

**Spatial and Economic Development**

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# **Addendum to the Sustainability Appraisal of the Oxford Core Strategy**

**April 2009**



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## Introduction

The Inspector appointed to examine the Oxford Core Strategy raised some initial concerns about the submitted document, particularly about the degree of deferment to subsequent planning policy documents. The Inspector asked the City Council to produce more detailed explanation and specific guidance with the aim of producing a plan that can stand on its own. The City Council has therefore produced a set of proposed changes to the Submission Core Strategy. These changes add more detail but they do not make any fundamental changes to the original strategy.

Further sustainability appraisal is only required where the proposed changes may have significant impacts that have not previously been appraised. While more detail has been added to many of the Core Strategy policies, the only ones that are considered to fall into this category are:

CS1: Hierarchy of centres (new policy that combines former policies on the City centre and District centres)

CS5: West End (addition of quantum of development)

CS6: Northern Gateway (addition of quantum of development and extra policy wording)

CS7: Land at Barton (addition of quantum of development and extra policy wording)

It should be noted that the quantum of development for the West End strategic site reflect those that were agreed as part of the adopted West End Area Action Plan. Since this Area Action Plan has already undergone a separate sustainability appraisal, it was not considered necessary to do further appraisal for the Core Strategy.

Due to the inclusion of additional information relating to the distribution of housing, it was considered appropriate to undertake an appraisal of this aspect of the proposed changes. The housing distribution is not a policy requirement but has been included within the new section on 'Place-shaping local areas of Oxford' to illustrate the likely location of future housing provision. It is based on information contained within the Strategic Housing Land Availability Assessment, which is part of the evidence base for the Core Strategy.

Since there have been no significant changes in the overall strategy, the assessment of indirect, secondary, cumulative and synergistic effects undertaken in the original Sustainability Appraisal Report are still valid, and as such the addendum does not consider this. Where the policies provide more detail, they also contain more mitigation measures that are relevant to each of the sites.

This addendum to the Sustainability Appraisal Report should be read in conjunction with the main Sustainability Appraisal of the Oxford Core Strategy dated September 2008, which can be viewed on the City Council's website at <http://occweb/planning/corestrategy.cfm>

| Table AD.01: Hierarchy of Centres |   |  |   |   |   |
|-----------------------------------|---|--|---|---|---|
| Sustainability Objectives         |   | Preferred Approach<br>– In accordance with the Sequential Test, the City Centre, including the West End, will be the main location for developments attracting a large number of people. (see Table 6 in main SA Report for full text) | Preferred approach –<br>In accordance with the Sequential Test, the District centres will supply retail, leisure, employment and other uses serving District-level needs. (see Table 6 in main document for full text) (business as usual – Local Plan - CP3, PPS6) | Proposed Changes to the Submission Core Strategy<br>Policy sets out the hierarchy of centres as stated in the preferred options document (combining the preferred options for the City and District Centres). Policy adds paragraph on Neighbourhood centres and the type of development that would be considered appropriate at this, and all levels of the hierarchy. | Comments, mitigation  |
| 1                                 | <i>To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment</i> | ?  | ?   | ?   | New developments will increase the number of impermeable surfaces and potentially increase the run off. Implement SUDs and monitor run off  |
| 2                                 | <i>To encourage urban renaissance by improving efficiency in land use, design and layout</i>                            | ++   | ++  | ++  | Development will continue on previously developed land in the City Centre, the District Centres and the Neighbourhood Centres. This makes a more positive contribution than previously. |
| 3                                 | <i>To meet local housing needs by ensuring that everyone has the opportunity to live in a decent, affordable home</i>   | 0  | 0   | 0   |   |
| 4                                 | <i>To improve the health and well-being of the population and reduce inequalities in health</i>                         | 0  | 0   | 0   |   |

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| 5  | <i>To reduce poverty and social exclusion</i>   | 0   | +  | +  | The policy promotes the upgrade of a neighbourhood centre in Blackbird Leys to that of a District Centre. It also promotes improvements in Neighbourhood areas, some of which are located in already deprived areas. |
| 6  | <i>To raise educational achievement levels and develop the opportunities for everyone to acquire the skills needed to find and remain in work</i> | 0   | 0  | 0  |  |
| 7  | <i>To reduce crime and fear of crime</i>  | 0   | 0  | 0  |  |
| 8  | <i>To create and sustain vibrant communities</i>  | ++  | ++   | ++   | The addition of “Neighbourhood Centres” to the policy adds a more spatial dimension to the policy and gives more emphasis to meeting local day-to-day needs of residents.  |

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| 9                                 | <i>To provide accessible essential services and facilities</i>                      | +  | ?/+   | +   | The upgrade of Blackbird Leys to a District Centre and the upgrade of Cowley Centre to a Primary District Centre will increase the facilities and services available to residents in the South East of the City.   |
| 10                                | <i>To make opportunities for culture, leisure and recreation readily accessible</i> | ++   | ++  | ++  |  |
| 11                                | <i>To reduce air pollution and ensure air quality continues to improve</i>          | +/-  | +   | +/-   | Locating developments that attract a large number of people in the city centre is considered a sustainable option since it is already well served by public transport. The District and Neighbourhood centres are likely to be accessible to the local population. This should result in a decrease of transport-associated emissions. |

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| 12                                | <i>To address the causes of climate change through reducing emissions of greenhouse gases, and ensure that Oxford is prepared for associated impacts</i>                   | ?  | ?   | ?/+ The policy now focuses more on meeting local needs locally. This is likely to reduce the need to travel for residents, thus reducing transport-associated emissions.  | While the City Centre itself encourages the use of public transport, walking and cycling, further development and enhancement may encourage more journeys from Oxford and beyond.  |
| 13                                | <i>To conserve and enhance Oxford's biodiversity</i>   | 0  | 0   | 0   | Consider opportunities to enhance city centre biodiversity by design (green roofs, etc)  |
| 14                                | <i>To protect and enhance and make accessible for enjoyment Oxford's countryside and historic environment</i>  | +  | 0   | +   |  |
| 15                                | <i>To reduce road congestion and pollution levels by improving travel choice, shortening length and duration of journeys and reducing the need for travel by car/lorry</i> | +/-  | +   | +/-   | See 12. Further retail development may increase lorry traffic to the city centre and to the primary district centre. Public transport good but increased business will potentially increase traffic levels at all levels of the hierarchy. |

