



**WEST OXFORDSHIRE
DISTRICT COUNCIL**

**East Chipping Norton Strategic Development Area (SDA) –
Supplementary Planning Document (SPD) Issues Paper**

January 2019

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I. Introduction

- I.1. Land to the east of Chipping Norton is allocated in the West Oxfordshire Local Plan 2031 for a new community of 1,200 homes, 5 hectares of business land and supporting services and facilities including a new primary school and an eastern link road.
- I.2. The development has the potential to offer a number of benefits including the provision of a range of new housing and job opportunities, transport improvements, green space and biodiversity enhancements, and new community and leisure facilities.
- I.3. To help guide the future comprehensive development of the site, the Council intends to prepare a supplementary planning document (SPD) in the form of a 'Development Framework' setting out the key objectives and principles to be addressed as the site is taken forward.
- I.4. Once adopted, the SPD will be a material consideration in the determination of any future planning applications for the site.
- I.5. This initial 'issues paper' is the first step in preparing the Development Framework SPD and its purpose is to:

- Briefly explain the background to the proposal and how we have arrived at this point;
- Provide an overview of the East Chipping Norton site;
- Highlight the physical and policy constraints affecting the site; and
- Seek initial views on the key issues and priorities to be addressed through the SPD as the site is taken forward.

- I.6. The issues paper consultation runs for 6 weeks from **25th January – 8 March 2019**. You can respond in the following ways:
Email: planning.policy@westoxon.gov.uk
Write to: Planning Policy, West Oxfordshire District Council
New Yatt Road, Witney, OX28 1PB
- I.7. All responses received will be taken into account by the Council in preparing the draft SPD for further consultation in early summer 2019.
- I.8. If you require any further information or assistance regarding the consultation please telephone the Council's Planning Policy Team on **01993 861667**.

2. Background context

2.1. In this section we provide some background information on the following:

- What a Supplementary Planning Document (SPD) is and why we are preparing one for East Chipping Norton;
- What the Local Plan 2031 says about East Chipping Norton;
- How and why the East Chipping Norton site was identified;
- The anticipated benefits of the proposal; and
- The relationship with the Chipping Norton Neighbourhood Plan.

What is a Supplementary Planning Document (SPD) and why prepare one for East Chipping Norton?

- 2.2. A supplementary planning document (SPD) essentially builds upon and adds more detailed guidance or advice on the policies set out in the Local Plan. They are often used to provide guidance on specific sites or on particular issues such as design and affordable housing.
- 2.3. In particular, SPDs should be used where they can help applicants make successful applications or assist with the delivery of infrastructure. They are a material consideration in planning decisions but do not form part of the statutory development plan.
- 2.4. The East Chipping Norton site is a suitable candidate for SPD as it involves a large number of new homes and business land provision plus the delivery of important supporting infrastructure including education and transport. The site also has a number of specific issues that need to be carefully addressed including air quality, landscape, ecology and the setting of the Cotswolds Area of Outstanding Natural Beauty (AONB).
- 2.5. The site is also in several land ownerships which necessitates a coordinated approach to masterplanning, delivery and implementation.

What does the Local Plan 2031 say about East Chipping Norton?

- 2.6. The East Chipping Norton SDA is allocated for development under Policy CNI of the West Oxfordshire Local Plan 2031¹.
- 2.7. In summary, the site is identified as a 'Strategic Development Area' (SDA) which is intended to accommodate 'a new sustainable and integrated community that forms a positive addition to Chipping Norton'. The allocation envisages the provision of around 1,200 homes together with supporting infrastructure including a new primary school and a new eastern link road connecting the Banbury Road with the B4026/A361 via London Road.

¹ <https://www.westoxon.gov.uk/media/1936509/Local-Plan-BOOK-WEB.pdf>

- 2.8. Importantly, the policy states that development must be taken forward in a comprehensive manner and led by an agreed masterplan. It also stipulates a number of other requirements in terms of supporting transport infrastructure, landscaping, biodiversity and green infrastructure as well as heritage, drainage and sustainability.

How and why was the East Chipping Norton site identified?

- 2.9. Chipping Norton is the District's third largest settlement and offers an excellent range of services and facilities, ranking above Carterton and only slightly behind Witney, despite being much smaller than both in size. However, the scope for further significant expansion at Chipping Norton is relatively limited. Much of the town and surrounding land to the north and west falls within the Cotswolds Area of Outstanding Natural Beauty (AONB) which whilst not precluding the possibility of development, clearly influences the ability of the town to grow.
- 2.10. Outside Chipping Norton, opportunities for further development in the rest of the sub-area are relatively limited due to the nature and size of the settlements and lack of suitable and deliverable land for development.
- 2.11. The land to the east of Chipping Norton has for some time been acknowledged as the likely direction for future growth of the town. It lies outside the Cotswolds AONB, it is in close proximity to the town centre and has relatively few constraints in terms of issues such as flood risk, biodiversity and heritage.
- 2.12. It is also being actively promoted for development with a large area of land having been originally submitted to the Council for consideration in 2007. At that time the site was not needed to meet identified housing needs and was therefore not allocated.
- 2.13. However, when the Oxfordshire Strategic Housing Market Assessment (SHMA) was published in 2014, it became apparent that the District Council would need to find additional housing sites and the land east of Chipping Norton was subsequently allocated for 600 new homes in the pre-submission draft Local Plan published in March 2015.
- 2.14. In response to some general concerns on housing supply raised by the Local Plan Inspector, the Council published a series of Main Modifications to the Local Plan in November 2016. This included a significant increase in the size of a number of allocated sites including East Chipping Norton which was increased from 600 to 1,400 dwellings together with 9 hectares of business land and a new eastern link road.
- 2.15. The merits of the proposal were discussed during examination hearings in July 2017 at which the Council acknowledged that having regard to additional work undertaken by the site promoters, the 'developable capacity' of the site was likely to be less than originally envisaged.
- 2.16. Further Main Modifications to the Local Plan were subsequently published in February 2018 which reduced the proposed number of homes to 1,200 and reduced the amount of business land to 5 hectares with the eastern link road retained as a key part of the proposal.
- 2.17. In his final report published in August 2018, the Local Plan Inspector concluded that the proposed allocation of the site on this basis was sound and the Local Plan was formally adopted on 27th September 2018.

The anticipated benefits of the East Chipping Norton SDA

- 2.18. The East Chipping Norton SDA has the potential to deliver a number of positive benefits. Importantly, it will provide a large number of new, high quality homes and jobs in close proximity to the centre of Chipping Norton which offers an excellent range of services and facilities within a comfortable walking and cycling distance.
- 2.19. The size of the proposal creates an excellent opportunity to provide a diverse range of dwelling types and tenures to help meet identified needs including affordable housing for those who cannot afford to buy or rent on the open market.
- 2.20. Alongside the new housing, the proposed business land element (5 hectares) will create inward investment and job opportunities locally. The Council's evidence highlights a lack of available business land at Chipping Norton with a particular shortage of new office supply in recent years.
- 2.21. The allocation of the site provides the opportunity to deliver a 'critical mass' of new, high quality business land in a sustainable location close to the town centre with potential scope for future expansion and located on a key route – the London Road.
- 2.22. A further key benefit of the allocation is the provision of a new eastern link road which will connect the Banbury Road to the B4026/A361 via the London Road thus allowing a proportion of traffic (including heavy goods vehicles (HGVs)) to avoid travelling through Chipping Norton Town Centre which has existing problems in terms of air quality including a designated Air Quality Management Area (AQMA).
- 2.23. The site will also deliver a new primary school which is anticipated to be 2 forms of entry (including nursery) thus providing additional choice and capacity to accommodate additional pupil numbers.
- 2.24. Other potential benefits include the provision of supporting infrastructure such as formal and informal green space, allotments, opportunities for enhancements to the Glyme and Dorn Conservation Target Area (CTA), new pedestrian and cycle links and the provision of local convenience shopping, community and leisure facilities through the creation of a local centre/community hub.
- 2.25. These and other potential benefits are explored in more detail in [Section 5](#).

Relationship with the Chipping Norton Neighbourhood Plan

- 2.26. The Chipping Norton Neighbourhood Plan² was adopted on 15 March 2016. The plan sets out an overall vision for the town supported by 10 key objectives. These are summarised in the table below together with a brief commentary on the implications for/relationship with the East Chipping Norton SDA.

Table 1 - Chipping Norton Neighbourhood Plan – Vision, Objectives and Implications for the East Chipping Norton SDA

Vision		Implication for/relationship with the East Chipping Norton SDA
<p>A working Cotswold town thriving economically and socially as a rural hub while maintaining its strong sense of community spirit and conserving and enhancing its character, high-quality historic built and natural environment, local services and facilities.</p>		<p>The SDA represents large-scale development that has the potential to have a significant impact on the character of the town and the availability of services and facilities. The SPD has a key role to play in ensuring that the development contributes positively to the town both economically and socially without causing harm to its character, environment, services and facilities.</p>
Theme	Objective	
<p>Employment Land</p>	<p>OBI: Protect existing employment land and identify new opportunities in order to support a diverse range of employment opportunities within the town.</p>	<p>It is anticipated that the East Chipping Norton SDA will deliver around 5 hectares of new business land to help create new inward investment and job opportunities in an accessible, sustainable location. The SPD has a key role to play in determining the type and location of business land provided.</p>

² <https://www.westoxon.gov.uk/residents/communities/community-planning/neighbourhood-planning/chipping-norton-neighbourhood-plan/>

<p>Town Centre</p>	<p>OB2: Ensure all new development enhances the town centre’s special character, appearance and vitality and viability, making the town a destination in which people wish to spend time.</p>	<p>This is a large-scale development that has the potential to have a large impact on the character of Chipping Norton. The proposed SPD has a key role to play in ensuring that development helps to enhance rather than detract from Chipping Norton’s character, appearance, vitality and viability. Key to this will be matters such as design and layout, scale and mix of uses and ensuring effective connections between the site and the existing built area.</p>
<p>Parking</p>	<p>OB3: Support the expansion of town centre car parking capacity and improvements to its functionality.</p>	<p>Further, more detailed work will be required to determine the transport implications of the scheme and any mitigation that is necessary but in theory, the development could potentially make a contribution towards expanding town centre parking if there was an identified need/link. The SPD has a key role to play in identifying necessary supporting infrastructure.</p>
<p>Transport</p>	<p>OB4: Ensure new development is well connected to the rest of the town and surrounding area, especially by public transport, walking and cycling, and that existing routes are improved.</p>	<p>The primary advantage of the East Chipping Norton site is its close proximity to the Town Centre and its ability to knit in with the existing settlement form and character. The SPD therefore has a key role to play in ensuring the SDA is well-connected with Chipping Norton and forms a natural, well-designed and integral part of the town rather than a disjointed and obvious ‘bolt-on’.</p>

<p>Housing Type</p>	<p>OB5: Housing supply should meet the overall housing needs in town to include a broad mix of housing types and sufficient provision of affordable homes</p>	<p>The size of the SDA means that it provides the opportunity to deliver a broad range of different new homes in terms of size, type and tenure to help meet identified needs including affordable housing. The SPD has a role to play in helping to determine the most appropriate mix of dwelling types that should come forward including those that may be required to meet the needs of certain groups.</p>
<p>Community Facilities</p>	<p>OB6: Provide high-quality natural and open green space and youth recreation opportunities as an integral part of new developments (where appropriate with regard to scale). Favour development within the town centre that incorporates community facilities.</p>	<p>The size of the SDA means that it provides the opportunity to deliver a good range of formal and informal greenspace opportunities alongside the provision of new community space. The SPD has a key role to play in determining in more detail the location, nature and form of such open space provision as well as other community facilities.</p>
<p>Build Design</p>	<p>OB7: New development, be it traditional or contemporary, should respect and wherever possible, make a positive contribution towards the local vernacular.</p>	<p>The scale of development is such that the design and layout of the scheme has the potential to impact on the character of Chipping Norton and the surrounding area. The SPD has a key role to play alongside the Local Plan and the District Council's Design Guide (2016) in ensuring the development of the SDA is underpinned by high-quality design which respects and positively contributes towards the local vernacular.</p>

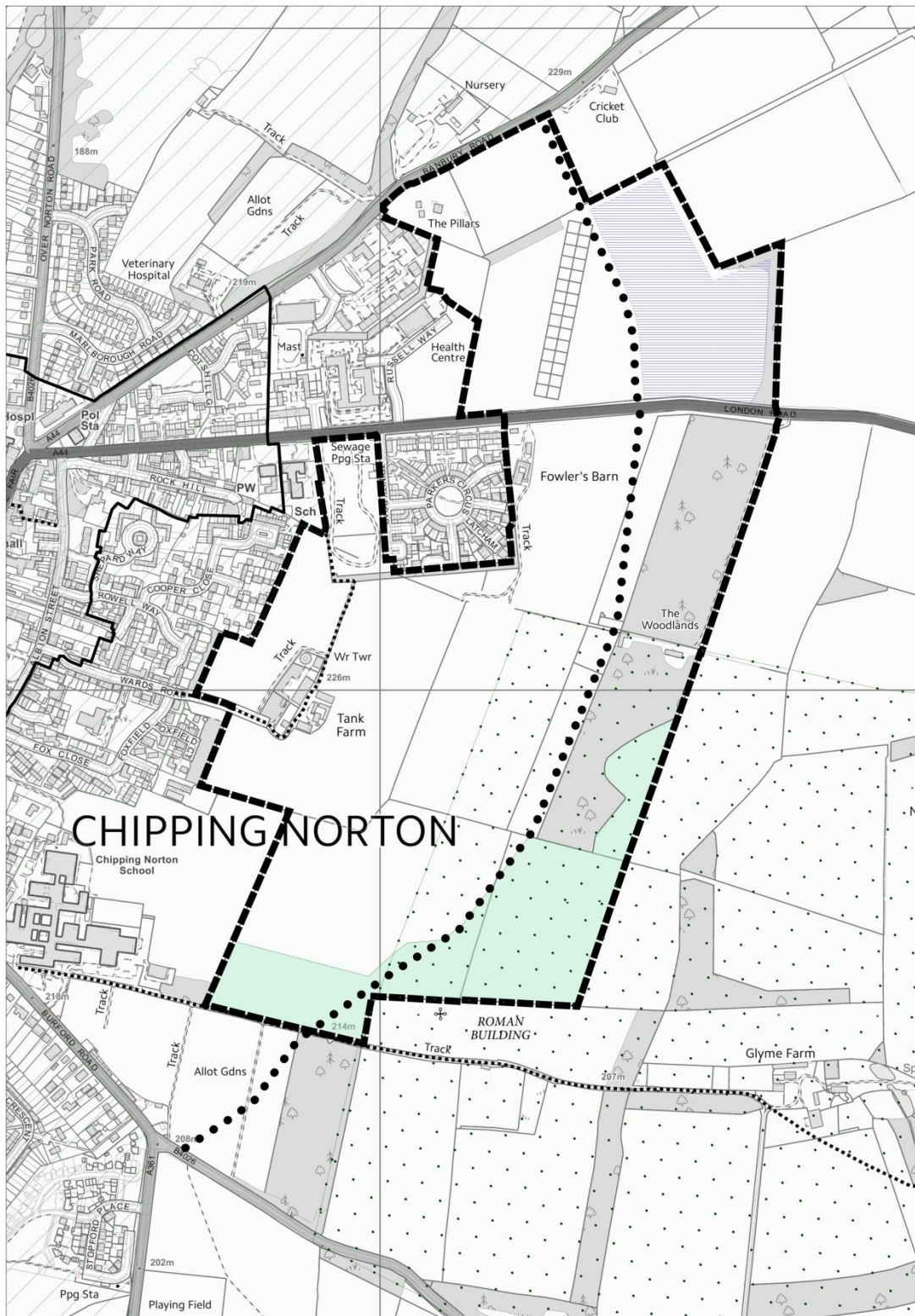
<p>Built Environment</p>	<p>OB8: The historic environment of the town should be conserved and enhanced for future generations to enjoy.</p>	<p>The East Chipping Norton SDA is not directly affected by any designated heritage assets but the Chipping Norton Conservation Area and a number of listed buildings lie close to the west of the site. The SPD has a key role to play in ensuring that proposed development conserves or enhances the special character, appearance and distinctiveness of the historic environment.</p>
<p>Natural Environment</p>	<p>OB9: Developments should conserve the natural environment and where possible enhance it. This includes local green infrastructure and biodiversity.</p>	<p>The SDA sits partly within the Glyme and Dorn Conservation Target Area (CTA). The SPD has a key role to play in ensuring that the development makes a positive contribution through appropriate environmental enhancement etc.</p>
<p>Energy & Water Efficiency</p>	<p>OB10: Ensure all new dwellings and non-domestic buildings are built to exemplary environmental standards.</p>	<p>The Local Plan 2031 stipulates some construction standards including water efficiency measures however the national policy position means that the Council's ability to require certain standards to be met is limited. The SPD offers the opportunity to consider what sustainable construction standards might be achieved.</p>

3. The East Chipping Norton Strategic Development Area (SDA)

- 3.1. Chipping Norton is the District's third largest town occupying a prominent hill-top position on the eastern edge of the Cotswolds Area of Outstanding Natural Beauty (AONB). Lying astride the 185m contour, it is one of the highest settlements of its size in southern England and offers extensive views to and from the surrounding countryside.
- 3.2. The town centre's special character is attributed to its historic built environment as it has a distinct and diverse architectural style and a high proportion of listed structures. The town centre is also fully encompassed by the Chipping Norton Conservation Area.
- 3.3. Being surrounded by rural hinterland and being relatively remote from larger towns, Chipping Norton acts as a service centre for residents, workers and visitors although does itself look to Banbury/Cherwell District for some services and facilities. The town is ranked second in the Council's matrix of sustainability, superseded only by Witney and surpassing Carterton, despite its much smaller population.
- 3.4. The East Chipping Norton SDA is located immediately to the east of the town, adjoining the built up area. The nearest point of the SDA boundary is around 370m metres from the edge of the town centre boundary³ and there are a number of existing footpath connections into the site which is regularly used for informal recreation such as walking.
- 3.5. A plan of the site is shown overleaf.

