Council will work with the site promoter to agree the masterplan and site-wide design code and will then look to develop more detailed design codes for specific phases/components of the garden village in partnership with the site promoter and local community.
- 11.62 The process is illustrated in Figure 11.2 and reflected in Policy 29.

⁵ <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=79f031bb-14de-496c-b8dd-0ce34c4801f9>

Figure 11.2 – Design Influences and Process at Salt Cross



Policy 29 – Design Requirements

Development at Salt Cross will be expected to achieve a high quality, innovative and inclusive approach to design which is consistent with garden village principles and draws on key references as appropriate including the National Design Guide, the West Oxfordshire Local Plan and Design Guide, the AAP, the Eynsham Neighbourhood Plan and best practice.

Key Design Principles

The following key principles must underpin all levels of design thinking and processes at Salt Cross.

- Proposals should be based on a thorough and robust analysis and understanding of the site, its local characteristics and context including landscape character, heritage and culture and seek to exploit this to positive effect (e.g. the retention of key views, use of appropriate materials, building orientation, street patterns etc.)
- This analysis and understanding should be used to create a clear and locally distinctive identity with a strong 'sense of place'.
- There should be an overall continuity of design – creating a distinct and recognisable character but with a varied mix in terms of layout, form, massing, styles and materials including the potential use of individual character areas.
- Proposals should be inclusive and innovative – designed with the needs of all in mind and seeking to embed the core garden village principles in a bold and imaginative manner.
- A 'landscape-led' approach should be adopted, working with the natural grain of the site and incorporating and exploiting its key features and assets to maximum effect.
- Proposals should adopt a 'human-scale' approach and be designed with people in mind first and foremost; the quality of the spaces between buildings being as important as the buildings themselves; and
- There should be active local participation in key design processes including masterplanning and design coding.

Building for a Healthy Life (BHL)

In accordance with the Eynsham Neighbourhood Plan, residential development proposals will be expected to comply with Building for a Healthy Life - the latest edition of Building for Life 12 (BfL12) or equivalent principles unless it can be demonstrated that these cannot be achieved or are being met in an alternative way.

Design Process and Tools

The design rationale for development at Salt Cross should be set out in a comprehensive masterplan supported by a site-wide design code and design and access statement. This must be consistent with the key design principles above and other relevant considerations including the National Design Guide.

The evolution of the scheme design from the early concept stages through to detailed consideration of building and street arrangements and materials must be subject to independent scrutiny through an appropriate mechanism such as a design review panel.

Detailed area/phase specific design codes will be prepared as appropriate through partnership working between the Council, the site promoter and the local community.

Provision of supporting infrastructure

- 11.63 The term ‘infrastructure’ covers a wide range of services and facilities including roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities, and open spaces.
- 11.64 It is essential that the development and delivery of Salt Cross is supported by appropriate investment in, and timely provision of, new and improved infrastructure in order to achieve a healthy, vibrant and sociable community. This has been a recurring theme of consultation feedback throughout the preparation of the AAP.
- 11.65 In a general sense, Local Plan Policy OS5 – Supporting Infrastructure establishes a requirement for development at Salt Cross to *‘contribute towards the timely provision of essential supporting infrastructure either directly as part of the development, or through an appropriate financial contribution’*.
- 11.66 Similarly, Policy ENP3 of the Eynsham Neighbourhood Plan requires larger development proposals which have an impact on the capacity of existing facilities and/or their ability to serve the local population to address this situation either through direct provision or through an appropriate alternative mechanism such as a financial contribution.

Eynsham Area Infrastructure Delivery Plan (IDP)

- 11.67 To better understand the specific infrastructure requirements associated with development at Salt Cross (and the West Eynsham SDA) an Infrastructure Delivery Plan (IDP) has been prepared in support of the AAP.
- 11.68 The Eynsham Area IDP⁶ identifies a defined study area and establishes the planned levels of growth in that area drawing on local plan allocations, planning permissions and potential ‘windfall’ development. It then considers various different categories of infrastructure including existing



⁶ Eynsham Area IDP (July 2020) - weblink to be added

availability before using various standards (where available) to establish what the future requirements associated with planned growth might be for each category of infrastructure.

- 11.69 Some of the infrastructure requirements identified in the IDP are specific to Salt Cross, for example the need to provide a new primary school within the site. The cost of such infrastructure will be met by the development itself.
- 11.70 Other requirements identified in the IDP are a result of ‘cumulative’ growth in the Eynsham area more generally and the cost will therefore need to be ‘shared’ with other developments through a process of apportionment. An example is the proposed provision of the secondary school facility at Salt Cross, the need for which is generated by the overall level of growth at Eynsham, not just development of the garden village.
- 11.71 While the IDP addresses the need for community meeting space, within the context of community development, it does not specifically address places of worship. However, it is recommended that subsequent consultation exercises include engagement with faith groups on the specific issue of availability of meeting space.
- 11.72 Similarly, whilst the IDP does not address the issue of burial facilities, it highlights a lack of burial space as a key local issue identified in the Eynsham Neighbourhood Plan and recommends that subsequent consultation exercises include engagement with OCC and Oxford City Council’s Cemeteries Service. The size of Salt Cross means that there is certainly scope to consider the potential inclusion of burial space as part of the overall development.
- 11.73 The main infrastructure requirements identified in the IDP are summarised at **Appendix 5** of the AAP and include potential provision of/for the following infrastructure types:
- Culture and the arts
 - Community meeting space
 - Community Development Facilities
 - Library and archives
 - Indoor sport/leisure
 - Education
 - Emergency services
 - Green Infrastructure
 - Health and social care
 - Transport
 - Water
 - Waste
- 11.74 The Eynsham Area IDP provides a valuable starting point for identifying the infrastructure improvements needed to support the development of Salt Cross. It is expected that any outline planning application will be accompanied by its own site-specific Infrastructure Delivery Plan (IDP) drawing on and reflecting the requirements identified in the Eynsham Area IDP as appropriate.

- 11.75 Having regard to the Eynsham Area IDP and any site-specific IDP prepared in support of an outline planning application, the Council will work in partnership with the site promoter, Oxfordshire County Council and the local community through Eynsham Parish Council to discuss and agree an appropriate and viable infrastructure package for Salt Cross.
- 11.76 This will be secured through an appropriate mechanism such as a Section 106 legal agreement and is likely to include a combination of 'direct' provision of certain items of infrastructure, together with financial contributions towards others.
- 11.77 In accordance with planning legislation, any obligation that is agreed must, be:
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.