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| 16                                | <i>To use natural resources sustainably</i>  | ?  | 0   | ?   | New commercial development encouraged to be constructed to higher sustainability standards. However, this may be counteracted by increased consumption (retail development). |
| 17                                | <i>To reduce waste generation and disposal, and achieve the sustainable management of waste</i>                  | ?  | 0   | ?   | Increased consumption (retail development) could lead to increased production of waste.  |
| 18                                | <i>To maintain and improve water and soil quality and to achieve sustainable water resource management</i>       | 0  | 0   | 0   | Water consumption levels in new commercial development should be reduced in line with increasing efficiency standards.   |
| 19                                | <i>To increase energy efficiency and the proportion of energy generated from renewable sources in Oxford</i>     | i  | 0   | l   | Consider opportunities to improve energy efficiency, or install CHP, renewables.   |
| 20                                | <i>To develop and maintain a skilled workforce to support long-term competitiveness of the region</i>            | 0  | ?   | 0   |  |
| 21                                | <i>To ensure high and stable levels of employment so everyone can benefit from the economic growth of Oxford</i> | +  | +   | +   | Increased employment probable  |

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| 22                                | <i>To sustain economic growth and competitiveness across Oxford</i>   | +/?  | ?<br>Improvements to retail facilities can increase economic growth in that area, but take away business from small local businesses. Traffic calming measures may also result in cars (and shoppers) avoiding district centres for day-to-day journeys and could reduce retail traffic. | +   | Increased growth in the City centre, primary district centre (Cowley) and District Centres (especially Blackbird Leys and Summertown). Growth at other District Centres likely to be minimal due to physical constraints. Growth at Neighbourhood centres likely to be proportionate to their size. |
| 23                                | <i>To develop a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities</i> | 0  | 0  | 0   |   |

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| 24   | <i>To stimulate economic revival in priority regeneration areas.</i>         | 0  | +/-   | +   | Increase in status of centre at Blackbird Leys to a District Centre is likely to act as a catalyst to stimulate regeneration |
| 25   | <i>To encourage the development of a buoyant, sustainable tourism sector</i> | ++   | 0   | ++  |  |
| <p><b>Summary –</b> The City Centre and District centres policy have been combined to form a hierarchy of centres policy that now includes Neighbourhood centres. The general thrust of the policy has changed very little from the preferred options, other than the explicit statement, in the City Centre element of the policy that “Most major development will be focused in the West End of the City centre.”</p> <p>The addition of a paragraph on Neighbourhood centres adds clarity to the type of uses that are acceptable in these areas of the city and provides a greater spatial element to the policy. The inclusion of a paragraph on Neighbourhood centres also addresses the issue of local residents having their local needs met locally, rather than having to travel in order to meet them. This should reduce the need to travel.</p> <p>A final paragraph is included in the policy with regard to the nature of development that will be acceptable at each location. This adds clarity to the policy.</p> |  |  |   |   |  |

| Table AD.02 Northern Gateway |   |   |  |   |
|------------------------------|---|---|--|---|
| Sustainability Objectives    |   | Preferred option  | Proposed Changes to the Submission Core Strategy   | Comments, mitigation  |
|                              |   | Identify the Pear Tree site and surrounding land as a strategic location to provide a modern mixed-use employment site which would include an emergency services centre. Other uses could include university related development. | -Allocate Northern Gateway as a strategic location for development to provide a modern employment site providing 55,000-80,000m <sup>2</sup> class B related activities based on set criteria and complementary uses which could include any of the following:<br>An emergency services centre (10,000m <sup>2</sup> ); residential dwellings (up to 200); small retail units (up to 2,500m <sup>2</sup> ); hotel (120-180 bed) and related leisure facilities |   |
| 1                            | <i>To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment</i> | 0   | +  | Not in floodplain, but need to avoid increase in runoff. Policy now includes provision for sustainable drainage to ensure that runoff is appropriate. Precise details of the sustainable drainage to be included will be investigated as part of the AAP process. |
| 2                            | <i>To encourage urban renaissance by improving efficiency in land use, design and layout</i>                            | 0   | +  | Peartree is a key entry point to Oxford. Ensure good design of development to enhance entrance to Oxford. An Area Action Plan is proposed to ensure that design and layout are optimal for the site.  |
| 3                            | <i>To meet local housing needs by ensuring that everyone has the opportunity to live in a decent, affordable home</i>   | -<br>Takes up land that could potentially be used for housing   | i/ + (if housing included in final scheme)   | Depending on the final scheme, an element of housing could be introduced as a complementary use. Policy now provides for an element of housing as a potential complementary use.  |
| 4                            | <i>To improve the health and well-being of the population and reduce inequalities in health</i>                         | 0   | 0  |   |
| 5                            | <i>To reduce poverty and social exclusion</i>   | 0   | 0  |   |

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|------------------------------|---|---|--|---|
| Sustainability Objectives    |   | Preferred option  | Proposed Changes to the Submission Core Strategy   | Comments, mitigation  |
|                              |   | Identify the Pear Tree site and surrounding land as a strategic location to provide a modern mixed-use employment site which would include an emergency services centre. Other uses could include university related development. | -Allocate Northern Gateway as a strategic location for development to provide a modern employment site providing 55,000-80,000m <sup>2</sup> class B related activities based on set criteria and complementary uses which could include any of the following:<br>An emergency services centre (10,000m <sup>2</sup> ); residential dwellings (up to 200); small retail units (up to 2,500m <sup>2</sup> ); hotel (120-180 bed) and related leisure facilities |   |
| 6                            | <i>To raise educational achievement levels and develop the opportunities for everyone to acquire the skills needed to find and remain in work</i> | ?<br>Impact would depend on the type of employment development  | ?/ i   | Depends if training and apprenticeships are offered as part of the type of employment development proposed on site.   |
| 7                            | <i>To reduce crime and fear of crime</i>  | 0   | 0  |   |
| 8                            | <i>To create and sustain vibrant communities</i>  | 0   | 0  |   |
| 9                            | <i>To provide accessible essential services and facilities</i>  | ?<br>Impact would depend on the type of development   |  | Policy proposes complimentary uses on site for employees that could also be used by local people. Whether these are essential services depends on the nature of the use, e.g. the retail units. |
| 10                           | <i>To make opportunities for culture, leisure and recreation readily accessible</i>   | 0   | i  | Complementary uses include potential for a hotel (and related leisure activities).  |