³ As defined in the West Oxfordshire Local Plan 2031

Figure I – East Chipping Norton SDA



- 3.6. The site covers a total area of around 70 hectares and falls into two main areas; land to the north between the London Road and Banbury Road and land to the south between the London Road and Glyme Lane.
- 3.7. The smaller, northern part of the site is located between Banbury Road and the London Road. This area is broadly flat and is in primarily agricultural use. Part of the site, south of Banbury Road ('the Pillars') was previously occupied by a garden equipment repair business but now has outline planning permission for up to 100 new homes and associated infrastructure.
- 3.8. The remainder of the northern part of the SDA comprises undeveloped, agricultural land in several individual fields separated by mature vegetation. The row of mature trees running along the London Road forms a distinctive approach to the town and is the subject of a Tree Preservation Order.
- 3.9. Adjacent uses include the Chipping Norton War Memorial Community Hospital and Chipping Norton Health Centre to the west, Cromwell Park Business Centre to the north-west, agricultural land to the east and the Chipping Norton and District cricket club to the north.
- 3.10. The image below depicts an aerial view into this northern parcel taken from the south east with the mature trees running along London Road evident in the foreground.

Figure 2 – Aerial Photograph of land north of London Road



- 3.11. The southern part of the SDA is located between the London Road and Glyme Lane - an existing public right of way running from next to Chipping Norton (secondary) school eastwards towards Glyme Farm. This area consists mostly of rough pastures used for the grazing of livestock and the rearing of game birds. There is a small

complex of agricultural buildings and water tower in the western part of the site just off Wards Road.

- 3.12. Adjoining uses to the south include allotment gardens, community woodland and agriculture. Land to the west comprises a number of different uses associated with the town including two schools, areas of existing housing, the Chipping Norton lido outdoor pool and leisure centre. The site is adjoined to the east by agricultural land interspersed with a number of woodland belts.
- 3.13. The two images below depict an aerial view into this part of the SDA from the east, with the water tower at Tank Farm and the recent housing development at Parkers Circus visible in the background and the mature woodland block in the eastern part of the site evident in the foreground.

Figure 3 – Aerial Photograph of land south of London Road



Figure 4 – Aerial Photograph of land south of London Road



- 3.14. This part of the SDA is relatively flat falling gently to the south from around 224m Above Ordnance Datum (AOD) along the London Road to around 215m AOD at Glyme Lane. Beyond Glyme Lane the landform begins to fall more steadily towards Charlbury Road to a height of 198m AOD before rising again to a height of around 212m AOD at Bell Piece Cottage.
- 3.15. The wider landscape context to the east and north east is characterised by a gently undulating landscape of low hills and narrow valleys typified by a pattern of mid to large scale, irregular, pastoral and agricultural fields punctuated by large blocks of established woodland. The Glyme Valley lies to the south east of the site, extending eastwards towards the village of Enstone. The River Glyme is characterised by a relatively narrow valley with occasional steep sides, and is lined by belts of established woodland.
- 3.16. The site is in a number of different ownerships with two key parties – Oxfordshire County Council Property and Facilities and Cala Homes working together with a view to the submission of a planning application for the majority of the SDA (excluding those areas with existing planning permissions) later in 2019.

4. Site Constraints

- 4.1. In this section of the paper we briefly outline the main physical and policy constraints that will need to be considered and addressed in taking the East Chipping Norton SDA forward in a comprehensive and co-ordinated manner.

Existing Uses

- 4.2. Tank Farm derives its name from the large water tanks and tower (Figure 5) which occupy the western Site area. Although these fall within the overall SDA boundary as defined in the Local Plan, it is anticipated that they will be excluded from any future planning application brought forward by the site promoters and will remain in 'situ'. Existing access arrangements and utilities will therefore need to be taken into account as appropriate.



Figure 5 – Water Tank, Tank Farm

- 4.3. The SDA presently contains a mix of uses, dominated by open arable farmland. A belt of established woodland lines the eastern edge of the site south of London Road, forming an effective visual barrier between the SDA and the wider landscape to the east. Within the woodland area on the eastern fringe of the site, there is an existing dwelling, New Chalford Farm, which is in use as an agricultural holding for cereals, wild turkeys and pheasants. The northernmost portion of the woodland is currently used as cover for game rearing. Additional areas of the SDA north of London Road are also in use for the rearing of game birds and poultry.
- 4.4. Evidence prepared on behalf of the main site promoters suggests that the land in the eastern part of the SDA is relatively ecologically valuable and that as such it should largely be kept free from built development.
- 4.5. Land owned by the Chipping Norton Town Council immediately to the south of the SDA boundary is presently used for allotments together with a small area of community woodland. These are not included in the SDA boundary but the proposed link road is likely to run across this area, the implications of which will require careful consideration (e.g. the re-provision of allotments).

Proposed uses

- 4.6. There are a number of new uses already proposed within the SDA boundary including land to the south of Banbury Road, which has outline planning permission for up to 100 new homes and associated infrastructure. The illustrative masterplan submitted as part of the outline application is shown below.

Figure 6 – Illustrative Masterplan, Land South of Banbury Road



- 4.7. The site is currently the subject of a reserved matters application, with construction expected to commence in 2019.
- 4.8. Land south of London Road and land at London Road and Trinity Road (both part of the former Parker Knoll factory site) is currently being redeveloped into a mix of commercial and residential units, including assisted living (extra care) and retirement living accommodation with associated infrastructure.
- 4.9. These proposed developments do not represent a constraint as such but clearly need to be taken into account in planning the remainder of the SDA. In this regard, it is relevant to note that the 100 unit residential scheme proposed at the Pillars seeks to facilitate the delivery of part of the eastern link road that is required in support of the overall SDA – this can be seen in the illustrative masterplan above.

Transport and Air Quality

- 4.10. Transport and air quality are key issues for Chipping Norton which sits astride the crossing of the A44 and A361, with the heavily used lorry route to and from the Evesham area passing through the town centre. This has led to an Air Quality Management Area (AQMA) being designated along the town centre roads and extending along Banbury Road as shown on Figure 7 below.

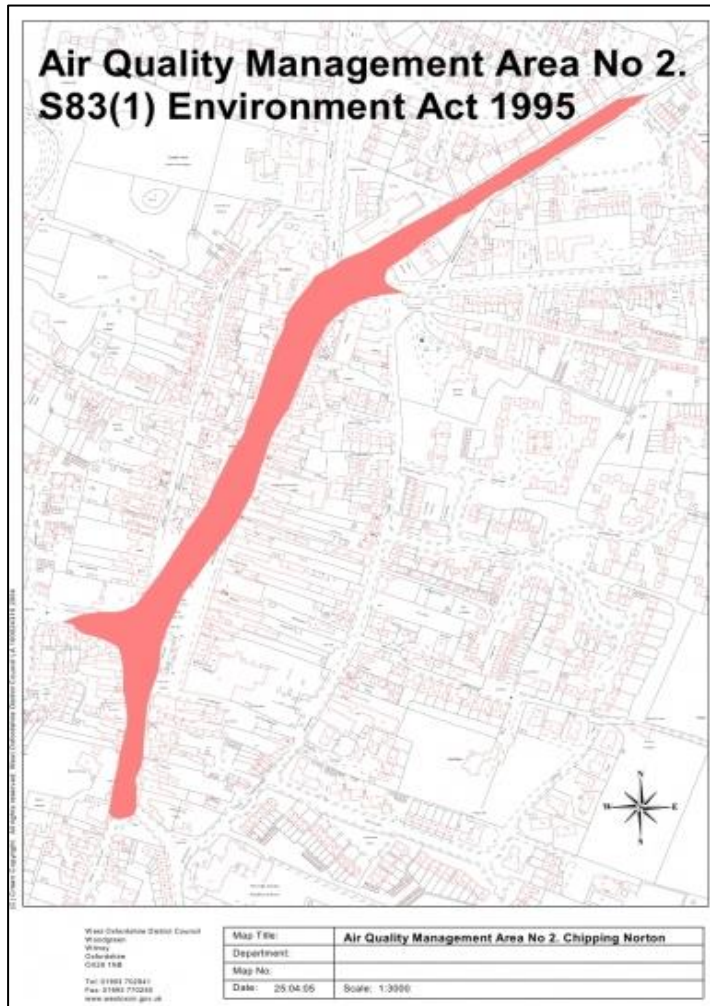


Figure 7 Chipping Norton Air Quality Management Area

- 4.11. The proposed development of 1,200 homes and other uses has the potential to create a significant transport impact and this will need to be carefully managed and planned for. In short, it will be essential for the development to minimise impact on the local road network and to maximise the opportunities for reduced use of the private car and more active forms of travel such as walking, cycling and riding.

- 4.12. Initial evidence prepared in support of the Local Plan⁴ acknowledged that large-scale growth to the east of Chipping Norton will generate a lot of additional traffic but concluded that with the provision of a new eastern link road (as required by the Local Plan) even when the new development traffic is added to existing (background) traffic growth in 2031, the amount of traffic on the key town centre streets is predicted to reduce in the future by around 10- 15%. It also found that there could be a diversion of some HGV movements from the town centre, thereby potentially having a beneficial effect in terms of air quality.
- 4.13. As previously mentioned, the delivery of the eastern link road is likely to be routed across land in the ownership of the Town Council, much of which is in use as allotments as well as an area of community woodland. The proposed SDA itself would however provide an opportunity for any necessary relocation of these uses.
- 4.14. Networks for alternative modes of transportation are relatively limited in and around the East Chipping Norton SDA. The town does not have a rail station, though it is serviced by a railbus that shuttles passengers to Kingham Station nearby. Chipping Norton has a good range of bus services for a rural market town, but there are some deficiencies in the service network.
- 4.15. Additional work with the Town Council, County Council and bus operators will be necessary to improve the bus network – through an improvement/enhancement of the range of services, frequency, and waiting facilities.
- 4.16. Though Chipping Norton is relatively compact with key locations in close proximity, its hilly topography and relatively poor connections with residential areas detract from the town's walkability. Legibility and way-finding are also key issues for pedestrians, especially within residential areas and when accessing local shops, schools, employment areas, services and the town centre.
- 4.17. There are no cycle links to Chipping Norton from the surrounding settlements and within the town some roads are too narrow for cycle paths. Although cyclists can use bridleways, restricted byways and byways (along with horse riders) these often do not connect up safely with roads that are safe to use. Some of the country lanes around Chipping Norton are quiet and attractive for cycling, but the main A and B roads are busier and less attractive.
- 4.18. A key consideration for the East Chipping Norton SDA is how it can effectively facilitate active travel such as walking, cycling and riding through the provision of appropriate supporting infrastructure – this is a key requirement of the Local Plan policy for the site.

⁴ <https://www.westoxon.gov.uk/media/1632846/2017-06-27-Chipping-Norton-Transport-Options-Study-Addendum-Final.pdf>

Landscape

- 4.19. The site falls within the 'Enstone Uplands' landscape character area as defined in the West Oxfordshire Landscape Assessment – WOLA (1998).
- 4.20. The land to the north of the London Road is defined as 'semi-enclosed limestone wolds (large-scale)' and is characterised by largely flat, medium scale farmland with a strong structure of woodland blocks, shelterbelts and hedgerows. WOLA highlights the importance of this area in terms of the setting of the town and identifies the need to maintain a strong landscape structure and to maintain the quality of the approach into the town.
- 4.21. The land south of the London Road is defined as 'open limestone wolds' and is characterised by large-scale, rolling farmland mostly in arable cultivation with an open, elevated hilltop character. WOLA highlights generally high intervisibility due to the open character and topography of the area and weak hedgerow structure. It identifies the need to strengthen the landscape structure of the rural fringe and form a more distinct boundary, the opportunity for more positive landmarks and the need to improve the quality of the approach into the town along the B4026.
- 4.22. Development of the East Chipping Norton SDA will inevitably change the landscape and visual perception of the eastern edge of the town, extending the town beyond its current containment by the ridgeline. However the town is severely constrained in the opportunities for urban expansion by the AONB on its northern, western and southern edges, and by more exposed landscape parts of the setting of the AONB as in the south.
- 4.23. The site contributes to the rural landscape setting of Chipping Norton and the tree-lined routes through the site on London and Banbury Roads form a distinctive entry to the town. Development has the potential to provide a landscape structure which would link into the woodland belts to the east of the site and next to the allotments; to improve and extend the distinctive tree lined landscape pattern along London Road; and mirror the existing settlement edge to the east.
- 4.24. The presence of the Parker Knoll site housing scheme has already consolidated the town's footprint onto the plateau, and therefore, further development provides an opportunity to deliver new dwellings and to re-define the eastern boundary of the town using careful landscaping strategies.

Cotswolds Area of Outstanding Natural Beauty (Cotswolds AONB)

- 4.25. The site lies immediately to the east of the Cotswolds AONB as shown on Figure 8 below.