Policy 30 – Provision of Supporting Infrastructure

Development proposals at Salt Cross must be supported by appropriate investment in infrastructure, with a particular emphasis on timely provision to encourage effective place making, social interaction and integration, minimise disruption to residents and to ensure that existing services and facilities are not put under unreasonable strain.

Proposals for supporting infrastructure should be identified in a site-specific Infrastructure Delivery Plan (IDP) submitted as part of any outline planning application and updated as appropriate.

The site-specific IDP should be based on the identified requirements set out in the Eynsham Area Infrastructure Delivery Plan (IDP).

Appropriate mechanisms including the use of planning obligations and planning conditions will be used to secure an appropriate package of improvements for the long-term benefit of the local community.

Long-term maintenance and stewardship

11.78 We are committed to ensuring that Salt Cross is a place to be proud of and remains so, for many years to come. Key to achieving this will be putting in place robust and transparent maintenance and stewardship arrangements.

11.79 'Stewardship' is essentially about ensuring that important assets such as new homes, green spaces, community buildings, essential services, utilities and the public realm are looked after properly in perpetuity and for the benefit of the community as a whole.

11.80 Unfortunately, despite its importance for effective place-making, it is often the case that the management and long-term funding of community assets are seen as something of an 'afterthought'. This is something we are seeking to avoid at Salt Cross, with robust and transparent measures to be put in place from the earliest possible stage in order to provide the maximum benefit to all parties, in particular the local community.



11.81 Embedding within the AAP a policy requirement for robust and transparent stewardship arrangements to be put in place is entirely consistent with the following TCPA garden city principles:

- Land value capture for the benefit of the community.
- Strong vision, leadership and community engagement.
- Community ownership of land and long-term stewardship of assets.

What are the options?

11.82 Table 11.3 outlines a number of different types of stewardship body, drawing on examples from elsewhere. The information is taken from the TCPA guide – 'Built today, Treasured Tomorrow'⁷

⁷ <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=e72ebaf7-d4b2-4f6c-9e02-283edb5a0660>

Table 11.3 – Different Types of Stewardship Body

Type of stewardship body	Summary
Management company	Probably the most commonly used form of stewardship body. They are companies set up to manage assets (land, property or facilities) as part of a development. Membership/ownership of the companies is very often extended to residents, who become members or shareholders, depending on the constitution of the company. They are sometimes called community trusts or development trusts (see below).
Community Land Trust (CLT)	Non-profit, community-based organisations run by volunteers that develop housing, workspaces, community facilities or other assets that meet the needs of the community. They are legally defined (in the Housing and Regeneration Act 2008) but are not a legal entity in their own right and so can adopt one of several legal forms.
Development Trusts	Community organisations created to enable sustainable development in their area. They use self-help, trading for social purpose, and ownership of buildings and land to bring about long-term social, economic and environmental benefits in their community. Similar to community land trusts but have no legal definition and can adopt a range of constitutional forms and business models. They have traditionally been used in the regeneration of an existing area rather than in the development of a new community.
Other Types of Trust	A trust is a way of holding assets that separates legal ownership from economic interest. Assets are usually owned by trustees and managed in the interests of the beneficiaries according to the terms of the trust. Trusts can be unincorporated or incorporated and can take a number of legal forms.
Community Interest Companies	A special type of limited company which exist to benefit the community rather than private shareholders. CICs are set up to use their assets, income and profits for the benefit of the community they are formed to serve, and must embrace special features such as an ‘asset lock’, which ensures that assets are retained within the company to support its activities or otherwise used to benefit the community.
Industrial and Provident Societies	Organisations conducting an industry, business or trade, either as a co-operative or for the benefit of the community. Letchworth Garden City Heritage Foundation is an example of this model.
Co-operative societies	Run for the mutual benefit of their members, with any surplus income usually being reinvested in the organisation to provide better services and facilities. They often take the form of an industrial and provident society (see above), but can take a number of different legal forms.
Housing associations or registered social landlords	Some housing associations or registered social landlords provide services to communities beyond their role as social landlords. They might be contracted by a local authority to maintain the public realm or run community centres. They might, themselves, own these assets if there are facilities they have built as part of their own housing development.
Energy service company (ESCo)	A commercial structure created specifically to produce, supply and manage the local delivery of decentralised energy to larger, holistically planned developments.
Multi-utility services company (MUSCo)	Provides all the energy-related services of an ESCo, but also provides telecoms and/or water services for the site.

- 11.83 There are a number of different legal frameworks through which these bodies can operate including trust status (charitable or otherwise, or unincorporated associations), limited companies (limited by shares or guarantee) – including community interest companies; charities, or, from 2013, charitable incorporated organisations (the CIO is the new legal structure for charities) co-operatives; or industrial and provident societies⁸.
- 11.84 In support of the AAP and as part of ongoing stakeholder engagement, Collaborative Housing (CoHoHub) prepared a report exploring the Community Land Trust (CLT) option in more in detail and how it could potentially be applied to Salt Cross.
- 11.85 Their report⁹ considers a number of options for the delivery, ownership and management of a CLT, drawing on stakeholder engagement and illustrated through relevant case studies as appropriate. It also considers the different geographic scales at which a CLT might operate, ranging from a small, discrete parcel of land within the garden village to a cluster of sites within one or more phases of development up to the planned transfer of the whole site into a trust, as phases are completed.
- 11.86 The report author favours the larger-scale of the third approach (i.e. a site-wide CLT) as offering greater opportunities for the diverse income streams required to create an independent, financially robust, legacy organisation, allowing for the landowners and developers to complete the scheme in phases, whilst supporting the evolution and capacity-building in the community ownership body over the first decade of its existence.
- 11.87 It is evident that there are a number of different stewardship bodies that could be established for Salt Cross and several legal mechanisms for doing so. As discussions on this subject remain ongoing at the present time, it would be inappropriate for the AAP to 'prescribe' one particular option.
- 11.88 At the preferred option stage of the AAP in 2019, two broad options were considered in relation to future stewardship and maintenance at the garden village; either to utilise an existing organisation such as the Wychwood Project or the Woodland Trust, or to establish a new organisation such as a Garden Village Trust.