| Table AD.02 Northern Gateway |  |   |  |   |
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| Sustainability Objectives    |  | Preferred option  | Proposed Changes to the Submission Core Strategy   | Comments, mitigation  |
|                              |  | Identify the Pear Tree site and surrounding land as a strategic location to provide a modern mixed-use employment site which would include an emergency services centre. Other uses could include university related development. | -Allocate Northern Gateway as a strategic location for development to provide a modern employment site providing 55,000-80,000m <sup>2</sup> class B related activities based on set criteria and complementary uses which could include any of the following:<br>An emergency services centre (10,000m <sup>2</sup> ); residential dwellings (up to 200); small retail units (up to 2,500m <sup>2</sup> ); hotel (120-180 bed) and related leisure facilities |   |
| 11                           | <i>To reduce air pollution and ensure air quality continues to improve</i>   | --<br>It would support employment that requires road access   | -  | The criteria based policy provides scope to limit the type of B1 employment to those that relate to Oxford's key sectors of science and technology research, education, biotech and spin-off companies from the universities and hospitals. This association with Oxford should reduce to some extent the traffic impacts associated with the development, since some trips to the site will not be additional to Oxford. |
| 12                           | <i>To address the causes of climate change through reducing emissions of greenhouse gases, and ensure that Oxford is prepared for associated impacts</i> | -<br>Many employees likely to come from outside Oxford. Site is located on the edge of Oxford, so people may be less likely to arrive by car than if it is located further away from Oxford. Located near P+R site.               | -<br>Policy sets out criteria intended to ensure that local businesses take up employment on site. Despite this, many employees likely to come from outside Oxford. Site is located on the edge of Oxford, so people may be less likely to arrive by car than if it is located further away from Oxford. Located near P+R site. Potential for on-site district scale renewable energy to address the causes of climate change.                                 | Improve public transport access to the site.<br>Consider links to Oxford station and the proposed new station at Water Eaton Park and Ride.<br>Discourage employees from using the P+R site for parking. Improve cycle parking.   |

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| Sustainability Objectives    |   | Preferred option  | Proposed Changes to the Submission Core Strategy   | Comments, mitigation   |
|                              |   | Identify the Pear Tree site and surrounding land as a strategic location to provide a modern mixed-use employment site which would include an emergency services centre. Other uses could include university related development. | -Allocate Northern Gateway as a strategic location for development to provide a modern employment site providing 55,000-80,000m <sup>2</sup> class B related activities based on set criteria and complementary uses which could include any of the following:<br>An emergency services centre (10,000m <sup>2</sup> ); residential dwellings (up to 200); small retail units (up to 2,500m <sup>2</sup> ); hotel (120-180 bed) and related leisure facilities |  |
| 13                           | <i>To conserve and enhance Oxford's biodiversity</i>  | ?   | 0  | Recent biodiversity studies have been undertaken and informed that there are unlikely to be any major ecological issues through development of the site itself.<br>A Habitats Regulations Assessment has been undertaken for the impact on Oxford Meadows and other European Sites   |
| 14                           | <i>To protect and enhance and make accessible for enjoyment Oxford's countryside and historic environment</i> | 0   | 0  | Land is not currently accessible and not Green Belt; land is of poor landscape value although it is a greenfield site. The Landscape Character Assessment describes the area as follows:<br>'The fragmentation of the landscape by major infrastructure, poor condition of the field boundaries and erosion of the rural landscape structure by built development means the area does not show great strength character or quality.' The Northern Gateway site contains land with well-preserved ridge and furrow reflecting medieval cultivation, which is currently used for agricultural grazing. |

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|                              |  | Identify the Pear Tree site and surrounding land as a strategic location to provide a modern mixed-use employment site which would include an emergency services centre. Other uses could include university related development. | -Allocate Northern Gateway as a strategic location for development to provide a modern employment site providing 55,000-80,000m <sup>2</sup> class B related activities based on set criteria and complementary uses which could include any of the following:<br>An emergency services centre (10,000m <sup>2</sup> ); residential dwellings (up to 200); small retail units (up to 2,500m <sup>2</sup> ); hotel (120-180 bed) and related leisure facilities  |   |
| 15                           | <i>To reduce road congestion and pollution levels by improving travel choice, shortening length and duration of journeys and reducing the need for travel by car/lorry</i> | --<br>It would support employment that requires road access   | -<br>Transport modelling undertaken for the Core Strategy as a whole shows the most significant increases in traffic flows being to the south of the City, and on the A40 northern ring road as a result of traffic routing away from the south of the City. Traffic delays in the vicinity of the Northern Gateway are shown as less severe, but this probably reflects the fact that the A34 is already at or close to capacity during peak hours. The modelling had some limitations as it did not include a baseline scenario for Oxford or traffic generation expected from other Oxfordshire districts. More modelling is being carried out to deal with these issues. Specific transport modelling is also being undertaken for the Northern Gateway. Measures put in place within the policy seek to restrict the type of employment to that with existing ties to Oxford. This has the potential to reduce the need for road travel to the site. | Already considerable congestion on A40 and A34.<br>Improve public transport access to the site.<br>Consider links to Oxford station and proposed new station at Water Eaton Park and Ride.<br>Discourage employees from using the P+R site for parking. |
| 16                           | <i>To use natural resources sustainably</i>  | i   | i   | AAP to investigate the potential for a area-based on site community energy project for the site.  |

| Table AD.02 Northern Gateway |  |   |   |   |
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| 17                           | <i>To reduce waste generation and disposal, and achieve the sustainable management of waste</i>            | i   | i   | Figures for trade waste available at county level only. It has therefore not been possible to disseminate the amount generated for Oxford. Recycling should be encouraged as part of the final scheme.  |
| 18                           | <i>To maintain and improve water and soil quality and to achieve sustainable water resource management</i> | -   | -<br>The inclusion of statement within the policy to incorporate sustainable drainage into the scheme strengthens it with regard to water issues. The policy also gives scope for an element of housing to be incorporated into the scheme. Gardens and other green areas can provide better runoff.<br><br>Water consumption (based on an estimate of 3750 employees, and the NRIA standard of 9.3m <sup>3</sup> /person/year) is likely to be 34,875m <sup>3</sup> /year. This figure represents an upper estimate based on the current requirements through the minimum standards set out in the adopted NRIA SPD. | Would result in loss of agricultural land, so loss in soil quality.<br>Would need measures to ensure that no water pollution occurs. Site is above minor aquifer.<br><br>Gardens and landscaping can help to improve water and soil quality: housing may be better in this sense. |

