

AMENITY GREEN SPACE  
**SCHOOLS**

COMMUNITY CENTRE

PARKS AND GARDENS

**SURGERY**

SPORTS PITCHES

**Salt Cross Garden Village**  
Phasing Report

8th of March 2022

CULTURE AND THE ARTS

COMMUNITY ORCHARDS

**LIBRARY**



SUPERFAST BROADBAND



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# Contents

	<b>Glossary</b>	ii
<b>1.0</b>	<b>Introduction</b>	
	Purpose of this report	3
	Related work	3
	How this report should be used	4
<b>2.0</b>	<b>Background</b>	
	Plan-making hierarchy	5
	Examination of the Salt Cross AAP	5
	Inspector's written advice and WODC's response	5
<b>3.0</b>	<b>Scope of this report</b>	
	Overview	7
	Key infrastructure	8
<b>4.0</b>	<b>Methodology and assumptions</b>	
	Anticipated Trajectory	9
<b>5.0</b>	<b>Dependencies between development and key infrastructure</b>	
	Dependencies across the wider Eynsham Area	14
	Spatial considerations within SCGV	14
	Key Stages in the Anticipated Trajectory	15
	Culture and the arts	17
	Community meeting space	17
	Community Development	18
	Library and archives	19
	Indoor sports and leisure	20
	Education	20
	Emergency services	22
	Green infrastructure	22
	Health and social care	24
	Transport and movement	24
	Water	33
	Waste	34
<b>6.0</b>	<b>Framing the Indicative Phasing Arrangements</b>	
	Potential Key Trigger Points	35
	Preparation and agreement of a Detailed Phasing Plan	37
<b>7.0</b>	<b>Conclusion</b>	38

**Appendix 1** - Indicative Phasing Arrangements (table).

**Appendix 2** - Indicative Phasing Arrangements (diagram).

## Glossary

Within this report the terms listed below have the following meanings.

<b>Anticipated Trajectory</b>	A nominal development trajectory for Salt Cross Garden Village, prepared for the purpose of illustrating the Indicative Phasing Arrangements described in this report.
<b>Detailed Phasing Plan</b>	A detailed document, describing and illustrating the applicant's proposals for phased implementation of development proposals set out in an outline planning application. The document would include a Spatial Phasing Plan. It would complement the related section 106 agreement(s) in establishing an outline framework for subsequent development of Salt Cross Garden Village, through the approval and implementation of reserved matters applications.
<b>Directions of Development Diagram</b>	A simple diagram of the Salt Cross Garden Village allocated site, drawing on similarities between the Area Action Plan Illustrative Spatial Framework Plan and the Parameter Plans submitted as part of Grosvenor's outline planning application. It could be used as a base to illustrate agreed key moves from the Indicative Phasing Arrangements set out in this report.
<b>Geographical Phases</b>	Sub-areas within the Salt Cross Garden Village, as identified on a Spatial Phasing Plan, included as part of a Detailed Phasing Plan document.
<b>Indicative Phasing Arrangements</b>	Indicative Phasing Arrangements set out in this report to assist WODC in addressing the Inspector's requirements. Prepared in order to provide a framework for subsequent negotiations on a Detailed Phasing Plan.
<b>Key Infrastructure</b>	Key Infrastructure items as described in Appendix 5 of the Salt Cross Area Action Plan.
<b>Potential Key Trigger Points</b>	Potential Key Trigger Points for the delivery of Key Infrastructure items, as described in Table 3 of this report. Potential Key Trigger Points are linked to significant Stages within the Anticipated Trajectory.
<b>Stages</b>	Significant Stages within the Anticipated Trajectory, as described in Figure 2 of this report.
<b>Spatial Phasing Plan</b>	A spatial representation of the applicant's proposals for phased implementation of development proposals set out in an outline planning application. A Spatial Phasing Plan would be included within a Detailed Phasing Plan document.

## 1.0 Introduction

### Purpose of this report

- 1.1 West Oxfordshire District Council (“WODC”) has commissioned A K Urbanism (“AKU”) to produce this Phasing Report for the Salt Cross Garden Village (“SCGV”). This report is intended to form part of the evidence base for the SCGV Area Action Plan (“the AAP”).
- 1.2 The AAP was formally submitted for examination in February 2021. Hearing Sessions were held over a two-week period between the 28th of June and the 8th of July 2021. Following the conclusion of the Hearing Sessions, the Inspector set out written advice in a note to the Council. He concluded that there is a lack of consistent evidence to show that dependencies over the lifetime of the plan, between the level of development and the infrastructure needed to support it, have been adequately considered. This report has been commissioned to assist WODC in addressing the Inspector’s concerns.

### Related work

- 1.3 AKU was previously appointed by WODC to undertake infrastructure delivery planning work in relation to the Eynsham area. That work produced the Eynsham Area Infrastructure Delivery Plan (“Eynsham Area IDP”), which already forms part of the evidence base for the AAP.<sup>1</sup>
- 1.4 The Eynsham Area IDP provided a point in time picture of infrastructure needs across the Study Area. It described how further work would need to be undertaken to formulate appropriate delivery solutions and associated planning obligations. It recommended that further work should include the following.
  - Continued engagement with the promoters for the Garden Village Strategic Location for Growth (“SLG”) and the West Eynsham Strategic Development Area (“SDA”) on their anticipated development trajectories and on their working assumptions about site-specific infrastructure delivery planning.
  - Continued topic-specific infrastructure discussions with key stakeholders, wherever further work is required to translate assessed need into delivery solutions.
  - Establish a shared cost plan/tracker for the most significant infrastructure components, to inform viability discussions and future planning obligations.
  - Continued engagement with key stakeholders on the apportionment of costs associated with meeting the Study Area’s infrastructure needs.
  - Review outputs from the employment related work, with a view to establishing any additional infrastructure requirements associated with the science park proposals.
  - Establish appropriate triggers for the delivery of supporting infrastructure and facilities, to inform future work on planning obligations.
- 1.5 WODC subsequently appointed Aspinall Verdi to provide a Financial Viability Assessment (“FVA”) in respect of the AAP.<sup>2</sup> Gardner and Theobald were appointed to provide an indicative cost plan for SCGV, including cost estimates for the most significant infrastructure

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<sup>1</sup> Eynsham Area Infrastructure Delivery Plan - Updated Draft Report July 2020 (EV4).

<sup>2</sup> Salt Cross Garden Village, Eynsham - Area Action Plan Viability Appraisal (January 2021).

components. The FVA concluded that the AAP is viable, but also set out a number of important limitations.

- 1.6 Grosvenor Developments Limited (“GDL”) represents a consortium of landowners that controls the majority of the Garden Village SLG. GDL submitted an outline planning application (“OPA”) for development within the SLG in July 2020. That OPA is still to be determined. GDL has provided WODC with interim cost estimates, and has highlighted what it regards as the challenging scale of infrastructure to meet the AAP aspirations.<sup>3</sup>

## How this report should be used

- 1.7 This report considers how WODC might frame Indicative Phasing Arrangements, with a view to providing a policy framework for determination of the OPA and associated section 106 agreement(s). It is intended to assist WODC in addressing the Inspector’s concerns as described in summary above.
- 1.8 In formulating the Indicative Phasing Arrangements described in this report AKU and WODC have engaged with GDL’s team and with officers from Oxfordshire County Council (“OCC”). However, we anticipate that WODC will also want to consult with other key stakeholders, as per the Inspector’s advice. We also understand that WODC has appointed Aspinall Verdi to update the published FVA of the AAP, in light of the Indicative Phasing Arrangements described in this report.
- 1.9 The Inspector deferred to WODC on the question of whether the “*phasing plan*” is incorporated into the AAP, or used as evidence to support it.<sup>4</sup> As confirmed above, this report is intended to form part of the evidence base, rather than becoming part of the AAP. It will be for WODC to decide whether it wishes to propose any modifications to the AAP in light of this report, and in light of Aspinall Verdi’s updated FVA.

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<sup>3</sup> Prior and Partners representations on behalf of Grosvenor (Respondent ID 42 - Grosvenor Comment ref: 42/01 - 42/123).

<sup>4</sup> Post Hearing Sessions note from Inspector to the Council (27th of July 2021) (Insp 15).

## 2.0 Background

### Plan-making hierarchy

- 2.1 Infrastructure planning for the Eynsham Area is an integral part of a much wider hierarchy of plan-making work, which addresses future development proposals and associated infrastructure needs at a range of scales: i.e. sub-regional; county-wide; district-wide; Eynsham-Woodstock Sub-Area; Eynsham Parish; Garden Village SLG; and West Eynsham SDA. This plan-making hierarchy is described in section 2.0 of the Eynsham Area IDP.

### Examination of the Salt Cross AAP

- 2.2 Within the context of this plan-making hierarchy, WODC is in the process of preparing an AAP to guide the future delivery of the SLG, which is now referred to as Salt Cross. The Salt Cross AAP was formally submitted for examination in February 2021. Hearing Sessions were held over a two-week period between the 28th of June and the 8th of July 2021.
- 2.3 Following the conclusion of the Hearing Sessions, the Inspector set out written advice in a note to the Council.<sup>5</sup> He described how the AAP sets out the level of development anticipated at Salt Cross, including a housing trajectory and expectations relating to the provision of a science and technology park and other commercial development. He also described how it identifies a wide range of infrastructure requirements to support the proposed level of development. Notwithstanding the above, he concluded that there is a lack of consistent evidence to show that dependencies over the lifetime of the plan, between the level of development and the infrastructure needed to support it, have been adequately considered.
- 2.4 The Inspector also noted that, at the conclusion of the Hearing Sessions, WODC had indicated a wish to carry out further work, in particular on phasing. In light of his conclusion above, the Inspector paused the examination to allow WODC time to undertake the necessary work.

### Inspector's written advice and WODC's response

- 2.5 The Inspector also helpfully set out advice on matters that should be included within the scope of that work. His advice is included below.

*"Without prejudice to the need for me to consider and reach a final conclusion on the detail, the scope of further work should include:*

- *Establishing an appropriately detailed phasing plan for essential infrastructure (not just transport infrastructure). Including assumptions relating to trigger points for specific pieces of infrastructure to be in place related to phases of development (residential and commercial). Whether the phasing plan is incorporated into the AAP itself or used as evidence to support it is a matter for the Council to consider further.*
- *Written evidence justifying the assumptions made and approach taken in the phasing plan and how it is effective, including details of any continued engagement with key stakeholders that has helped to inform it.*

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<sup>5</sup> Post Hearing Sessions note from Inspector to the Council (27th of July 2021) (Insp 15).

- *A review of the existing evidence base (including information relating to viability) to ensure that it is consistent with the phasing plan.*
- *Detailed changes to the policy wording of Policies 13-17 in the Movement and Connectivity chapter to significantly improve legibility so that each requirement is clear. This should include reducing the length and complexity of the policies. Overall, they should be clearly written and unambiguous so it is evident how a decision maker should react to them."*

2.6 WODC responded in writing to the Inspector, confirming its agreement that further work on phasing is required to inform the AAP.<sup>6</sup> WODC's summary of the steps to be taken is included below.

*"At this point, the work is still being scoped out in detail but principally we see the exercise as involving the following key steps:*

- 1. Confirm the anticipated trajectory for the overall delivery of new homes and commercial floorspace at Salt Cross taking account of the current planning position reached in terms of AAP progress, likely determination of any outline planning permission, reserved matters approval etc.*
- 2. Determine an indicative phasing plan/phasing arrangements for the delivery of new homes and commercial floorspace based on the anticipated trajectory.*
- 3. Confirm the overall package of infrastructure which is needed to support the delivery of Salt Cross including transport and other essential infrastructure.*
- 4. Confirm what infrastructure items are needed and when during each phase of development including any key 'trigger' points such as in relation to education provision.*
- 5. Illustrate the agreed schedule of infrastructure items determined at points 3 and 4 above in tabular format and/or in plan format.*
- 6. Cross-check points 1 - 5 above with the AAP viability evidence and other supporting evidence as appropriate, re-running the viability assessment if necessary.*
- 7. Re-draft AAP Policies 13 - 17."*

2.7 WODC subsequently appointed AKU to provide consultancy support in relation to steps 1 to 5 above.

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<sup>6</sup> Letter from WODC to the Inspector (13th of August 2021) (WODC EXAM 05).



