

IDP Addendum note

1. Introduction and context

1.1 National policy requires that local authorities coordinate and plan for the provision of infrastructure to support future growth, identifying needs and deficits in current provision and identifying what is required, how it can be funded and brought forward. An Infrastructure Delivery Plan (IDP) is a key piece of supporting evidence for Local Plans that captures these needs.

1.2 The last iteration of Oxford's IDP was published as part of the background evidence supporting the examination on the Local Plan 2036 (adopted in 2020). Following adoption of the Local Plan, the Council commissioned Arup to undertake an update of the IDP to produce a detailed infrastructure assessment and prioritisation list for the council. Arup's work included taking a more geographically focussed look at needs across the city. Although the review did not consider needs beyond 2036 in detail, the assessment was intended to provide an updated baseline that could begin to inform the development of the new Local Plan, identifying broad areas for further investigation, looking forward to 2040.

1.3 The IDP does not drive new infrastructure delivery, and identification of infrastructure schemes within the document does not guarantee that they will come forward in future. Primarily, the IDP has a role of bringing together needs and plans from a diverse array of stakeholders, strategies and other sources to inform the formulation of the Local Plan, the writing of policies (e.g. site allocations) and acting as a resource to inform decisions elsewhere which could include funding bids for infrastructure. It relies on evidence and information provided by stakeholders through ongoing engagement and acts a snapshot in time, based upon best available information. The Council's goal moving forward is to maintain the IDP as a living document, updating the list of infrastructure needs on a regular basis to ensure that this resource is as up to date as possible and to better inform planning negotiations and decisions.

Issues consultation feedback

1.4 The Council is acutely aware of the challenges facing the city in relation to infrastructure. We published an infrastructure background paper as part of our early issues consultation on the new Local Plan in the summer of 2021. There was a range of feedback to the consultation, some of which covered infrastructure related issues, which are summarised below:

- The Plan must locate development in areas supported by necessary transport infrastructure with adequate public transport and cycle infrastructure;
- Oxford should consider a tram network;
- Ensure that the city has an adequate electric vehicle infrastructure (also supporting vehicle battery to grid energy flows, as this opportunity develops) alongside other electrical infrastructure needed to move to net zero and accommodate climate change mitigation measures, such as shift from gas to electric heating, and increased PV on buildings/at sites;

- Ensure there is adequate health, social and educational infrastructure to support new development whilst safeguarding Oxford's heritage; and
- Ensure that existing infrastructure is maintained before building new developments.

Regional studies – Oxfordshire Infrastructure Strategy (OxIS)

1.5 Stage 1 of [OxIS](#) has been completed which sets out the infrastructure needs for the county. Although the schemes list has not been endorsed by either the Future Oxfordshire Partnership or the County Council. It is seen as a list of schemes brought together from other evidence base documents at a point in time. The prioritisation framework included in OxIS stage 1 was endorsed formally by the County Council and is now being used to develop a tool to assess transport schemes.

1.6 Stage 2 of OxIS was linked to the work on the Oxfordshire Plan 2050 as this is no longer being taken forward this part of the work has been paused pending further decisions. In any events more evidence is required on strategic green infrastructure and zero carbon schemes.

Purpose of this note

1.7 The work prepared by Arup has established a refreshed picture of infrastructure provision, deficits and plans in the city via engagement with a range of providers and stakeholders. But, as we progress towards drafting policies for the new Local Plan 2040, we need to consider infrastructure requirements to a similar timeframe to ensure that the Local Plan is addressing these needs as much as possible.