⁸ Source: <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=e72ebaf7-d4b2-4f6c-9e02-283edb5a0660>

⁹ <https://www.westoxon.gov.uk/media/avxefy30/community-land-trust-scoping-report-june-2020.pdf>

11.89 Based on further discussions since that stage, the District Council has concluded that a combination of these two options is likely to be the most appropriate way forward. In the short-term, an existing, established organisation such as the Land Trust¹⁰ would be used as an ‘intermediary’, offering initial support, advice and management expertise, until such time as a new Salt Cross Garden Village Trust can be established once there is a sufficient ‘critical mass’ of new occupants.

11.90 The most appropriate form and legal mechanisms for establishing and running the new Garden Village Trust will be explored through ongoing stakeholder engagement. Without pre-empting the outcome of those discussions, in accordance with the recommendations of the Collaborative Housing (CoHoHub) CLT report, it is anticipated that any new Garden Village Trust would accord with the following general principles:¹¹

- Be established for the express purpose of furthering the social, economic and environmental interests of a local community by acquiring and managing land and other assets in order to provide a benefit to the local community, and to ensure that the assets are not sold or developed except in a manner which the trust's members think benefits the local community;
- Be established under arrangements which are expressly designed to ensure that any profits from its activities will be used to benefit the local community (otherwise than by being paid directly to members), individuals who live or work in the specified area have the opportunity to become members of the trust (whether or not others can also become members), and the members of the trust control it.

11.91 As discussions on the subject of stewardship and maintenance remain ongoing at the present time, the approach taken in the AAP and reflected in Policy 31 is to require proposals at Salt Cross to be supported by a Community Management and Maintenance Plan (CMMP) or equivalent. This would be required to specifically address the long-term maintenance and stewardship of community facilities, key infrastructure, green infrastructure (including areas for biodiversity), public open space and public realm across the whole site.

11.92 An example of this is The Garden Village at Handforth, guidance for which stipulates a requirement to submit a Community Management and Maintenance Plan (CMMP) as part of any planning application, to ensure that an effective management structure is established from the outset and that the highest quality maintenance is applied consistently across the site.

¹⁰ <https://thelandtrust.org.uk/>

¹¹ Based on the definition of a Community Land Trust (CLT) held within Section 79 (1-5) of the Housing and Regeneration Act 2008, in which CLTs are described as an ‘English body’

- 11.93 A similar model is also used at Welborne's new garden community. In this case, the developer is expected to include a fully costed maintenance schedule and management plan that clearly sets out how and when work is completed, how it will be maintained in perpetuity, and who will ultimately adopt and have responsibility for managing and maintaining different assets.
- 11.94 The preparation and submission of a Community Management and Maintenance Plan (CMMP) or equivalent is considered to be an appropriate first step towards establishing the most appropriate, long-term maintenance and stewardship arrangements at Salt Cross.

Policy 31 – Long-term maintenance and stewardship

Development proposals at Salt Cross must be supported by robust, cost-effective and transparent maintenance and stewardship arrangements including appropriate financing arrangements and management responsibilities in perpetuity.

This is anticipated to take the form of a new, independent body - the Salt Cross Garden Village Trust – with interim measures to be put in place as appropriate to support the early phases of development.

This and other suitable options should be explored through the submission of a Community Management and Maintenance Plan (CMMP) or equivalent which will be required in support of any outline and where appropriate, detailed planning applications.

This must include consideration of appropriate governance arrangements and demonstrate flexibility to adapt to changing circumstances throughout the life of the development phase and beyond.

Part 4 – Measuring Progress

How will we know if we've succeeded?

12. Delivery and Monitoring

- 12.1 A key aspect of the AAP is delivery of the garden village, in particular the mechanisms to be used and partners that will need to be involved to ensure that it comes forward in accordance with the overall vision, objectives and policies.
- 12.2 A further key aspect is how progress will be measured and monitored as we move forward so that we know if the vision, objectives and policies are being properly achieved, and if not, so that, adjustments can be made for example through a partial review of the AAP or some other appropriate mechanism.
- 12.3 This final section of the AAP comprises a delivery and monitoring framework which considers each of the 31 policies within the AAP and how they link to the garden village principles, the core objectives of the AAP as well as other relevant policies from the West Oxfordshire Local Plan and Eynsham Neighbourhood Plan.
- 12.4 It also outlines the anticipated delivery mechanisms for each policy as well as the relevant partners that are expected to be involved along with the various indicators that will be used to measure and monitor progress.
- 12.5 The intention is for this progress to be reported through the District Council's annual monitoring report with any significant 'deviation' off-track to be reported as appropriate and addressed for example through a partial review of the AAP and/or direct engagement with those bringing the scheme forward 'on the ground'.

AAP Delivery and Monitoring Framework

TO FOLLOW

To be added

Appendix 2 – Policy EW1 – Oxfordshire Cotswolds Garden Village Strategic Location for Growth

POLICY EW1:

Oxfordshire Cotswolds Garden Village Strategic Location for Growth (2,200 homes)

Land to the north of the A40, near Eynsham to accommodate a free-standing exemplar Garden Village, the comprehensive development of which will be led by an Area Action Plan (AAP) including:

- a) a working assumption of about 2,200 homes with a balanced and appropriate mix of house types and tenures to meet identified needs including affordable housing.
- b) development taken forward in accordance with key Garden Village principles.
- c) about 40 hectares of business land (B-class) in the form of a 'campus-style' science park.
- d) provision of a new park and ride site (1,000 spaces) with associated bus priority lane along the A40.
- e) the provision of up to two primary schools on site (2FE including nursery) on 2.22ha sites together with financial contributions towards secondary school capacity as appropriate.
- f) The provision of essential supporting transport infrastructure the detail of which will be identified through the AAP process, including mitigating the impact of traffic associated with the development; appropriate consideration of the proposed park and ride, wider A40 improvements and access arrangements for the West Eynsham Strategic Development Area (SDA); the provision of appropriate financial contributions towards LTP4 transport schemes such as the A40 Strategy; provision of appropriate public transport (services and infrastructure) serving the site; and provision of a comprehensive network for pedestrians and cyclists with good connectivity provided to adjoining areas, including a particular emphasis on improving linkages to Hanborough Station, to the proposed Park and Ride and to Eynsham and on enhancing Hanborough Station as a transport interchange.
- g) development to be phased in accordance with the timing of provision of essential supporting infrastructure and facilities.
- h) the provision of appropriate landscaping measures to mitigate the potential impact of development and associated infrastructure.
- i) biodiversity enhancements including arrangements for future maintenance.
- j) masterplanning that takes adequate account of open space and green infrastructure networks and needs, and maximises opportunities to create and strengthen green infrastructure in accordance with the Council's Green Infrastructure Plan (to be prepared).
- k) appropriate measures to mitigate traffic noise.
- l) the investigation, recording and safeguarding of the known and potential archaeological significance of the Area prior to any development taking place. The results of the investigation and recording should inform the final layout of the development and be deposited in a public archive.
- m) appropriate measures to mitigate flood risk including the use of sustainable drainage methods to ensure that post-development surface water run-off rates are attenuated to achieve a reduction in greenfield run-off rates. The sustainable drainage systems should be designed to provide a biodiversity enhancement.
- n) connection to the mains sewerage network which includes infrastructure upgrades where required including any necessary phasing arrangements.
- o) demonstrate the use of renewable energy, sustainable design and construction methods, with a high level of energy efficiency in new buildings.
- p) the developer will be required to set aside 5% of the developable plots for those wishing to undertake custom/self-build.
- q) appropriate measures to safeguard and take account of the operational requirements of the existing aggregate recycling facility within the site and also to safeguard sand and gravel deposits where appropriate having regard to the policies of the Minerals and Waste Local Plan.