## 3.0 Scope of this report

### Overview

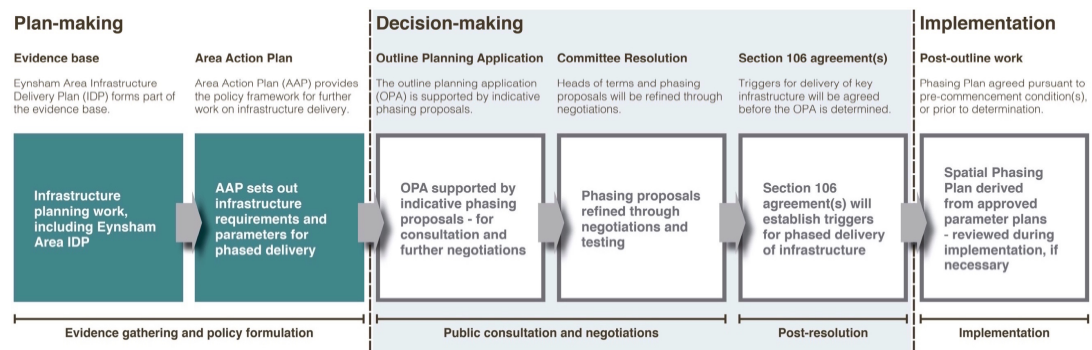
- 3.1 WODC wants to address the Inspector's core concern; i.e. that there is a lack of consistent evidence to show that dependencies over the lifetime of the plan, between the level of development and the infrastructure needed to support it, have been adequately considered. In order to do that, AKU and WODC considered it necessary to:
- review the Anticipated Trajectory for the development, as set out in the AAP;
  - consider the known dependencies between development and infrastructure throughout the Anticipated Trajectory;
  - identify Potential Key Trigger Points for delivery of Key Infrastructure based on occupations of new homes; and
  - present the findings in the form of Indicative Phasing Arrangements, to enable further testing of AAP viability.
- 3.2 The Inspector's note calls for an "...appropriately detailed phasing plan for essential infrastructure (not just transport infrastructure)." WODC and AKU have taken that to mean appropriately detailed for the plan-making stage, and relating to the key infrastructure requirements set out in Appendix 5 of the AAP. The Inspector deferred to WODC on the question of whether any phasing plan is incorporated into the AAP, or used as evidence to support it. Should WODC decide to incorporate material from this report into the AAP, it will need to satisfy itself that the tests of soundness will be met.<sup>7</sup>
- 3.3 In considering what is appropriate for the plan-making stage, we need to bear in mind the nature of the development proposition in this instance. The Local Plan (Policy EW1) and the AAP set out the local planning authority's requirements and expectations for SCGV. GDL represents a consortium of landowners that controls the majority of the Garden Village SLG. GDL submitted an OPA for development within the SLG in July 2020, which is still to be determined. The landowners and GDL currently envisage the proposed development being delivered by the private sector.
- 3.4 Given the above, the landowners and promoters have a critical role to play in formulating a Detailed Phasing Plan, albeit subject to the approval of the local planning authority. The Design and Access Statement ("DAS") submitted in support of the OPA includes GDL's indicative phasing proposals.<sup>8</sup> The OPA also includes draft heads of terms for a section 106 agreement.<sup>9</sup> The indicative phasing proposals and the draft heads of terms will evolve as the master planning and approval processes progress, and as new information becomes available. For example, the heads of terms will need to be developed, through negotiations, to a sufficient level of detail to enable WODC's Planning Committee to pass a resolution in respect of the OPA. Resolving any viability concerns will be a critical part of those negotiations. Assuming WODC's Planning Committee resolves to grant outline planning permission ("OPP"), further detail will be added through negotiations on the section 106 agreement(s). Assuming OPP is subsequently granted, it may be subject to a pre-commencement condition requiring the submission and approval of a Detailed Phasing Plan, including a Spatial Phasing Plan. Alternatively, the parties may be in a position to agree a Detailed Phasing Plan prior to determination of the OPA. Whichever route is

<sup>7</sup> (MHCLG 2021) National Planning Policy Framework (paragraph 35, pages 11 and 12).

<sup>8</sup> (GDL reference OGV-DOC-INF-DAS-01).

<sup>9</sup> (GDL reference OGV-DOC-INF-DHOT-01).

eventually followed, our expectation is that the Detailed Phasing Plan (including a Spatial Phasing Plan) will be predicated on agreed OPA Parameter Plans, and on triggers agreed during negotiations on the section 106 agreement(s). This process is illustrated in Figure 1 below.



**Figure 1: Anticipated evolution of phasing proposals for SCGV**

- 3.5 Given that detailed phasing proposals will be resolved through development management decision-making, we consider that it is neither necessary nor practicable for the AAP to completely pre-empt that process. However, AKU and WODC agree with the Inspector that one of the purposes of the AAP is to provide a policy framework for ensuring that essential infrastructure will be there when it is needed. In effect, the AAP and the evidence that supports it should provide a framework for the negotiations described above. That framework needs to be clearly written, unambiguous and aspirational, while also recognizing that further work will be required beyond the plan-making stage in order to prepare and agree a Detailed Phasing Plan that is deliverable.

## Key Infrastructure

- 3.6 Key Infrastructure types are set out in Appendix 5 of the AAP. In summary the list includes the following.

- Culture and the arts.
- Community meeting space.
- Community Development Facilities.
- Library and archives.
- Indoor sport/leisure.
- Education.
- Emergency services.
- Green infrastructure (various types).
- Health and social care.
- Transport.
- Water.
- Waste.

- 3.7 This report only addresses the above items; i.e. the Key Infrastructure. The councils will of course seek to ensure that all other necessary infrastructure and financial contributions are addressed in any future section 106 agreement(s).

## 4.0 Methodology and assumptions

- 4.1 Our methodology and assumptions are described below. In summary we have sought to:
- a) establish a nominal, but credible, Anticipated Trajectory for SCGV;
  - b) review the dependencies between the level of development proposed and the Key Infrastructure needed to support it;
  - c) establish potential Structuring Trigger Points, with a degree of flexibility that reflects the timing, purpose and limitations of this work;
  - d) establish WODC's preferences for phasing of the infrastructure components referred to in AAP Appendix 5, with appropriate justification in each case;
  - e) engage with OCC and with GDL's team to test our assumptions and discuss WODC's phasing proposals; and
  - f) illustrate how this information might be presented in a format that reflects the purpose of this report.

### Anticipated Trajectory

#### *Residential component*

- 4.2 As described above, AKU and WODC considered it necessary to review the indicative trajectory, as set out in the AAP. It suggests that 2,200 new homes could be delivered at SCGV over a 10-year period.<sup>10</sup> GDL's OPA anticipates a longer implementation period. The Environmental Statement ("ES"), submitted in support of the OPA, includes an indicative construction period.<sup>11</sup> The ES envisages a 14-year implementation period overall, with new homes being delivered over a 12-year construction period.
- 4.3 It is important to reiterate that the landowners and promoters envisage the SCGV development being delivered by the private sector. WODC is not therefore in a position to control the delivery trajectory. Moreover, AKU and WODC appreciate that various factors could influence the speed at which SCGV builds out: e.g. external factors, including fluctuations in the wider economy; financing, design and approval of enabling infrastructure; fluctuations in local housing demand; delivery on other sites in the area, including at West Eynsham SDA; the housing mix in early sub-phases; and provision of affordable housing, etc. Given the above, our aim was not to produce a definitive programme for delivery of SCGV, but rather to establish reasonable working assumptions and a credible Anticipated Trajectory.
- 4.4 AKU considers that it may be possible to deliver first housing completions at SCGV in 2026. This assumption is based on the stages and time frames described in Table 1 below. We assume that negotiations on the OPA will progress during the first half of 2022 towards a positive Planning Committee resolution in the second half of the year.
- 4.5 In terms of the potential average build out rate beyond 2026, we have considered the following relevant research by others, undertaken between 2014 and 2020.
- Hourigan Connolly 2014 - A report into the delivery of urban extensions (for Gladman Developments Ltd).

<sup>10</sup> Pre-submission draft Area Action Plan (AAP) - August 2020 (Figure 10.1, page 166).

<sup>11</sup> (GDL reference OGV-DOC-INF-ES-01).

- Savills 2014 - Urban Extensions: Assessment of Delivery Rates (for Barratt Homes).
- Nathaniel Lichfield and Partners (NLP) 2016 - Start to Finish.
- Letwin Review 2018 - Independent Review of Build Out.
- Savills 2018 - What next for housebuilding.
- Savills 2019 - Planning and housing delivery.
- North Essex Authorities 2019 - Build out rates in the Garden Communities.
- Lichfields 2020 - Start to Finish (Second Edition).

4.6 The Lichfields study in 2020 looked at 180 developments across England and South Wales, including 97 large-scale developments (i.e. more than 500 new homes). Lichfields found that even though some developments were able to achieve very high buildout rates in particular years, those rates were not consistently sustained. For developments of 2,000 or more dwellings, the average completions rate was 160 dwellings per annum.

Table 1: Assumed lead-in period to first completions		
Item	Description	Potential timing
1.	WODC resolution to grant outline planning permission.	June - August 2022
2.	Completion of section 106 agreement(s).	June - August 2023
3.	Grant of outline planning permission.	June - August 2023
4.	Discharge pre-commencement conditions.	October - December 2023
5.	Initial infrastructure works; i.e. to open up the site (see Note 1).	January - June 2024
6.	Pre-planning and marketing of first sub-phase.	January - June 2024
7.	Conditional contract with first housebuilder.	June - December 2024
8.	Phase 1a - pre-application design and consultation work.	January - March 2025
9.	Submission of first sub-phase reserved matters application ("RMA").	May - July 2025
10.	Determination of first sub-phase RMA.	August - October 2025
11.	Discharge pre-commencement conditions.	October - December 2025
12.	Mobilization.	January - March 2026
13.	Commencement on site.	April - June 2026
14.	First completions.	Second half of 2026
<b>Notes:</b> 1. The overall timeline may need to be extended to allow more time for design work on and subsequent approval of enabling infrastructure RMAs; e.g. the first sections of the spine road.		

4.7 We have also considered WODC's Note on Agreed Actions, which includes information on previously achieved housing delivery rates at other strategic sites in the District.<sup>12</sup> It highlighted the three strategic sites listed below.

- North East Carterton (Shilton Park): 1,419 dwellings completed between 2000/01 and 2008/09, at an average of 158 dwellings per year.
- North East Witney (Madley Park): 1,130 dwellings completed between 2001/02 and 2008/09, at an average of 141 dwellings per year.

<sup>12</sup> Salt Cross Garden Village Area Action Plan Examination Note on Agreed Actions (August 2021) (WODC EXAM 06).

- West Witney (North Curbridge): 485 dwellings completed between 2018/19 and 2020/21, at an average of 162 dwellings per year.

4.8 In light of the above research and local precedents, we consider that the indicative trajectory in the AAP, with an average of 220 new dwellings per annum, is not representative of average delivery rates on developments of comparable scale. Similarly, the indicative implementation period in the ES, which suggests an average of approximately 183 new dwellings per annum, also exceeds average delivery rates on developments of comparable scale.

4.9 We have based our Anticipated Trajectory for the residential component on a more conservative assumption about the average annual completions rate. This envisages 2,200 new homes being delivered over a 14-year period, which equates to an average of around 157 completions per annum. The potential implications are illustrated in Table 2 below. It is important to point out that this report aims to examine the dependencies between development and Key Infrastructure, including community facilities. We believe it is therefore appropriate to model a relatively long implementation period. However, our Anticipated Trajectory is merely a working assumption, and does not rule out the possibility that SCGV might be delivered within a much shorter timeframe.

Table 2: Anticipated Trajectory (for the purposes of this report)															
A	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
B	50	70	135	160	180	195	195	210	210	210	195	180	135	75	-
C	50	120	255	415	595	790	985	1,195	1,405	1,615	1,810	1,990	2,125	2,200	-
D	25	85	188	335	505	693	888	1,090	1,300	1,510	1,713	1,900	2,058	2,163	2,200
E	61	208	459	821	1,237	1,697	2,174	2,671	3,185	3,700	4,196	4,655	5,041	5,298	5,390

**Interpretation:**  
**A** - Implementation Period years.  
**B** - Completions per annum.  
**C** - Cumulative completions.  
**D** - Number of homes occupied (NB. lags behind completions).  
**E** - Population (based on 2.45 persons per household).

**Notes:**  
 1. Employment development at the science and technology park may continue to 2041 (or later), based on WODC's assumptions in the AAP.

4.10 For the purposes of this report, we have assumed that there might only be one sales outlet on the first sub-phase. By sub-phase we mean an area covered by a single reserved matters application ("RMA"). We have also assumed that as the development progresses several sub-phases might be under construction simultaneously, with perhaps five or more sales outlets operating at the peak of delivery, around Implementation Period years 2033 to 2035. We have assumed that delivery will start to taper off in Implementation Period years 2037 to 2039. The anticipated number of completions per annum are shown in Row B of Table 2, with the cumulative completions shown in Row C. Row D shows the number of first occupations in each year, which we have assumed will lag behind completions by around 50% per annum. Finally, Row E shows anticipated population growth per annum (i.e. based on an average of 2.45 persons per household). It is important to stress that this is merely a theoretical exercise for the purposes of framing Indicative Phasing Arrangements. Table 2 does not purport to be a programme for delivery of homes at SCGV.