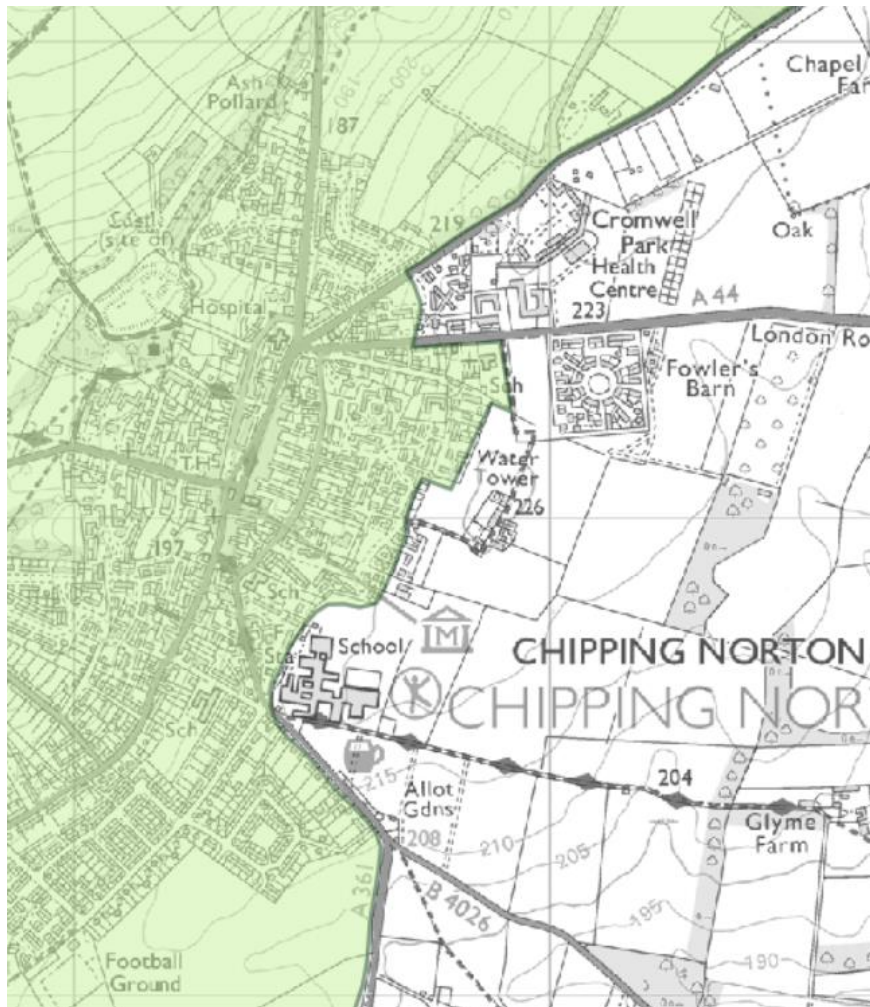


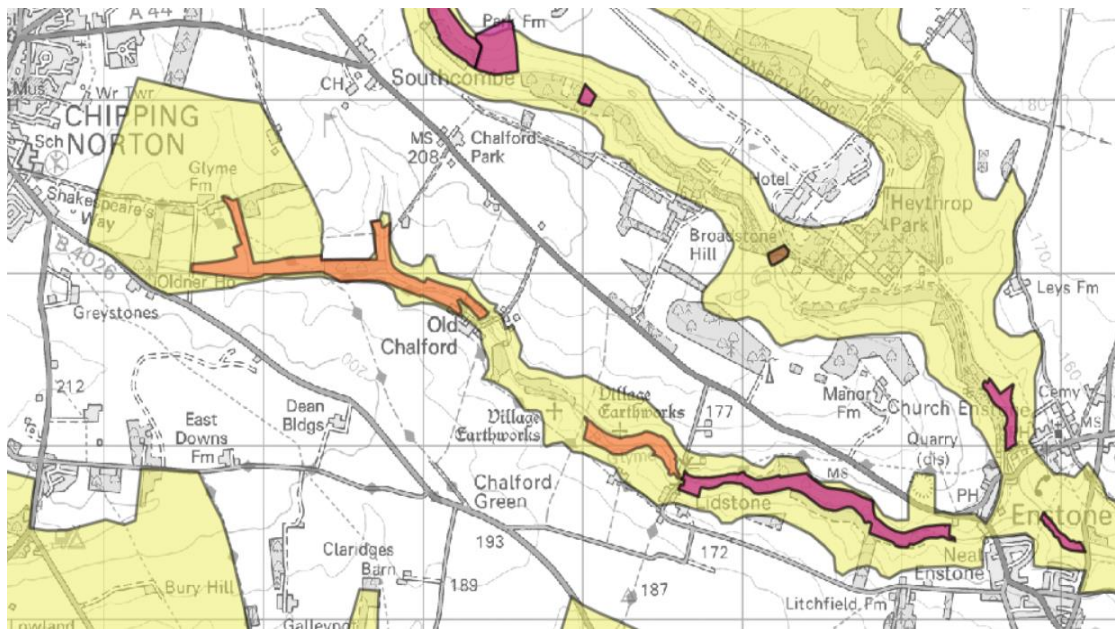
Figure 8 – Cotswolds AONB boundary

- 4.26. As the site is within the 'setting' of the AONB, in accordance with national policy and Policy EHI of the Local Plan, great weight will be given to conserving and enhancing the area's natural beauty, landscape and countryside including its wildlife and heritage. This will include consideration of any harm to the contribution that the settlement makes to the scenic beauty of the AONB.
- 4.27. The Rollright Stones are located approximately 2.5 miles to the northwest of East Chipping Norton SDA and are part of an officially recognised Dark Sky Discovery site ('Milky Way Plus Events' class) and is recognised as an excellent place to stargaze due to its elevated position and absence of artificial lighting.
- 4.28. A key consideration for the SDA is therefore the potential impact of lighting proposals, particularly in respect of the Rollright Stones Dark Skies Discovery Site as highlighted in the Local Plan. The Cotswolds AONB Management Plan 2018-2023 and associated guidance documents are a material consideration for any future development.

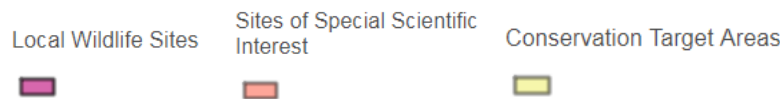
Biodiversity

- 4.29. The site is within 2km of two sites of special scientific interest (SSSI) – Glyme Valley (approximately 0.5 km south-east) and Sarsgrove Wood (approximately 2 km south). SSSIs are identified as being of national importance. The Glyme Valley SSSI is designated for its important grassland habitat and the abundance of the rare meadow clary. It also contains a Berkshire, Buckinghamshire & Oxfordshire Wildlife Trust (BBOWT) reserve approximately 1.5km from the site boundary, and is part of a larger linear network of Conservation Target Areas (CTAs), SSSIs, ancient woodland, and local wildlife sites that extend to Enstone and beyond (see Figure 9 below).
- 4.30. Consideration of recreational pressures (e.g. dog walkers on Public Rights of Way) will need to be given, especially in particularly sensitive areas where direct and indirect impacts on the nearby SSSIs are likely.
- 4.31. A partnership of conservation bodies in Oxfordshire (formerly the Oxfordshire Nature Conservation Forum and now Wild Oxfordshire) has assessed the county's key strategic habitats and species and devised Conservation Target Areas (CTA). These are the most important areas for wildlife conservation where targeted conservation action will have the greatest benefit. The main aim within CTAs is to restore biodiversity at a landscape-scale through maintenance, restoration and creation of UK priority habitats and areas for priority species.
- 4.32. A large proportion of the south-eastern part of the SDA falls within the Glyme & Dorn CTA and regard will therefore need to be had to Local Plan Policy EH3 - Biodiversity and Geodiversity in addition to other relevant considerations. The Glyme and Dorn CTA contains more than 30 protected or notable flowering plants including meadow clary and field woundwort; 10 protected/notable birds including the barn owl, fieldfare and merlin; protected/notable mammals including bats, badgers, hedgehogs, otters, brown hares; and a number of protected/notable invertebrates and amphibians.

Figure 9 – Wider Biodiversity Context



Key



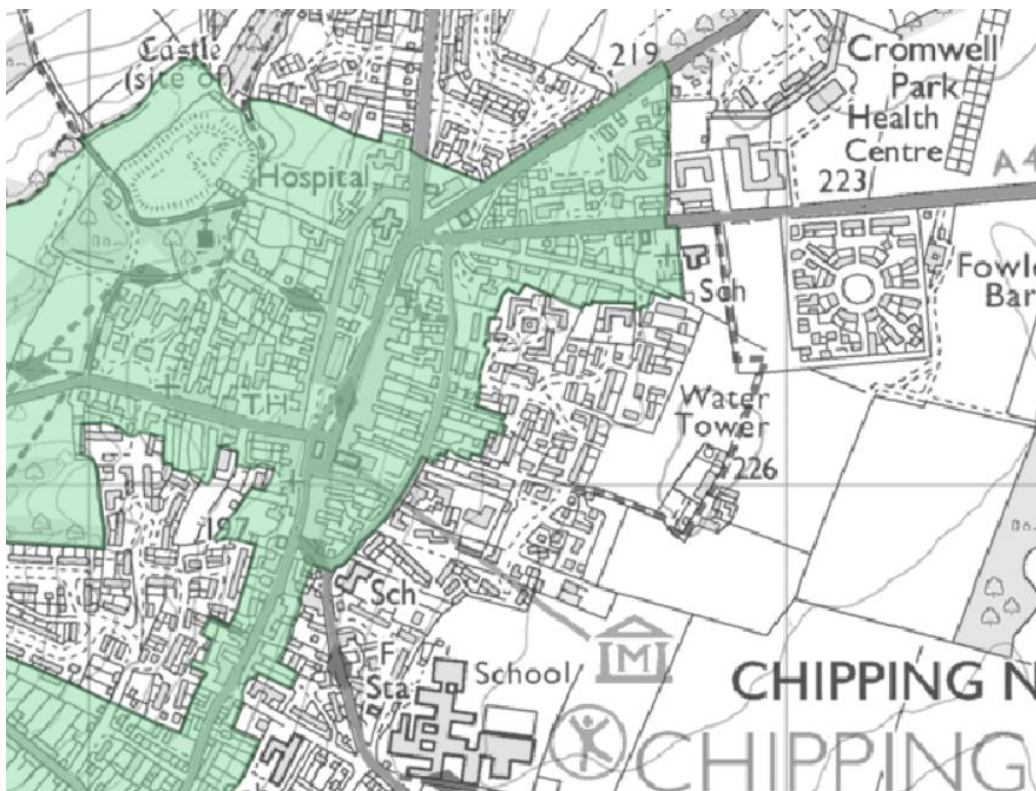
- 4.33. Records of several protected priority species and habitats can also be found within or near to the East Chipping Norton SDA. These include the common pipistrelle (bat); house martin (bird); field scabious (plant); and ragged robin (plant). An assemblage of identified farmland birds that are rare / in decline are also found in the area and include the corn bunting, grey partridge, lapwing, turtle dove, tree sparrow, and yellow wagtail. The site is also in close proximity to a priority deciduous woodland habitat.
- 4.34. To safeguard these valuable species and habitats, detailed environmental assessments of the site are required to inform future development. Recent site evidence (2017) by Lockhart Garratt on behalf of landowners includes an Extended Phase I Habitat Survey as well as additional scoping surveys for wintering birds, dormice, badgers and brown hares. With regards to wintering birds, 28 species were recorded during the three survey visits, with a total of 426 individual birds recorded by sight and/or sound. Multiple Oxfordshire notable species were also recorded during the surveys, including: lapwing; golden plover; kestrel, mistle thrush, linnet, fieldfare and redwing.
- 4.35. Evidence of Badgers was also found on the site, along with the visual confirmation of brown hares, both of which have a protected status. Overall, the habitats within the site were found to be of intermediate ecological value.
- 4.36. Additional surveys will be further required for protected and priority species and habitats within and near to the SDA. Relevant surveys for invertebrate species such as butterflies and bumblebees are also likely to be required. Thames Valley Environmental Records Centre (TVERC) and other relevant organisations will be consulted for additional data where available.

- 4.37. Trees also play an extremely significant role in the local area including throughout the Chipping Norton Conservation Area. Perhaps most strikingly, trees give definition to each of the main entries into the town, lining Over Norton Road, Banbury Road and London Road to the north and east; Worcester Road to the west; and Churchill Road to the south. In the cases of Banbury Road and London Road, trees uniformly line the road, giving a loose ‘boulevard’ character.
- 4.38. Importantly, these trees are also important habitats, especially for commuting bats. Numerous trees along London Road are also covered by tree protection orders.

Heritage

- 4.39. There are no designated or undesignated heritage assets within the SDA boundary however there are some nearby and consideration will need to be given to these as the development of the site is taken forward.
- 4.40. Chipping Norton’s historic town centre is a designated Conservation Area as shown on Figure 10 below.

Figure 10 – Conservation Area Boundary



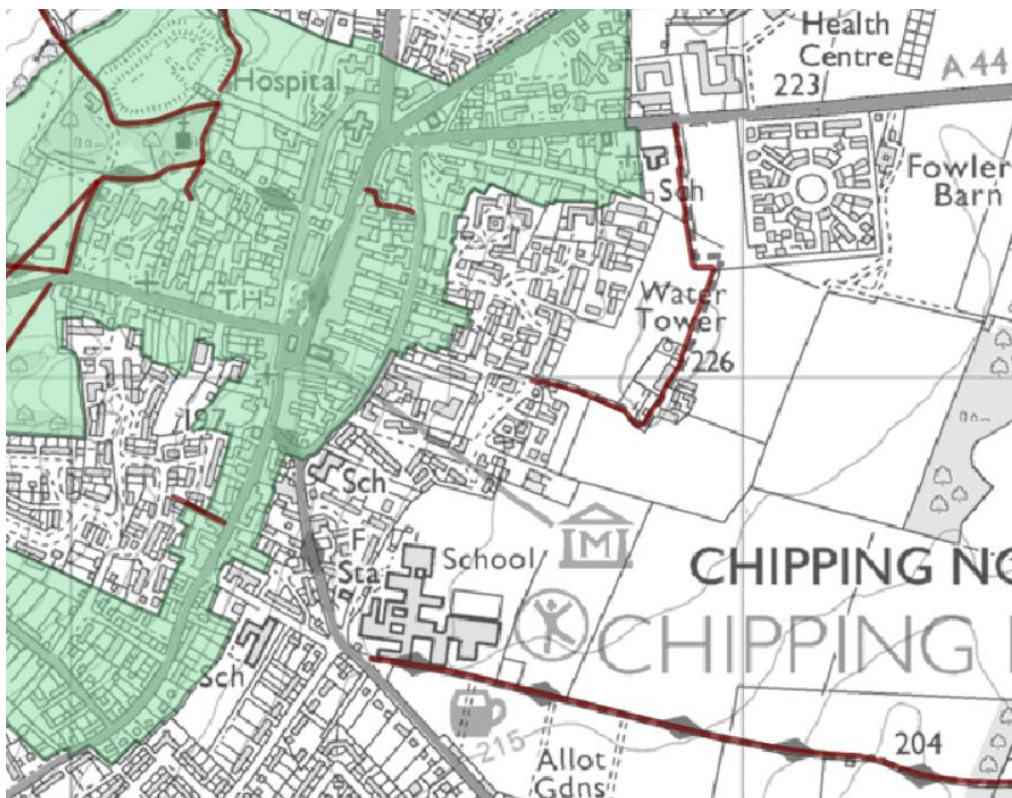
- 4.41. In accordance with Policy EH10 of the Local Plan, development will be expected to conserve or enhance the setting of the Conservation Area including in particular key views within, into or out of the Area.
- 4.42. In addition to the designated Conservation Area, there are 126 Listed structures in Chipping Norton: one Listed at Grade-I (the church of St Mary); 11 at Grade-II*; and 114 at Grade I. The Bliss Tweed Mill is one of the town’s most iconic structures visible from numerous vantage points including in particular approaches to the town from the west and south-west.

- 4.43. There are 468 Locally Listed structures in the Conservation Area and a former castle which dates back to the 12th century. Although nothing now survives above ground, the castle mound is clearly discernible to the north of the 12th century Church of St. Mary and is a scheduled monument.
- 4.44. Whilst the environs of the SDA contain a number of nationally and locally designated heritage assets, the proposed development site is generally separated from these by the topography of the area and by areas of more recent development. As a result, the proposed development of the SDA is not expected to have a significant effect on these assets but this will clearly need to be demonstrated as development proposals come forward.
- 4.45. With regards to archaeology, there are two known Roman site of known or likely significance located to the east and south-east of the site, and possibly a prehistoric burial mound within the eastern edge of the site. Mapping evidence suggests that the vast majority of the proposal site has never been built upon and that any buried archaeological remains have a high chance of survival.
- 4.46. It is anticipated that it will be necessary to provide further information about the potential of the site from field observations in order to draw up a scheme to mitigate the impact of development on any belowground archaeological deposits if necessary. Presently however, there is no indication that the site contains remains of such significance that would prevent or seriously constrain development.