| Table AD.02 Northern Gateway |   |   |  |  |
|------------------------------|---|---|--|--|
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|                              |   | Identify the Pear Tree site and surrounding land as a strategic location to provide a modern mixed-use employment site which would include an emergency services centre. Other uses could include university related development. | -Allocate Northern Gateway as a strategic location for development to provide a modern employment site providing 55,000-80,000m <sup>2</sup> class B related activities based on set criteria and complementary uses which could include any of the following:<br>An emergency services centre (10,000m <sup>2</sup> ); residential dwellings (up to 200); small retail units (up to 2,500m <sup>2</sup> ); hotel (120-180 bed) and related leisure facilities |  |
| 19                           | <i>To increase energy efficiency and the proportion of energy generated from renewable sources in Oxford</i>                          | i   | I<br>Potential for on-site renewable energy/ low-carbon energy scheme. This should be investigated as part of the AAP process.   | Expect very high standards of energy efficiency.   |
| 20                           | <i>To develop and maintain a skilled workforce to support long-term competitiveness of the region</i>                                 | +<br>Likely to be research/development type development   | +<br>Policy includes criteria for employment development to focus on Oxford's strengths. This includes research/development as well as science and technology research, biotech and spin-off companies from the universities and hospitals   | Range of employment opportunities associated with Oxford's strengths to be provided by the development of this site.                         |
| 21                           | <i>To ensure high and stable levels of employment so everyone can benefit from the economic growth of Oxford</i>                      | +   | +<br>Significant amount of class B1 floorspace proposed.   |  |
| 22                           | <i>To sustain economic growth and competitiveness across Oxford</i>   | +   | +  |  |
| 23                           | <i>To develop a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities</i> | +   | ++   | The B1 employment criteria added means that the type of development likely to occur at the Northern Gateway scores well against this option. |
| 24                           | <i>To stimulate economic revival in priority regeneration areas.</i>  | 0   | 0  |  |

| Table AD.02 Northern Gateway   |  |                  |  |   |
|--|--|------------------|--|---|
| Sustainability Objectives  |  | Preferred option | Proposed Changes to the Submission Core Strategy | Comments, mitigation  |
| 25   | <i>To encourage the development of a buoyant, sustainable tourism sector</i> | 0                | +  | The policy now includes the provision for a hotel as part of the complementary uses. This will encourage overnight stays in Oxford, thus supporting the sustainable tourism sector. |
| <p><b>Summary</b> – Originally, the preferred option was assessed to have beneficial impacts on the SA economic objectives. However, it would be likely to have a significant adverse impact on air pollution and road congestion as it would support employment that requires road access, unless significant transport mitigation measures are proposed. In this respect there would be the opportunity to integrate measures to promote travel by means other than the car within the development. The SA concluded that if the preferred option was selected the transport implications would need to be addressed in the Area Action Plan. Pear Tree was considered not be a good location for a solely residential development due to noise and air pollution from the surrounding roads.</p> <p>The main changes to this policy are in the form of the amounts of floorspace that have now been included. This provides a much clearer indication of how the site will be developed. An Area Action Plan for the site is proposed and this will address the design layout of the scheme. The changes to the policy enable the sustainability impacts to be assessed in more detail than previously. The policy adds more details about the mitigation of transport impacts, both through the type of employment development proposed and the addition of policy wording regarding this issue. It also now requires sustainable drainage to be included within the development. The policy also proposes that, as a complementary use, residential development is considered to be appropriate on a small portion of the site. The sustainability impacts of residential development would depend on its precise location, since clearly some areas of the Northern Gateway are noisier and more affected by transport infrastructure than others.</p> |  |                  |  |   |

| <b>Table AD.03: Barton safeguarded land</b> |   |  |   |  |
|---|---|--|---|--|
| <b>Sustainability Objectives</b>            |   | <b>Preferred Options stage Option 2</b><br>– Identify the site for a residential development plus a range of complementary mixed uses. | <b>Proposed Change to Submission Core Strategy Policy</b><br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway. | <b>Comments, mitigation</b>  |
| 1   | <i>To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment</i> | -/0  | -/0   | Housing development has the potential for a significant increase in runoff. The site has small areas of existing floodplain. Sustainable urban systems needed; check drainage; avoid floodplain adjoining Bayswater Brook. The SFRA notes that it is possible to mitigate, through careful design, any need to develop on high-risk flood areas. This will be addressed through the AAP process. |
| 2   | <i>To encourage urban renaissance by improving efficiency in land use, design and layout</i>                            | +  | +   | Potential to use development on this site to stimulate and support redevelopment in Barton. The final design of the scheme will be delivered through an Area Action Plan for the site.   |
| 3   | <i>To meet local housing needs by ensuring that everyone has the opportunity to live in a decent, affordable home</i>   | ++   | ++<br>The SHLAA has assessed the potential for housing on this site. This figure has been translated through into the policy.   | Development of the site for a predominantly housing led scheme will provide a high amount of affordable housing as well as the supporting infrastructure to allow the site to be integrated into the surrounding communities.  |
| 4   | <i>To improve the health and well-being of the population and reduce inequalities in health</i>                         | +/-  | +/-   | Potential to improve local health facilities; identified by Primary Care Trust as an area where health facilities should be upgraded. Could increase pressure on existing health facilities.   |
| 5   | <i>To reduce poverty and social exclusion</i>   | +<br>In area of city that needs investment   | ++  | New development may be a catalyst for regeneration. Policy seeks to stimulate regeneration of Barton and Northway.   |

| Table AD.03: Barton safeguarded land |   |   |  |   |
|--------------------------------------|---|---|--|---|
| Sustainability Objectives            |   | Preferred Options stage Option 2<br>– Identify the site for a residential development plus a range of complementary mixed uses. | Proposed Change to Submission Core Strategy Policy<br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway. | Comments, mitigation  |
| 6                                    | <i>To raise educational achievement levels and develop the opportunities for everyone to acquire the skills needed to find and remain in work</i> | 0   | 0  | Site to be developed for housing. County Council contacted regarding requirements for new primary/ secondary school or improvements to existing facilities in the vicinity. Development of site likely to require either expansion at existing primary schools, or an additional school within the site itself. |
| 7                                    | <i>To reduce crime and fear of crime</i>  | ?   | ?  | Potential for residential development to be an isolated enclave, or else a trigger for a more vibrant Barton. The Area Action Plan will determine the precise location of open space within the development, as well as the layout of the development.  |
| 8                                    | <i>To create and sustain vibrant communities</i>  | +/-<br>some problems of integrating the site with Barton  |  | Potential to generate small scale services, e.g. retail and other class A services. If pedestrian/cycle link to Westlands Drive shops is provided, could also provide facilities for new residents.   |
| 9                                    | <i>To provide accessible essential services and facilities</i>  | +   | +  | Opportunities for opening up site to public access. Potential for essential services and facilities to be located on-site, or improvements to the neighbourhood centres in Barton/ Northway. Increased population at Barton likely to support local services.   |
| 10                                   | <i>To make opportunities for culture, leisure and recreation readily accessible</i>   | +<br>potential for a city park to be delivered through a residential development  | +<br>Policy proposes to retain existing allotments, as well as an area of public space equivalent to what currently exists.  | Potential for footpath improvements from any new development and for a linear nature park along Bayswater Brook. Green space to be incorporated into new development.   |
| 11                                   | <i>To reduce air pollution and ensure air quality continues to improve</i>  | -   | -  | Air Quality Management Area at Green Road roundabout. Likely to be increased traffic as a result of the development which could worsen the situation.   |