**Main employment component**

- 4.11 The Inspector's note refers to trigger points for specific pieces of infrastructure to be in place related to phases of development (residential and employment). The AAP includes a number of core objectives in relation to employment opportunities (GV 23 to GV 27). Policy EW1 of the Local Plan allocates about 40 hectares of the SLG for business land in the form of a campus-style science park. AAP Policy 18 calls for a campus of around 40 hectares to accommodate science, technology, engineering and high-tech related businesses. This is expected to include around 80,000 square metres of floor space in the period to 2031 and beyond. Policy 18 describes how this campus should be located on a single site in a suitably accessible part of SCGV. The AAP explanatory text sets out WODC's expectation that the science and technology park will occupy a prominent location close to the A40. It also describes how WODC's analysis to date indicates that land to the west of Cuckoo Lane would be the most appropriate location (paragraph 9.8, page 151). This is also reflected in AAP Figure 11.6: 'Salt Cross - Illustrative Spatial Framework Plan.'
- 4.12 In terms of the anticipated delivery trajectory, WODC views the science and technology park as a long-term project, which is likely to extend beyond 2031. The AAP describes how similar schemes elsewhere have been delivered at a rate of around 5,000 square metres per year. WODC therefore envisages that it could take around 16 years for the science and technology park to be completed (paragraph 9.19, page 153). Again, this does not rule out the possibility that it might be delivered within a much shorter time frame.
- 4.13 AAP Policy 19 describes how provision will also be made for small-scale commercial and flexible business space in suitable and accessible locations elsewhere within SCGV; e.g. within a neighbourhood centre, or similar hub with links to other uses.
- 4.14 The AAP sets out WODC's requirement for employment floor space to be delivered in phase with the residential component. *"Phasing of the development should ensure that delivery of the employment areas does not lag behind the delivery of housing to enable containment of trips through the course of build-out of the development."* (paragraph 8.38, page 140). This requirement is consistent with the government's expectations for new garden communities, as set out in the 2018 Prospectus.<sup>13</sup> It describes how the garden communities programme is not *"about creating dormitory towns, or places which just use 'garden' as a convenient label."* (paragraph 3, page 5). The government expects proposals to demonstrate how they will meet and embed specified key qualities, including vibrant mixed-use communities *"that support a range of local employment types and premises, retail opportunities, recreational and community facilities."* (paragraph 13, pages 6 and 7).
- 4.15 WODC's Employment Study describes how the provision of infrastructure to unlock growth opportunities at the right time will be a critical cross-cutting theme for all aspects of the development.<sup>14</sup> It describes how supporting infrastructure for the science park can be grouped into three categories, with the first of these being physical infrastructure. It also advises that availability of urban infrastructure services, including streets, utilities and an uninterrupted power supply are the foremost requirements of any science park. While supporting infrastructure is likely to be required at different points in the science park's development process, upfront provision will be critical as part of enabling development works (e.g. access roads). Lichfields recommended that some combination of the following approaches should be considered as part of the emerging master plan for SCGV:

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<sup>13</sup> (MHCLG 2018) Garden Communities.

<sup>14</sup> Oxfordshire Cotswolds Garden Village Employment Study - Final Report (April 2019) (EV 20).



- provision of plots to accommodate design and build opportunities to meet bespoke requirements;
  - provision of serviced plots (i.e. with enabling infrastructure) offering flexibility, and lowering the barrier to entry for firms relocating to SCGV; and
  - public sector pump-priming, or cross-subsidization of uses, to support employment development on a speculative basis and to encourage new business start-ups.
- 4.16 Bearing all of the above in mind, we have assumed that WODC will require employment land within the SLG to be funded and developed on an equitable basis by the landowners and promoters; i.e. through determination of the OPA and associated section 106 agreement(s). We envisage that this will include the phased delivery of serviced employment land, with appropriate marketing arrangements, by specified triggers. We have assumed that the extent and disposition of science park sub-phases will be discussed and resolved through subsequent negotiations on planning obligations.
- 4.17 We note that the ES includes an assessment of operational employment opportunities, based on an indicative mix of uses and application of appropriate employment densities from the HCA Employment Densities Guide.<sup>15</sup> GDL's team points out that the ES work was informed by commercial advice, and therefore makes appropriate assumptions about future floor space (paragraph 7.7.10, page 65). We therefore envisage that it will be possible for the councils and GDL to have an informed discussion, prior to determination of the OPA, about the rate at which tranches of serviced employment land will need to be marketed (i.e. relative to housing completions) in order to meet sustainable development objectives, including self-containment.

***GDL's responses on the above assumptions***

- 4.18 In producing this report, we have engaged with and sought feedback from GDL's team on our assumptions about the potential development trajectory. While GDL has not explicitly endorsed our Anticipated Trajectory, they have not raised objections to it either. As noted above, GDL's working assumption about the likely implementation period, for the purposes of Environmental Impact Assessment ("EIA"), is not dissimilar. We return to this Anticipated Trajectory in section 6.0, when considering Potential Key Trigger Points for delivery of Key Infrastructure.

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<sup>15</sup> (Homes and Communities Agency 2015) Employment Density Guide - 3rd Edition.

## 5.0 Dependencies between development and key infrastructure

- 5.1 Having established what we regard to be a credible Anticipated Trajectory, we examine below the dependencies between development and the Key Infrastructure components identified in Appendix 5 of the AAP. We refer to the AAP evidence base as appropriate. We also refer to relevant national and local planning policies where appropriate, and to reasonable expectations in relation to place-making and stewardship that stem from the same.

### Dependencies across the wider Eynsham Area

- 5.2 AAP Policy 30 addresses the provision of supporting infrastructure at SCGV. It states that proposals for supporting infrastructure should be identified in a site-specific Infrastructure Delivery Plan (“site-specific IDP”) submitted as part of any outline planning application and updated as appropriate. The site-specific IDP should be based on the identified requirements set out in the Eynsham Area IDP. As the name suggests, the Eynsham Area IDP considers assessed needs for infrastructure to serve a wider than the SCGV (“the Eynsham Area IDP Study Area”).
- 5.3 As described in section 3.0, this report only addresses the Key Infrastructure types set out in Appendix 5 of the AAP. By and large, Appendix 5 focusses on infrastructure required to meet anticipated needs arising from the SCGV proposals. Not surprisingly, some of the infrastructure types or categories described in Appendix 5 are required to meet anticipated needs arising from SCGV and from other developments within the Eynsham Area IDP Study Area. As Appendix 5 points out, secondary education provision is intended to meet needs arising across the Eynsham Area IDP Study Area. Some of the required transport infrastructure will also serve wider needs. Appendix 5 identifies the apportioned requirement for primary health care provision, alongside the requirement for the Eynsham Area IDP Study Area.
- 5.4 WODC fully appreciates that issues relating to apportionment will need to be discussed and resolved during negotiations on the section 106 agreement(s). We consider that it is neither necessary nor practicable for those issues to be resolved within this report.

### Spatial considerations within SCGV

- 5.5 The AAP includes an Illustrative Spatial Framework Plan, which comprises a single village centre, supported by three distinct neighbourhood centres in the east, north and west of the site. These are referred to as Lowland hub, Rural hub and Technology hub respectively. The AAP explanatory text explains how the illustrative framework has evolved from a combination of constraints analysis and design concept work with stakeholders (paragraphs 11.14 to 11.34, pages 189 to 197).
- 5.6 During the examination WODC confirmed that the Illustrative Spatial Framework Plan is intended to illustrate in very broad terms the potential disposition of uses across the site. It has been prepared with flexibility in mind. This is reflected in Policy 28, which requires the submission of a master plan at the outline planning application stage, reflecting the key elements of the Illustrative Spatial Framework Plan.<sup>16</sup>

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<sup>16</sup> WODC Response to Inspector’s Matters and Questions: Matter 9 - Other Policies (WODC FS9).



- 5.7 We note that the OPA includes four Parameter Plans: Land Use; Landscape; Movement and Access; and Building Heights.<sup>17</sup> GDL has also submitted an Illustrative Master Plan in support of the OPA.<sup>18</sup> The indicative phasing proposals set out in the DAS are predicated on the framework created by the four Parameter Plans.
- 5.8 We note that there are some similarities between WODC's Illustrative Spatial Framework Plan and GDL's OPA Parameter Plans, in terms of the dispositions of key master plan components (e.g. science park area, schools and village centre). However, we appreciate that WODC is still considering all aspects of the OPA, including the proposed Parameter Plans. At this point in the process, the councils and GDL have not yet reached a consensus on a plan that could form the spatial basis for a Detailed Phasing Plan. As described in section 3.0 of this report, we anticipate agreement on a Detailed Phasing Plan once the OPA is determined. WODC envisaged that this further work on phasing would include illustrating the agreed schedule of infrastructure items *"...in tabular format and/or in plan format."*<sup>19</sup> In section 7.0, we consider options for addressing WODC's *"plan format"* expectation, if considered necessary.

## Key Stages in the Anticipated Trajectory

- 5.9 Before turning to consider the Key Infrastructure components in turn, we set out below our thinking on how the Anticipated Trajectory described in section 4.0 might be divided into Stages. It is important to stress that we draw a distinction between Stages and potential Geographical Phases. We see the former as important milestones within the Anticipated Trajectory, which are primarily predicated on population growth at SCGV. By Geographical Phases we mean sub-areas within SCGV. We anticipate that Geographical Phases will not necessarily be sequential in terms of implementation. Indeed, there are likely to be good reasons for development at SCGV to proceed within different Geographical Phases simultaneously.
- 5.10 We believe the following Stages within the Anticipated Trajectory will be significant; i.e. from place-making and community development perspectives. These Stages are described in more detail in Figure 2.
- Stage 1: Establishing a presence at Salt Cross.
  - Stage 2: Creating a hub for the new community.
  - Stage 3: Creating a neighbourhood around the new hub.
  - Stage 4: Expansion at pace, if circumstances are favourable.
  - Stage 5: Consolidation of Salt Cross as a garden community.
  - Stage 6: Practical completion, at least of the residential component.
- 5.11 The Inspector wants to understand WODC's assumptions about trigger points. In section 6.0 we consider how the Stages described in Figure 2 could be translated into a series of Potential Key Trigger Points, based on residential occupations. However, before looking at how such Potential Key Trigger Points might be calibrated at this point in the process, we consider each of the Key Infrastructure components in turn below. In each case we describe the councils' thinking on dependencies, in light of the evidence base, and their

<sup>17</sup> (OGV-DWG-APPR-PP1-01), (OGV-DWG-APPR-PP2-01), (OGV-DWG-APPR-PP3-01) and (OGV-DWG-APPR-PP4-01).

<sup>18</sup> (OGV-DWG-ILL-IMP-01).

<sup>19</sup> Letter from WODC to the Inspector (13th of August 2021) (WODC EXAM 05).

working assumptions on the timing of provision. All subsequent references to Stages within this section relate back to the six Stages described in Figure 2.



**Figure 2: Significant Stages within the Anticipated Trajectory**

## Culture and the arts

- 5.12 AAP Appendix 5 refers to the provision of 394 m<sup>2</sup> of floor space for culture and the arts, which it describes as an absolute minimum based on Town and County Planning Association (“TCPA”) benchmark standards. The AAP requirement stems from the Eynsham Area IDP, which considered assessed need for floor space for culture and the arts, based on minimum benchmark standard of 73 m<sup>2</sup> per 1,000 population.
- 5.13 The Eynsham IDP combined previously recommended benchmark minimum standards for local authorities as advocated by the Arts Council and the (former) Museums, Libraries and Archives (“MLA”); i.e. 45 and 28 m<sup>2</sup> per 1,000 population respectively. The TCPA recommends use of these benchmark standards in establishing floor space requirements for culture and the arts within new garden communities. It should be noted that both benchmarks were based on surveys of publicly owned and regularly funded facilities. The survey work did not reflect the full range of facilities available for culture and the arts across existing settlements surveyed. Hence the TCPA and WODC’s assertions that this is an absolute minimum level of provision for the purposes of negotiation.
- 5.14 Community development is a key theme throughout the AAP (e.g. Policy 4 and Policy 5). WODC’s focus on community development was explained in its responses to the Inspector’s Matters and Questions.<sup>20</sup> WODC’s approach is supported by the plan-making hierarchy referred to in section 2.0 of this report. OxLEP’s Creative, Cultural, Heritage and Tourism Investment Plan (“CCHTIP”) (July 2016) is one of a series of investment plans, which sit under the Strategic Economic Plan (“SEP”). One of the CCHTIP’s key tenets is creative place-making, with a view to (among other things) the role of local cultural participation in giving places their unique identity.

### *Timing of provision*

- 5.15 In terms of dependencies, the phased provision of floor space for culture and the arts is inextricably linked with community development during the Anticipated Trajectory. We therefore consider that the benchmark standard should be used as a guide, to inform an appropriate minimum level of provision by Potential Key Trigger Points; i.e. linked to population growth at SCGV. The question then becomes one of deliverable solutions, including consideration of appropriate dual-use solutions.
- 5.16 WODC considers that provision of permanent floor space for culture and the arts should be made within Stage 3. This reflects its importance to community development and to reinforcing the fledgling neighbourhood. WODC considers that there are opportunities to address this need in tandem with indoor sports provision (see below).

## Community meeting space

- 5.17 AAP Appendix 5 refers to the provision of 1,078 m<sup>2</sup> of community meeting floor space. The AAP requirement stems from the Eynsham Area IDP, which considered assessed need for community meeting space, based on minimum benchmark standard of 200 m<sup>2</sup> per 1,000 population. The minimum benchmark standard advocated in the Eynsham Area IDP reflects the midpoint of a range of six existing standards from elsewhere in the county. This was considered appropriate, as it was unclear whether some of the higher benchmark standards from elsewhere made allowance for indoor sports provision. WODC has opted to consider indoor sports provision separately.

<sup>20</sup> WODC Response to Inspector’s Matters and Questions: Matter 9 - Other Policies (WODC FS9).

***Timing of provision***

- 5.18 In terms of dependencies, the phased provision of community meeting space is also inextricably linked with community development during the Anticipated Trajectory. We therefore consider that the benchmark standard should again be used as a guide, to inform an appropriate minimum level of provision by Potential Key Trigger Points. As with space for culture and the arts, the question then becomes one of deliverable solutions, which should include consideration of appropriate temporary solutions.
- 5.19 WODC considers that an appropriate amount of temporary community meeting space should be provided within Stage 1, with permanent provision following in Stage 2. This reflects the importance of facilitating the development of social networks and community groups from the earliest practicable point in the Anticipated Trajectory.