1.8 Understanding infrastructure needs in the city to 2040 will partially rely upon understanding the levels of growth and its spatial composition across the city that we will need to plan for. A range of work is currently being undertaken to identify these needs including a Housing and Economic Land Availability Assessment (HELAA). We have commissioned an Oxfordshire Growth Needs Assessment (OGNA) to establish the housing and employment growth needs for the plan period in the absence of the Oxfordshire Plan 2050 evidence base. In advance of this work, it is difficult to form a complete picture of needs, or to ask other stakeholders to consider what will be required to support future growth. We expect that rounds of engagement and discussion with providers will need to occur continuously over the coming months as we develop a fuller picture of growth to be planned for in Oxford and this will inform future iterations of the IDP. Some discussions have already been held whilst others are planned in the coming months. We also expect statutory undertakers to provide infrastructure details in their response to the Regulation 18 Preferred Options consultation.

1.9 As such, this addendum note presents an interim update on our understanding of infrastructure needs in Oxford to 2040. It presents our findings so

far based upon further discussions that have occurred since Arup's initial review of needs to 2036. It focuses on key areas where our discussions have identified a need for further engagement or analysis building off the 2036 review, and flags next steps in developing the IDP to cover the period to 2040. Ultimately, we then intend to publish a full IDP 2040 as part of our draft Local Plan (Reg 19) consultation in winter 2023.

2. Current picture of infrastructure needs

2.1 This section details our best understanding of infrastructure needs to 2040 broken down into typologies of infrastructure used in the Arup refresh of the 2036 IDP. Our focus is to flag areas where understanding has moved on since the Arup work was completed. Where the conclusions for an infrastructure type remains up-to-date, and we have not identified any subsequent needs, we refer to the report rather than repeating that work. Ultimately, the conclusion of the needs assessment up to 2036 was that there were no 'showstopper' requirements for infrastructure, although there was a significant list of measures identified that have varying levels of importance to supporting future growth, as well as more specific needs under certain types of infrastructure (e.g. health) in some areas of the city. Our understanding is that this remains the case.

Transport

2.2 Transport infrastructure comprises the largest proportion of the infrastructure schemes identified in our scheme list at present. Most of these schemes relate to the provision of active travel (dedicated bike lanes, secure bike parking) , or sustainable/public transport schemes (.e.g. bus provision or railways).

2.3 Since Arup's review, we have been continuing to engage with partners at the County Council on the schemes reflected in the list and have tried to reflect updates wherever possible. More work has been undertaken towards delivering the County's three 'core schemes' which have a focus on reducing vehicle impacts in the city which include traffic filters, the enlargement of the zero emission zone beyond the pilot and the workplace parking levy. Updates on technical studies and funding arrangements have also been captured in relation to the suite of Local Cycling and Walking Infrastructure Plan (LCWIP) from which many of the active travel schemes stem.

2.4 There are significant plans for investment into the railway network in the city, including redevelopment of Oxford Station which is currently subject to the development of a new masterplan. Work continues on the reopening of the Cowley Branch Line for public use also. Plans for this scheme include two new passenger stations which should improve rail connections for the south of the city. Feasibility studies and technical work have provided indicative cost estimates for the scheme are between £100m and £150 million for the physical rail improvements. There will be a need for a further £10m-£20m to cover supporting infrastructure which is vital to the wider place-making supporting the reopening, such as new pedestrian/cycling bridge(s), cycle parking and public realm (e.g. walking connections, signage etc.).

Education

2.5 Engagement with County to inform the IDP 2036 review indicated that there is sufficient capacity within the city's primary and secondary schools to meet the needs of growth within the City's boundaries. Subsequent engagement with the County has not identified any change to these conclusions.

2.6 Oxfordshire County Council has indicated that there are new SEND schools being provided elsewhere in the county at present, which will in part serve Oxford city. They identify that there is limited scope to provide new SEND provision within Oxford at the current time.

2.7 The preliminary results from the 2021 census have begun to be published and any revised population data has not yet been considered within the education needs plans for the city. We will need to continue to engage with County to understand whether there are any updates to needs assessments to reflect the new population data stemming from the 2021 census.