Public Rights of Way

- 4.47. The site is affected by two public rights of way as shown on Figure 11 below.

Figure 11 – Public Rights of Way



- 4.48. The shorter route in the west of the site provides an important connection from Wards Road and onto London Road to the north. The longer route running along Glyme Lane forms part of a longer distance route connecting to several villages to the east including Enstone and Over Kiddington.
- 4.49. Potential impact on these existing public rights of way will be an important consideration for any future development of the site together with the opportunity to create new rights of way to encourage active travel including access to the wider countryside.

Geology, Hydrology & Soil Conditions

- 4.50. Historical mapping indicates that the site has largely comprised agricultural land through history, with a water treatment works sited to the west. Quarrying has occurred adjacent to, and potentially, on the site which may have resulted in fill materials of a potentially contaminated nature being present.
- 4.51. Further, the entirety of the East Chipping Norton SDA is within a Class 5 Radon zone. Full radon protective measures are therefore required for any development.
- 4.52. The SDA is directly over the Chipping Norton Limestone (Principal Aquifer) and within Source Protection Zone 3. The site has been classified with a High Vulnerability rating by the Environment Agency.
- 4.53. The site lies within a drinking water safeguarding zone and an area of high groundwater vulnerability.
- 4.54. The SDA falls entirely within Flood Zone I and is therefore at low risk of flooding. The hilltop position of Chipping Norton means that only a very limited area of the wider parish is affected by a flood zone; however local flooding from surface water runoff and spring lines can occur after particularly heavy rain.
- 4.55. It will be necessary to ensure that no downstream areas have an increased risk of flooding due to the development of the site. This can be achieved by the implementation of a Sustainable Urban Drainage scheme (SUDs) for the development. It will be important to ensure that runoff does not adversely impact any nearby SSSIs.
- 4.56. Potential surface pollution effects on the nearby SSSIs will also need to be considered to ensure that development does not interrupt/disrupt the drainage system that feeds the River Glyme.
- 4.57. The majority of the agricultural land is classified as Grade 3b: moderate quality agricultural land capable of producing moderate to high yields of combinable crops and lower yields of a wider range of crops.

Infrastructure Capacity

- 4.58. Development of the scale proposed has the potential to create a significant impact on local services and facilities such as schools, healthcare and community facilities. The Chipping Norton Neighbourhood Plan highlights a number of particular issues including the need for further town centre car parking, footpath improvements, new green spaces and improved bus services.

- 4.59. It is apparent from early discussions with Oxfordshire County Council that primary schools in Chipping Norton and the surrounding areas have limited capacity and that to support the East Chipping Norton SDA a new primary school will be needed. This is anticipated to be 2 forms of entry (including nursery) on a 2.22 hectare site.
- 4.60. It is understood that the existing secondary school adjacent to the SDA site has adequate capacity to absorb any additional pupil numbers associated with the development but this will be kept under review up to the planning application stage to determine if any contributions (e.g. towards increased capacity) are required.
- 4.61. Healthcare provision is another key consideration with the SDA adjoining the Chipping Norton Health Centre on London Road, which provides primary health care services to around 15,000 patients in Chipping Norton and the surrounding villages.
- 4.62. Clearly the proposed development will create additional pressure on the health centre and as part of the local plan examination in 2017, the practice sought to make the case that additional land should be set aside within the SDA boundary to allow for their future expansion.
- 4.63. However, in considering this matter, the Local Plan Inspector concluded that there is not the evidence to indicate that it is the only appropriate or feasible way of providing the necessary health centre facilities. Consequently, he concluded that it was not necessary for the soundness of the plan to designate a specific location/piece of land for the health centre facilities and the relevant policy instead refers more generally to the issue of health care provision and capacity being taken into account as part of any masterplan for the site.
- 4.64. The lack of available car parking in Chipping Norton has also been identified as a key infrastructure constraint affecting the vitality and viability of the town centre. Development of the scale proposed has the potential to have a significant impact on car parking in and around the town centre and will therefore need to be carefully considered.

Open Space and Leisure

- 4.65. One of the major themes identified by the Chipping Norton Neighbourhood Plan is the need for additional areas of amenity green space, natural green space and play space for youth. Though the town has just over 75 hectares (186 acres) of open space, equating to 11.6 hectares (28.8 acres) per 1,000 residents, there are significant shortfalls.
- 4.66. Access to amenity green space and children's and young people's play spaces is below existing access standards, as defined in the District Council's Open Space Study 2013- 2029⁵. The access standard for junior provision is 10 minutes straight line walk time, or 480m, while for youth provision it is 12-13 minutes straight line walk time, or 600m. The inaccessibility of play space is particularly acute on the eastern side of town.

⁵ <https://www.westoxon.gov.uk/media/602054/West-Oxfordshire-open-space-study-2013.pdf>

- 4.67. The Open Space Study suggests that the provision of additional children's and young people's spaces at Chipping Norton could be met through the delivery of a major facility within a new park and recreation ground, for example. Further, Natural England's Accessible Natural Greenspace Standards⁶ (ANGSt) seek to ensure that natural sites are accessible and within easy reach of people's homes. This provides a number of benefits for local communities, wildlife and the character of the area, as well as mental and physical wellbeing.
- 4.68. The delivery of quality play areas for children and young people, including the provision of a skate park, the creation of greenspaces/pocket parks within the town centre that are free from traffic fumes and noise, and the installation of outdoor exercise/gym equipment for adults are among the aspirational projects⁷ identified in the public consultation exercises that were undertaken as part of the preparation of the Chipping Norton Neighbourhood Plan.
- 4.69. Consequently, the Chipping Norton Neighbourhood Plan includes three policies to address this: MP3: Play Space, MP4: Green Space and MP5: New Park.
- 4.70. With regards to Policy MP5 – New Park, the neighbourhood plan states:
- 'A new park including playing pitches, children's play space and youth provision, space for informal recreation and natural greenspace will be sought on the eastern side of town. It is envisaged that this will be delivered as an integral part of the proposed Strategic Development Area (SDA), but other opportunities will be explored'.***
- 4.71. Policy EH4 of the Local Plan 2031 – Public realm and green infrastructure requires new development to avoid the loss, fragmentation and loss of functionality of the existing green infrastructure network and provide opportunities for improvements to the network including Conservation Target Areas and open space particularly in areas of new development. Policy EH5 requires new development to provide or contribute towards the provision of necessary improvements to open space, sports and recreational buildings and land.

Employment land

- 4.72. Chipping Norton prides itself upon being a 'working town', although the number of people living and working in the town has decreased since the 2001 Census from over 50% to just 36%. Levels of home working in this sub-area remain high with around 35% of workers working at or mainly from home.
- 4.73. There are three well-used older employment estates on the western edge (including on part of the former railway line) and a modern business park to the east. The loss at the beginning of this century of the Parker Knoll furniture factory (over 400 jobs) was a significant blow. Employment opportunities have increased in recent years with the expansion of manufacturing firm Owen Mumford on the western side of the town.

⁶

<https://webarchive.nationalarchives.gov.uk/20140605145320/http://publications.naturalengland.org.uk/publication/40004?category=47004>

⁷ <https://www.westoxon.gov.uk/media/1212485/Appendices.pdf>

4.74. There is however very limited land available for new business development in Chipping Norton – an issue highlighted in the District Council’s latest economic evidence⁸. There is currently only around 0.5 ha available which is split between two sites (former highway depot and Cromwell Park. There remains demand for additional business units, including good quality small industrial units and office space.

Constraints – Summary

4.75. The table below summarises the constraints relating to the site and the potential implications for the East Chipping Norton SPD as it is brought forward.

Table 2 - Summary of site constraints

Physical/policy constraint	Implication for SPD
Existing uses	
Primarily agricultural land but a number of other existing uses within the site include the existing building and structures at Tank Farm, woodland used for game rearing and adjoining land to the south which is currently in use as allotments /community woodland.	<ul style="list-style-type: none"> - Need to ensure these existing uses are taken into account as part of any development so as to ensure no unreasonable degree of impact. This will include consideration of any necessary re-location of the allotments/ community woodland that may be necessary as a result of the proposed eastern link road.
Proposed uses	
A number of proposed uses already committed within the site including land south of Banbury Road which has outline planning permission for 100 new homes and land off Trinity Road which is currently being redeveloped into a mix of commercial and residential units including assisted living (extra-care) and retirement living.	<ul style="list-style-type: none"> - Ensure these developments are taken into account as part of the overall masterplanning of the SDA including the distribution of land uses and access arrangements.
Transport and air quality	
The local road network is heavily used including by HGV traffic with the town sitting on a key route to and from the Evesham area. Consequential problems in terms of air quality with a designated Air Quality Management Area in the Town Centre. Limited cycling and pedestrian connections	<ul style="list-style-type: none"> - Provide route options that allow and encourage traffic to avoid the town centre - Determine the most appropriate alignment, specification and traffic speed for an eastern link road connecting the London Road to the B4026/A361 with an appropriate

⁸ <https://www.westoxon.gov.uk/media/1023551/West-Oxfordshire-Economic-Snapshot-Jan-2015.pdf>

<p>to residential areas from Chipping Norton Town Centre. Walkability, wayfinding and legibility are key issues for pedestrians. There is also a lack of cycling links to Chipping Norton from surrounding settlements.</p>	<p>design for the surrounding uses</p> <ul style="list-style-type: none"> - Consider how best to achieve strong 'modal shift' towards more active travel and less use of the car. - Implement a comprehensive transport strategy to ensure connectivity to adjoining areas and key locations - Improve pedestrian and cycling infrastructure and therefore accessibility and sustainability - Safeguard key public rights of way and to identify opportunities for new and enhanced provision as appropriate.
<p>Landscape</p>	
<p>Relatively sensitive landscape, particularly the land south of London Road which is more elevated and has a prominent, open, rural character with higher intervisibility.</p>	<ul style="list-style-type: none"> - Consider the most appropriate form and distribution of land uses within the SDA and the scope for effective mitigation of landscape and visual impact, particularly in relation to approaches from the northeast and east of the town and long-distance views from the south-east.
<p>Cotswolds AONB</p>	
<p>Although the site is not within the Cotswolds AONB, it is in close proximity and considered to have the potential to affect the 'setting' of the AONB.</p>	<ul style="list-style-type: none"> - Consider the most appropriate form and distribution of land uses within the SDA and the scope for effective mitigation of landscape and visual impact. - Ensure that lighting proposals take account of potential impact on the AONB in particular the Rollright Stones Dark Skies Discovery Site.
<p>Biodiversity</p>	
<p>The site is in close proximity to two SSSIs – Glyme Valley and Sarsgrove Wood – and partially overlaps with the Glyme & Dorn Conservation Target Area (CTA). The site contains a number of records of protected and priority habitats and species. Protected and mature trees lining main</p>	<ul style="list-style-type: none"> - To ensure as far as possible that development achieves a net gain in biodiversity and contributes towards the aims and objectives of the Conservation Target Area (CTA) by taking all opportunities to enhance the biodiversity of the site or the locality.

<p>roads are a defining feature of the town and provide important habitats for commuting bats.</p>	<ul style="list-style-type: none"> - Ensure that the development considers the wider context of the site including adequate protection being afforded to nearby SSSIs. Development to conserve and enhance the treescape and existing patterns of hedgerows.
Heritage	
<p>No heritage assets within the SDA boundary but a number nearby including in particular the Listed Grade II Gate Piers at The Pillars, the Holy Trinity Catholic Church and Presbytery, and the cluster of buildings associated with Costhill Hospital.</p> <p>Proximity of the site means that development has the potential to affect the setting of the Chipping Norton Conservation Area which has a distinct form and character that includes diverse architectural styles that frequently use local materials.</p> <p>Significant archaeological remains are also likely, especially on the eastern and south-eastern parts of the site.</p>	<ul style="list-style-type: none"> - Ensure that in accordance with national and local policy that great weight is given to the conservation and enhancement of heritage assets and that any harm or loss is supported by clear and convincing justification. - Ensure new development respects, and where possible, makes a positive contribution towards the local vernacular.
Public rights of way	
<p>Two public rights of way affecting the SDA, one short route around Tank Farm connecting Wards Road to London Road and one longer route along the southern boundary (Glyme Lane) allowing onward connections to villages to the east and south east.</p>	<ul style="list-style-type: none"> - To ensure that the proposed development safeguards and enhances these routes as appropriate as well as identifying the opportunity for new routes to be created.
Geology, Hydrology & Soil Conditions	
<p>Water management, in particular areas within drinking water safeguarding zones and areas of high groundwater vulnerability.</p> <p>Low fluvial flood risk but potential for increased surface water run-off.</p> <p>Primarily Grade 3b moderate quality agricultural land.</p>	<ul style="list-style-type: none"> - Ensure in accordance with national and local policy, the use of natural SUDs and other mitigation measures to safeguard against flooding and contribute to a network of accessible green space and/or landscape buffering.

Infrastructure Capacity	
<p>Primary school capacity constrained with existing schools unable to absorb sufficient pupil numbers. Secondary school capacity understood to be adequate.</p> <p>Additional pressure on existing healthcare provision arising as a result of increased patient numbers.</p> <p>Car parking capacity in the Town Centre known to be constrained particularly at peak times.</p>	<ul style="list-style-type: none"> - To ensure the provision of an appropriately sized new primary school at a suitable location within the SDA phased in accordance with likely delivery timescales for the new housing. - To ensure that further consideration is given to the issue of primary healthcare provision in accordance with Local Plan policy. - To explore the potential for development to contribute towards increasing the capacity of Town Centre parking.
Open space and leisure	
<p>Lack of children's and young people's play and green space, especially on the eastern side of Chipping Norton.</p>	<ul style="list-style-type: none"> - Ensure the provision of new play and green spaces, as well as exploring the potential to provide recreation and leisure facilities. - Explore the possibility of creating a new park as identified in the Chipping Norton Neighbourhood Plan (2016).
Employment Land	
<p>Relatively limited local employment opportunities.</p> <p>Limited land available for business expansion or inward investment.</p> <p>Limited provision of smaller, more flexible industrial and office units.</p>	<ul style="list-style-type: none"> - To explore the most appropriate location and type/mix of employment land to be provided within the SDA. - To consider the potential to improve skills in the local workforce (e.g. through a community employment plan – CEP).

CONSULTATION QUESTION 1: Site Constraints

1a) Have we accurately described the key site constraints relevant to the East Chipping Norton SDA?

1b) Are there any important issues that we have not mentioned that you think should be taken into account through the SPD?

5. Key Issues and Priorities for the East Chipping Norton SDA

5.1. To help take the East Chipping Norton site forward, we would welcome your views on the following key issues:

- The type, size and mix of new homes needed;
- The type of business land needed;
- The overall character and form of development;
- Transport and movement;
- Mitigation of impacts on the landscape;
- Achieving a net gain in biodiversity;
- Open space provision;
- Potential creation of a new local centre;
- Primary school provision; and
- Other supporting infrastructure requirements.

5.2. These are based on a number of relevant considerations including:

- The requirements set out in Policy CNI of the Local Plan;
- The site description and constraints analysis set out in Sections 3 and 4 of this paper;
- Early discussions with key stakeholders including Oxfordshire County Council in relation to the likely infrastructure requirements for the site;
- Evidence submitted by the main site promoter to the Local Plan examination in 2017 including a draft masterplan;
- The aims and aspirations of the Chipping Norton Neighbourhood Plan (2016)

5.3. It should be noted that a number of the issues outlined above including the location of key land uses, will be influenced by further, more detailed work being prepared by the site promoter including constraints analysis and subsequent master planning work. However, as the SPD is intended to provide the overall development framework within which any subsequent masterplan would need to sit, we would welcome your thoughts on these issues at this early stage.