**Community Development**

- 5.20 AAP Appendix 5 refers to the potential provision of operational space for any stewardship organization. This is clearly linked to AAP Policy 31, which requires development proposals to be supported by robust, cost-effective and transparent maintenance and stewardship arrangements, including appropriate financing arrangements and management responsibilities in perpetuity. Policy 31 goes on to explain how WODC anticipates this taking the form of a new, independent Garden Village Trust.
- 5.21 WODC's approach was explained in its responses to the Inspector's Matters and Questions.<sup>21</sup> WODC previously commissioned Collaborative Housing (CoHoHub) to prepare a report looking at the potential development of a community land trust as one of a number of potential stewardship bodies.<sup>22</sup> The report considers a number of different options, but favours a large-scale legacy approach, enabling the creation of an independent and financially robust organization. WODC's stated preference is for a new Garden Village Trust. We assume that WODC will pursue this preference through determination of the OPA and associated section 106 agreement(s).
- 5.22 The Eynsham Area IDP acknowledged WODC's work on long-term stewardship arrangements. It suggested that the provision of infrastructure to support the establishment of long-term stewardship arrangements ought to be addressed in parallel with the provision of community meeting space and the provision of green and blue infrastructure. If the parties eventually agree to establish a Garden Village Trust, these topics will be intrinsically linked. The IDP also described how infrastructure needs will depend on the nature of the stewardship body and its responsibilities, and on any associated plans to transfer facilities and endowed assets.

***Timing of provision***

- 5.23 For the purposes of examining dependencies, we can consider a scenario in which the parties agree to establish a new body to lead on community development and stewardship of community assets. In Stage 1, when the new body is becoming established, it may simply require a small office for core staff. As the development progresses, and the new body assumes responsibilities for maintaining various assets and promoting community development, it would require larger operating premises. Given the scale of development proposed at the SLG (and the SDA), there is potential for such a new body to assume responsibility for a host of community development activities, in addition to managing and

<sup>21</sup> WODC Response to Inspector's Matters and Questions: Matter 9 - Other Policies (WODC FS9).

<sup>22</sup> Exploring the options for a Community Land Trust at the Oxfordshire Cotswolds Garden Village - June 2020 (EV15).

maintaining a wide range of community assets. It might eventually have a sizeable team of permanent staff members, in addition to a group of volunteers.

- 5.24 Assuming the parties can reach agreement in principle on the establishment of a new body, as sketched out above, the question becomes one of phased provision of appropriate operating premises as the Anticipated Trajectory progresses. We consider that this discussion would naturally overlap with parallel discussions about the phased provision of community meeting space, including any temporary solutions.
- 5.25 WODC considers that in the circumstances described above, an appropriate amount of temporary office space for the new body should be provided within Stage 1, with permanent provision following in Stage 2. WODC envisages that the operating premises would be integrated with the temporary and permanent community meeting spaces, as described above.

## Library and archives

- 5.26 AAP Appendix 5 refers to the provision of 194 m<sup>2</sup> of floor space, either through expansion of Eynsham Library, or through the provision of library facilities elsewhere. The AAP requirement stems from the Eynsham Area IDP, which considered assessed need for library and archive floor space based on the former MLA recommended benchmark of 36 m<sup>2</sup> per 1,000 population.
- 5.27 We note that OCC set out its preferred approaches to determining the appropriate levels of library and archive space provision in its consultation response to the OPA.<sup>23</sup> For library facilities, OCC's standard for publicly available library floor space is 23 m<sup>2</sup> per 1,000 population, and a further 19.5% floor space for support areas (e.g. staff workroom). The overall standard being 27.5 m<sup>2</sup> per 1,000 population. OCC therefore considers that the OPA proposals, which include the full residential allocation for SCGV, would require an additional 148 m<sup>2</sup> of library provision alone (archive floor space being addressed separately).

### *Timing of provision*

- 5.28 In terms of dependencies, the councils consider that the need for library and archive provision will increase gradually as the Anticipated Trajectory progresses. As with other community facilities, the question then becomes one of practicable and deliverable solutions. As the existing Eynsham Library site is constrained, OCC advises that potential delivery solutions might include:
- provision of an additional library facility alongside community meeting space within SCGV; or
  - provision of a larger library to serve Eynsham, the SLG and the SDA.
- 5.29 OCC envisages a public consultation exercise, led by its Library Service, to examine the merits of any feasible, potential options. Our working assumption is that the preferred delivery solution will emerge from that exercise. That in turn will inform the precise nature of OCC's requirements in relation to the SLG and SDA; e.g. floor space, and/or financial contributions. However, it is important to stress that assessed need is already understood, and that the costs of the preferred delivery solution will be apportioned accordingly. WODC considers that the SCGV development should address its assessed need within Stage 2: i.e. either by facilitating on-site provision, with pro-rata contributions from other developments;

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<sup>23</sup> OCC response to consultation on outline planning application reference 20/01734/OUT - response date 11th of December 2020.



or by contributing to additional provision elsewhere in Eynsham. Otherwise OCC's Library Service will not be in a position to meet the additional needs arising from the growing population, both at SCGV and elsewhere within the Eynsham IDP Study Area.

## Indoor sports and leisure

- 5.30 AAP Appendix 5 refers to the provision of indoor sports facilities, with WODC's quantitative requirements to be confirmed through completion of its Indoor Sports Built Facility Strategy for the District.
- 5.31 WODC advises that there will be a requirement for a new sports hall within SCGV. In terms of dependencies, WODC is mindful of when needs arising from implementation at the SLG and SDA will outstrip any remaining capacity at the existing Bartholomew Sports Centre, which is a dual-use facility shared with Bartholomew School. The final Indoor Sports Built Facility Strategy should help to inform WODC's thinking. Potential delivery solutions are likely to include:
- provision of a sports hall alongside outdoor sports facilities within the new secondary school site, providing an appropriate Community Use Agreement ("CUA") could be secured; or
  - provision of a sports hall alongside other community outdoor sports facilities.

### *Timing of provision*

- 5.32 WODC considers that assessed need for indoor sports floor space ought to be considered alongside the assessed need for culture and the arts floor space, given the potential to design dual-use spaces (providing an appropriate CUA could be secured). Given the above and the limited remaining capacity at the existing Bartholomew Sports Centre, WODC's working assumption is that indoor sports provision should be delivered within Stage 3. As described above, an appropriately designed dual-use building could also meet assessed need for floor space for culture and the arts. WODC's preference for delivery within Stage 3 makes the second delivery solution above the frontrunner, as the councils envisage delivery of the new secondary school facilities in Stage 4.

## Education

- 5.33 AAP Appendix 5 refers to the provision of the following facilities:
- Nursery - to be included within the planned new primary school, with additional requirements for the children who do not qualify for funded early education provision, including the provision of wrap-around care.
  - Primary education - 3.01 ha site capable of accommodating either a 3 form-entry primary school, or a 2 form-entry primary school (i.e. depending on provision made within the West Eynsham SDA) and a nursery.
  - Secondary education - 4.88 ha site for the proposed expansion of Bartholomew School.
  - Specialist Educational Needs and Disability ("SEND") - financial contribution based on the estimated cost per place of any expansion.
- 5.34 The expansion of Bartholomew School is required to meet needs arising from all new development within the Eynsham Area IDP Study Area (i.e. commitments, allocations and windfall sites). OCC advises that the level of financial contribution towards SEND will be

based on feasibility work, or on government guidance on securing developer contributions for education.

- 5.35 The requirements and options are described in more detail in OCC's work on education capacity.<sup>24</sup> Based on pupil projections in 2019, OCC expected Eynsham Primary School would run out of Reception places before 2025. OCC therefore previously considered that this should be the target date for the first new primary school to open, to ensure overall sufficiency of school places. As described earlier in this report, we consider that first completions at SCGV may occur in 2026.
- 5.36 Prior to the examination OCC advised that as Bartholomew School was already at capacity, any additional population growth without secondary school expansion would mean that:
- secondary pupils moving into Eynsham already of school age would be unable to secure a place at the school, and would have to travel to an alternative school; and
  - for each round of admissions into Year 7, increased local population would displace applications from further away to other schools, increasing pressures on their respective capacity.
- 5.37 OCC's 2019 work on education capacity therefore advised that it would be beneficial for the new and existing populations if secondary school capacity could increase early in the development. However, OCC also acknowledged that there may be practical constraints to early delivery, depending at least in part on the eventual solution to increasing secondary school capacity.

#### ***Timing of provision***

- 5.38 Appropriate triggers for delivery of education facilities at SCGV will need to be negotiated and resolved through subsequent negotiations on planning obligations. However, we note that in responding to the OPA in December 2020, OCC provided an initial view on potential triggers: i.e.
- new primary school site delivered before 400 homes are occupied;
  - new primary school open by the first September after 700 homes are occupied; and
  - temporary classroom provision at Bartholomew School before 600 homes are occupied, with additional temporary provision every year after that until the September prior to the new secondary school facility opening;
  - new secondary school site delivered before 1,000 homes are occupied; and
  - new secondary school facility open by the time approximately 1,400 homes are occupied.
- 5.39 WODC has engaged with OCC during the course of this further work, and advises that the triggers above remain OCC's starting points for negotiation. WODC therefore envisages transfer of the new primary school site within Stage 2, with new places available for children from the early part of Stage 3. We consider that any issues relating to potential phased construction of the new primary school should be resolved in due course through determination of the OPA and associated section 106 agreement(s). Temporary secondary school provision would also be within Stage 2. The secondary school site would be transferred within Stage 3, with the new facilities opening within Stage 4.

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<sup>24</sup> Education Capacity Strategy for Strategy - December 2019 (EV5).

- 5.40 Our working assumption is that the financial contribution towards SEND will also be resolved in due course through determination of the OPA and associated section 106 agreement(s). WODC therefore considers that it is not necessary to identify a trigger for that financial contribution within the Indicative Phasing Arrangements.

## **Emergency services**

- 5.41 AAP Appendix 5 refers to the provision of the following facilities:
- Police - various potential requirements identified by Thames Valley Police including staff equipment, vehicles, Automatic Number Plate Recognition (“ANPR”) cameras, and premises. Potential provision of an on-site facility; e.g. space within a community building, or a facility to be shared with other Blue Light partners.
  - Fire and rescue - potential planning obligations prior to determination of any outline planning application.
  - Ambulance - potential provision of a shared facility for the three Blue Light partners.
- 5.42 Any shared facility for the three Blue Light partners is likely to take the form of secure floor space within a larger building, with associated vehicle parking for Police and/or emergency vehicles. For the Ambulance Service parking might involve spaces for Double Crewed Ambulance (“DCA”) and Rapid Response Vehicle (“RRV”) units.

### ***Timing of provision***

- 5.43 Potential delivery solutions include providing this facility as part of a larger community centre building, perhaps with a discrete access. In that scenario dependencies would include the timing for delivery of community building(s). WODC’s working assumption is that provision of a shared facility for Blue Light partners will be within Stage 2, when permanent community meeting space is to be delivered (i.e. with pro-rata contributions from other developments).
- 5.44 Our working assumption is that any necessary financial contributions towards other emergency services infrastructure could be resolved in due course through determination of the OPA and associated section 106 agreement(s). Given the above, WODC considers that it is not necessary to identify Potential Key Trigger Points for any such financial contributions within the Indicative Phasing Arrangements.

## **Green Infrastructure**

- 5.45 AAP Appendix 5 refers to the provision of at least 40 hectares for various green infrastructure types. This is based on AAP Table 6.1 (page 77), which sets out the minimum quantitative requirements for specified green infrastructure types; i.e. 39.89 hectares in total. The specified green infrastructure types include: formal parks and gardens; amenity green space; natural and semi-natural spaces; outdoor sports provision; allotments; community orchards; nearby amenity space; children’s play spaces; and other outdoor provision (e.g. skateboard parks, or extreme sports). AAP Table 6.2 (page 78) sets out the accessibility and quality standards for the specified green infrastructure types.
- 5.46 AAP Policy 7 sets out WODC’s requirements for an ambitious approach to green and blue infrastructure, including a requirement for 50% of the area to form the overall green infrastructure network. The specified green infrastructure types referred to above will represent a sub-set of the overall green infrastructure network at SCGV, which will also include various other types of green and blue spaces (e.g. private domestic gardens and



soft landscaping within commercial developments). In effect, the overall green infrastructure network at SCGV will be much more extensive than the minimum quantitative requirements in Table 6.1 suggest.

- 5.47 WODC's quantitative and accessibility requirements are modelled on Fields in Trust benchmark standards, but with an uplift to reflect the government's expectation for generous green infrastructure provision across new garden communities. The minimum quantitative requirements are linked to population.
- 5.48 WODC's expectation is that most of the green infrastructure types identified within Table 6.1 will be provided within what might be described as primary green infrastructure areas; i.e. land outside development parcels. The exceptions to this are nearby amenity green spaces, which will be provided within development parcels, and playing spaces and other outdoor provision, which could be provided within or outside development parcels.

### ***Timing of provision***

- 5.49 In terms of dependencies, we assume that WODC will seek to ensure that the delivery of primary green infrastructure areas tracks residential occupations at or around the proportions implicit in Table 6.1; i.e. insofar as this is consistent with a landscape-led approach to design (see below). It is therefore envisaged that green infrastructure will be delivered within all six Stages.
- 5.50 Given the requirements of Policy 7, WODC will seek delivery of a multi-functional network of primary green spaces and corridors that provides optimum benefits in terms of amenity and ecology. WODC therefore envisages that delivery of primary green infrastructure components may be concentrated at certain points during the implementation period; i.e. where this is in the best interests of delivering the optimum overall network of green spaces. The Detailed Phasing Plan (including a Spatial Phasing Plan) will clearly be relevant to this discussion.
- 5.51 When it comes to formal outdoor sports facilities, WODC wants to ensure that phased provision not only meets the cumulative needs arising, but also satisfactorily addresses practical considerations relating to patterns of use, and management and maintenance considerations, etc. WODC therefore envisages phased delivery of outdoor sports components in Stage 2, Stage 4 and Stage 5.
- 5.52 When it comes to designated play areas, WODC is seeking an appropriate distribution of the various types of facilities across the development, to ensure that provision remains in sync with housing delivery, and that accessibility standards are met. WODC envisages that this will require carefully managed provision across all six Stages, with due consideration of accessibility requirements. Again, the Spatial Phasing Plan will clearly be relevant to this discussion. For example, at that stage in the process the master planners will be able to apply relevant isochrones (with appropriate efficiency detour factors) to demonstrate performance in terms of accessibility.