Healthcare

2.8 One of the key areas of concern and requiring further investigation that was flagged in the IDP 2036 review was that of healthcare provision in the city. Discussions with the Oxfordshire Clinical Commissioning Group) - who are now known as the Berkshire Oxfordshire Buckinghamshire Integrated Care System (BOBICS) - identified significant constraints within some existing surgeries, with these being close to capacity with no room to expand. It was identified that the plans for growth to 2036 alone would likely require the provision of new surgery capacity within East Oxford, South Oxford or Central and West Oxford (or potentially several of these areas). Additional demand would also be generated by development on the unmet need sites outside the city boundary, with those within Cherwell and South Oxfordshire likely to look to Oxford for primary healthcare provision.

2.9 Unfortunately, discussions with the CCG at the time did not result in an indication about exactly how much new capacity would be required in the city, or where specifically. The IDP 2036 review flagged the need for engagement to continue as the new Local Plan is developed.

2.10 As such, we are continuing to meet with BOBICS, who are now responsible for coordinating healthcare provision in the city, to ensure the appropriate level of provision to meet need is properly addressed and to identify a clear set of priorities from them. This will be incorporated in the final version of the local plan. Discussions are focussed on exploring a range of options including identifying existing sites that may have capacity for some level of extension as well as identifying sites in the city that could accommodate new healthcare provision.

Green infrastructure

2.11 We consider provision of green features like open spaces, trees, habitats and blue features like rivers, streams and the canal as equally important pieces of infrastructure that support health and wellbeing. The IDP 2036 review identified a number of specific, short-term schemes in the city which relate to greening and biodiversity, but the geographic spread was patchy and was considered 'incomplete' with a need for further investigation as new strategies/studies came forward.

2.12 Since that work, we have had a green infrastructure study of the city completed by the consultants Ethos Environmental Planning which has helped to assess access and quality of the green network including identifying areas of deficit and opportunity for enhancement. This independent assessment included more specific site visits to more than 200 open spaces and has established a set of scoring and recommendations for improvement. The Council has also finalised an update to its Playing Pitches Study which will replace the previous version and looks at formal pitch provision for a range of sports. These assessments will need further analysis before a set of specific schemes can be identified for prioritising in future, but forms an important step in helping to address the incomplete picture above.

2.13 We have also been engaging in discussions internally with the open spaces team and have identified a couple of areas for further exploration in the coming months. One relates to allotment provision in the city, here conversations have highlighted that whilst there are a good number of allotments in the city, some areas suffer from long waiting lists for plots, and the allotments vary in quality and condition. The second area flagged to us is the need for a comprehensive set of refurbishment to the existing play facilities in the city. We will continue to work with colleagues in the open spaces team to determine specific schemes and costs for these projects in the coming months.

Communities

2.14 The IDP 2036 review identified that provision of community facilities such as libraries and community centres is fairly strong across the city, although conversations with members of the leisure team at the Council and with members of the County Council have identified that a number of facilities are in need of refurbishment. As such, most schemes identified in the IDP list at present relate to refurbishment or expansion as opposed to providing entire new facilities. We have continued discussions with colleagues in these teams to identify any updates to this assessment and will need to continue to engage where the picture of needs changes in future.

2.15 The Council has long identified that there is a need for new cemetery provision in the city, either via capacity increases at existing sites or provision of a new cemetery site. Work has been ongoing on identifying a new cemetery site.

Utilities

2.16 The IDP 2036 review involved discussions with utilities operators for electric, gas, water supply/sewerage, digital and flood mitigation. It highlighted no significant

concerns or 'showstoppers' but that there were varying needs for reinforcement and upgrades/replacement of infrastructure with respect to electricity, gas and water supply/sewers to ensure capacity is not exceeded in future. The Environment Agency is progressing with a significant new flood mitigation project in the form of the [Oxford Flood Alleviation Scheme \(OFAS\)](#), and in relation to digital infrastructure, the County Council is leading on the progressive countywide rollout of full fibre broadband to commercial buildings.