5.4. In addition to the specific issues outlined above, we would welcome any other general comments you wish to make about the East Chipping Norton site to help inform our approach moving forward.

5.5. All responses received will be taken into account in preparing a draft SPD for further public consultation in early summer 2019.

The Type, Size and Mix of Homes Needed

5.6. It is anticipated that the site will deliver around 1,200 homes in total although further work will be required to determine this in more detail having regard to design, mix, layout and density. Of this, around 280 homes are likely to come forward on the land north of London Road including the 100 units which have already been permitted on the land south of Banbury Road.

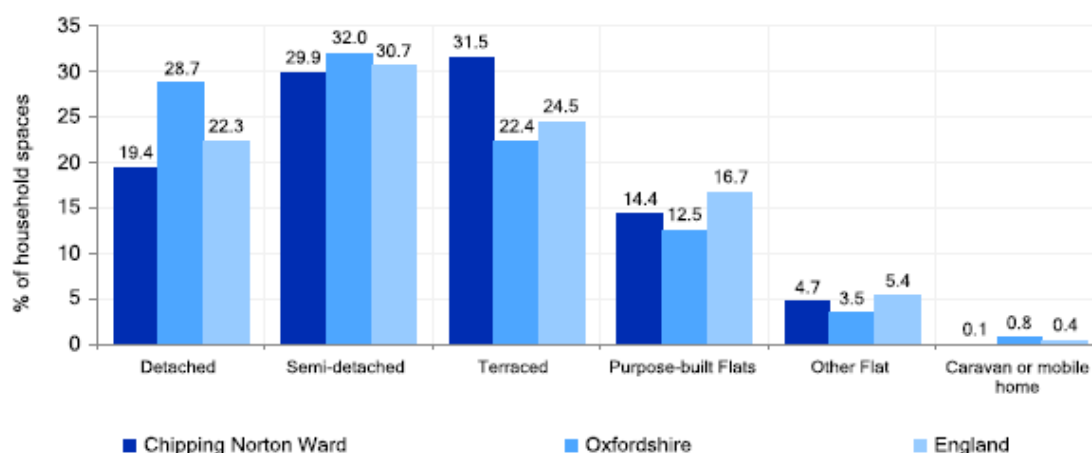
5.7. Around 920 homes will come forward on the land south of London Road including 73 units being provided as part of the redevelopment by McArthy Stone on Trinity Road.

- 5.8. The delivery of such a large number of homes is a key issue for a town of Chipping Norton's size, providing a genuine opportunity to meet a range of identified needs through a comprehensive and well-planned development.
- 5.9. We know that property prices, whilst not as high as some parts of West Oxfordshire, are still well above the national average and that as a result, housing affordability is a key issue. The Chipping Norton Neighbourhood Plan identifies a specific need for new affordable homes to rent and buy. Importantly, Policy H3 of the Local Plan requires provision of 40% affordable housing at the Chipping Norton SDA which, based on the number of new homes still be permitted, is likely to deliver around 408 new affordable homes.
- 5.10. In addition to securing more affordable homes, the SDA provides the opportunity to consider the type, size and mix of homes needed – both market and affordable.
- 5.11. The Chipping Norton Neighbourhood Plan identifies a particular need for smaller units, accommodation suitable for older residents and housing for families. Policies BD4 and BD5 lend particular support to the provision of housing for the elderly and disabled and housing for young people and families.
- 5.12. As a general principle, the Neighbourhood Plan emphasises that new housing should integrate with the town and complement the vernacular architecture as well as being well connected, facilitating walking and cycling into the town centre.
- 5.13. Given that the majority of the SDA is yet to come forward, we would welcome your views on a number of important issues, including the type and size of new homes that should be provided, the provision of affordable housing and how the development could potentially help to meet specific housing needs. The site promoter is intending to undertake some housing needs analysis in the spring which will be an important consideration, but in the interim, we would welcome any initial views you have on the issues outlined below.

Type and Size of New Homes

- 5.14. In terms of the type of new homes, Chipping Norton is currently characterised by a relatively balanced mix of property types. As seen below, the majority of properties are semi-detached in line with the Oxfordshire and national positions more generally. There is however a lower proportion of detached properties and a higher proportion of terraced properties and flats.

Figure 12 – Property Types in Chipping Norton



- 5.15. The SPD provides an opportunity to consider the most appropriate mix of property types that could come forward at the East Chipping Norton SDA. It could for example seek to continue the existing trend shown in the chart above with a greater proportion of terraced properties and flats, which could be helpful to young people and smaller families as well as older people, or it could seek to increase the number of detached properties available which could be helpful to larger families and others in need of more space.
- 5.16. The main source of housing evidence in Oxfordshire is the Oxfordshire Strategic Housing Market Assessment (SHMA) published in 2014. However, whilst it considers overall housing need and the size of new homes that may be needed, it does not provide specific guidance on the type of new homes required. In light of this, Policy H4 of the West Oxfordshire Local Plan takes a relatively general approach in seeking to achieve a broad, balanced mix of property types.
- 5.17. As outlined above, the Chipping Norton Neighbourhood Plan identifies in general terms a particular need for smaller units, accommodation suitable for older residents and housing for families. It is also quite general however and does not include anything more specific than this.
- 5.18. In light of the above, our initial view is that the East Chipping Norton SPD should clearly seek to ensure a good, overall balanced mix but that the precise mix of property types should be left to any subsequent planning applications. We would however welcome your thoughts on this matter.
- 5.19. In terms of the size of new homes needed, some indication can be taken from the Oxfordshire Strategic Housing Market Assessment (2014). The following tables summarise the SHMA conclusions on the appropriate mix of dwelling sizes for West Oxfordshire and Oxfordshire as a whole.

Property size	West Oxfordshire		Oxfordshire		
	Market	Affordable	Market	Affordable	All dwellings
1-bed	4.8%	23.0%	5%	25 – 30%	15%
2-bed	27.9%	43.7%	25%	30 – 35%	30%
3-bed	43.4%	30.4%	45%	30 – 35%	40%
4-bed	23.9%	2.6%	25%	5 – 10%	15%

- 5.20. The SHMA emphasises that these figures should not be used prescriptively and that there are a number of factors which will influence demand for different sizes of homes. It also emphasises that regard should be had to the nature of the development site and character of the area, up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.
- 5.21. One option would be for the SPD to provide an indicative ‘range’ of preferred dwelling sizes for market and affordable housing along the following lines:

Beds	Market housing	Affordable housing
1-bed	5 - 10%	20 - 30%
2-bed	25 - 30%	30 - 40%
3-bed	35 - 45%	30 - 35%
4-bed	20 - 25%	5 - 10%

CONSULTATION QUESTION 2: Type and Size of New Homes Needed

- 2a) Do you think that the SPD should seek a good balanced mix of property types in general terms, leaving the detailed mix to any subsequent planning application or, should it be more prescriptive in terms of the type of new homes to be provided (detached, semi-detached, terraced, flats etc.)?
- 2b) Do you agree that the SPD should provide an indicative range of dwelling sizes for market and affordable homes along the lines of that set out above? Or, do you think the SPD should be more prescriptive about the size of new homes needed?
- 2c) Do you think we should be looking to focus on any particular size of property in particular? If so, why?
- 2d) Do you have any other views on the type of new homes that should be built at the East Chipping Norton SDA?

Affordable Housing

- 5.22. Housing affordability is a major problem in Oxfordshire and Chipping Norton area is no exception with average house prices for detached, semi-detached and terraced properties all above the national average. Increasing the availability of affordable housing will help to meet the needs of those who cannot afford market priced housing locally to rent or purchase including for example essential local workers such as NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers.
- 5.23. There are a number of different forms of affordable housing. The NPPF identifies the following:
- Affordable housing for rent (i.e. rent set in accordance with Government's rent policy or at least 20% below local market rents)
 - Starter homes (offered to people who have not previously been a home buyer and who are below the age of 40 at the time of purchase capped at no more than £250,000 outside London and £450,000 in London)
 - Discounted market sales housing (i.e. sold at a discount of at least 20% below local market value)
 - Other affordable routes to home ownership (i.e. housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale and rent to buy).
- 5.24. The West Oxfordshire Local Plan seeks 40% affordable housing in the Chipping Norton area which - around 480 affordable homes in total. An initial viability assessment carried out in support of the Local Plan⁹ suggests this should be possible from a financial perspective but further assessment will be needed as the development costs and infrastructure requirements are more fully understood.
- 5.25. In terms of the type of affordable housing provided, the West Oxfordshire Local Plan identifies a significantly greater need for rented accommodation than for the various forms of intermediate housing (shared ownership, other low cost homes, rent to buy etc). As such a ratio of 2:1 in favour of affordable rented homes will be generally sought however this is a general guide only and the precise mix will be determined on a case by case basis.
- 5.26. Through the SPD, we will seek to establish an appropriate mix of affordable housing tenures for the East Chipping Norton SDA. To help inform this we would welcome your initial views on the type of affordable homes that should be provided.

⁹ <https://www.westoxon.gov.uk/media/1572239/VIAB5-Strategic-Development-Area-SDA-Viability-Update-November-2016-.pdf>

CONSULTATION QUESTION 3: Affordable Housing

- 3a) What sort of affordable homes do you think should be provided at the East Chipping Norton SDA?
- 3b) Do you support the Council's overall preferred ratio of two thirds affordable rent to one third intermediate housing or do you think there should be a more balanced mix of different affordable property types?
- 3c) Should there be a particular emphasis on meeting the needs of essential local workers (i.e. those who provide frontline services in areas including health, education and community safety)? How can this best be achieved?
- 3d) Do you have any other comments or observations on the issue of affordable housing needs and how these should be met?

Meeting Specific Housing Needs

- 5.27. Because of its large-scale, the East Chipping Norton SDA provides the opportunity to meet the housing needs of a number of different groups. This is consistent with the NPPF and Core Objective 6 of the West Oxfordshire Local Plan 2031.
- 5.28. For example, to help meet the needs of older people and those with reduced mobility, Policy H4 of the Local Plan requires 25% of any new homes provided to be accessible and adaptable¹⁰ with at least 5% being wheelchair adaptable.¹¹
- 5.29. In addition, Policy H5 requires the provision of 5% of the residential plots to be serviced and made available for the purpose of custom and self-build housing. This is consistent with the Chipping Norton Neighbourhood Plan Policies BD6 and BD7.
- 5.30. The East Chipping Norton SDA also presents an opportunity to consider the provision of specialist accommodation for the elderly and disabled such as extra-care and sheltered housing. There are already a number of existing and proposed schemes of this type in Chipping Norton and we would welcome views on whether further provision is needed or desirable in terms of maintaining a balanced demographic within the town.
- 5.31. In addition to potential provision for older people, the SDA provides an opportunity for families and younger people - a key priority of the Chipping Norton Neighbourhood Plan. Thus for example properties of suitable size and price with suitable facilities such as decent garden space, communal recreational space etc. with good accessibility to schooling will contribute towards this objective.
- 5.32. In accordance with the Local Plan consideration will also need to be given to the potential needs of travelling communities (a requirement for all strategic sites under Policy H7 – Travelling Communities. We would welcome your thoughts on the potential suitability of the SDA in terms of meeting the needs of travelling communities.

¹⁰ Formerly known as 'lifetime homes'

¹¹ Note: where provided, the 5% wheelchair adaptable dwellings will count towards the overall 25% accessible and adaptable requirement.

CONSULTATION QUESTION 4: Meeting specific housing needs

- 4a) Do you think the 5% of self-build plots to be provided as part of the SDA should be located in a single part of the site or dispersed throughout?
- 4b) Should the site provide specialist accommodation for the elderly and/or those with a disability or do you think there is already sufficient existing provision locally?
- 4c) How can the type of new homes provided best meet the needs of young people and households with children (e.g. garden space, dwelling size/type, access to schools and recreation facilities)?
- 4d) Do you think the East Chipping Norton SDA is a suitable site for addressing the needs of the travelling community?
- 4e) Do you have any other general comments or observations in terms of specific housing needs and how these can be met?

The type of business land needed

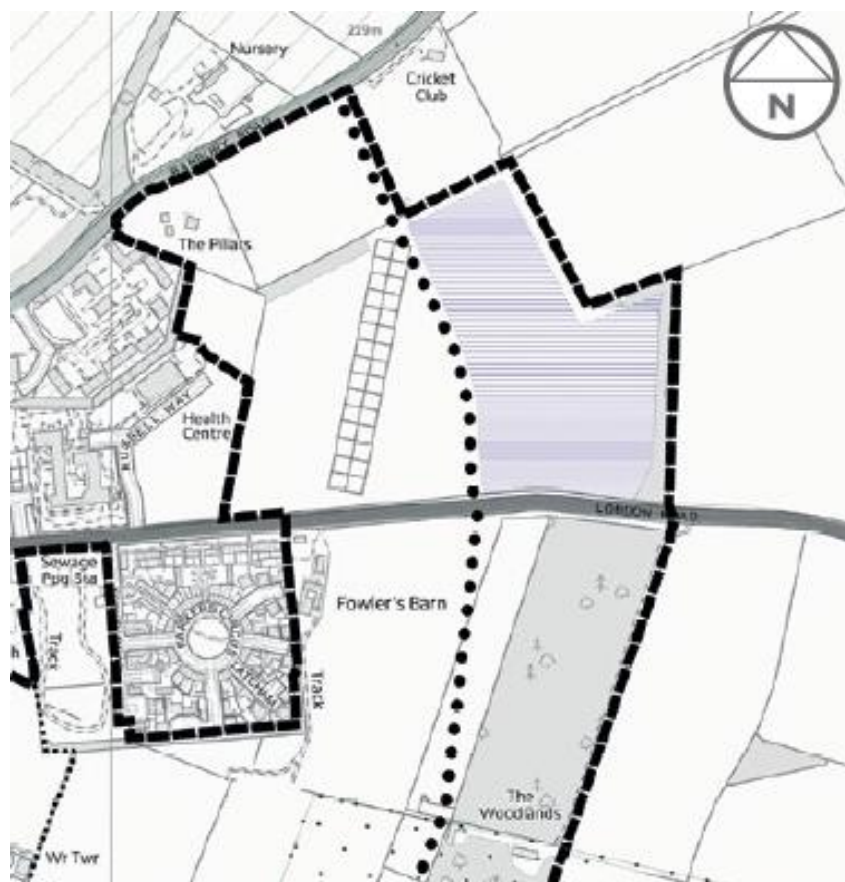
5.33. Evidence prepared in support of the West Oxfordshire Local Plan¹² highlights the following employment related issues in relation to Chipping Norton:

- Chipping Norton is one of the District's main concentrations of employment and commercial property activity;
- Chipping Norton had 5,900 jobs in 2013, 14.1% of the District total. The largest sectors were Government Services, accounting for 22%; Other Services (personal, leisure, cultural etc), accounting for 16%; and Financial & Business services, accounting for 14%;
- There are some important large local employers e.g. Owen Mumford (manufacture of medical supplies) with around 300 employees at Primsdown Industrial Estate;
- Characterised by high rates of home-working with around 35% of workers, working mainly from home;
- Varied commercial property market with a broad mix of office and industrial space of varying ages and quality;
- Employment sites generally well-occupied with low vacancy and few opportunities for expansion with very limited land supply available;
- The town's industrial stock is concentrated in three discrete sites on land to the west of the town centre. The quality of the industrial stock varies;
- Cromwell Park is the only other concentration of commercial property in Chipping Norton, to the north east of the town centre. Cromwell Park is a modern development of nine, largely multi-let office buildings;
- There is a particular shortage of new office supply;
- The area suffers from a lack of employment land on which to expand;
- There is a requirement for around 3 hectares of new employment land needed to meet predicted job-growth to 2031.