Appendix 3 – Garden Village Key Principles and how the AAP has responded to these

Principle	AAP response
1. Land value capture for the benefit of the community	The AAP seeks to ensure maximum community benefit in a number of ways. The various policies and requirements embedded in relation to the provision of supporting infrastructure ranging from extensive green spaces, to new schools and transport improvements will all generate significant benefits for new and existing residents. The approach to long term stewardship and maintenance encapsulated in Policy 31 purposefully adopts a ‘community first’ approach with further engagement with the local community to be undertaken in order to determine the most appropriate arrangements to be put in place for the longer-term.
2. Strong vision, leadership and community engagement	The AAP establishes a clear vision for Salt Cross based on extensive community engagement, adopting climate action as a core theme which then runs throughout the remainder of the document. The approach to long term stewardship and maintenance encapsulated in Policy 31 purposefully adopts a ‘community first’ approach with further engagement with the local community to be undertaken in order to determine the most appropriate arrangements to be put in place for the longer-term. The AAP is the first step in a long-process of ongoing community engagement and development at Salt Cross.
3. Community ownership of land and long-term stewardship of assets	The approach to long term stewardship and maintenance encapsulated in Policy 31 purposefully adopts a ‘community first’ approach with further engagement with the local community to be undertaken in order to determine the most appropriate arrangements to be put in place for the longer-term. The expectation through the establishment of the Salt Cross Garden Village Trust in the longer term is that there will be community ‘ownership’ of key assets within the garden village, based on a sound and financially sustainable model.

Principle	AAP response
4. Mixed-tenure homes and housing types that are genuinely affordable	The AAP aims to ensure that of the 2,200 new homes to be provided at Salt Cross, that these comprise a good, balanced mix of different types, sizes and tenures including 50% affordable housing with an emphasis on genuine affordability, with reference to living rents and realistic affordable purchase prices for the local area. The AAP also supports the provision of ‘non-mainstream’ forms of housing including at least 5% self/custom build as well as opportunities for various forms of specialist forms of accommodation in accessible locations.
5. A wide range of local jobs in the Garden City within easy commuting distance of homes	A core element of the AAP illustrative spatial framework plan is the creation of a highly attractive science and technology park, set within extensive green and blue infrastructure. The importance of the garden village is highlighted in the Oxfordshire Local Industrial Strategy and the AAP recognises this, seeking to enable the long-term delivery of around 80,000 sq. m of new floorspace, supported by a range of complementary facilities. The AAP also seeks to encourage other, small-scale job opportunities across the rest of the site within the village and neighbourhood centres as well as enabling training and apprenticeship opportunities through the development of a community employment plan (CEP).
6. Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food	The AAP is clear that whilst the acceleration of delivery of new homes will be sought, this will not be at the expense of quality. The AAP places a key emphasis on the need for high quality, innovative and imaginative design, with Policy 29 establishing a set of design requirements to guide masterplanning and further detailed design code work underpinned by ongoing community engagement. The illustrative framework plan purposefully seeks to combine ‘town and country’ exploiting the site’s attractive rural setting and ensuring that this is reflected in a landscape-led approach to development, using the natural assets and opportunities of the site to full effect. One of the core themes of the AAP is healthy place shaping with Policy 8 focusing on the creation of various opportunities for growing and consuming food locally.

Principle	AAP response
7. Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience	A key element of the AAP vision for Salt Cross is that it will be known for its emphasis on the environment – the perfect setting for wildlife and people to flourish together. Policy 7 requires the provision of an extensive multi-functional Green Infrastructure Network to achieve ‘Building with Nature’ full award accreditation excellent with an emphasis on effective long-term management and maintenance of the GI network for a period of at least 30 years to national standards of excellence. Policy 9 aims to secure 25% net biodiversity gain, focused primarily on Salt Cross but also allowing for contributions to potentially be made towards biodiversity enhancements in the wider area with a number of potential opportunities identified. Climate action is at the core of the AAP with Policy 1 aiming to ensure resilience to climate change through a natural capital based approach and Policy 2 seeking to ensure that all buildings are designed to be net-zero operational carbon.
8. Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods	The AAP illustrative spatial framework plan is based on the concept of a vibrant village centre, supported by three neighbourhood centres, each with their own distinctive character and uses. There is a particular emphasis on ‘compact walkability’ with key services and facilities located within a 10 minute walking distance of new homes. Policy 5 places a particular emphasis on social integration, interaction and inclusion including the provision of shared, adaptable, accessible buildings, spaces (including green/blue infrastructure) and facilities.

Principle	AAP response
9. Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport	A core element of the proposals for Salt Cross is the sustainable transport hub with integrated, high quality and convenient public transport choices to be centred around this key asset and providing bus priority in and out of nearby Oxford. The proximity of Salt Cross to Hanborough Station provides a valuable asset which will be exploited through the provision of new and enhanced linkages including a pedestrian/cycle route along Lower Road. The movement and connectivity key design principles embedded in Policy 13 will help to ensure that walking and cycling are promoted as the preferred first choices of transport with a strong emphasis on healthy and active travel including safe and convenient connections with Eynsham to the south.