| Table AD.03: Barton safeguarded land |  |   |  |   |
|--------------------------------------|--|---|--|---|
| Sustainability Objectives            |  | Preferred Options stage Option 2<br>– Identify the site for a residential development plus a range of complementary mixed uses. | Proposed Change to Submission Core Strategy Policy<br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway. | Comments, mitigation  |
| 12                                   | <i>To address the causes of climate change through reducing emissions of greenhouse gases, and ensure that Oxford is prepared for associated impacts</i> | -   | 0 (due to proposed mitigation measures)  | There will be emissions associated with any development options, although national and local policy is moving towards zero carbon development. A district heating/ community energy scheme will be investigated through the AAP process. This is likely to reduce emissions directly associated with the development. The potential for a new bus route through the site, as well as improved cycle and pedestrian links, will also reduce the impact of transport-based emissions. |
| 13                                   | <i>To conserve and enhance Oxford's biodiversity</i>   | -   | -  | Water voles recorded in Bayswater Brook in 2003. Red Data Book species of invertebrate in the fields. Biodiversity interest across the site is not particularly high. Opportunity for some mitigation, e.g. wildlife corridor along the brook, though there would be added recreational pressure. Also retention of woodland and scattered trees across the site. The AAP will consider the appropriate way to integrate biodiversity considerations into the development.          |
| 14                                   | <i>To protect and enhance and make accessible for enjoyment Oxford's countryside and historic environment</i>  | +/-   | +/-  | The site is of moderate sensitivity in terms of landscape. It has the potential to increase and improve footpath links for residents and to increase access to the countryside. The Barton area is known to have potential for prehistoric and Roman archaeology which will require assessment at the appropriate planning stage.   |

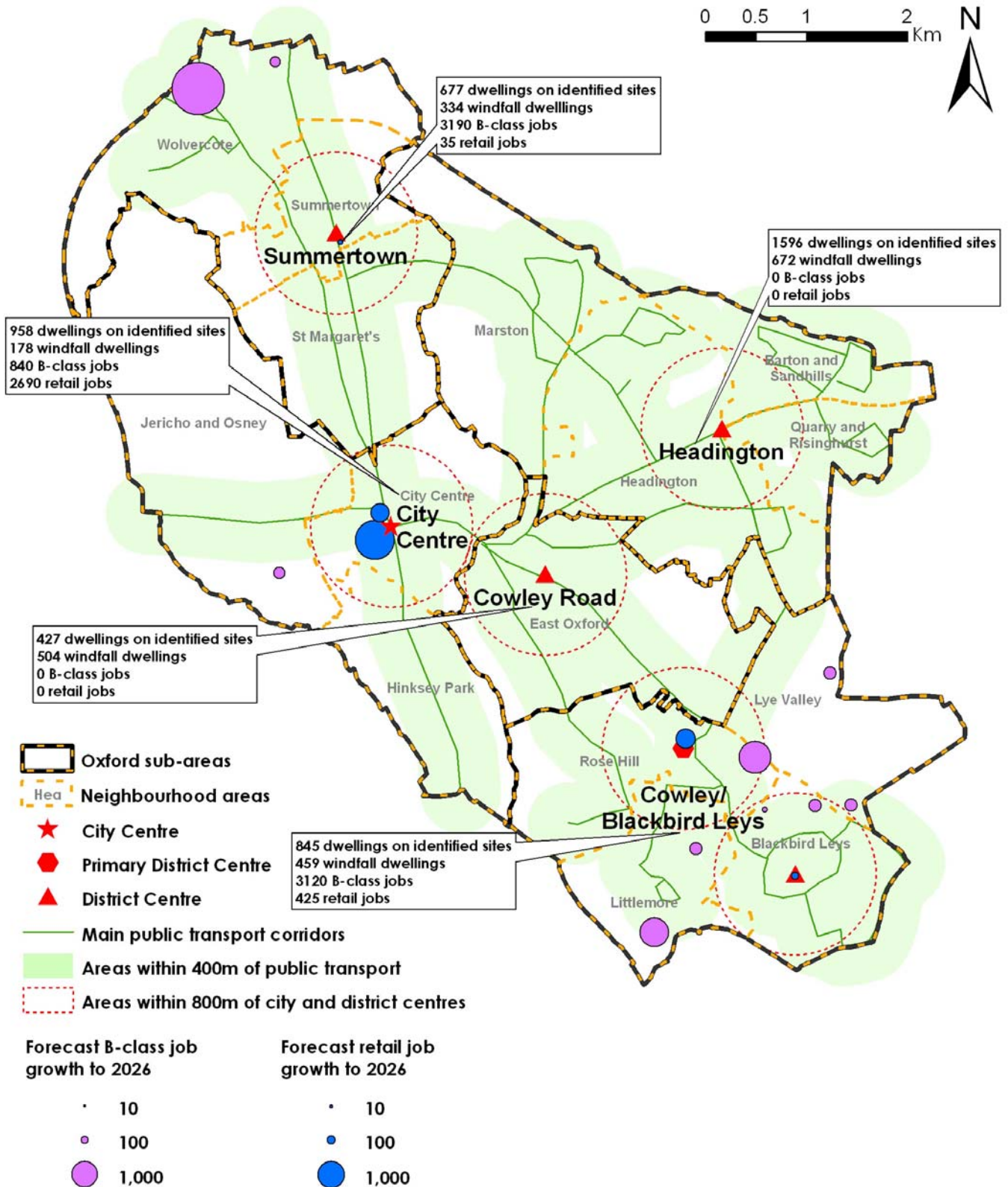
| Table AD.03: Barton safeguarded land |  |   |   |  |
|--------------------------------------|--|---|---|--|
| Sustainability Objectives            |  | Preferred Options stage Option 2<br>– Identify the site for a residential development plus a range of complementary mixed uses. | Proposed Change to Submission Core Strategy Policy<br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway.  | Comments, mitigation   |
| 15                                   | <i>To reduce road congestion and pollution levels by improving travel choice, shortening length and duration of journeys and reducing the need for travel by car/lorry</i> | -   | -<br>Transport modelling for Oxford has been undertaken for the impacts associated with the Core Strategy as a whole. The modelling work shows increases to the A40 eastern bypass when modelled to 2026 as well as increases on a number of roads near the proposed strategic development site. However, much of the increase on the A40 appeared to be due to traffic routing away from the south of the City as a result of the proposed South Oxford SDA. The modelling had some limitations as it did not include a baseline scenario for Oxford or traffic generation expected from other Oxfordshire districts. More modelling is being carried out to deal with these issues. It is worth noting that there has been limited mitigation incorporated into the assessment to date, i.e. it assumes that travel behaviour remains as it currently exists in the local area. | Generally not a very accessible: close to city centre but ring road is significant barrier. Likely to generate more car journeys. Mitigation would be pedestrian/cycle/possibly public transport link to Northway/ Barton. |
| 16                                   | <i>To use natural resources sustainably</i>  | i   | i   |  |