¹² <https://www.westoxon.gov.uk/media/1023551/West-Oxfordshire-Economic-Snapshot-Jan-2015.pdf>

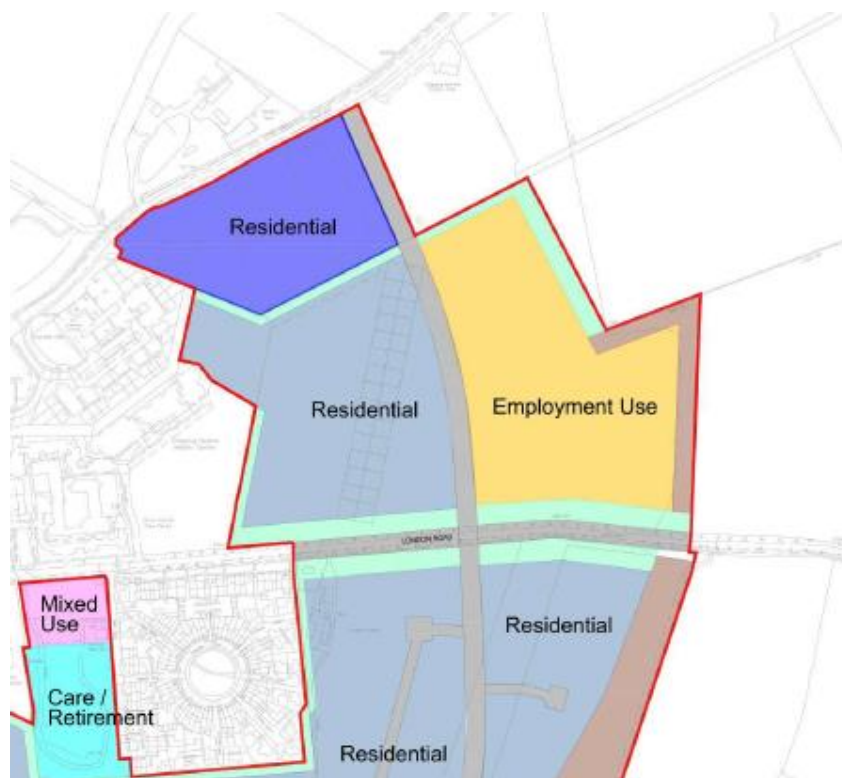
- 5.34. The Chipping Norton Neighbourhood Plan highlights a local community desire for a wide range of employment options within the town including better quality office space. A core objective of the plan is to protect existing employment land and identify new opportunities in order to support a diverse range of employment opportunities within the town.
- 5.35. Policy MPI lends general support for the provision of new employment land in appropriate, sustainable locations, particularly where this will facilitate the reuse of previously developed (brownfield) land.
- 5.36. Policy MP2 lends particular support for proposals that create flexible industrial and office units, provided that the effects on the AONB and the relationship with the occupiers of neighbouring properties are acceptable. The supporting text explains that flexible industrial and office units include premises that satisfy changing working patterns and requirements. This could be facilitated by, for example, flexibility in layout of the unit/s or flexibility in lease arrangements.
- 5.37. Given the very limited amount of land currently available for business use in Chipping Norton, there is a need for additional space to encourage inward investment and allow for the expansion of existing businesses. The East Chipping Norton SDA therefore includes a requirement for around 5 hectares of business land to the north of London Road as shown hatched on the plan below.

Figure 13 – Proposed Location of Business Land



- 5.38. This is consistent with the draft masterplan put forward by the site promoter at the Local Plan examination in 2017 (see extract below).

Figure 14 – Extract from Draft Masterplan (2017)



- 5.39. The advantage of this location is that it would be on one of the main routes in and out of Chipping Norton – the London Road which is well-served by public transport and would also be able to easily connect to the Banbury Road via the proposed new eastern link road (also shown above).
- 5.40. Subject to further, more detailed assessment and evidence of need, the site could also potentially provide an opportunity for further expansion to the north and north-east to meet identified needs in the longer-term.
- 5.41. Assuming a plot ratio of 0.413 (i.e. 4,000m² per hectare) the amount of new business floorspace provided on a site of 5 hectares could potentially be around 20,000m² although this is only an approximate indication and would depend on the type of premises, density, amount of car parking, servicing areas required etc.
- 5.42. The SPD could for example stipulate a requirement for a mixture of small-scale office and light industrial units in line with the Chipping Norton Neighbourhood Plan. This would provide flexible, start-up type units to enable new and young businesses to set-up, develop and expand (see image below).

¹³ Consistent with the assumptions set out in the Council's Economic Snapshot Report 2015



- 5.43. Alternatively, the SPD could promote a more traditional office/business park approach in line with nearby Cromwell Park (see below).



- 5.44. A further option would be large-format provision to enable occupation of the site by one or two larger businesses with more significant land-take requirements in terms of floorspace and parking provision (see example image below).



- 5.45. A fourth option would be to defer the type and mix of employment use to the market to determine rather than seek to influence it through the SPD. We would welcome your thoughts as set out in the consultation questions below.

CONSULTATION QUESTION 5: Business land provision

- 5a) Do you think that the proposed location of the business land element north of the London Road is appropriate? If not, why not?
- 5b) Do you think that the SPD should be seeking to influence the type of business land provided or should it instead be left to the market to determine as a commercial decision?
- 5c) Assuming the SPD were to stipulate the type of business land provided, which if any of the following should be the primary focus?
- Small-scale, flexible light industrial and office units geared towards small businesses and start-ups;
 - More traditional office park (e.g. Cromwell Park); or
 - Large format provision with occupation by one or two large companies (e.g. manufacturing, industrial).
- 5d) Alternatively is there another form of business space provision that would be appropriate for this site in light of identified needs?
- 5e) Are there other ways we should be looking to support local businesses through the East Chipping Norton SDA (e.g. digital infrastructure to facilitate home working, flexible live-work units, effective connections to existing business sites etc.)?
- 5f) Do you have any other general comments or observations on this issue?

The overall character and form of development

- 5.46. A fundamental issue for the East Chipping Norton SDA is the character and form of development – what it looks like, how it feels and functions and how it responds to its local and wider surroundings. This is a particularly important issue as the SDA will essentially comprise an ‘extension’ of the existing town and we would welcome early views on how this can best be achieved.
- 5.47. Chipping Norton is characterised by an historic medieval core which has changed little over the centuries and is encapsulated by the Chipping Norton Conservation Area which contains a high concentration of listed buildings and structures, as well as locally listed buildings and structures.
- 5.48. The Town Centre in particular is dominated by a ‘stately’ formal character, dating from the 18th century. Elsewhere, the town is characterised by simple, vernacular buildings of sound, unpretentious and functional design. The vast majority of buildings employ local building materials throughout with almost universal use of the local grey oolitic limestone with natural stone finishes and no painted or rendered finishes. Other elements that contribute to the town’s character include, for example, stone boundary walls, and tree-lined approaches to the town centre.



- 5.49. Chipping Norton shows a distinctive and unusual range of building heights. While large numbers of properties in the town are of the two or two-and-a-half storeys characteristic of the District as a whole, striking numbers are of three or even three-and-a-half storeys. This is most notably the case along both sides of the market place in the town centre, down New Street (A44) and along West Street. These buildings, generally arranged in terraces, give a pronounced degree of enclosure and channelling to these parts of the town.
- 5.50. The Chipping Norton Neighbourhood Plan highlights the historic importance of the town and the overall vision includes the conservation and enhancement of its historic character and fine setting. One of the overarching objectives of the Neighbourhood Plan (OB2) is to ensure that all new development enhances the town centre's special character, appearance and vitality and viability, making the town a destination in which people wish to spend time.
- 5.51. A further objective (OB7) is to ensure that new development, be it traditional or contemporary, respects and wherever possible, makes a positive contribution towards the local vernacular. OB8 seeks to ensure that the historic environment of the town should be conserved and enhanced for future generations to enjoy.
- 5.52. Policy MPI I of the neighbourhood plan requires the design and layout of new development in the urban fringe or close to the edge of the built up area to take account of, and respect, the character of adjacent rural areas, green spaces or countryside by providing landscaping and/or open areas where appropriate, to act as a bridge or buffer with the adjacent more open or rural area.
- 5.53. In terms of settlement type, the West Oxfordshire Design Guide (2016) identifies Chipping Norton as both 'nucleated' and 'linear' due to its compact form with less dense development on the periphery of a central town centre and high street with a distinct vernacular. The tight-knit form of such settlements is potentially vulnerable to loss of character from peripheral development and therefore requires careful consideration.
- 5.54. With regard to new development, the Design Guide sets out a step by step process beginning with a thorough understanding of the site and the context within which it sits. It emphasises that whatever the scale or nature of the proposed development, particular care should be taken to ensure that local character is respected or strengthened for example drawing on locally distinctive aspects of design such as architectural details or materials to preserve and enhance local character.
- 5.55. Where no positive or meaningful precedents exist in terms of local settlement character or design upon which to draw, it is important that new development is nonetheless made as distinctive as possible – in order to create a clear, strong and locally resonant sense of place and identity. 'Dropped-in' design solutions with little or no relevance to the unique context of the site should be avoided.
- 5.56. For any development to be successful, it must have a strong and distinctive character. In the case of a site adjoining a settlement with a distinctive, established character, it may be most appropriate to develop a scheme that echoes and builds sympathetically upon distinctive aspects and features of the settlement, in order to create a place whose character meaningfully relates to that of its context. This relates not only to local house types and materials but also, for example, in terms of locally distinctive settlement and street patterns, public and private open space, landscape, surface and boundary treatments.

- 5.57. In the case of edge-of-settlement or more removed sites, or where the adjoining settlement does not have a distinctive established character, there may be greater scope for the creation of a place with a new and strongly defined character and identity of its own.
- 5.58. The design guide emphasises that larger developments such as the East Chipping Norton SDA offer great potential for the creation of distinctive and characterful new places. The overarching ambition for all larger sites should be for high quality, distinctive and meaningful place-making for the creation of highly desirable places to live, with all levels of design - from masterplan through parking and bin provision to building detail - attended to with equal care.
- 5.59. In some instances it may be appropriate to subdivide large sites into a number of distinctive character areas, differentiated for example by changes in house and street type, and scale and density. As well as introducing variety and avoiding unrelieved expanses of identical development over a large area, this can also greatly enhance the scheme's legibility and ease of navigation.

CONSULTATION QUESTION 6: Character and Form of Development

- 6a)** Should the East Chipping Norton SDA aim to be 'locally inspired' seeking to draw upon the distinctive aspects and features of Chipping Norton?
- 6b)** Or, should the emphasis be on creating a place with a new and strongly defined character and identity of its own?
- 6c)** Do you support the idea of the East Chipping Norton site being sub-divided into a number of different character areas to help ensure variety and enhance legibility and ease of navigation?
- 6d)** Do you have any other general comments or observations on this issue?

Transport and Movement

- 5.60. Large-scale development such as the East Chipping Norton SDA will clearly have a significant impact in terms of transport and movement and the SPD has a key role to play in ensuring this is appropriately managed and mitigated.
- Vehicular access including the eastern link road*
- 5.61. At this point in time it is envisaged that there are likely to be three main points of access into the SDA:
- Banbury Road
 - London Road
 - Charlbury/Burford Road
- 5.62. A fourth point of vehicular access could potentially be provided into the SDA from Trinity Road although the capacity of the Trinity Road/London Road junction is a key consideration and the amount of any development that could be served from this point is likely to be limited. The site promoter is intending to undertake further work in the spring to enable a better understanding of the potential role that Trinity Road might play in the development of the wider SDA.

- 5.63. The three main points of access will effectively facilitate the delivery of a new eastern link road running all the way through the development from north to south as shown on the plan below. A series of 'secondary' access roads would then allow access to the rest of the SDA.

Figure 15 – Indicative Link Road Alignment and main points of access

TO BE ADDED

- 5.64. Evidence prepared in support of the Local Plan in 2017¹⁴ demonstrates that even for a larger scheme of 1,500 homes, the provision of the link road would not only help to mitigate the traffic impact of the additional growth but that there could also be a diversion of HGV movements from the Town Centre, thereby possibly having a beneficial effect in terms of improving air quality.
- 5.65. The Chipping Norton Neighbourhood Plan does not specifically discuss the potential delivery of an eastern link road; however, it does in principle strongly encourage proposals that will mitigate the impact of through traffic within Chipping Norton, particularly from heavy goods vehicles (HGVs).
- 5.66. At the point in time, the precise nature of the link road is yet to be fixed but it will clearly need to be suitable for a range of different vehicles including buses and HGVs. It will also need to be designed to be compatible with a primarily residential environment.
- 5.67. Thus, the nature of the road (width, design etc.) and how it integrates with the buildings, edges and spaces that sit alongside it will need careful consideration as will other important issues such as permitted speed and type of vehicle, the relationship with pedestrians, cyclists and riders and the types of material, surface treatments and signage.
- 5.68. Further work will also be needed to understand the timing of delivery of the link road and how much development is potentially able to come forward ahead of the link road being provided and completed. In his report into the Local Plan, the Inspector acknowledged the potential need for compulsory purchase order (CPO) to enable full construction of the road and thus enable the SDA to be built in its entirety but concluded that whilst this could potentially delay the delivery of housing, there is a realistic prospect that a significant proportion of the 1,200 dwellings will be delivered during the plan period.
- 5.69. Similarly, the precise alignment of the link road is yet to be fixed. The route shown in the Local Plan is indicative only and will require further assessment before it can be finalised. What is clear however is that to reach the Burford/Charlbury Road to the south of the SDA, the link road will need to cut across land which is currently in the ownership of the Town Council and in use as allotments/community woodland.
- 5.70. Any existing uses that are displaced as a result of the link road would however need to be replaced/re-provided in an appropriate, accessible location in accordance with Local Plan Policy CNI.

¹⁴ <https://www.westoxon.gov.uk/media/1632846/2017-06-27-Chipping-Norton-Transport-Options-Study-Addendum-Final.pdf>

- 5.71. Further work is needed to consider these issues in more detail and this will feed into the masterplan process, but we would welcome any early thoughts on this issue.

CONSULTATION QUESTION 7: Vehicular access including the eastern link road

- 7a)** Do you agree that there should be three main points of vehicular access into the SDA as shown on Figure 15 above?
- 7b)** Subject to capacity, should the possibility of a fourth vehicular access point into the site at Trinity Road be further explored?
- 7c)** Do you have any comments on the indicative alignment of the proposed link road shown on Figure 15 above?
- 7d)** What do you think are the key considerations to be taken into account in working up the design of the link road in more detail? (e.g. speed restrictions, signage, provision for pedestrians and cyclists, relationship with adjoining buildings and spaces, landscaping/tree planting etc.)
- 7e)** If any allotments or community woodland are displaced as a result of the link road do you agree that they should be replaced/re-provided within the SDA itself? If so, do you have a view on where these should be provided?
- 7f)** Do you have any other general comments or observations on the issue of vehicular access and the eastern link road?

Active Travel (e.g. Walking, Cycling, Riding)

- 5.72. A key reason for the East Chipping Norton SDA being allocated for development through the Local Plan process is that the site is immediately adjacent to the town and therefore offers excellent potential for encouraging 'active travel' such as walking, cycling and riding.
- 5.73. Chipping Norton has a vibrant independent community that sustains a good range of shops and retail businesses as well as many societies, clubs and sports teams that collectively give the town a distinct sense of place. The leisure centre and secondary school is adjacent to the site together with Glyme Hall Community Centre and the ever popular Lido open air swimming pool.
- 5.74. New commercial units including convenience retail floorspace on London Road will create a natural desire line from the development along Trinity Road and the Town Centre is within comfortable walking distance along a number of routes including Wards Road, Fox Close, Glyme Lane/Burford Road and Rowell Way.
- 5.75. People living and working in the new development will therefore have a number of good reasons to access existing services and facilities within the town which will help to promote early community cohesion.
- 5.76. Conversely, the creation of new facilities within the East Chipping Norton SDA will provide a reason for existing residents to visit the site including for example to access the new primary school, open space provision and any other supporting community facilities that are provided as part of the development (see further discussion below).

- 5.77. At present there are two public rights of way in the locality – one running through the SDA from Wards Road to London Road and one running along the southern boundary of the SDA – Glyme Lane.