## **Health and social care**

- 5.53 AAP Appendix 5 refers to the provision of at least 475 m<sup>2</sup> of primary care floor space.
- 5.54 The Eynsham Area IDP estimates a population of some 9,489 associated with all residential development across the Study Area. It describes how this level of growth might be expected to generate future needs for around 5.5 full-time (or whole-time) equivalent ("F/WTE") GPs. It also describes how providing primary care services for up to 10,000

patients would be likely to require premises of 833 m<sup>2</sup> Gross Internal Area ("GIA"). The apportioned figure for SCGV being 475 m<sup>2</sup> of primary care floor space.

- 5.55 The Eynsham Area IDP also describes the existing conditions in relation to primary health care within the Study Area, including the provision of a new surgery at Long Hanborough, pursuant to a planning obligation on the existing large commitment south of Witney Road (WODC reference: 17/01786/RES).
- 5.56 One of the potential delivery solutions for the Study Area as a whole, might be the provision of a new surgery of at least sufficient size to accommodate the requisite number of F/WTE GPs. However, in thinking about potential delivery solutions we need to bear in mind all aspects of deliverability, including the need to secure NHS backing. Discussions to date suggest that the NHS favours consolidation within the existing practice network. Further work will need to be undertaken by various stakeholders in due course to confirm feasible delivery solutions.

### ***Timing of provision***

- 5.57 Should the relevant stakeholders ultimately decide that a new surgery within SCGV is the optimum delivery solution to meet the needs of the Study Area as a whole, one potential location for such a surgery would be within a mixed-use neighbourhood centre. AAP Policy 28 sets out the key land use assumptions for SCGV, including an appropriate mix and quantum of community uses for local centres. This includes land to be reserved for general medical use, to enable the future expansion/re-location of primary health care facilities. In effect, the AAP takes a pragmatic approach to the need for additional primary health care floor space, by catering for one of the potential delivery solutions.
- 5.58 In the scenario described above, delivery of the new surgery would be dependent on (among other things) delivery of the mixed-use neighbourhood centre in question, including a suitably sized and serviced site for the surgery. The provision of primary health care can be a complex issue, not least because it involves various stakeholders and approval processes. We consider that it is neither necessary nor practicable to resolve the optimum delivery solution in this report. The details could be resolved through determination of the OPA and associated section 106 agreement(s). However, in the event of a consensus that a new surgery within the SCGV is the best option for meeting assessed needs, WODC considers that delivery should be facilitated within Stage 2. This reflects what we know about the existing conditions.

## **Transport and movement**

- 5.59 AAP Appendix 5 refers to the provision of a range of transport and movement related interventions as reiterated below. Some of these are required to meet anticipated needs arising from SCGV and from other developments within the wider area covered by the Eynsham Area IDP. WODC fully appreciates that issues relating to apportionment will need to be discussed and resolved during negotiations on the section 106 agreement(s). We consider that it is neither necessary nor practicable for those issues to be resolved within this report.

*Active travel (walking and cycling) to include the following.*

- A grade-separated crossing (underpass) between Old Witney Road and Cuckoo Lane.
- Additional at-grade crossings along the A40, including in the vicinity of the Garden Village.

- Existing routes through the Garden Village site, to the countryside and surrounding villages to be upgraded including: the route heading north-west from Spareacre Lane towards Freeland (the 'Salt Way'); the route from Cuckoo Lane to Lower Road, converging north of the Millennium Woods; and the public rights of way through Church Hanborough.
- Financial contributions towards the B4044 cycle route, which will connect Eynsham to Oxford.
- Improved connections with Hanborough Station, including upgrading the existing bridleway along the western boundary of the Garden Village, and the provision of a cycle track on the western side of Lower Road.
- Junction reconfiguration and improvements will also be delivered at the following locations; A40/Cuckoo Lane, A40/Witney Road, Esso petrol station entry/egress, Eynsham Roundabout, A40/Cassington Signals and Horsemere Lane.
- Upgraded, shared-use footways and cycleways to be delivered within the A40 Corridor.
- Ample cycle parking to be provided at appropriate points around the development, including provision for bikes for hire.
- Financial contributions towards off-site cycle parking provision.

*Public transport (bus) to include the following.*

- Financial contributions towards the provision of improved bus services between Carterton, Witney, Oxford and the Eastern Arc, including a bus service (3 buses per hour) through the Garden Village.
- Connections to Hanborough Station to be improved, including the provision of an appropriate public transport service.
- Bus stops serving the Garden Village (i.e. within the site, at the Sustainable Transport Hub, and along the A40), which must be safe, easily accessible and clearly signposted. They must also provide real time information, shelters, secure cycle parking, and be well maintained. Pedestrian, cycle, and a bus connection to the Eynsham Park and Ride site to be provided.
- Financial contributions will be required towards the delivery of bus infrastructure within the A40 Corridor, which will facilitate sustainable travel to and from the Garden Village. This will include the following: A40 Eastbound and Westbound bus lanes, between Eynsham Park and Ride and Wolvercote roundabout; alterations to A40 junctions, and the provision of bus gates to give priority to buses joining the general traffic lane where continuous bus lanes cannot be provided; and improved bus stop provision.
- Land to be safeguarded along the southern boundary of the Garden Village, to enable widening of the A40 to accommodate the proposed bus lanes and footways/cycleways.

*Public transport (rail) to include the following.*

- Improved connections to Hanborough Station.
- Financial contributions towards the North Cotswold Line Transformation.

*Road connectivity and access to include the following.*

- A new roundabout (the 'Western Development Roundabout'), located on the A40 to the west of the proposed park and ride junction.
- A new junction with Lower Road forming the eastern access point for the spine road through the Garden Village.
- A spine road through the site, accessed from the proposed Western Development Roundabout on the A40, west of the park and ride junction.
- Signalization of the A4095/Lower Road junction.
- Measures to deter through traffic from travelling between the A40 and A4095 via Cuckoo Lane and Freeland village. These should include a change in priority on Cuckoo Lane.
- Any laybys impacted to be mitigated.

*Financial contributions towards the delivery of the following.*

- Completion of the dual carriageway between Witney and the new Park and Ride junction.

- 5.60 AAP policies 13 to 17 address issues relating to movement and connectivity. We are aware that the Inspector has advised WODC that its further work should include wholesale revision of those movement and connectivity policies. That work is ongoing at the time of writing, but is not within the scope of this report. We have therefore focussed solely on the items listed in AAP Appendix 5.
- 5.61 For the purposes of preparing this report, we have considered the various interventions above under the following five broad categories.
- **New physical infrastructure - to be completed prior to defined trigger points**
  - **New physical infrastructure - to be delivered in conjunction with each phase and/or sub-phase**
  - **New and/or improved public transport services**
  - **Financial contributions towards the delivery of other infrastructure and/or public transport services**
  - **Measures forming part of the A40 Corridor improvements**
- 5.62 This categorization is solely intended to assist with our review of dependencies between development and the Key Infrastructure components. Our understanding is that some of these interventions will involve direct delivery, and some will involve financial contributions towards delivery by others (e.g. local highway authority, and bus operators). By direct delivery we mean as part of the on-site development proposals, or off-site works undertaken on behalf of the local highway authority. We consider that it is neither necessary nor practicable for this report to identify Potential Key Trigger Points for all of the interventions referred to in Appendix 5. We elaborate further on this below, with reference to particular categories.

### **New physical infrastructure - to be completed prior to defined trigger points**

- 5.63 We have considered the following items from AAP Appendix 5 under this category.

- A new Western Development Roundabout and associated works (e.g. mitigation for affected laybys).
- A new Lower Road junction.
- A spine road from the Western Development Roundabout to the Lower Road junction.
- Provision of bus stops and all associated facilities along the spine road.
- Signalization of the A4095/Lower Road junction.
- Measures to deter through traffic from travelling between the A40 and A4095 via Cuckoo Lane and Freeland village.
- Provision of a cycle track to Hanborough Station, along the western side of Lower Road.
- A grade-separated crossing (underpass) between Old Witney Road and Cuckoo Lane.

5.64 WODC has been in discussions with OCC about movement and connectivity, in connection with revision of policies 13 to 17, and in order to establish parameters for Indicative Phasing Arrangements. In light of those discussions, WODC's current understanding of dependencies is described in summary below.

**A new Western Development Roundabout and associated works (e.g. mitigation for affected laybys)**

5.65 The Western Development Roundabout is one of the two principal vehicular access points for SCGV, the other one being a new junction with Lower Road (see below). It is critical to the SCGV, as it provides the only point of access into the site from the A40. It also offers the potential to serve a proportion of the West Eynsham SDA.<sup>25</sup> It will provide direct access to the science and technology park area west of Cuckoo Lane.

5.66 The two principal vehicular access points will enable provision of a spine road, which will need to be designed to accommodate bus services.<sup>26</sup> Providing safe and convenient public transport connections from within SCGV to Hanborough Station, Oxford, Witney and Eynsham is a core AAP objective.

5.67 Key dependencies relate to:

- timely implementation of the access strategy;
- ensuring the spine road is delivered at the right time to play its part in the street hierarchy;
- facilitating delivery of employment land in sync with delivery of housing; and
- achieving self-containment.

5.68 In September 2021 OCC endorsed its Street Design Guide for adoption and publication.<sup>27</sup> It replaces the Residential Road Design Guide (2003) - Second Edition (2015).<sup>28</sup> The Residential Road Design Guide stipulated that a minimum of two access points from the surrounding highway network should be provided where the number of dwellings exceeds 500 units. The Street Design Guide, which reflects Manual for Streets, highlights the

<sup>25</sup> Oxfordshire Cotswolds Garden Village AAP Transport Strategy Report - July 2020 (EV13).

<sup>26</sup> Oxfordshire Cotswolds Garden Village AAP Transport Strategy Report - July 2020 (EV13).

<sup>27</sup> Oxfordshire County Council - Street Design Guide - September 2021.

<sup>28</sup> Residential Road Design Guide - 2003 - Second Edition 2015.

importance of establishing a movement strategy and a street hierarchy. The street hierarchy should not be determined by a formulaic approach based on traffic flows or numbers of dwellings served. Nonetheless, it also describes how more than 400 dwellings must be served by more than one access. OCC envisages its Street Design Guide being a live document, which will be updated regularly. In light of this design guidance context, OCC has advised that it will seek to limit the number of new homes at SCGV that can be served by one of the two principal vehicular access points described above. Our understanding is that OCC would not support a secondary vehicular access point from Cuckoo Lane.

- 5.69 OCC considers it prudent to maintain some flexibility in relation to the commencement of new bus services through SCGV, as demand for the same will be sensitive to spatial phasing (among other things). Nonetheless, at this point in the process, OCC envisages an internal bus service and a service to Hanborough Station commencing when around 1,000 homes are occupied.
- 5.70 As described in section 4.0, the AAP sets out WODC's requirement for employment floor space to be delivered in phase with the residential component. This requirement is consistent with the government's expectations for new garden communities, as set out in the 2018 Prospectus. The government expects proposals to demonstrate how they will meet and embed specified key qualities, including vibrant mixed-use communities *"that support a range of local employment types and premises, retail opportunities, recreational and community facilities."* (paragraph 13, pages 6 and 7).<sup>29</sup> WODC is mindful that the absence of key infrastructure, such as vehicular access, can be a significant barrier to the timely take-up of employment land. WODC has direct experience of this at West Witney. Previous research by others identifies high costs associated with providing site infrastructure as one of the frontrunner reasons for employment land not coming forward as anticipated.<sup>30</sup> The councils are keen to avoid any such barriers to the timely take-up of employment land at SCGV. Conversely, early delivery of the Western Development Roundabout would facilitate early marketing of serviced employment land within the science and technology park area, as part of the suggested delivery strategy.<sup>31</sup>
- 5.71 Facilitating the delivery of employment floor space in phase with the delivery of new homes will also be critical to achieving self-containment at SCGV. The Transport Strategy describes how there will be a strong degree of self-containment, as new residents will be less dependent on travelling to other locations for employment, education, leisure and retail.<sup>32</sup> We note that the Transport Assessment ("TA") submitted in support of GDL's OPA identifies the containment of trips within SCGV as part of the 'Embedded Mitigation' for the development.<sup>33</sup>

### ***Timing of provision***

- 5.72 In light of the above, the councils are currently exploring opportunities to secure forward funding for the Western Development Roundabout, to enable it to be delivered as part of OCC's Housing Infrastructure Fund ("HIF") A40 Smart Corridor improvements in 2023/24. If forward funding cannot be secured, the councils consider that the Western Development Roundabout should be delivered in Stage 1.

<sup>29</sup> (MHCLG 2018) Garden Communities.

<sup>30</sup> (NLP 2012) Releasing the Potential - Approaches for bringing forward employment space.

<sup>31</sup> Oxfordshire Cotswolds Garden Village Employment Study - Final Report (April 2019) (EV 20).

<sup>32</sup> Oxfordshire Cotswolds Garden Village AAP Transport Strategy Report - July 2020 (EV13).