| Table AD.03: Barton safeguarded land |  |  |  |   |
|--------------------------------------|--|--|--|---|
| Sustainability Objectives            |  | Preferred Options stage<br>Option 2<br>– Identify the site for a residential development plus a range of complementary mixed uses. | Proposed Change to Submission Core Strategy Policy<br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway.   | Comments, mitigation  |
| 17                                   | <i>To reduce waste generation and disposal, and achieve the sustainable management of waste</i>              | i  | -<br>Waste Generation from Barton, based on current levels of domestic waste at 0.84 tonnes/ dwelling/ year (based on Oxfordshire Waste Partnership figures – 46,500 tonnes/ year and 55,500 dwellings in Oxford – Oxford Core Strategy) would be 1008 tonnes/ year. Oxford has a good level of recycling (35% - Oxford City Council Website, 2009). This gives an upper estimate of 655 tonnes/ year. | Mitigation should be investigated through the Area Action Plan process. Possible measures include home composting.  |
| 18                                   | <i>To maintain and improve water and soil quality and to achieve sustainable water resource management</i>   | -  | -<br>Water generation for the development at Barton is 155,520 m <sup>3</sup> /bedspace/year. This estimate is calculated through standard in the NRIA SPD for residential development – 54 m <sup>3</sup> /bedspace/year multiplied by 2.4 persons/ dwelling multiplied by 1200 dwellings.  | Need to ensure that there is no polluting runoff into the stream. Check football ground, which may be built on former landfill site; any development on/near there may be problematic.<br><br>Water consumption is likely to be mitigated through changes to Part L of the building regulations as well as improved efficiency measures to be outlined in the revised NRIA and through the implementation of national schemes such as the Code for Sustainable Homes.<br><br>Green roofs and other water efficiency measures should be investigated as part of the AAP process. |
| 19                                   | <i>To increase energy efficiency and the proportion of energy generated from renewable sources in Oxford</i> | i  | i/+  | A Community Energy/ District heating scheme should be investigated as part of the AAP process. Coupled with the changes to the building regulations. This is likely to mitigate carbon emissions associated with the new development.   |

| Table AD.03: Barton safeguarded land |   |   |  |  |
|--------------------------------------|---|---|--|--|
| Sustainability Objectives            |   | Preferred Options stage Option 2<br>– Identify the site for a residential development plus a range of complementary mixed uses. | Proposed Change to Submission Core Strategy Policy<br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway. | Comments, mitigation   |
| 20                                   | <i>To develop and maintain a skilled workforce to support long-term competitiveness of the region</i>                                 | 0   | 0  |  |
| 21                                   | <i>To ensure high and stable levels of employment so everyone can benefit from the economic growth of Oxford</i>                      | 0   | 0  |  |
| 22                                   | <i>To sustain economic growth and competitiveness across Oxford</i>   | 0   | 0  |  |
| 23                                   | <i>To develop a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities</i> | 0   | 0  |  |
| 24                                   | <i>To stimulate economic revival in priority regeneration areas.</i>  | +   | +  | New development may be a catalyst for regeneration. Policy seeks to stimulate regeneration of Barton and Northway. |
| 25                                   | <i>To encourage the development of a buoyant, sustainable tourism sector</i>  | 0   | 0  |  |

| Table AD.03: Barton safeguarded land   |  |  |                      |
|--|--|--|----------------------|
| Sustainability Objectives  | Preferred Options stage<br>Option 2<br>– Identify the site for a residential development plus a range of complementary mixed uses. | Proposed Change to Submission Core Strategy Policy<br>– Allocate site for a predominantly residential development (800-1200 dwellings) and infrastructure/ amenities to support the new community. Deliver access improvements that integrate the site into the wider community and stimulate regeneration in Barton and Northway. | Comments, mitigation |
| <p><b>Summary</b><br/>                     Although previously no preferred option for this site, option 2 from the preferred options stage was carried forward. This has resulted in a strategic housing site being allocated. The SA at the preferred options stage noted, <i>“this location is probably therefore a more sustainable location for residential or medical research linked to the Headington Hospital sites, than for employment or retail”</i>.</p> <p>The development of the site for housing over medical research is of major benefit towards meeting Oxford’s housing needs as well as the regional targets.</p> <p>Access to the site needs to be carefully considered as part of the AAP process. A potential route for residential traffic would be along North Way and Barton Village Road, although this would leave the development isolated for modes of transport apart from car travel. Other options include a bridge over the A40. A pedestrian/cycle/bus only bridge would have significant benefits in linking Barton to other parts of Oxford, including the shops in Westlands Drive and recreational facilities at Court Place Farm. A bridge would, however, be very expensive and it could be difficult to find a suitable location.</p> <p>The redevelopment of a greenfield site for housing will assist in meeting some of Oxford’s housing need, as well as providing an important catalyst for the regeneration of the post-war housing estates at Northway and Barton.</p> <p><b>Mitigation</b><br/>                     Provide a wildlife corridor along Bayswater Brook for recreational and biodiversity interest<br/>                     Conserve or relocate allotments and football ground</p> |  |  |                      |