2.17 It will be vital for the Council to continue to engage with utilities providers as the Local Plan takes shape, particularly as firmer details emerge about levels of growth to be allocated across the city. They will have the opportunity to feed into the options consultation and we plan to follow up with providers in subsequent months to ensure that we are aware of key issues and that all needs are being accommodated where possible within the scope of the Local Plan.

2.18 A key area that we are cognisant to is the increasing demand for electricity usage in the city considering the shift towards net zero carbon, such as to heat our homes (as we transition away from fossil fuel heat systems) as well as to charge electric vehicles. This could put additional burdens on the power grid. If new development is to come forward in a timely manner, there must be sufficient electricity available to provide for the city's additional needs and to enable decarbonisation of the built environment. The city's resilience in this regard will be a key topic to discuss with the electricity provider alongside the wider Zero Carbon Oxford Partnership, who are also exploring this issue in more detail.

3. Other updates to the schedule since Arup's work

3.1 There have been a couple of other streams of work which have helped, or will help, our picture of infrastructure needs to 2040 which are touched upon below.

West End SPD work

3.2 The Council is finalising work on the West End Supplementary Planning Document (SPD) which sets out more detailed guidance on what is expected of development coming forward in the West End and Osney Mead area of the city. The project included the development of a comprehensive spatial framework which has been produced by the consultants Levitt Bernstein. A key element in developing the SPD and Spatial Framework (SF) was establishing delivery principles and priorities and this included an element of infrastructure provision.

3.3 Some of the infrastructure needs are more generalised or grouped together because their exact details will need to be determined as and when development comes forward in the area. For example the SF identifies a number of locations grouped into a table of 'routes', 'exceptional public spaces' and 'junctions' that would benefit from general interventions without being more specific about exact details at this time, an example is given in the figure below.