<sup>33</sup> (GDL reference OGV-DOC-INF-ES-01).



**A new Lower Road junction**

- 5.73 The new junction with Lower Road will be the other principal vehicular access point to SCGV.<sup>34</sup> WODC advises that early provision of the Lower Road junction will enable the eastern part of SCGV to become the first phase of development. The councils and GDL agree that this approach is logical, bearing in mind the relative sensitivity of Cuckoo Lane.

***Timing of provision***

- 5.74 The councils envisage the new junction with Lower Road being delivered in Stage 1.

**A spine road from the Western Development Roundabout to the Lower Road junction**

- 5.75 As described above, the spine road will allow bus services to operate through SCGV. Wood advised that it should be a through road, at least in the early phases of development. However, the route should be future-proofed to enable it to be bisected in future years if traffic conditions on the external road network enable this; i.e. allowing for active travel and bus access only.<sup>35</sup> Figure 4.1 of the AAP Transport Strategy states that the spine road should be designed to discourage through-traffic.

***Timing of provision***

- 5.76 The councils are keen to ensure that the spine road is in place as soon as practicable, particularly in light of the sensitivity of Cuckoo Lane and its envisaged role as an active travel corridor. The councils also want to explore how residents of new homes in the eastern part of SCGV could be provided with active travel options for accessing any early employment opportunities within the science and technology park. As described above, at this point in the process, OCC envisages new bus services through SCGV commencing when around 1,000 homes are occupied. This would of course necessitate the provision of bus stops and all associated facilities along the spine road bus route.
- 5.77 Given the various dependencies, the councils advise that further detailed work will be needed to determine exactly when the western and eastern sections of the spine road will need to be linked. However, at this point in the process, the councils' working assumption is that both sections of the spine road will need to be progressed during Stage 2, with a view to completing the connection in Stage 3. This would (among other things) facilitate commencement of new bus services through SCGV towards the end of Stage 3 or the beginning of Stage 4.

**Signalization of the A4095/Lower Road junction**

- 5.78 WODC advises that traffic modelling has identified the need for signalization of the A4095 and Lower Road junction, which is currently a priority junction with a right turn lane into Lower Road off the A4095. WODC advises that the modelling work revealed that this junction is operating over capacity, with vehicles turning onto the A4095 unable to find sufficient gaps in traffic. The junction has therefore been signalized in the 'with development' traffic models, to provide the additional capacity required for it to operate effectively.

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<sup>34</sup> Oxfordshire Cotswolds Garden Village AAP Transport Strategy Report - July 2020 (EV13).

<sup>35</sup> Oxfordshire Cotswolds Garden Village AAP Transport Strategy Report - July 2020 (EV13).

***Timing of provision***

- 5.79 Given the likelihood of early residential development in the eastern part of the site, served by the new junction with Lower Road, the councils would welcome early signalization of the A4095 and Lower Road junction. However, further modelling work would be helpful in determining exactly when the SCGV development would necessitate mitigation of this existing problem. The councils have therefore decided not to propose an indicative trigger point for this off-site intervention within this report.

**Measures to deter through traffic from travelling between the A40 and A4095 via Cuckoo Lane and Freeland village**

- 5.80 WODC advises that the AAP and supporting Transport Strategy envisage measures being put in place to deter through traffic travelling between the A40 and A4095 via Cuckoo Lane and Freeland village.

***Timing of provision***

- 5.81 The councils consider that these measures are complementary to completion of the spine road and should be delivered in Stage 2.

**Provision of a cycle track to Hanborough Station, along the western side of Lower Road**

- 5.82 The AAP Transport Strategy identifies the need to improve connectivity between SCGV and Hanborough Station by walking, cycling and public transport, to support the station and service enhancements. Specifically, the Transport Strategy requires the provision of a safe walking and cycling route alongside Lower Road.

***Timing of provision***

- 5.83 Given the likelihood of early residential development in the eastern part of the site, and the benefits of facilitating more sustainable travel choices from the outset, WODC and OCC are keen to see this link delivered as early in the implementation process as is practicable. The councils envisage the 'direct provision' components of the same being delivered in Stage 1 and Stage 2.

**A grade-separated crossing (underpass) between Old Witney Road and Cuckoo Lane**

- 5.84 WODC advises that a grade-separated crossing has been identified as a key requirement to provide connectivity between SCGV and Eynsham. This is in light of traffic conditions along the A40 and the increased demand for crossing, particularly by school children.
- 5.85 An Assessment Framework was developed in order to assess the options, with criteria including land acquisition, the extent to which the crossing location would serve future desire lines, residential amenity, crossing time and level change.<sup>36</sup>
- 5.86 Having considered all the issues, OCC concluded that the preferred option is an underpass between Old Witney Road and Cuckoo Lane. The Transport Strategy describes how the underpass must be safe and attractive for users, with clear sight lines into and through it. The Strategy also recommends that it be integrated with the design and delivery of the A40

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<sup>36</sup> Non-motorised crossings of the A40 at Eynsham - Final Report (April 2020) (EV8).



Corridor improvements, to minimize disruption to traffic during construction. It should be completed before the new secondary school within SCGV opens to pupils.<sup>37</sup> The councils consider that the underpass will play a broader role in improving connectivity across the widened A40; e.g. providing a safe route from Eynsham to the Park and Ride bus services.

#### ***Timing of provision***

- 5.87 As with the Western Development Roundabout, the councils are exploring how delivery of the underpass might be integrated with the A40 Corridor improvements, subject to forward funding being secured. In that scenario the underpass would be provided well ahead of the new secondary school facility within SCGV opening to pupils, assuming the A40 Corridor improvements programme goes to plan (see below). If forward funding cannot be secured, the councils consider that the underpass should be delivered in Stage 2.

#### **New physical infrastructure - to be delivered in conjunction with each phase and/or sub-phase**

- 5.88 We have considered the following items from AAP Appendix 5 under this category.
- Provision of any bus stops and associated facilities, other than along the spine road bus route (see paragraphs 5.76 above and 5.91 below).
  - Upgrading of existing public rights of way within SCGV.
  - Footway and cycleway connections to be delivered within the A40 Corridor (i.e. making connections from SCGV to active travel routes within the remodelled A40 Corridor).
  - Cycle parking at appropriate points within SCGV, including provision for hire bikes.

#### ***Timing of provision***

- 5.89 The councils envisage the above infrastructure being provided as integral parts of development proposals approved at the reserved matters stage. In effect, the sequencing of delivery would be determined by the Detailed Phasing Plan, approved as part of or pursuant to an OPP. Therefore, our working assumption is that it is not necessary for the items listed immediately above to be included within the Indicative Phasing Arrangements.

#### **New and/or improved public transport services**

- 5.90 We have considered the following items from AAP Appendix 5 under this category.
- Commencement of a bus service from SCGV to Hanborough Station.
  - Commencement of an internal bus service at SCGV.

#### ***Timing of provision***

- 5.91 OCC envisages the bus services described above commencing sometime between completion of the spine road and the opening of the new secondary school facility within SCGV (i.e. when around 1,000 new homes are occupied).

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<sup>37</sup> Oxfordshire Cotswolds Garden Village AAP Transport Strategy Report - July 2020 (EV13).

## **Financial contributions towards the delivery of other infrastructure and/or public transport services**

- 5.92 We have considered the following items from AAP Appendix 5 under this category.
- Financial contributions towards completion of the dual carriageway between Witney and the new Park and Ride junction.
  - Financial contributions towards junction improvements associated with the A40 Corridor scheme.
  - Financial contributions towards the North Cotswold Line Transformation.
  - Financial contributions towards the provision of improved bus services between Carterton, Witney, Oxford and the Eastern Arc, including a bus service through SCGV.
  - Financial contributions towards the delivery of bus infrastructure within the A40 Corridor.
  - Financial contributions towards upgrading of existing public rights of way from the SCGV site towards other destinations (i.e. to complement related upgrades within the SCGV site).
  - Financial contributions towards the B4044 cycle route.
  - Financial contributions towards off-site cycle parking provision.

### ***Timing of provision***

- 5.93 As and when financial contributions are agreed between the councils and the promoters, they will of course need to be linked to triggers. We consider that these matters could be resolved in due course through determination of the OPA and associated section 106 agreement(s). Given the above, WODC considers that it is not necessary to identify Potential Key Trigger Points for these financial contributions within the Indicative Phasing Arrangements.

## **Measures forming part of the A40 Corridor scheme**

- 5.94 We have considered the following items from AAP Appendix 5 under this category.
- Land to be safeguarded along the southern boundary of the SCGV, to facilitate widening of the A40 to accommodate the proposed bus lanes and footways/cycleways.
  - Other junction improvements associated with the A40 Corridor scheme.
  - Additional at-grade crossings along the A40, including in the vicinity of the Garden Village.
  - Upgraded, shared-use footways and cycleways within the A40 Corridor.

### ***Timing of provision***

- 5.95 Our working assumption is that the sequencing of these items will be determined by the programme for implementation of the A40 Corridor improvements. We understand that construction works on the A40 Corridor are scheduled to start in 2022, with completion anticipated by the end of 2024 (i.e. subject to determination of the relevant planning application). Given the above, WODC considers that it is not necessary to identify Potential Key Trigger Points for these measures within the Indicative Phasing Arrangements.

## Water

- 5.96 AAP Appendix 5 refers to water supply and to waste water. With regard to water supply, it states that Thames Water will undertake modelling work in liaison with the SLG and SDA promoters, to identify any necessary upgrades and/or off-site reinforcement. With regard to waste water, it states that any requirements for potential sewerage upgrades will be determined through further engagement with the Environment Agency and Thames Water, in light of anticipated delivery trajectories.
- 5.97 The Eynsham Area IDP describes how Thames Water's current Water Resources Management Plan ("WRMP") sets out the preferred plan for addressing the deficits indicated by longer-term forecasting. The preferred plan, which addresses the short, medium and long term, is described in summary in the Eynsham Area IDP.
- 5.98 WODC has received consultation responses from Thames Water and from the Environment Agency in relation to the OPA (dated the 5th and 21st of August 2020 respectively). We also note the OPA Utilities Appraisal Report, which advises that Thames Water proposes to provide a new gravity sewer in highway land along the southern boundary of the SCGV site, which will discharge to a new strategic pumping station (location to be confirmed). It is reported that the new gravity sewer and pumping station will provide sufficient capacity for the development and for other developments to the west.<sup>38</sup>
- 5.99 We also note the new rules for charging for new water and sewerage connections, effective from April 2022.<sup>39</sup> Developer Customers seeking connections to Thames Water's infrastructure will have to pay an agreed charge for any necessary network reinforcement. This can be arranged on a per phase basis. The new arrangements also make provision for Developer Customers to work with a New Appointment and Variation ("NAV"), or a new service provider operating within the geographical area of an existing Water Company. The idea being that a NAV might assume responsibility for providing water services to a strategic development, for example. Under the 2022 rules new water and sewerage connections will be agreed between Developer Customers at SCGV and Thames Water (or a NAV) on a phase-by-phase basis.

### *Timing of provision*

- 5.100 In light of the above, our working assumption is that it is not necessary to include references to network reinforcement within the Indicative Phasing Arrangements.

## Waste

- 5.101 AAP Appendix 5 refers to potential financial contributions towards the cost of providing necessary upgrades to existing off-site Household Waste Recycling Centre ("HWRC") infrastructure. It also refers to master planning work making appropriate provision for all aspects of the waste hierarchy; e.g. from the household scale (i.e. including both home composting, and space to segregate and store waste), to the provision of recyclables banks at appropriate on-site public realm locations.
- 5.102 With regard to off-site HWRC infrastructure, our understanding is that OCC will seek a proportionate financial contribution towards any necessary upgrades. With regard to making appropriate provision for on-site aspects of the waste hierarchy, our understanding is that WODC will seek proportionate financial contributions towards the provision of

<sup>38</sup> (GDL reference: OGV-DOC-INF-UTI-01).

<sup>39</sup> Charging Rules for New Connection Services - issued by the Water Services Regulation Authority (effective from April 2022).

recyclables containers for every new dwelling. WODC may also pursue planning obligations to ensure the provision of recyclables banks at appropriate on-site locations.

***Timing of provision***

- 5.103 We consider that these matters could be resolved in due course through determination of the OPA and associated section 106 agreement(s). Given the above, WODC considers that it is not necessary to identify Potential Key Trigger Points for these matters within the Indicative Phasing Arrangements.

## 6.0 Framing the Indicative Phasing Arrangements

- 6.1 As described in section 3.0 of this report, the landowners and promoters envisage the development being delivered by the private sector. This places significant limitations on WODC's ability to take the initiative when it comes to master planning SCGV. WODC is not currently in a position to make decisions about potential delivery vehicles, marketing, or engagement with house builders and commercial investors, etc. As a consequence, WODC's ability to formulate detailed phasing proposals at this stage in the process is very limited. The landowners' current thinking does not of course preclude the councils from exploring and potentially promoting a range of other delivery vehicles in the future, should that be deemed to be beneficial. Given the above, this section considers how WODC might frame the Indicative Phasing Arrangements, with a view to providing a policy framework for determination of the OPA and associated section 106 agreement(s).