**Figure 1 – Housing Distribution**



| Table AD.04: Housing Distribution |   |   |   |
|-----------------------------------|---|---|---|
| Sustainability Objective          |   | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation  |
| 1                                 | <i>To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment</i>                           | -/ i  | The Strategic Housing Land Availability Assessment identifies some sites in flood zones 2 and 3a. This is because of the compact nature of Oxford and lack of available sites in flood zone 1 to meet housing targets. Sites in higher flood zones include the West End, which is a priority regeneration area.   |
| 2                                 | <i>To encourage urban renaissance by improving efficiency in land use, design and layout</i>  | +   | The provision of a housing distribution provides clarity as to the likely locations of future housing development. The proposed housing distribution for Oxford is relatively uniform due to the constrained and compact nature of the city. With the exception of the Strategic housing sites at Barton and Summertown (if required), the majority of housing growth is likely to occur on brownfield land.  |
| 3                                 | <i>To meet local housing needs by ensuring that everyone has the opportunity to live in a decent, affordable home</i>                             | ++  | Although the sites in the housing distribution are not allocations, they reflect the potential level of housing that can be accommodated in Oxford. The evidence base for the Core Strategy includes a Strategic Housing Land Availability Assessment (SHLAA), in which there was a technical assessment of capacity and deliverability. If all the sites in the housing distribution are developed it is likely that a high proportion of affordable housing will be brought forward, and this will assist in meeting Oxford's already high housing need. Housing need in Oxford is much greater than can be provided, even if the housing targets set out in the Core Strategy are met. |
| 4                                 | <i>To improve the health and well-being of the population and reduce inequalities in health</i>   | 0   |   |
| 5                                 | <i>To reduce poverty and social exclusion</i>   | 0   |   |
| 6                                 | <i>To raise educational achievement levels and develop the opportunities for everyone to acquire the skills needed to find and remain in work</i> | +   | The inclusion of a spatial distribution of housing gives a broad indication of where development pressures will be. It is likely that this information will assist the LEA in determining the need for new schools in different areas of the city.  |
| 7                                 | <i>To reduce crime and fear of crime</i>  | 0   |   |

| Table AD.04: Housing Distribution |  |   |  |
|-----------------------------------|--|---|--|
| Sustainability Objective          |  | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation   |
| 8                                 | <i>To create and sustain vibrant communities</i>   | +   | Given the compact and constrained nature of the city, the relatively even distribution of housing across Oxford is likely to create and sustain vibrant communities, providing it is backed up with the relevant infrastructure. The housing set out in the City centre, particularly that identified in the West End, is likely to assist in recreating and sustaining a vibrant community within the City centre.  |
| 9                                 | <i>To provide accessible essential services and facilities</i>   | 0   |  |
| 10                                | <i>To make opportunities for culture, leisure and recreation readily accessible</i>  | 0   |  |
| 11                                | <i>To reduce air pollution and ensure air quality continues to improve</i>   | -   | Oxford City already has a number of Air Quality Management Areas. One of which is at Green Road Roundabout, and another in the City centre. It is likely, given the increases in road traffic under the transport modelling, that air quality is likely to worsen. However, there may be a lag time as newer cars with better engines have improved the amount of emissions being released. Several recent studies <sup>1</sup> into this predict, however, that this mitigation will probably be balanced out within the Core Strategy time period – by 2019/20 it is likely that air quality will deteriorate again. |
| 12                                | <i>To address the causes of climate change through reducing emissions of greenhouse gases, and ensure that Oxford is prepared for associated impacts</i> | -   | See 11 above and 15 below for vehicle based emissions. The distribution of housing does not show a clear preference for development in one specific area of the city. Therefore it is likely that impacts will be relatively evenly distributed. Localised impacts will be higher, for instance near the strategic housing site at Barton.   |

<sup>1</sup> Grice, S. et al (2006). *Baseline projections of air quality in the UK for the 2006 review of the Air Quality Strategy*, report to Defra et al [online] available at: [http://www.airquality.co.uk/archive/reports/cat16/0604041040\\_baselineprojectionsreport5.pdf](http://www.airquality.co.uk/archive/reports/cat16/0604041040_baselineprojectionsreport5.pdf) (accessed 14 May 2008); and Grice, S. et al. (2007). *Updated projections of air quality in the UK for base case and additional measures for the Air Quality Strategy for England, Scotland, Wales and Northern Ireland 2007*, report to Defra et al [online] available at: [http://www.airquality.co.uk/archive/reports/cat17/0707171116\\_newbaselineandadditionalmeasuresreport\\_v6.pdf](http://www.airquality.co.uk/archive/reports/cat17/0707171116_newbaselineandadditionalmeasuresreport_v6.pdf) (accessed 14 May 2008).

Defra (2007). *Passenger transport emissions factors: Methodology paper* [online] available at: <http://www.defra.gov.uk/environment/business/envrp/pdf/passenger-transport.pdf> (accessed 14 May 2008).

| Table AD.04: Housing Distribution |   |   |  |
|-----------------------------------|---|---|--|
| Sustainability Objective          |   | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation   |
| 13                                | <i>To conserve and enhance Oxford's biodiversity</i>  | 0   | Given the increase in traffic flow on the A34, which bisects the Oxford Meadows SAC, it is worth noting that the Habitat Regulations Assessment, included an Appropriate Assessment for Air Quality associated with transport impacts in Oxford. The critical loads for Nitrogen and Sulphur on the Oxford Meadows are well within their current environmental limits. The Appropriate Assessment concluded that there would be no significant impacts on the SAC in regard to air pollution impacts. It is also likely that there could be some localised impacts on biodiversity, especially from infill development. However, this can be adequately addressed through the development control process. The SHLAA does not identify sites for housing that are currently designated for their nature conservation interest. |
| 14                                | <i>To protect and enhance and make accessible for enjoyment Oxford's countryside and historic environment</i> | +/-   | The housing distribution does not show a clear preference for different parts of Oxford. Therefore it is likely that there will be impacts dispersed throughout the city. The housing distribution proposed seeks to avoid, as far as possible, impact on the city's main heritage assets, such as the view cones and the historic core of the city centre. Infill development on sites identified by the SHLAA could impact upon the townscape character of areas of Oxford. Measures should be put in place to avoid these types of impacts.   |