Figure 16 – Public Right of Way from Wards Road to London Road



- 5.78. Wards Road runs roughly east-west between Albion Street and Tank Farm. Within the SDA, Wards Road is continued by the 'Tank Farm' public footpath (166/28) that extends north to London Road. At its terminus points, the path also provides a connection to the existing residential area to the west, the residential and commercial schemes already approved at the former Parker Knoll site, provides alternative access to Holy Trinity Catholic School from the east and/or south, and London Road to the north. A desire line that runs north-south behind the residential areas around Brassey Close and Cooper's Square also intersects with the Tank Farm footpath where it meets the southeast corner of Holy Trinity Catholic School.

Figure 17 – Public Right of Way along Glyme Lane



- 5.79. We know from existing mapping data and the Chipping Norton Neighbourhood Plan that the public footpath (166/3) known as the 'Glyme Route', is used to access the allotments to the south and connects the town centre with the open countryside. The path also has significant wildlife interest. The Glyme route also intersects an existing desire line that bisects the allotments to the south and which follow a tree lined farm track north to Tank Farm.
- 5.80. A key aspect of the Chipping Norton Neighbourhood Plan (2016) is to ensure that new development is well integrated with the town and should be well-connected, facilitating walking and cycling into the town centre. Policy TM6 effectively requires all new development to protect and enhance the existing public rights of way network within and around the town.
- 5.81. Policy TM7 requires development to be well-connected with attractive and safe walking and cycling routes towards the town centre and other community facilities to be provided to serve new development. TM8 requires development to take account of the movement needs of people of all abilities on pavements, pathways and road crossing points. Access to new developments should flow seamlessly from the existing pedestrian network and prove easy for all to navigate.
- 5.82. Having regard to the above, as well as the existing committed development at Trinity Road, it is envisaged that there are likely to be five main points of 'non-vehicular' access into the Chipping Norton SDA including:
- Glyme Lane (from the west)
 - Glyme Lane (from the east)
 - Wards Road
 - London Road
 - Trinity Road

CONSULTATION QUESTION 8: Active Travel

- 8a)** Do you agree that the development of the East Chipping Norton SDA should place a strong emphasis on ‘active travel’ (walking, cycling, riding etc.)?
- 8b)** Do you agree that the following potential points of ‘non-vehicular’ access are a sensible focus for promoting active travel at the SDA?
- Glyme Lane (from the west)
 - Glyme Lane (from the east)
 - Wards Road
 - London Road
 - Trinity Road
- 8c)** Are there any other key points at which active travel links should be created e.g. to enable access to the Town Centre, other key uses/destinations and/or the surrounding countryside?
- 8d)** In terms of encouraging active travel, what do you think are the key considerations that need to be taken into account from a ‘users’ perspective e.g. personal safety, surface type, lighting, signage etc?
- 8e)** Do you have any other general comments or observations on this issue?

Mitigation of impacts on the landscape

- 5.83. Given the scale of development, there is no doubt that the development of the East Chipping Norton SDA will inevitably change the landscape and visual perception of the eastern edge of the town.
- 5.84. Evidence submitted by the site promoter through the Local Plan examination in 2017¹⁵ acknowledged that the development would give rise to a number of potentially significant effects upon the site and its immediate setting.
- 5.85. It identified the following key matters pertaining to the allocation site and its development from a landscape and visual perspective:
- The effect of the site’s development upon the character of the Site and its immediate setting. In particular, the character of the A44 streetscene and the mature avenue which defines the approach to the town;
 - The effect of the site’s development upon the receiving visual environment;
 - The effect of the site’s development upon the Cotswolds Area of Outstanding Natural Beauty (AONB) and its setting in both landscape and visual terms; and
 - The effect of the site’s development upon the setting of the Chipping Norton Conservation Area and associated heritage assets

¹⁵ Lockhart Garratt – LVA and Capacity Study Executive Summary (June 2017)

- 5.86. The likely landscape harm caused by developing a large greenfield site in a sensitive location was recognised in the Local Plan Inspector's report¹⁶ although the overall conclusion reached was that 1,200 homes could be accommodated '*without causing unacceptable harm to the landscape*' assuming the provision of appropriate mitigation measures as required by Policy CNI.
- 5.87. In terms of potential mitigation, evidence prepared on behalf of the District Council in 2014¹⁷ whilst recommending a lower quantum of development, identified a series of measures to help reduce the impact of development, many of which remain applicable despite the increase in dwelling numbers. These include for example:
- Open land in the south east of the site to be kept free from development;
 - Development area to be broken up by large-scale provision of open space, tree and woodland planting;
 - Existing mature trees, hedgerows and scrub cover to be retained to provide a basic structure for landscape mitigation;
 - Reflect the existing relationship between the built form and road verge along the A44 London Road and retain the avenue of trees along the A44 London Road;
 - Create a tree avenue approach into the development off the A44 London Road as an extension of the tree planting pattern along the main road;
 - Protect the rural character of the approach along the public right of way to Glyme Farm;
 - Possible secondary vehicular access via Trinity Road, avoiding the creation of views of large scale of development from London Road;
 - Detailed design of the landscape setting to each vehicular and pedestrian/cycle access and the existing road corridor should reflect the different character of each vehicular or pedestrian approach to Chipping Norton with particular attention to retaining the rural character of the footpath to Glyme Farm;
 - Provide major contribution to the landscape and visual objectives for this area;
 - Design and layout of the development should avoid uniformity and reflect the small scale character of the town in a well treed historic pattern.
- 5.88. In addition, evidence prepared by the site promoter has identified a number of complementary recommendations as set out below.
- Focus future development within the northern, western and central site areas so as to ensure that development relates well to the existing settlement edge;
 - Preserve the eastern, south eastern and southern parts of the site as public open space or landscape/ecological areas to help preserve the more rural character of these parts of the site and to promote an appropriate transition between the development and the wider landscape and AONB setting;
 - Preserve and enhance the existing vegetation structure on site in order to maintain the established treescape which characterises the site boundaries

¹⁶ <https://www.westoxon.gov.uk/media/1887174/West-Oxfordshire-Report.pdf>

¹⁷ <https://www.westoxon.gov.uk/media/884557/Landscape-and-Visual-Review-of-Chipping-Norton-Strategic-Site-Option.pdf>

and which provides a buffer to the wider landscape setting, and to preserve green corridors for wildlife throughout the site;

- Enhance the northern and north eastern site boundaries to improve the degree of visual containment afforded to the site from the north and north east;
- Promote the use of architectural styles, scale and materials found within the local vernacular so as to ensure that development reflects the character of Chipping Norton and its environs;
- Promote the development of a robust Green Infrastructure Strategy for the whole site, which promotes areas of new, tree shrub and hedge planting alongside areas of woodland, and meadow grassland and other valuable habitat types, in keeping with the biodiversity action plan targets identified within the Glyme and Dorn Valleys Conservation Target Area (CTA);
- Promote the creation of new on site, recreational routes for informal recreation within the proposed landscape and open space areas, to limit additional pressures upon the wider public rights of way (PRoW) network and ecological designations to the east;
- Provision of new tree, shrub and hedge planting within the internal site areas and within areas of open space to help further integrate the development into the receiving environment;
- Promote the use of locally native plant species, where appropriate, to ensure that the proposals are in keeping with the character of the site, its setting and wider landscape context;
- Promote and enhance new and existing pedestrian links with the wider public rights of way network and the existing settlement edge.

5.89. Whilst further work will be required to develop a landscape management strategy for the site, we would welcome your initial thoughts on the information set out above, in particular the initial recommendations which have been identified to help mitigate the landscape and visual impact of the development.

CONSULTATION QUESTION 9: Mitigation of impacts on the landscape

- 9a)** Do you agree with the key landscape and visual matters identified at paragraph 5.85 above? If not, why not?
- 9b)** Are there any other key matters not mentioned that need to be taken into account in considering the landscape and visual impact of the development?
- 9c)** Do you support the initial landscaping mitigation measures outlined at paragraphs 5.87 and 5.88 above? If not, why not?
- 9d)** Are there any other key mitigation measures that also need to be incorporated as the site is taken forward, for example more off-site mitigation?
- 9e)** Do you have any other general comments or observations on this issue?

Achieving a net gain in biodiversity

- 5.90. Networks of natural habitats provide a particularly valuable resource and need protection and, where possible, reinforcement, integration and expansion. Creating links between fragmented habitats to create greater coherence and resilience is also important, not least because this will increase the opportunity for species and habitats to adapt to climate change and other pressures.
- 5.91. Landscape features such as hedgerows, woods, rivers, meadows, ponds and floodplains can be invaluable components of these networks, providing wildlife corridors and stepping-stones in both urban and rural areas. The early identification of features of value is needed in any development proposal to ensure adequate measures are taken for their incorporation, enhancement and protection. Emphasis will therefore be placed on the linking and/or extending existing habitats, especially those that are well-established east of the SDA, to provide a larger, inter-connected biodiversity resource.
- 5.92. In accordance with Local Plan Policy EH2 – Biodiversity & Geodiversity, the biodiversity of West Oxfordshire shall be protected and enhanced to achieve an overall net gain in biodiversity and minimise impacts on geodiversity.
- 5.93. For major developments such as the East Chipping Norton SDA, this should be demonstrated in a quantifiable way through the use of a Biodiversity Impact Assessment Calculator (BIAC). This essentially calculates the biodiversity value of a site before and after development to establish if it would lead to a loss or gain to biodiversity. In the case of the East Chipping Norton SDA it is important to measure and assess impacts both within the site area and beyond, especially the nearby SSSIs and the Glyme & Dorn CTA.
- 5.94. DEFRA (Department for Environment, Food & Rural Affairs) provides a Biodiversity Impact Assessment Calculator (BIAC) which the Thames Valley Environmental Records Centre (TVERC) has adapted as a local metric¹⁸. Further guidance on achieving net gain is also about to be published by Natural England. Priority will be given to maximising on-site biodiversity but if this does not achieve a net-gain, off-site provision will be needed.
- 5.95. Although the proposal involves the loss of undeveloped, greenfield land, the delivery of extensive and well-integrated green infrastructure is a key opportunity for the East Chipping Norton SDA to capitalise on the multiple benefits that this can provide, including a potential net gain in biodiversity. This would be consistent with Local Plan Policy EH3 – Biodiversity and Geodiversity and Policy EH4 – Public realm and green infrastructure.
- 5.96. In particular, the SDA presents an opportunity to improve habitat networks within Chipping Norton and create additional connectivity beyond the site boundaries to the wider ecological context.
- 5.97. This wider ecological context is important to consider because the south eastern part of the site is part of a larger linear networks comprised of Conservation Target Areas (CTAs), Sites of Special Scientific Importance (SSSIs), ancient woodland, and local wildlife sites that extend eastward to Enstone and beyond. It is therefore

¹⁸ <http://www.tverc.org/cms/content/biodiversity-impact-assessment>

essential that consideration is given to the relationship between green infrastructure within the site and its relationship to the surrounding countryside.

- 5.98. One potential way to achieve this would be to develop some sort of 'circular route' that connects existing and new footpaths within and surrounding the East Chipping Norton SDA in a continuous loop.
- 5.99. This would help deliver extensive green infrastructure, improve connections within and between the site and surrounding areas, and create continuous green corridors to support a net gain in biodiversity. Careful planning of this route could also help to direct recreational pressures away from the most sensitive landscape and ecological areas.
- 5.100. Further approaches that could help to deliver a net gain in biodiversity might include green corridors through the heart of the site, the continuation of treelines and hedgerows along key travel routes, planting of bee and bird-friendly plants, shrubs and trees, and gardens designed to be permeable to various wildlife. These are just a few ways that a net gain in biodiversity may be achieved while also delivering an attractive, accessible and high quality environment.
- 5.101. A further approach towards achieving a net biodiversity gain could be through a green/wildlife/biodiversity corridor enhancement project between Chipping Norton and Enstone, linking, creating, improving and managing habitats - within the wider linear network of CTAs, SSSIs, ancient woodlands and local wildlife sites. This could potentially be achieved by allocating funds to a local organisation to lead and deliver such projects through a strategic plan for the Glyme and Dorn CTA. The Trust for Oxfordshire's Environment (TOE) is one such organisation that already helps to deliver such projects across the county.

CONSULTATION QUESTION 10: Achieving a net gain in biodiversity

- 10a)** Do you have any views on measuring and assessing net biodiversity gain including the use of a local metric such as that developed by TVERC?
- 10b)** Do you support the concept of a potential 'circular route' connecting existing and new footpaths within and surrounding the SDA in a continuous loop? Does this idea raise any concerns for you?
- 10c)** Do you have a view on how developer contributions could potentially be used to improve biodiversity within the site and the wider area? Do you for example support the development of a corridor enhancement project to direct developer money towards a 'linear biodiversity conservation corridor' between Chipping Norton and Enstone (i.e. Glyme & Dorn CTA, nearby SSSIs and BBOWT reserves)?
- 10d)** Do you have any other general comments or observations on this issue?

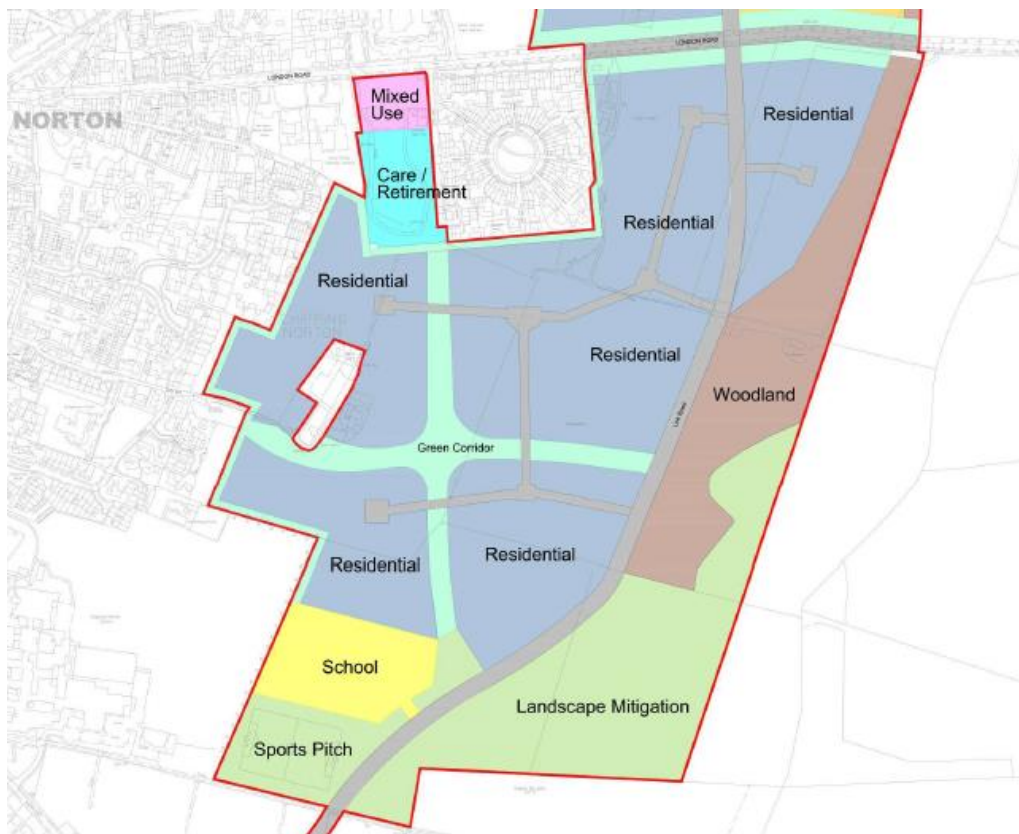
Open Space Provision

- 5.102. There are many forms of open space including for example allotments, amenity green space, natural and semi-natural green space, parks and recreation grounds including sports pitches, play space (for children and youth) private sports grounds, churchyards and school sites.
- 5.103. Evidence prepared in 2013 in support of the Local Plan 2031¹⁹ identified a sufficient supply of allotments, parks and recreation grounds and play space for children but an under-supply of amenity green space, accessible natural green space and play space for youths.
- 5.104. The study also identified that future population increases associated with planned new housing would result in an increased demand and need for public open space with a recommended focus on the following:
- Improving the quality of existing allotment facilities;
 - Potential provision of a major new park and recreation ground as part of any new development with a range of facilities to meet community needs including provision for playing pitches children and youth provision, space for informal recreation and natural areas;
 - Protection of existing amenity greenspace and new provision (in combination with requirements for natural green space provision) made through new development;
 - A need for improved access to natural green space;
 - Additional provision for play space (children and youth) through new development;
 - Existing open space to be safeguarded with a need to improve the quality of existing facilities to increase their capacity to cope with extra demand;
 - Consideration to be given to shared use of secondary school facilities to help meet some of the shortfall in provision of outdoor sports facilities;
- 5.105. Having regard to this evidence, the Chipping Norton Neighbourhood Plan identifies significant shortfalls of amenity green space (around a quarter of the required provision), accessible natural green space and play space for youth (less than a half of the required provision). It also identifies that access to amenity green space and children's and young people's play spaces is below existing access standards with inaccessibility particularly acute on the eastern side of the town.
- 5.106. In the interests of increasing public play and green space amenities, the Chipping Norton Neighbourhood Plan identifies the need for play areas, both for children and young people, outdoor exercise/gym equipment for adults, green spaces, pocket parks and a skate park as aspirational projects that can be delivered through various mechanisms, including the East Chipping Norton SDA.
- 5.107. Policy MP5 – New Park states that *'A new park including playing pitches, children's play space and youth provision, space for informal recreation and natural greenspace will be sought on the eastern side of town. It is envisaged that this will be delivered as an integral part of the proposed Strategic Development Area (SDA), but other opportunities will be explored'*.