Appendix 4 – Key Considerations and Opportunities

Key considerations	Opportunities for Salt Cross
Climate change – Many respondents have highlighted how vital it is for the garden village to address the current climate emergency, with many calling for zero carbon and energy positive development through the use of sustainable construction and renewable sources of energy. In June 2019, West Oxfordshire District Council declared a climate emergency and the garden village is seen as playing a key role. Evidence prepare in support of the AAP demonstrates that zero-carbon can and should be achieved.	The West Oxfordshire Council Plan highlights the garden village as an important pilot project for tackling the climate emergency. Opportunities include: • Utilising and enhancing the ‘natural capital’ of the site to provide maximum benefits including the protection and provision of trees and woodland to encourage carbon sequestration • Ultra-low energy fabric efficiency standards for new buildings • The use of 100% renewable energy (e.g. solar PV) • Development to embed the concept of the ‘circular economy’ where resources are kept in use for longer to reduce waste • An integrated approach to water management including efficiency, quality, drainage and flood risk • Ensuring climate ‘resilience’ through design and layout e.g. ventilation, orientation, cooling and shading • Flexibility and future-proofing e.g. in the use of buildings, spaces and streets
Traffic impact on the A40 and other key routes - The traffic congestion problems associated with the A40 are well known and a key concern for many is the extent to which the garden village will suffer from and potentially exacerbate those problems as well as impacting on other key routes including the A4095 and B4044. Linked to this issue are concerns about air quality.	Like most rural areas, West Oxfordshire is dominated by the use of the private car and the A40 and surrounding routes are particularly problematic, with congestion occurring not just at peak times but sometimes throughout the day. The garden village requires a radical and innovative approach which actively ‘downplays’ the role and presence of the car and recognises that people are already starting to change the way they live, work, communicate and move around. This cannot be a ‘standard’ development. Opportunities include: • Areas of ‘car-free’ development and use of stringent car parking standards • Electric vehicle charging points • Prioritising movement by sustainable modes including walking, cycling, bus and rail including improved links to Hanborough Station • Creation of a new, integrated transport hub in the form of a 850 space park and ride with bus priority in and out of Oxford, fully integrated with opportunities for walking and cycling • Effective, safe and convenient connections with Eynsham across the A40 • New and improved public rights of way including links to Freeland, Church Hanborough and Hanborough

	• A mixture of different uses including multi-functional buildings and spaces to reduce the need to travel and promote self-containment • Establishment of a car club/s and bike hire schemes to encourage less private car ownership • Effective travel planning and demand management measures • Integration with the A40 smart corridor HIF¹ project including strategic highway improvements
Infrastructure – a frequently raised issue has been the need for the garden village to be supported by appropriate investment in new and enhanced infrastructure. There is a concern that unless this happens, there will be harmful impact on Eynsham such as additional pressure on local schools and health care provision. The Eynsham Area Infrastructure Delivery Plan² (IDP) identifies a number of improvements necessary to support future growth in the Eynsham area.	The scale of development at Salt Cross, in conjunction with proposed development to the west of Eynsham is significant and will inevitably have an effect on local services and facilities. It is important that this is seen as an opportunity rather than a threat. Key opportunities include: • New primary and secondary school provision • Enabling future potential increases in primary health care capacity • Provision of extensive new green space for new residents and to help redress the relative shortage of open space in Eynsham • Multi-purpose community space • A new burial ground • New and enhanced connections across the A40 and other wider opportunities for active travel and greater use of public transport • Road improvements to mitigate the impact of development and provide effective connections with Oxford and other key destinations

¹ Homes from Infrastructure (HIF)

² Add weblink

Key considerations	Opportunities for Salt Cross
Relationship with, and impact on, Eynsham – much of the feedback to date has focused on the relationship of the garden village with Eynsham. This is natural given that Eynsham is an established and successful village and the garden village is proposed in close proximity to the north. The Eynsham Neighbourhood Plan includes a strategic objective (ENV8) which states that a new settlement shall be built to Garden Village principles as a new, separate community and that the settlements should be largely independent but with any shared facilities for their mutual benefit and without causing harm to either. At the preferred option stage, a number of respondents suggested that the garden village should play a complementary, rather than competing role with Eynsham and should seek to avoid a ‘them and us’ situation. It has also been suggested that there is a need to co-ordinate development of the garden village with the planned western expansion of Eynsham – the West Eynsham SDA. Concerns have been raised about the cumulative effect of development on Eynsham and there is a desire to see the two areas planned and delivered in an integrated manner to minimise the disruption caused and to maximise the potential benefits.	Salt Cross will become a successful new community in its own right. This is consistent with the Eynsham Neighbourhood Plan which refers to the creation of a ‘new, separate community’. However, given the proximity of the garden village to Eynsham, there is clearly a need to consider the effective integration of the two communities including the West Eynsham SDA and how maximum benefits can be derived for the mutual benefit of both – again in accordance with the Neighbourhood Plan. Opportunities include: • Effective, safe and convenient connections with Eynsham across the A40 • The provision of new services and facilities that either don’t exist or are relatively limited or close to capacity in Eynsham e.g. burial space • The creation of new local job opportunities for people already residing in Eynsham and the surrounding area • Greater travel choice including improved connectivity to Hanborough Station and Oxford • Design principles to be informed by an understanding of the heritage and significance of the site • Integration with the numerous community initiatives that exist in the local area including the emerging Project LEO (Local Energy Oxfordshire) ‘Smart and Fair Neighbourhood’ Project and ‘Edible Eynsham’. • A co-ordinated approach to infrastructure provision and timing of delivery • Complementary yet independent masterplans to be developed for the garden village and West Eynsham SDA

Key considerations	Opportunities for Salt Cross
Place making, not just house building – a further recurring theme raised through consultation is the need to ensure that the garden village is not just a typical standard housing development with bland new homes and buildings that could literally be anywhere. Instead there should be imaginative, innovative and high quality design and use of materials that other developments will aspire to. The emphasis should be on people and place – creating a distinctive new community which uses the natural assets and ‘capital’ of the site to maximum effect, focused around a vibrant village centre and neighbourhood areas where people from a range of different backgrounds and across different age groups can come together in a safe and inclusive manner. Support has been expressed for higher densities of development to support the delivery of large areas of green space. Many respondents have also highlighted the importance of key views arising from the gently undulating topography of the site.	Salt Cross will be a garden village and as such there is a quite reasonable expectation that it will do things differently than a more ‘standard’ development. The expectations of garden communities are clear from the TCPA principles³ outlined previously as well as more recent guidance set out by central Government in 2018 - <i>‘As Ebenezer Howard recognised, we need to build places people are happy to call home, places where they can come together to form thriving communities, places that lift our spirits whether we live in them or merely pass through’</i>⁴. Opportunities include: • Ensuring that the distinctive characteristics and heritage of the site are used to develop a clear local identity which ‘stands out from the ordinary’ • Embracing the rural setting and wider context of the site within the Wychwood Project area and nearby parkland settings of Eynsham Hall Park and Blenheim Park • Establishing an overall spatial framework for the garden village site based on the concept of compact ‘walkability’ with distinct neighbourhood/character areas and a strong village centre • Varied mix, form, design and density of development • Setting overall design standards/principles from which more detailed design codes will flow as planning applications come forward • Enabling a range of different opportunities for all e.g. for those who wish to self/custom-build their own home or establish a community led housing scheme • Utilising key views through appropriate design and layout responding to the topography of the site • Potential for landmark buildings and spaces on higher ground