REF	LOCATION	INTERVENTIONS		POLICY AND DEVELOPMENT CONTEXT
1	Bolby Road	<ul style="list-style-type: none"> Segregated cycle route Improved settings of bus stops 	<ul style="list-style-type: none"> Improved pedestrian crossings (at Ferry Hinksey Road and Mill Street-Crilly Street) and widening footpaths Improvements to the pedestrian/cycle connection under the railway line 	<ul style="list-style-type: none"> Tree Planting - Continuing tree lined character of the western approach of Bolby Road Existing improvements are being made to provide better bus, cycle and pedestrian movement Phase 2 of the station improves connection under the railway line - further improvements may be needed
2	Oxpens Road/ Hethcote Road/ Thames Street	<ul style="list-style-type: none"> Trees, SuDS and planting from Frideswide Square to Castle Mill Stream Narrowing vehicular carriageways 	<ul style="list-style-type: none"> Provision of improved cycle lane Proposals coming forward on Oxpens, College site to provide active ground floor uses/positive active ground floor uses/positive frontage 	<ul style="list-style-type: none"> Improved pedestrian crossings and central reservation connecting Oxpens/Castle Mill stream crossing of Oxpens Lane; crossing of St Thomas' Street) and widening footpaths Masterplan for Oxpens is being developed which includes improvements to Oxpens Road Street identified as important in the OCCAP as an enabler to deliver the mixed use innovation district (supporting 12,000 new jobs by 2040) and be a key crossing point into the West End for Oxpens and Osney Mead developments (OCCAP 2021, p.132)
3	Hythe Bridge Street	<ul style="list-style-type: none"> Narrowing vehicular carriageways Segregated cycle route 	<ul style="list-style-type: none"> Proposals coming forward on Hutfield and Weaver House to provide positive/active frontage Introduce tree planting 	<ul style="list-style-type: none"> Creation of a safe pedestrian crossings into Hutfield's new public square Widening of footpaths Masterplan for the Hutfield sites is being developed which includes improvements on both Hythe Bridge Street and Park End Street.
4	Park End Street/ New Road	<ul style="list-style-type: none"> Improved cycleway Widening of footpaths 	<ul style="list-style-type: none"> Proposals coming forward on Hutfield site to provide positive/active frontage 	<ul style="list-style-type: none"> Introduce tree planting Improved settings of bus stops Ambitions for Hythe Bridge Street and Park End Street to build upon pedestrian and cyclist improvements at Frideswide Square and to create new pedestrian and cycle links making up new key routes from Oxford Rail Station (OCCAP 2021, p.130-131)
5	Becket Street	<ul style="list-style-type: none"> Street to celebrate and be sensitive to St Thomas Church and its setting Retain and celebrate street trees 	<ul style="list-style-type: none"> Proposals coming forward on car park site to provide positive/active frontage Widening of footpaths and improved pedestrian crossings 	<ul style="list-style-type: none"> Narrowing vehicular carriageways Consideration of relationship with Conyey Lane railway bridge
6	Woodins Way/ Conyey Lane and the western extension	<ul style="list-style-type: none"> Opportunity for public art interventions Opportunity for planting depending on scale of area 	<ul style="list-style-type: none"> Improved lighting Opportunity for regular events, such as markets 	<ul style="list-style-type: none"> Proposals coming forward to provide positive/active frontage Improved paving
7	Ferry Hinksey Road	<ul style="list-style-type: none"> Improvements in pedestrian crossings at junction with Bolby Road Improved signage of street at Bolby Road 	<ul style="list-style-type: none"> Consideration of the street's relationship with flood defence (OFAS) Improved paving 	<ul style="list-style-type: none"> Tree Planting Improvements in street's relationship with West Oxford Primary School
8	Mill Street into Conyey Lock	<ul style="list-style-type: none"> Opening up of Conyey Mill and Conyey Lock to public as a welcoming route 	<ul style="list-style-type: none"> Signage required to improve wayfinding Tree planting 	<ul style="list-style-type: none"> Car parking in Conyey Mill area to be rationalised and improved
9	Osney Mead Road	<ul style="list-style-type: none"> Trees, SuDS and planting which integrates with strategic blue infrastructure 	<ul style="list-style-type: none"> Improved cycleway and widening of footpaths Existing trees to be retained 	<ul style="list-style-type: none"> Proposals coming forward on Conyey Mead (Stegen, site) to provide positive/active frontage Masterplan for Conyey Mead regeneration site to include design improvements for Conyey Mead Road
10	Buttacke Stream Road	<ul style="list-style-type: none"> A new low grade street which is only for residents with accessibility needs, local businesses, deliveries and taxis 	<ul style="list-style-type: none"> Better relationship with Buttacke Stream Opportunity for food growing and play on the way 	<ul style="list-style-type: none"> Proposals on Conyey Mead regeneration, site provide opportunity to re-shape threshold with a positive entrance along green bank edge Masterplan for Conyey Mead regeneration site to include technical survey design and implementation strategy for this route
11	Green belt routes	<ul style="list-style-type: none"> Works to ensure footpaths are safe and accessible and clear of fallen trees 	<ul style="list-style-type: none"> Bridge improvements and new bridges 	<ul style="list-style-type: none"> Connections from existing network into new network at Conyey Mead/Oxpens Improvements to Willow walk and committed replacement bridge OFAS maintenance track
12	Towpaths and their links	<ul style="list-style-type: none"> Works to ensure footpaths are safe and accessible and clear of fallen trees 	<ul style="list-style-type: none"> Character of towpaths will be informed by surrounding context 	<ul style="list-style-type: none"> Creating connections into new network created by proposals Improvements to tow-path from Hythe Bridge Street to Wley Lock
13	City College site	<ul style="list-style-type: none"> Proposals for this site must improve pedestrian and cyclist connections from Conyey Mead/Oxpens to the city centre 	<ul style="list-style-type: none"> Proposals must link into to existing east-west connections - Woodins Way and Castle Mill Stream 	<ul style="list-style-type: none"> Proposals must provide a positive and active frontage to Oxpens Road Gasworks and Pipe bridges are to be improved (paving work has already been undertaken)

Figure 1 – Routes interventions identified within the West End Spatial Framework

3.4 However other elements of the identified infrastructure needs in the SPD are more specific, for example the need for undergrounding of electricity cables in Osney Mead, or provision of a new bridge linking Osney Mead with the Oxpens site. Where possible, these more specific projects have been afforded their own listing in the IDP schemes list along with what other details are currently available.