### Potential Key Trigger Points

- 6.2 As described in section 4.0 of this report, the Anticipated Trajectory assumes that the buildout period for the residential component will extend over at least 14 years from 2026 to 2039. WODC wants to ensure that the buildout period for the science park component tracks the residential buildout insofar as possible, but the AAP acknowledges that the former may extend to 16 years or more. Table 2 in section 4.0 sets out the Anticipated Trajectory.
- 6.3 The Inspector advised WODC that its further work on phasing should include assumptions relating to trigger points for specific pieces of infrastructure. Our working assumption is that most of the eventual trigger points will be expressed as numbers of dwellings occupied. Section 106 agreements for strategic, mixed-use developments normally include a wide range of triggers, reflecting the varied nature of related planning obligations. We consider that it is not necessary to try to predict all potential trigger points for SCGV at this stage in the process. This exercise is about establishing Indicative Phasing Arrangements at the plan-making stage, which will provide a framework for the detailed negotiations that will follow later in the process (see below). Given the above, we have focussed on Potential Key Trigger Points for the first five Stages described in Figure 2. These are set out in Table 3 below.

Table 3: Potential Key Trigger Points (KTPs) - based on dwellings occupied						
Potential KTPs 1 to 5	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	PC
<b>Number of dwellings occupied</b> (NB. KTPs could be adjusted)	<b>300</b> (± 100)	<b>700</b> (± 100)	<b>1,100</b> (± 100)	<b>1,500</b> (± 100)	<b>1,900</b> (± 100)	<b>2,200</b>
<b>Potential population of SCGV</b>	735	1,715	2,695	3,675	4,655	5,390
<b>Notes:</b> <ol style="list-style-type: none"> <li>1. PC means Practical Completion of the residential component of SCGV (i.e. Stage 6 in Figure 2).</li> <li>2. The Potential Key Trigger Points for Stages 1 to 5 are intended to establish Indicative Phasing Arrangements. WODC may subsequently decide to adjust this indicative framework; e.g. by increasing or decreasing particular Key Trigger Points by up to 100 occupations, in either direction.</li> <li>3. The Potential Key Trigger Points for Stages 1 to 5 will not be the only triggers in any subsequent section 106 agreement(s). Other triggers will need to be agreed as appropriate, when further work has been done and more information is available.</li> <li>4. The potential population numbers above are based on an average of 2.45 persons per household. They reflect the respective Potential Key Trigger Points without adjustment (i.e. in bold above).</li> </ol>						

- 6.4 The Potential Key Trigger Points for Stages 1 to 5 are expressed as numbers of dwellings occupied. As this exercise has been undertaken to inform the AAP at the plan-making

stage, we have assumed that WODC will want to build in a degree of flexibility for the decision-making stage. By this we mean allowing for the possibility that these Potential Key Trigger Points may subsequently need to move in either direction, in response to further work between now and determination of any OPA(s). The Potential Key Trigger Points are therefore shown with the option of a plus or minus adjustment of up to 100 dwellings occupied. This reflects the fact that the Stages identified in Figure 2 are not rigid. WODC will subsequently determine where the Key Trigger Points should be fixed, in light of negotiations during the decision-making stage (see also Figure 1).

- 6.5 The table included at Appendix 1 to this report sets out our understanding of WODC's preferences in terms of the phasing of Key Infrastructure components described in AAP Appendix 5. In each case the table includes a summary of WODC's justification for why the component in question should be delivered within the Stage (or Stages) identified. The table also includes references to relevant information from the AAP evidence base. The Indicative Phasing Arrangements in Appendix 1 reflect the dependencies described in section 5.0 of this report.
- 6.6 It is important to stress that Appendix 1 does not purport to be an exhaustive list of all infrastructure requirements for SCGV. It only addresses those Key Infrastructure items from AAP Appendix 5 that we consider ought to be included within Indicative Phasing Arrangements at this stage in the process. The councils will of course seek to ensure that all necessary infrastructure and financial contributions are addressed in any future section 106 agreement(s).
- 6.7 Appendix 2 to this report illustrates the Indicative Phasing Arrangements, using the Anticipated Trajectory, the Stages described in Figure 2, and the Potential Key Trigger Points in Table 3 above. It also reflects the councils' current preferences for the phased delivery of the Key Infrastructure components described in AAP Appendix 5.
- 6.8 As described earlier in this report, the AAP sets out WODC's requirement for employment floor space to be delivered in phase with the residential component. *"Phasing of the development should ensure that delivery of the employment areas does not lag behind the delivery of housing to enable containment of trips through the course of build-out of the development."* (paragraph 8.38, page 140). We have therefore assumed that WODC will pursue obligations to facilitate the phased delivery of serviced employment land, with appropriate marketing arrangements, by specified triggers. Moreover, we described in section 4.0 how it should be possible for the councils and GDL to have an informed discussion, prior to determination of the OPA, about the rate at which tranches of serviced employment land will need to be delivered (i.e. relative to housing completions) in order to meet sustainable development objectives, including self-containment.
- 6.9 Appendix 2 therefore refers to tranches of serviced employment land being brought forward in Stages 2 to 5. We have assumed that the extents of these tranches will be discussed and agreed prior to determination of the OPA.
- 6.10 It is important to note that both appendices illustrate one possible sequence of Key Infrastructure delivery, assuming the Potential Key Trigger Points are applied without adjustment. If WODC subsequently decides, in light of future negotiations, that some or all of the Potential Key Trigger Points should be adjusted, some Key Infrastructure items may move between Stages. The appendices are provided for illustration. It is neither practicable nor necessary to illustrate every possible sequence of Key Infrastructure delivery within the Indicative Phasing Arrangements. The most appropriate sequence will be determined in light of future negotiations on the section 106 agreement(s) at the decision-making stage.

## Preparation and agreement of a Detailed Phasing Plan

- 6.11 As the development will be delivered by the private sector, the landowners and promoters have a critical role to play in formulating a Detailed Phasing Plan, albeit subject to the approval of the local planning authority.
- 6.12 In section 3.0 we described how a Detailed Phasing Plan (including a Spatial Phasing Plan) will need to be prepared and agreed within the development management decision-making process. That Detailed Phasing Plan will be prepared by the promoters on behalf of the landowners. It will be appraised by the councils, and it will evolve through negotiations.
- 6.13 The Indicative Phasing Arrangements described in this report are intended to provide a framework for those negotiations. We anticipate that the Indicative Phasing Arrangements may need to evolve in response to:
- further work on various aspects of the SCGV development, and the emergence of new information;
  - further viability work and negotiations in relation to the OPA proposals; and
  - any material changes in circumstances between now and determination of the OPA.
- 6.14 The heads of terms for the section 106 agreement(s) will need to be developed, through negotiations, to a sufficient level of detail to enable WODC's Planning Committee to pass a resolution in respect of the OPA. Resolving any viability concerns in relation to the OPA proposals and the delivery of Key Infrastructure will be a critical part of those negotiations. Assuming WODC's Planning Committee resolves to grant OPP, further detail will be added during negotiations on the drafting of the section 106 agreement(s). Assuming OPP is subsequently granted, it may be subject to a pre-commencement condition requiring the submission and approval of a Detailed Phasing Plan. Alternatively, the parties may be in a position to agree a Detailed Phasing Plan prior to determination of the OPA.
- 6.15 The Indicative Phasing Arrangements described in this report should therefore be viewed as a starting point for the process of preparing and agreeing a Detailed Phasing Plan.



## 7.0 Conclusion

- 7.1 WODC appointed AKU to provide consultancy support in relation to items 1 to 5 from its response to the Inspector.<sup>40</sup> Table 4 below describes those items from WODC's scope of work, and where they have been addressed within this report.

Table 4: WODC's scope of work for establishing Indicative Phasing Arrangements		
Item	Description	Relevant parts of this report
1.	Confirm the anticipated trajectory for the overall delivery of new homes and commercial floorspace at Salt Cross taking account of the current planning position reached in terms of AAP progress, likely determination of any outline planning permission, reserved matters approval etc.	Section 4.0 (pars 4.2 to 4.17).
2.	Determine an indicative phasing plan/phasing arrangements for the delivery of new homes and commercial floorspace based on the anticipated trajectory.	Sections 5.0 and 6.0, and appendices 1 and 2.
3.	Confirm the overall package of infrastructure which is needed to support the delivery of Salt Cross including transport and other essential infrastructure.	Sections 4.0 and 5.0.
4.	Confirm what infrastructure items are needed and when during each phase of development including any key 'trigger' points such as in relation to education provision.	Sections 4.0, 5.0 and 6.0, and appendices 1 and 2.
5.	Illustrate the agreed schedule of infrastructure items determined at points 3 and 4 above in tabular format and/or in plan format.	Appendices 1 and 2.

- 7.2 Item 5 above refers to illustrating the agreed schedule of infrastructure items in tabular and/or in plan format. This report does not include a representation of the Indicative Phasing Arrangements in plan format, as AKU was not tasked with preparing one.
- 7.3 We consider that the table and diagram in appendices 1 and 2 respectively are sufficient to illustrate the Indicative Phasing Arrangements described in the body of this report. However, if the Inspector considers that WODC's further work should also include a plan, WODC could propose working collaboratively with OCC and GDL to prepare a simple Directions of Development Diagram. That could be based on the overlaps between WODC's Illustrative Spatial Framework Plan and GDL's OPA Parameter Plans.
- 7.4 In that event, there are some headline conclusions that we can draw from the work undertaken to date.
- SCGV will have two principal points of vehicular access, as described earlier in this report.
  - OCC is seeking to limit the number of new dwellings served by any one vehicular access.
  - Early sub-phases ought to take advantage of existing and proposed bus services operating along the A40 Corridor.
  - A spine road between the two principal points of vehicular access will facilitate bus services through the SCGV.
  - The science and technology park will be located west of Cuckoo Lane adjacent to the new park and Ride, and will be served by the new western vehicular access to SCGV.

<sup>40</sup> Letter from WODC to the Inspector (13th of August 2021) (WODC EXAM 05).



- There are compelling reasons for locating key supporting facilities towards the centre of the site; e.g. primary and secondary school facilities, and the primary neighbourhood centre.

7.5 The conclusions above suggest that a simple Directions of Development Diagram, prepared solely to support the Indicative Phasing Arrangements, would show development proceeding from both of the principal accesses in the early Stages of the Anticipated Trajectory. This would enable the residential and employment components to be delivered in sync. Completion of a spine road link to facilitate bus services through SCGV would be a key move, complementing existing and proposed bus services operating along the A40 Corridor. Completion of the primary school and adjacent neighbourhood centre would also be a key move, given their importance to creating an early hub.

**Ends**

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## **Appendix 1** - Indicative Phasing Arrangements (table)

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Appendix 1 - Indicative Phasing Arrangements

Item	Description	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Stage 6	Summaries of WODC’s justifications for these indicative phasing proposals
		PKTP 1 300 (± 100)	PKTP 2 700 (± 100)	PKTP 3 1,100 (± 100)	PKTP 4 1,500 (± 100)	PKTP 5 1,900 (± 100)	PC	
1.	Permanent floor space for culture and the arts.			■				AAP Appendix 5 - 394 m² of floor space for culture and the arts. WODC envisages a dual-use building, which also meets the emerging assessed need for indoor sports floor space (See EV4 and Indoor Sports Built Facility Strategy). The indicative phasing proposed reflects anticipated population growth at SCGV, and the limited existing capacity of suitable floor space in the Eynsham area. The proposed timing is also intended to take account of development viability by helping to balance out the provision of key facilities across a number of different phases.
2.	Temporary community meeting space.	■						AAP Appendix 5 - 1,078 m² of community meeting floor space for SCGV (See EV4). WODC considers it necessary for some form of pro-rata temporary provision to be made as part of the initial phase of development. This is consistent with the emphasis on early community development embedded in AAP Policy 5 - Social Integration, Interaction and Inclusion.
3.	Permanent community meeting space.		■					AAP Appendix 5 - 1,078 m² of community meeting floor space for SCGV. WODC envisages permanent building(s) provided within the primary neighbourhood centre (See EV4). The indicative phasing proposed reflects anticipated population growth at SCGV, and the limited existing capacity of suitable floor space in the Eynsham area. The proposed timing is also intended to take account of development viability by helping to balance out the provision of key facilities across a number of different phases.
4.	Temporary accommodation for a trust - if established.	■						WODC considers that long-term stewardship could be led by a trust (Policy 31). If a trust is established, it will need temporary operating premises. This is linked to item 2 (See EV15). WODC considers that such temporary provision should be made in Stage 1. This is consistent with AAP Policy 31 - Long-Term Maintenance and Stewardship which requires interim measures to be put in place as appropriate to support the early phases of development. It is also consistent with the emphasis on early community development more generally, which is embedded in AAP Policy 5 - Social Integration, Interaction and Inclusion.
5.	Permanent accommodation for a trust - if established.		■					WODC considers that long-term stewardship could be led by a trust (Policy 31). If a trust is established, it will need permanent operating premises. The indicative phasing proposed is linked to item 3 above, the rationale being that such accommodation may well form part of a multi-purpose community building (See EV15).
6.	Library floor space.		■					OCC requires additional library facilities to serve needs arising from SCGV. Preferred delivery solution to be identified following public consultation by OCC’s Library Service (See EV4). The indicative phasing proposed reflects the fact that the need for library and archive provision will increase gradually as the implementation period progresses and allowing for further public consultation on the most appropriate solution, would most logically form part of the second indicative stage of development.
7.	Indoor sports floor space.			■				AAP Appendix 5 - refers to Indoor Sports Built Facility Strategy (SBFS). As set out in relation to item 1 above, WODC envisages a dual-use building, which also meets the assessed need for culture and the arts floor space (See EV4 and SBFS). The indicative phasing proposed is intended to balance population growth at SCGV and the fact that there is currently limited capacity for indoor sport in the Eynsham area, including at the main facility - Bartholomew School. The proposed timing is also intended to take account of development viability by helping to balance out the provision of key facilities across a number of different phases.
8.	Delivery of primary school site.		■					OCC will require the primary school site to be delivered before 400 homes are occupied, in order to ensure that the new school will be open in the first September after 700 homes are occupied. The indicative phasing proposed has been shared with OCC in the preparation of this report, and also reflects earlier advice given in December 2020.
9.	Primary school.		■	□				AAP Appendix 5 refers to the provision of primary education and nursery. OCC requires the provision of a new primary school and nursery (See EV4 and EV5). The indicative phasing proposed has been shared with OCC in the preparation of this report, and also reflects earlier advice given in December 2020.
10.	Temporary secondary school classroom provision.		■	■				AAP Appendix 5 refers to the provision of secondary education. OCC requires temporary classroom facilities at Bartholomew School, pending provision of new secondary school facility at SCGV (See EV4 and EV5). The indicative phasing proposed has been shared with OCC in the preparation of this report, and also reflects earlier advice given in December 2020.
11.	Delivery of secondary school site.			■				OCC will require the secondary school site to be delivered before 1,000 homes are occupied, in order to ensure that the new school will be open when approximately 1,400 homes are occupied. The indicative phasing proposed has been shared with OCC in the preparation of this report, and also reflects earlier advice given in December 2020.
12.	Secondary school.				■			AAP Appendix 5 refers to the provision of secondary education. OCC requires provision of new secondary school facility at SCGV, to meet assessed need from development around Eynsham (See EV4 and EV5). The indicative phasing proposed has been shared with OCC in the preparation of this report, and also reflects earlier advice given in December 2020.
13.	Shared Blue Light partners facility.		■					AAP Appendix 5 - provision of emergency services infrastructure. WODC envisages a shared facility for Blue Light partners, within the primary neighbourhood centre (See EV4). The indicative phasing proposed is linked to item 3 above, the rationale being that such accommodation may well form part of a multi-purpose community building.
14.	Green infrastructure - various types.	■	■	■	■	■	■	AAP Appendix 5 - provision of various types of green infrastructure. WODC envisages proportionately phased provision of all types throughout the implementation period (See EV4).