³ <https://www.tcpa.org.uk/garden-city-principles>

⁴ Refer Page 4 - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/805688/Garden_Communities_Prospectus.pdf

Key considerations	Opportunities for Salt Cross
The importance of wildlife and plants, trees and hedgerows and high quality agricultural land - The garden village site contains considerable wildlife and plantlife interest with City Farm being of particular importance for arable plants. There are records of protected species within and near the site, and recent survey work has identified the presence of a medium-sized population of great crested newts. Land to the north is designated as a Local Wildlife Site and there are other local wildlife sites nearby along with some areas of ancient woodland. There are a large number of trees (including mature trees) and hedgerows within the site. These not only create biodiversity value but are an important part of the site's cultural heritage, with many of them lining key routes and connections through the site such as the 'Salt Way' which runs broadly north-south from Eynsham to Freeland. Concerns have been raised about the potential impact of development on Millennium Wood. There are pockets of high grade agricultural land within the garden village site. Linked to this is the issue of local food production with many respondents supporting the concept of allotment provision and other community growing space within the garden village. There is a strong local food movement within Eynsham Parish.	The rich and varied nature of the garden village site is fully recognised and is evident not only from the consultation feedback received but the various technical reports that have been prepared in support of the AAP. It is important that this is seen as an opportunity rather than a series of constraints, with the natural assets of the site being utilised and integrated into the design and layout of the garden village to create a distinctive and fundamentally 'green' new community. Opportunities include: • Delivering net gains in biodiversity beyond the 10% national benchmark • The protection of important trees and hedgerows including Millennium Wood • The planting of new trees and woodland including street trees • The retention and enhancement of important hedgerows and key routes, wherever possible by incorporating them into the design and layout of the village • Steering development away from higher grade agricultural land in line with the requirements of the Eynsham Neighbourhood Plan • Productive use of green space including the provision of community growing space such as allotments, orchards, nurseries and market gardens reflecting the strong local heritage associated with Wasties apples
Provision of green space and green connections - A key aspect of garden communities is the provision of green space and consultation to date has revealed widespread support for generous green space provision of different types within the garden village (collectively referred to as green infrastructure or GI) as well as the need for good connections into the wider countryside. This is particularly important for Salt Cross given the rural setting of the site. It is also of importance to the wider area, given the relative lack of useable green space in Eynsham; creating an opportunity to deliver the type of 'mutual benefit' envisaged in the Eynsham	One of the fundamental TCPA garden city principles is the provision of a comprehensive green infrastructure network. This is of particular relevance to Salt Cross as the site already provides a valuable, informal green environment for local people with a number of existing public rights of way running across the site and connecting to the villages to the north and into Eynsham. Eynsham has a shortage of open space and it is unsurprising that during the community design event in May 2019, all groups proposed site layouts that incorporated extensive green space. Opportunities include: • Adopting a 'landscape-led' approach to development, exploring how the natural ecology and biodiversity of the site can be used

Neighbourhood Plan. Many respondents have highlighted the need for green infrastructure to be properly supported and maintained in the longer term through appropriate management/stewardship arrangements.	• Using ‘Building with Nature’⁵ as a recognised benchmark for green infrastructure • The protection and enhancement of existing, important green corridors and mature hedgerows within the site • Additional tree and woodland planting with the potential for the use of woodland fuel • Provision of a range of different formal and informal green spaces across the site to include a new countryside park • Ensuring that green space is addressed at all scales including within individual development parcels for maximum benefit • Exemplar sustainable drainage delivering multiple benefits for the development (water quality, biodiversity, amenity, green infrastructure) • Creation of ‘blue’ infrastructure including the creation of water bodies/courses to support habitats and make the development more resilient to climate change
Flood risk and water quality - Whilst the vast majority of the site is outside of the floodplain and falls within Flood Zone 1 (low risk) a number of people have expressed concerns about the potential impact of development on surface water run-off and also regarding the height of the water table with groundwater being close to the surface in some parts of the site. Concerns have also been raised about the potential impact of development on water quality in light of the requirements of the Water Framework Directive. The site is also within an area of serious water stress.	Flooding is a highly emotive issue and it is unsurprising that many respondents have raised it through consultation. This is an issue that the District Council takes extremely seriously, particularly in light of previous flood events in 2007 and the current climate emergency. The AAP is supported by a Level 2 Strategic Flood Risk Assessment (SFRA) which identifies the potential risks and opportunities for the garden village in broad terms. Any planning application will need to be supported by a more detailed Flood Risk Assessment (FRA). Key opportunities include: • The use of exemplar sustainable drainage delivering multiple benefits for the development (water quality, biodiversity, amenity, green infrastructure) • Ensuring high standards of water efficiency in new buildings and spaces • Supporting an increase in waste water capacity to accommodate planned levels of growth in the Eynsham area • Adopting a sequential approach which steers development away from areas at high flood risk from all sources • Support for local flood risk mitigation including natural flood management initiatives currently being implemented by the River Evenlode Catchment Partnership • Capacity improvements to a number of local culverts • Mitigation of surface-water flow routes to improve flood risk on adjoining land