3.5 The high-level nature of the SPD and Spatial Framework means that it is likely that many of the projects identified within will need to be subject to further feasibility work and we will need to update the scheme list to reflect new information as and when it comes forward in future.

Net zero carbon and Zero Carbon Oxford Partnership Roadmap

3.6 We are aware that achieving the Council's target of becoming a net zero city by 2040 will require radical changes in how we heat/power our buildings and how we move around the city. There are several schemes within the IDP, such as those relating to supporting active travel, which will be important in supporting the objectives of the action plan. However, the target of net zero is likely to require adoption of a range of new technologies to shift us away from reliance on fossil fuels and this will have implications for infrastructure provision and the current scheme list may not fully capture all the potential projects of relevance to this topic (this partly reflects the recent nature of the 2040 net zero target and the lag in projects coming forward to support this).

3.7 The Zero Carbon Oxford Partnership (ZCOP) have produced a roadmap which sets out the direction of travel regarding technology adoption, retrofitting targets and emissions reductions needed in the coming years. Much of the technologies required will be delivered through small-scale interventions at individual building level (e.g. heat pump and solar panels installation). Their delivery relies upon the performance of development management policies as set out in the Local Plan for new development, or the actions of owners of existing buildings, and

therefore does not rely upon alternative funding/delivery mechanisms as more strategic projects might. Though important, they would therefore not be captured within the IDP. However, we are aware of ongoing work being undertaken in terms of identifying strategic carbon reduction projects that would be more appropriate for identification in the IDP. This includes a study happening across the Council's land to identify potential for net zero projects.

3.8 The Council has also recently adopted an Electric Vehicle Infrastructure Charging Strategy (OxEVIS) which sets out a strategy for supporting uptake of electric vehicles by ensuring the right infrastructure for charging is available and in the right locations. Defined policy options will be developed under an implementation plan by the end of FY 2023 and is expected to include a commitment to make infrastructure available within a reasonable walking distance for those Oxford households who have no driveways to charge their EV and as such are dependent upon remote charging infrastructure. The team working on this strategy have been undertaking analysis to identify areas in the city with a lack of access to charging facilities. This will help to inform priority locations and specific public infrastructure schemes that could be identified through the IDP in future.

3.8 Our role in developing future iterations of the IDP and considering infrastructure within the context of the new Local Plan will be to continue to engage with these teams within the Council to ensure that strategic infrastructure projects relating to net zero are captured within the IDP list as and when detail on these emerges. Equally, as highlighted in para 2.18, we will need to continue to engage with the electricity provider to ensure that the underlying grid infrastructure can support these projects, including the smaller-scale measures that households may be putting in place that are not directly identified in the IDP itself.

4. Preferred options consultation

4.1 The preferred options consultation sets out our suggested approaches to a wide range of policy areas that will be addressed in the Local Plan 2040. Of most direct relevance to infrastructure provision is chapter 8 which sets out options for Areas of Focus and specific site allocations. As we have developed these options, we have been using the analysis set out in the IDP 2036 review and the subsequent conversations detailed in this addendum to try to ensure that local infrastructure needs are taken into account when setting out our expectations for development across the city.

4.2 The details set out in this addendum note and the preferred options document highlight what we consider to be the present picture of infrastructure provision and future needs within the city based upon our conversations and analysis to date. We are aware that there may be areas where our information is still incomplete and that local residents may have concerns about provision which have not been fully captured. This consultation offers an opportunity to provide feedback on this assessment to date and to highlight areas that we may need to give more

consideration. As such, we welcome feedback on this assessment as with the rest of the consultation material.