¹⁹ <https://www.westoxon.gov.uk/media/602054/West-Oxfordshire-open-space-study-2013.pdf>

- 5.108. The draft masterplan submitted by the site promoter as part of the Local Plan examination in 2017 proposed a central 'green corridor' in the middle of the site together with open space (including landscape mitigation) in the southern parts of the site and woodland in the east as shown on the extract below.

Figure 18 – Draft Masterplan extract



- 5.109. The development of the SDA clearly provides the opportunity to deliver a significant amount of new open space for the town to help promote healthy activity and well-being. Further work will be needed to consider the relationship between any such open space and the development as a whole including the proposed eastern link road, drainage measures and other land uses as well as the more ecologically sensitive parts of the site.
- 5.110. We would however welcome your initial thoughts on the type and distribution of open space that should be provided through the development.

CONSULTATION QUESTION 11: Open space provision

- 11a)** What type of open spaces do you think should be provided as part of the East Chipping Norton SDA? For example, amenity green space, accessible natural green space, play space, outdoor exercise areas, pocket parks and skate parks.
- 11b)** Do you support the Chipping Norton Neighbourhood Plan concept of a new park including playing pitches, children's play space and youth provision, space for informal recreation and natural greenspace?

11c) Are there any particular parts of the SDA where you think the open space should be provided? Should the focus be on the more ecologically and archaeologically constrained southern and eastern parts of the site as shown on Figure 18 above?

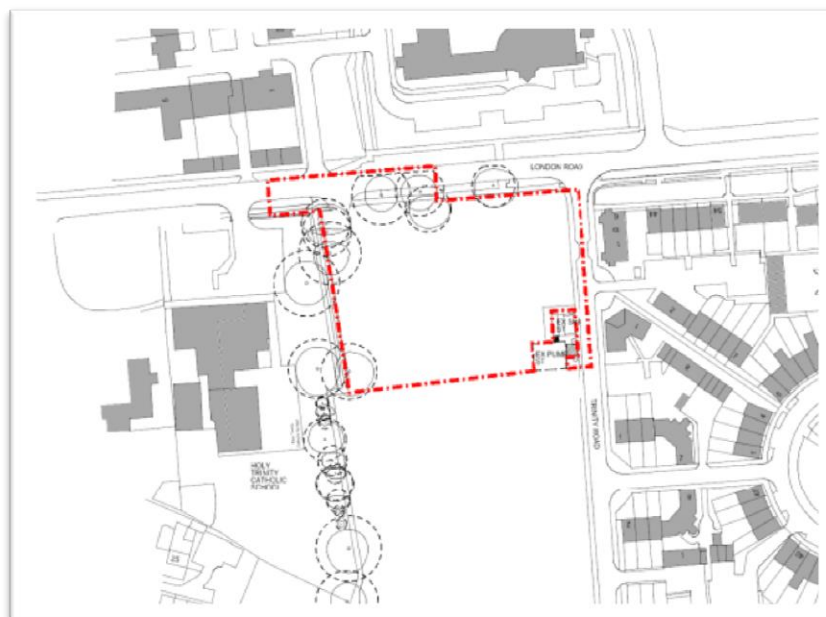
11d) Are there any additional or alternative ways in which additional green space should be provided as part of the East Chipping Norton SDA?

11e) Do you have any other general comments or observations on this issue?

Potential creation of a new local centre

- 5.111. Typically, developments of the scale proposed at East Chipping Norton are accompanied by the provision of a small local centre which often include a community use together with a limited number of small-scale retail and commercial uses. Examples include the local centres at Madley Park in Witney and Shilton Park in Carterton.
- 5.112. Unusually, the East Chipping Norton SDA is within very close walking distance of the Town Centre where a large range of shops, services and facilities are available. This means that people living in the new development will generally be able to satisfy their day to day needs (e.g. top up shopping) quite easily and conveniently.
- 5.113. Notwithstanding this, Local Plan Policy CNI – East Chipping Norton SDA requires the provision of a local centre including convenience shopping, community and leisure facilities. The SPD therefore provides an opportunity to consider a number of issues in more detail including whether a local centre is needed and if so, where it should be located and what sort of facilities it should include.
- 5.114. Of relevance to this issue is the recent permission granted in respect of the land south of London Road which falls within the SDA boundary (see Figure 19 below).

Figure 19 – Land south of London Road



- 5.115. The land formed part of the former Parker Knoll site and is currently being redeveloped to provide 4 commercial units including a medium-scale foodstore (approx. 1,200 m²) 2 smaller units of 230m² to be potentially used for either non-food retail or financial and professional services and 1 unit of 210m² to be used for non-food retail or financial and professional services or café/restaurant or hot food takeaway.
- 5.116. As the site is quite centrally located within the SDA it could be seen as playing the role of a local centre albeit without any community facilities provided as part of it. Having said that there are a number of existing community facilities such as Glyme Hall within comfortable walking distance of the site.
- 5.117. Alternatively, a new local centre could be created elsewhere within the SDA for example alongside the new primary school (see discussion below). This could enable the provision of a small number of further commercial units together with any supporting facilities that are deemed to be necessary.
- 5.118. We would welcome your views on this issue to enable us to provide further guidance through the SPD as it is taken forward.

CONSULTATION QUESTION 12: A new 'Local Centre'?

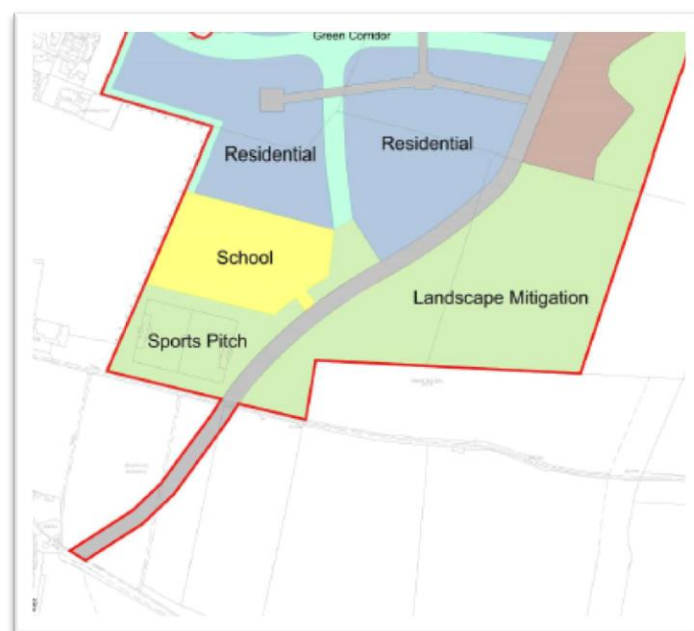
- 12a)** Do you support the concept of a small 'local centre' being provided as part of the East Chipping Norton SDA? Or, if not what are the concerns it raises for you?
- 12b)** Do you think the need for a new local centre would be adequately met through the four commercial units currently being built on the land south of London Road?
- 12c)** Or, do you think a new local centre should be specifically provided elsewhere within the SDA e.g. next to any new primary school?
- 12d)** If a new local centre were to be provided, are there any specific uses you think it should include (e.g. retail, pharmacy, meeting space)?
- 12e)** Do you have any other general comments or observations on this issue?

Primary School Provision

- 5.119. There are currently two primary schools in Chipping Norton – Holy Trinity Catholic Primary School on London Road and St. Mary's Primary School at The Green. There are also a number of other primary schools in the wider locality including at Chadlington, Charlbury, Enstone, Great Rollright, Great Tew, Kingham and Middle Barton.
- 5.120. We know however that capacity is relatively limited and that the development of 1,200 new homes as part of the East Chipping Norton SDA will exceed the number of primary school places that are available.

- 5.121. As such, Policy CNI requires the provision of a new primary school as part of the East Chipping Norton SDA which is likely to be 2 forms of entry (including nursery) on a 2.22 ha site.
- 5.122. A key issue for the SPD to address is where within the SDA the new primary school should be provided and whilst further work is needed to explore this in more detail, we would welcome your initial views.
- 5.123. As shown on the draft masterplan extract below the site promoter has, to date suggested that the new school could be provided in the southern part of the SDA effectively adjoining the site of Chipping Norton secondary school. This would allow convenient access from the proposed link road as shown indicatively below and would enable playing pitches to be provided in the more landscape sensitive southern part of the site.

Figure 20 – Draft masterplan extract



- 5.124. Alternatively, provision could potentially be made more centrally within the SDA e.g. in the area around Tank Farm. This would have the advantage of making it more convenient to a greater number of residents within the site.

CONSULTATION QUESTION 13: School Provision

- I3a)** Do you support the idea of providing the new primary school in the southern part of the site e.g. next to Chipping Norton School as shown in Figure 20 above?
- I3b)** Or, do you think the new primary school should be more 'centrally located' within the SDA e.g. in the area around Tank Farm?
- I3c)** Are there any other parts of the SDA that should be considered in terms of accommodating the new primary school?
- I3d)** Do you have any other general comments or observations on this issue?

Other Supporting Infrastructure

- 5.125. We have already mentioned some of the supporting infrastructure that will be needed to support the delivery of the East Chipping Norton SDA including a new primary school (with nursery provision), green infrastructure and amenity greenspace, a potential small local centre, the potential re-provision/re-location of allotments and new vehicular, pedestrian and cycle connections.
- 5.126. In addition, Local Plan Policy CN1 requires connection to the mains sewerage network including any necessary upgrades, mitigation measures to ensure there is no detrimental impact on groundwater quality and consideration to be given to the issue of health care provision including the capacity of the Chipping Norton Health Centre to absorb additional patient numbers.
- 5.127. The Chipping Norton Neighbourhood Plan (2016) identifies the potential installation of public electric car charging infrastructure and the provision of additional off-street parking spaces and improvements to its management. It also includes a number of 'aspirational' projects, some of which have been mentioned previously and include:
- Double deck New Street car park to increase parking capacity.
 - Provide further car parking in addition to the New Street car park site.
 - Weight limits and improved signage to reduce HGV impacts such as pollution on town centre.
 - Develop and maintain a shuttle bus or similar public transport link within the town to connect outlying residential areas with the town centre and healthcare facilities on London Road.
 - A traffic route avoiding the centre of Chipping Norton using existing and possible new roads and that links with existing A roads.
 - Household waste recycling centre in or close to Chipping Norton.
 - Bus terminal to improve frequency and viability of bus services to and from Chipping Norton.
 - Increased frequency bus services to Oxford and Banbury, including early morning and evening services.
 - Create eastern arc of footpaths linking Over Norton Rd to Burford Rd to Hailey Rd.
 - Undertake a programme to improve the footpaths around town.
 - Improve the provision and quality of play areas for children and young people, including the provision of a skate park.
 - Install outdoor exercise/gym equipment for adults.
 - Improvements to visitor accommodation and attractions.
 - Create green spaces/pocket parks within the town centre that are free from traffic fumes and noise.
 - Information and research hub housing IT services, library, info. centre, public education, local history and wellbeing centre.
 - Use the roofs of commercial and larger public buildings as a host for photovoltaic and solar hot water panels.
 - Conduct a traffic flow study to investigate ways of improving traffic within the town including, for example, a one-way system.
 - Improve the continuity of the design of signage within the town.

- Provide additional car parking within or adjacent to the London Road healthcare complex to meet the future needs of people accessing these facilities.

5.128. Whilst further work will be needed to understand the infrastructure requirements of the site in more detail, we would welcome any general observations at this stage so we can take them into account as the project moves forward.

CONSULTATION QUESTION 14: Supporting Infrastructure

- I4a)** What in your opinion are the key pieces of infrastructure that are needed to support the East Chipping Norton SDA? Is there anything we have not already mentioned that needs to be delivered?
- I4b)** Do you support any of the infrastructure requirements identified in the Chipping Norton Neighbourhood Plan (e.g. electric vehicle charging points, additional off-street parking)? If so, do you think they should be addressed through the East Chipping Norton SDA?
- I4c)** Do you support any of the 'aspirational' projects identified in the Chipping Norton Neighbourhood Plan? If so, do you think they should be addressed through the East Chipping Norton SDA?
- I4d)** Do you have any other general comments or observations on this issue?

6. Summary

6.1. We have in this paper sought to identify a number of key issues which require careful consideration in taking the East Chipping Norton SDA forward.

6.2. These include:

- The type, size and mix of new homes needed including market and affordable housing and the specific housing needs of some groups including older people, younger people, families and travelling communities;
- The type of business land needed and where it should be located;
- The overall character and form of development including whether it should be 'locally inspired' or have a new and strongly defined character and identity of its own;
- Transport and movement including key points of access for vehicles and 'active travel';
- Mitigation of impacts on the landscape, the key issues to be addressed and how this can most effectively be achieved;
- Achieving a net gain in biodiversity including the use of a local metric for measuring and assessing any such gain and some potential approaches including a new circular route connecting existing and new footpaths within and surrounding the SDA;
- Open space provision including the type of open space needed and where it should be located;
- Potential creation of a new local centre and whether the commercial scheme under construction off London Road could play this role or if additional provision is needed;
- Primary school provision in particular where the new primary school should be located within the SDA;
- Other supporting infrastructure requirements including any key requirements that the SDA should be expected to deliver;

6.3. We would welcome your thoughts on these issues as well as any other important considerations we have not mentioned. This will enable us to take those comments on board as the draft SPD is worked up during the first half of 2019.

7. How to respond to the consultation

7.1. The deadline for responding to the consultation is **5pm on Friday 8th March 2019.**

7.2. Comments may be submitted in writing either electronically via email or by post:

Email: planning.policy@westoxon.gov.uk
Write to: Planning Policy
West Oxfordshire District Council
New Yatt Road, Witney
OX28 1PB

7.3. Please note that in responding to the consultation you do not have to answer all or even any of the consultation questions set out throughout the issues paper. These are merely intended to stimulate thought and discussion - you do not have to respond to them unless you think it would be useful to do so in giving us your views.

7.4. We are happy to receive any more general comments you wish to make and all comments received will be taken into account in working up the draft SPD.

8. Next steps

8.1. Following the close of the issues paper consultation, the responses received will be reviewed and analysed and taken into account in preparing a draft SPD that will be published for consultation in May/June 2019.