⁵ <https://www.buildingwithnature.org.uk/about>

Key considerations	Opportunities for Salt Cross
Safeguarding and enhancing key heritage assets – Salt Cross is an historically important site. There is a cluster of four grade II listed buildings at City Farm and in the north-west corner of the site, the site of a deserted former medieval village known as ‘Tilgarsley’. A number of the routes through the site such as the ‘Salt Way’ and ‘Saxon Way’ also have historic and cultural importance. Overall, there is a keen local desire to protect and celebrate the important heritage of the site.	The historic importance of the Salt Cross site is fully recognised and in support of the AAP, the Council has commissioned a historic environment assessment⁶ which highlights the importance of protecting the listed buildings at City Farm and their setting as well as retaining as far as possible the pathways/tracks/roads and hedgerows of historic importance. The hollow way and earthwork remains of the medieval deserted settlement of Tilgarsley are highlighted as being of potentially high value. Key opportunities include: • Informing key design principles with an understanding of the heritage and significance of the site • Using Tilgarsley as a focus for creating a separate and distinct sense of place • Increasing public understanding of the history of Tilgarsley, and other heritage assets in the east of the site through their further investigation and via the creation of an outdoor education/heritage facility, heritage trail, open days during any archaeological investigation • Listed buildings at City Farm and their spatial relationship to be retained along with other key elements of their setting that relate to their heritage significance • Retention of historic routes including the Salt Way and Saxon Way and incorporation as a fundamental component of the design and layout of development – in particular the point at which the two routes cross
Housing affordability - West Oxfordshire is an expensive place to live and the Eynsham area has some of the highest property prices in the District. A recurring theme raised by respondents to date has been the need to provide ‘genuinely affordable’ housing to buy and rent. This is a key objective of the Eynsham Neighbourhood Plan. The importance of meeting a broad spectrum of needs including different age groups has also been highlighted.	There is a significant need for affordable housing in West Oxfordshire and the starting point in the Local Plan is that Salt Cross will provide 50% affordable housing i.e. 1,100 homes. Affordable housing takes many forms including various forms of housing for rent and ownership. The scale of development proposed at the garden village creates an opportunity to deliver a diverse housing offer that meets a broad spectrum of different needs including young people wishing to get on the housing ladder, people wanting to self-build their own house, families seeking more space and older people wishing to downsize. Key opportunities include: • Provision of a diverse mix of dwelling types, sizes and tenures

⁶ <https://www.westoxon.gov.uk/media/gntj4alw/eynsham-historic-environment-assessment.pdf>

	• Use of innovative design solutions with a move away from ‘standard’ house types and designs with good product diversity and use of modern methods of construction • Delivering genuine affordability with reference to Local Housing Allowance (LHA) limits and typical affordable purchase prices • Delivery of a pilot ‘build to rent’ scheme • Provision of at least 5% self/custom-build housing including a proportion of affordable units • Provision for specialist housing needs including housing for older people, people with disabilities and housing linked to education and employment • Creation of areas of community-led and/or communal housing
Social vibrancy, interaction and inclusivity - Another important issue raised to date has been the need to create places of interest within the garden village – not just having separate areas of housing and jobs but instead, interactive buildings and spaces that bring different people of different ages together at different times of the day. Many recognise that high-density, mixed use development offers the potential to achieve this whilst ensuring generous green space across the site as a whole. The garden village should also be inclusive catering for a range of different needs and requirements and being a safe and accessible place for all.	West Oxfordshire is blessed with a number of vibrant and successful towns and villages of different sizes. These have evolved naturally over time and have a diverse mix of different buildings, uses and spaces which creates natural interest and activity. Eynsham is a classic example of a socially vibrant and active community and Salt Cross can draw inspiration and lessons from this. Opportunities include: • Establishment of a strong village centre supported by a number of well-connected neighbourhood centres • The creation of mixed-use, accessible and adaptable buildings and spaces • Co-location of small-scale employment uses within residential areas e.g. small ‘work-barns’ • Public realm, spaces and buildings designed with inclusivity and accessibility in mind • Higher densities of development in parts of the site including a mix of different uses to create interest and activity

Key considerations	Opportunities for Salt Cross
Creation of local job opportunities – Eynsham is an economically important area with a number of major employers including Siemens and Polar Technology. The Oxfordshire Local Industrial Strategy (LIS) recognises the garden village’s potential to contribute to the overarching vision for an Oxfordshire living laboratory, and the Cambridge - Milton Keynes - Oxford corridor which has been identified by Government as a nationally significant location for growth over the coming years. Evidence prepared by Lichfields⁷ in support of the AAP suggests that the garden village is well-placed West Oxfordshire to achieve a step change in its economic performance, attractiveness as a business location and its portfolio of high skilled local job opportunities.	A key aspect of garden communities is that they are places to work as well as live. Salt Cross is a large site located on a key transport corridor and clearly offers the chance to create a large number of new jobs, skills and investment opportunities to help bolster the West Oxfordshire economy and contribute to the overall ‘offer’ available in Oxfordshire as a whole. Key opportunities include: • The creation of a new science/technology park, characterised by high quality, sustainable buildings set within a generous environment of green and blue infrastructure • Improved connectivity with Hanborough Station to facilitate trips to Oxford and beyond including London • High standards of digital connectivity for effective home and co-working, embracing the use of new technologies to enable ‘smart-working’ • The creation of small-scale employment opportunities in clusters across the garden village site including within the village centre and neighbourhood centres •
Community engagement, ownership and stewardship - Many people recognise that the garden village is a long-term project and that effective and ongoing community involvement is needed to achieve ‘buy-in’ with appropriate maintenance and stewardship arrangements also needing to be put in place to ensure the garden village is self-sustaining on a long-term basis with some ability to generate revenue income streams such as through the hiring out of community space and facilities.	Community ownership of land and long-term stewardship of assets is one of the key TCPA garden city principles and will be embraced at Salt Cross. Opportunities include: • Community engagement in respect of the most appropriate stewardship and maintenance arrangements to be put into place • Community ownership of key assets • Utilising the skills and experience of an existing organisation to act as an ‘incubator’ until such time as a new Salt Cross Garden Village Trust can be established

⁷ <https://www.westoxon.gov.uk/media/tuej1iov/employment-study-report.pdf>

Appendix 5 – Summary of key infrastructure requirements

Infrastructure Type/Category	Identified requirement
Culture and the arts	394 sq.m of floorspace (note: this is an absolute minimum based on TCPA benchmark standards)
Community meeting space	1,078 sq.m of floorspace (based on a midpoint drawn from 6 comparator schemes).
Community Development Facilities	Potential operational space for any stewardship organisation – size not specified.
Library and archives	A floorspace requirement of 194 sq. m to be met either through expansion/enhancement of Eynsham Library or the provision of library facilities elsewhere.
Indoor sport/leisure	Quantitative requirements to be confirmed pending completion of new built facilities strategy for West Oxfordshire.
Education	Nursery – to be included within the planned new primary school (see below) with additional requirements for the children who do not qualify for funded early education provision, including the provision of wrap-around care. Primary education - 3.01 ha site capable of accommodating either a 3 form-entry primary school or a 2 form-entry primary school (depending on provision made within the West Eynsham SDA). Secondary education - 4.88 ha site for the proposed expansion of Bartholomew School (note: as this is intended to meet future secondary school needs across the IDP Study Area, all of the anticipated developments will be required to make proportionate contributions towards the overall delivery costs: i.e. the provision of the site and the capital costs of building the necessary accommodation) Specialist Educational Needs and Disability - financial contribution based on the estimated cost per place of any expansion, based on feasibility work, or otherwise in line with Government guidance on securing developer contributions for education.