| Table AD.04: Housing Distribution |  |   |  |
|-----------------------------------|--|---|--|
| Sustainability Objective          |  | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation   |
| 15                                | <i>To reduce road congestion and pollution levels by improving travel choice, shortening length and duration of journeys and reducing the need for travel by car/lorry</i> | -   | <p>Transport modelling for the Core Strategy been undertaken from a 2007 baseline for a low growth scenario of 7,179 dwellings and a high growth scenario of 8,772 dwellings, plus the SDA (4,000) dwellings to 2026. An intermediate modelling scenario was also undertaken up to 2016, which included 4,960 dwellings (low growth) and 5,622 dwellings (high growth). The low growth scenario equates to the South East Plan target of 8,000 dwellings, given that there were 821 completions in 2006/07.</p> <p>The results from the 2016 model showed travel growth of 12% for the low and high growth scenarios, and similar overall growth in congestion. In both cases there is increased traffic on the Ring Road, with increased delay at Kennington and Wolvercote roundabouts. Under the 2026 scenario, the southern area of the city saw the most growth, particularly the southern ring road and some local (B) roads. The high level of growth to the south of the city can be explained by the inclusion of the SDA – 4,000 new homes on a greenfield site.</p> <p>One limitation of the transport modelling was that the baseline was not modelled forward to either 2016/ 2026. Therefore the amount of traffic growth attributed to the Core Strategy, and that which is attributed to general increases in road traffic cannot be distinguished. It also did not include traffic generated from other Oxfordshire districts since that information was not available at the time. It is also worth noting that limited mitigation has been incorporated into the assessment to date – the modelling assumes travel behaviour is remains as it exists in the local area. More modelling is currently being undertaken to deal with these issues.</p> |
| 16                                | <i>To use natural resources sustainably</i>  | 0   |  |

| Table AD.04: Housing Distribution |  |   |  |
|-----------------------------------|--|---|--|
| Sustainability Objective          |  | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation   |
| 17                                | <i>To reduce waste generation and disposal, and achieve the sustainable management of waste</i>              | 0   | The relatively even distribution of housing is likely to lead to a fairly uniform increase of waste across the city as a whole. Breaking the increases down in to neighbourhood areas sees approximate rises of domestic waste as follows: <ul style="list-style-type: none"> <li>- Summertown 558 tonnes/ year</li> <li>- Headington 1163 tonnes/ year</li> <li>- City Centre 630 tonnes/ year</li> <li>- Cowley Road 533 tonnes/ year</li> <li>- Cowley &amp; Blackbird Leys 735 tonnes/ year</li> </ul> Note: These figures take into account the most recently published recycling rate of 35% (2007/08)   |
| 18                                | <i>To maintain and improve water and soil quality and to achieve sustainable water resource management</i>   | -   | Estimated water resources requirements for each of the neighbourhood areas at 2026 is as follows <ul style="list-style-type: none"> <li>- Summertown 132,451 m<sup>3</sup>/year</li> <li>- Headington 276,177 m<sup>3</sup>/year</li> <li>- City Centre 149,428 m<sup>3</sup>/year</li> <li>- Cowley Road 126,748 m<sup>3</sup>/year</li> <li>- Cowley &amp; Blackbird Leys 174,441 m<sup>3</sup>/year</li> </ul> This uses the standard taken from the NRIA of 54 m <sup>3</sup> /bedspace/year. The areas of highest growth in predicted water consumption equate to those areas of highest housing growth. Water saving measures, such as grey-water recycling, water butts and other measures should be incorporated into all qualifying developments. Such measures are likely to reduce the effect on water resources. |
| 19                                | <i>To increase energy efficiency and the proportion of energy generated from renewable sources in Oxford</i> | i   | Depends on implementation  |
| 20                                | <i>To develop and maintain a skilled workforce to support long-term competitiveness of the region</i>        | 0   |  |

| Table AD.04: Housing Distribution |   |   |  |
|-----------------------------------|---|---|--|
| Sustainability Objective          |   | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation   |
| 21                                | <i>To ensure high and stable levels of employment so everyone can benefit from the economic growth of Oxford</i>                      | 0   |  |
| 22                                | <i>To sustain economic growth and competitiveness across Oxford</i>   | +/-   | There are two conflicting arguments when identifying sites for housing in relation to sustaining economic growth in Oxford. One is that identifying increased numbers of housing sites, in a relatively even distribution across the city, is beneficial for the retention and recruitment of staff in businesses and the public sector – this was a significant problem in Oxford prior to the current economic recession. The other is that identifying sites for housing rather than employment could affect economic competitiveness in the longer term, since Oxford has a limited supply of land for economic development. |
| 23                                | <i>To develop a dynamic, diverse and knowledge-based economy that excels in innovation with higher value, lower impact activities</i> | 0   |  |
| 24                                | <i>To stimulate economic revival in priority regeneration areas.</i>  | +   | It is anticipated that the development that occurs on greenfield land at Barton will assist in stimulating regeneration to both of the post-war housing estates of Barton and Northway. There may be potential redevelopment opportunities for housing on the estates themselves. This is also likely to stimulate regeneration of these areas.  |
| 25                                | <i>To encourage the development of a buoyant, sustainable tourism sector</i>  | 0   |  |

| Table AD.04: Housing Distribution  |   |                      |
|--|---|----------------------|
| Sustainability Objective   | Proposed Changes to the Submission Core Strategy<br>Housing Distribution – see map above. | Comments, mitigation |
| <p><b>Summary</b></p> <p>Housing is relatively evenly distributed across Oxford, with higher levels associated with the district areas of Headington and the City Centre since they contain the strategic sites at Barton and the West End. The proposed distribution is based on an assessment of potentially available sites undertaken in the Strategic Housing Land Availability Assessment (SHLAA).</p> <p>Positive impacts associated with the housing distribution include encouraging urban renaissance, supporting vibrant communities and helping to meet local housing needs. Most of the negative impacts identified, such as increased pressures on water resources and air quality, would be likely to arise wherever the housing is located in a compact city like Oxford. Larger strategic developments such as the land at Barton provide more opportunities to secure the appropriate infrastructure to support housing than smaller infill developments, but it is recognised that because Oxford is tightly constrained much of the new housing will be on smaller sites. This places pressure on various types of infrastructure and on townscape character through the cumulative impact of infilling and intensification in the urban area.</p> <p>Implications of the distribution on the road network have also been considered. The modelling, which has taken into account the proposed Strategic Development Area to the south of the city, shows the highest traffic growth in this area. There are also significant increases on the A40 Northern Ring Road under the 2026 scenario. One limitation of the transport modelling undertaken so far is that it does not project forward a baseline scenario for Oxford without the Core Strategy impacts, so it is unclear at present which impacts are due to the Core Strategy, and which are due to general increases in background traffic levels. More modelling is being undertaken. It is clear that much of the road network in and around Oxford is already at or near capacity. Significant growth is expected on a number of roads in and around Oxford – see transport modelling work for a full explanation.</p> <p>Overall, however, working within the environmental constraints to maximise opportunities for housing across the city, the distribution of housing is considered to be appropriate given the nature of Oxford: compact and constrained.</p> |   |                      |