Infrastructure Type/Category	Identified requirement
Emergency services	Police – various potential requirements identified by Thames Valley Police including staff equipment, vehicles, Automatic Number Plate Recognition (ANPR) cameras, and premises. Potential provision of an on-site facility; e.g. space within a community building, or a shared facility with other blue light partners. Fire and rescue – potential planning obligations prior to determination of any outline planning application. Ambulance – potential provision of a shared facility for the three blue light partners.
Green Infrastructure	Quantitative standards of at least 40 ha for a number of specified green infrastructure types (including Formal parks and gardens, amenity green space, natural and semi-natural, outdoor sports, allotments, community orchards, nearby amenity space, play areas and other outdoor provision) noting that these types only represent part of the required green infrastructure network. Accessibility and qualitative standards to also be applied including maximum walking distances.
Health and social care	Primary care - a floorspace requirement of 475 sq.m (note: this is an apportioned figure based on a total floorspace requirement of 833 sq.m which is sufficient to serve up to 10,000 patients).
Transport	Active travel (walking and cycling) to include: • A grade-separated crossing (underpass) between Old Witney Road and Cuckoo Lane • Additional at-grade crossings along the A40, including in the vicinity of the Garden Village. • Existing routes through the Garden Village site, to the countryside and surrounding villages to be upgraded including; the route heading north-west from Spareacre Lane towards Freeland (the ‘Salt Way’); the route from Cuckoo Lane to Lower Road, converging north of the Millennium Woods; and the public rights of way through Church Hanborough. • Financial contributions towards the B4044 cycle route, which will connect Eynsham to Oxford • Improved connections with Hanborough Station including upgrading the existing bridleway along the

Infrastructure Type/Category	Identified requirement
	western boundary of the Garden Village and the provision of a cycle track on the western side of Lower Road. • Junction reconfiguration and improvements will also be delivered at the following locations; A40/Cuckoo Lane, A40/Witney Road, Esso petrol station entry/egress, Eynsham Roundabout, A40/Cassington Signals and Horsemere Lane. • Upgraded shared-use footways and cycleways to be delivered within the A40 corridor, along the stretches as the bus lanes. • Ample cycle parking to be provided at appropriate points around the development, including provision for electric bikes and bike/ electric bike hire. • Financial contributions towards off-site cycle parking provision. Public transport (bus) to include: • Financial contributions towards the provision of improved bus services between Carterton, Witney, Oxford and the Eastern Arc including a bus service (3 buses per hour) through the Garden Village. • Connections to Hanborough Station to be improved, including the provision of an appropriate public transport service. • Bus stops serving the Garden Village (i.e. within the site, at the Sustainable Transport Hub, and along the A40) which must be safe, easily accessible and clearly signposted. They must also provide real time information, shelters, secure cycle parking, and be well maintained. Pedestrian, cycle and a bus connection to the Park & Ride site to be provided. • Financial contributions will be required towards the delivery of bus infrastructure within the A40 corridor, which will facilitate sustainable travel to and from the Garden Village. This will include the following; A40 Eastbound and Westbound bus lanes - between Eynsham park and ride and Wolvercote roundabout; alterations to A40 junctions, and the provision of bus gates to give priority to buses

Infrastructure Type/Category	Identified requirement
	joining the general traffic lane where continuous bus lanes cannot be provided; improved bus stop provision. - Land to be safeguarded along the southern boundary of the Garden Village, to enable widening of the A40 to accommodate the proposed bus lanes and footways/cycleways. Public transport (rail) to include: - Improved connections to Hanborough Station; and - Financial contributions towards the North Cotswold Line Transformation Road connectivity and access: - A new roundabout (the 'Western Development Roundabout'), located on the A40 to the west of the proposed park and ride junction. - A new junction with Lower Road forming the eastern access point for the spine road through the Garden Village. - A spine road through the site, accessed from the proposed Western Development Roundabout on the A40, west of the park and ride junction. - Signalization of the A4095/Lower Road junction. - Measures to deter through traffic from travelling between the A40 and A4095 via Cuckoo Lane and Freeland village. These should include a change in priority on Cuckoo Lane. - Any laybys impacted to be mitigated. Financial contributions towards the delivery of the following: - Completion of the dualling between Witney and the new park and ride junction. - Improvements to the Lower Road/A40 roundabout. - Junction capacity improvements along the A40, as part of the A40 corridor improvements. - Provision of enhanced facilities at the proposed Eynsham park and ride.

Infrastructure Type/Category	Identified requirement
	Parking – EV charging points with minimum requirements likely to include the following. • Dwellings where allocated parking is provided - at least one space per dwelling with an EV charge point. • Non-allocated parking spaces - at least 50% with EV charge points. • Non-residential parking spaces - at least 25% with EV charge points. Travel demand measures some of which will require the provision of development infrastructure; e.g. car and cycle parking facilities at accessible locations, to support the establishment of car clubs and bike hire schemes. Provision of infrastructure to enable smart, real-time monitoring and travel planning. Infrastructure to enable the provision of Ultrafast Fibre to all premises’ broadband and to assets such as street lights and traffic lights to support connectivity in public spaces.
Water	Water supply - Thames Water to undertake modelling work in liaison with the Garden Village and West Eynsham promoters, to identify any necessary upgrades, or off-site reinforcement. Waste water - potential sewerage upgrades to be determined through further engagement with the EA and Thames Water in light of anticipated delivery trajectories.
Waste	Potential financial contributions towards the cost of providing necessary household waste recycling centre (HWRC) infrastructure. To be based on the pro rata cost of increasing HWRC capacity to meet needs arising from the development in question (i.e. network acreage, building and hard infrastructure). Masterplanning and detailed design stages to make appropriate provision for all aspects of the waste hierarchy; e.g. from the household scale (including both home composting and space to segregate and store waste) to the provision of recyclables banks at appropriate on-site public realm locations.