## Appendix 1 - Indicative Phasing Arrangements

Item	Description	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Stage 6	Summaries of WODC’s justifications for these indicative phasing proposals
		PKTP 1 300 (± 100)	PKTP 2 700 (± 100)	PKTP 3 1,100 (± 100)	PKTP 4 1,500 (± 100)	PKTP 5 1,900 (± 100)	PC	
15.	Primary health care provision.		■					AAP Appendix 5 - provision of primary health care. One potential delivery solution might be the provision of a new surgery within the primary neighbourhood centre (See EV4). This is consistent with AAP Policy 28 - Land Uses and Layout; The Spatial Framework, which requires an appropriate mix and quantum of community uses as part of the village centre and neighbourhood centres, including land which is to be reserved for general medical use to enable the future expansion/re-location of primary health care facilities. Discussions have also taken place between WODC and the Eynsham Medical Group, who have confirmed their ‘in principle’ interest in pursuing the opportunity to establish a new facility within SCGV.
16.	Western Development Roundabout and associated works (e.g. mitigation for affected laybys).	■						AAP Appendix 5 - transport infrastructure. Western Development Roundabout is critical to SCGV, providing the only point of access into the site from the A40 and direct access to the science and technology park area west of Cuckoo Lane (See EV13 and EV 20). It also enables the provision of the main spine road through the garden village to Lower Road. In recognition of the importance of the Western Development Roundabout, WODC and OCC are currently exploring opportunities to secure forward funding to enable it to be delivered as part of OCC’s HIF A40 Smart Corridor improvements in 2023/24. If forward funding cannot be secured, WODC and OCC consider that the Western Development Roundabout should be provided in Stage 1.
17.	Lower Road junction.	■						AAP Appendix 5 - transport infrastructure. The new Lower Road junction will be one of the two principal vehicular access points to SCGV and enable the provision of the main spine road through the site. Given the relatively sensitivity of Cuckoo Lane, WODC, OCC and GDL agree that early provision of the Lower Road Junction will enable the eastern neighbourhood to become the first broad phase of residential development (See EV13).
18.	Spine road from the Western Development Roundabout to the Lower Road junction.		□	■	□			AAP Appendix 5 - transport infrastructure. Spine road will allow bus services to operate through SCGV. It should be a through road, at least in the early phases of development (See EV13). Whilst recognising that further detailed work will be needed to determine when the western and eastern sections of the spine road will need to be linked to provide a through road, WODC and OCC are keen to ensure that the spine road is in place as soon as possible, particularly in light of the sensitivity of Cuckoo Lane and its envisaged role as an active travel corridor.
19.	Measures to deter through traffic from travelling between the A40 and A4095 via Cuckoo Lane and Freeland village.		■					AAP Appendix 5 - transport infrastructure. Transport Strategy envisaged measures to deter through traffic travelling between the A40 and A4095 via Cuckoo Lane and Freeland village. Linked to item 8 (See EV13). The indicative phasing proposed is in large part linked to the indicative timing of the spine road (see item 18 above), which will make rat-running through Freeland a potentially more attractive proposition.
20.	Provision of a cycle track to Hanborough Station, along the western side of Lower Road - direct provision element.	■	■					AAP Appendix 5 - transport infrastructure. Transport Strategy calls for improved connectivity between SCGV and Hanborough Station, with safe walking/cycling route alongside Lower Road (See EV13). The indicative phasing proposed reflects the fact that initial residential development is likely to take place in the east of the site. In the interests of facilitating sustainable travel choices, WODC and OCC are keen to ensure this key link is provided during the early stages of the SCGV development.
21.	Grade-separated crossing (underpass) between Old Witney Road and Cuckoo Lane.		■					AAP Appendix 5 - transport infrastructure. Transport Strategy recommends that the underpass be integrated with A40 Corridor improvements, to minimize disruption to traffic during construction (See EV13). As is the case with the Western Development Roundabout (see item 16 above), WODC and OCC are currently exploring opportunities to secure forward funding to enable the underpass to be delivered as part of OCC’s A40 Smart Corridor improvements in 2023/24. If forward funding cannot be secured, WODC and OCC consider that the underpass should be provided in Stage 2. This is linked in part to the delivery of the primary school, provision of the spine road, and the anticipated role of Cuckoo Lane as an active travel corridor.
22.	Commencement of bus service from SCGV to Hanborough Station.			■	□			AAP Appendix 5 - transport infrastructure. OCC envisages this service commencing sometime between completion of the spine road and the opening of the new secondary school facility (when around 1,000 new homes are occupied).
23.	Commencement of internal bus service through SCGV.			■	□			AAP Appendix 5 - transport infrastructure. OCC envisages this service commencing sometime between completion of the spine road and the opening of the new secondary school facility (when around 1,000 new homes are occupied).

**Notes:**

1. PKTP means Potential Key Trigger Point.
2. PKTPs 1 to 5 are as described in section 6.0 of the Phasing Report.
3. As described in paragraph 6.4 of the Phasing Report, each PKTP is shown with the option of a plus or minus adjustment of up to 100 dwellings. For illustration, this table is based on the unadjusted PKTPs. Some items may subsequently move between Stages, if some or all of the PKTPs are adjusted.
4. Anticipated Stages for delivery are indicated with solid squares; i.e. based on the dependencies described in section 5.0 of the Phasing Report, and on the unadjusted PKTPs above (shown in bold).
5. Where section 5.0 of the Phasing Report indicates that delivery might be later, or earlier, than currently envisaged, the alternative Stages for delivery are indicated with unfilled squares; again, based on the unadjusted PKTPs above (shown in bold).
6. PC means Practical Completion of the residential component of SCGV.
7. PKTPs 1 to 5 are intended to establish a framework for future section 106 agreement negotiations. WODC may eventually want to adjust this framework, by increasing or decreasing particular PKTPs by up to 100 first occupations in either direction.
8. PKTPs 1 to 5 will not be the only triggers in any subsequent section 106 agreement(s). Other triggers will need to be agreed as appropriate, when further work has been done and more information is available.

## **Appendix 2** - Indicative Phasing Arrangements (diagram)



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Appendix 2 - Indicative Phasing Arrangements based on anticipated Stages of development and Potential Key Trigger Points (PKTPs).

A	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
B	50	70	135	160	180	195	195	210	210	210	195	180	135	75	
C	50	120	255	415	595	790	985	1,195	1,405	1,615	1,810	1,990	2,125	2,200	2,200
D	25	85	188	335	505	693	888	1,090	1,300	1,510	1,713	1,900	2,058	2,163	2,200
E	61	208	459	821	1,237	1,697	2,174	2,671	3,185	3,700	4,196	4,655	5,041	5,298	5,390

Stages of development and infrastructure delivery (see Figure 2)

Stage 1 - Up to PKTP 1	Stage 2 - Up to PKTP 2	Stage 3 - Up to PKTP 3	Stage 4 - Up to PKTP 4	Stage 5 - Up to PKTP 5	Stage 6 - Up to PC
<div>Note 1</div> <ul style="list-style-type: none"><li>300 dwellings occupied</li></ul>	<ul style="list-style-type: none"><li>400 more dwellings occupied (700 in total)</li><li>First tranche of serviced employment land</li></ul>	<ul style="list-style-type: none"><li>400 more dwellings occupied (1,100 in total)</li><li>Second tranche of serviced employment land</li></ul>	<ul style="list-style-type: none"><li>400 more dwellings occupied (1,500 in total)</li><li>Third tranche of serviced employment land</li></ul>	<ul style="list-style-type: none"><li>400 more dwellings occupied (1,900 in total)</li><li>Fourth tranche of serviced employment land</li></ul>	<div>Note 2</div> <ul style="list-style-type: none"><li>300 more dwellings occupied (2,200 in total)</li></ul>
<div>Community and culture</div> <ul style="list-style-type: none"><li>AAP Appendix 5 - 1,078 m2 of community meeting floor space for SCGV. Some form of pro-rata temporary provision will be required to meet early community development objectives - Policy 5. (See EV4).</li><li>WODC considers that long-term stewardship could be led by a trust (Policy 31). If a trust is established, it will need temporary operating premises. This is linked to the item above. (See EV15).</li></ul> <div>Green infrastructure</div> <div>Note 3</div> <ul style="list-style-type: none"><li>≥ 0.735 ha of formal parks and gardens; and ≥ 2.396 ha of amenity green space, and natural and semi-natural green space; and ≥ 0.441 ha of nearby amenity green space.</li><li>≥ 0.286 ha of allotments and community orchards.</li><li>≥ 0.35 ha of equipped, designated play areas, including: ≥ 2 LLAP (or equivalent); and ≥ 3 LAP.</li></ul> <div>Transport and movement</div> <ul style="list-style-type: none"><li>Eastern and western accesses completed: i.e. junction with Lower Road and Western Development Roundabout (including any associated mitigation for impacts on existing laybys).</li><li>Eastern section of spine road commenced.</li><li>Careful consideration will also be given to the timing of an east to west active travel route within SCGV; i.e. connecting new homes in the eastern part of the site with any early employment opportunities within the science and technology park (also applies in Stage 2).</li><li>Cycle track to Hanborough Station, along the western side of Lower Road - commence direct provision element.</li></ul>	<div>Community and culture</div> <ul style="list-style-type: none"><li>≥ 1,078 sqm of community meeting floor space (including permanent operating premises for any community management body).</li><li>Library and archive provision to meet OCC requirements.</li></ul> <div>Education</div> <ul style="list-style-type: none"><li>New primary school site delivered before 400 homes are occupied.</li><li>New primary school and associated nursery open in the first September after 700 homes are occupied.</li><li>Temporary secondary school provision at Bartholomew School.</li></ul> <div>Emergency services</div> <ul style="list-style-type: none"><li>Shared touchdown facility for blue light partners (e.g. within a community building) with associated parking.</li></ul> <div>Green infrastructure</div> <div>See Note 3</div> <ul style="list-style-type: none"><li>≥ 0.98 ha of formal parks and gardens; ≥ 3.194 ha of amenity green space, and natural and semi-natural green space; and ≥ 0.587 ha of nearby amenity green space.</li><li>≥ 0.382 ha of allotments and community orchards.</li><li>≥ 0.5 ha of equipped, designated play areas, including: ≥ 1 NEAP; ≥ 1 LEAP; ≥ 2 LLAP (or equivalent); and ≥ 3 LAP.</li><li>≥ 3.5 ha of outdoor sports.</li></ul> <div>Health and social care</div> <ul style="list-style-type: none"><li>Primary health care provision - delivery solution to be determined.</li></ul> <div>Transport and movement</div> <ul style="list-style-type: none"><li>Western section of spine road progressed, enabling provision of serviced employment land.</li><li>Deter through traffic between the A40 and A4095, via Cuckoo Lane and Freeland village.</li><li>Underpass between Old Witney Road and Cuckoo Lane.</li><li>Cycle track to Hanborough Station - complete direct provision element.</li></ul>	<div>Community and culture</div> <div>Note 4</div> <ul style="list-style-type: none"><li>Burial ground (assuming agreement between the landowners and Eynsham Parish Council).</li><li>Indoor sports and leisure provision (quantitative requirements to be confirmed by Built Facilities Strategy).</li><li>≥ 394 sqm of floor space for culture and the arts (also suitable for indoor sports).</li></ul> <div>Education</div> <ul style="list-style-type: none"><li>New secondary school site delivered before 1,000 homes are occupied.</li><li>Temporary secondary school provision at Bartholomew School.</li></ul> <div>Green infrastructure</div> <div>Note 3</div> <ul style="list-style-type: none"><li>≥ 0.98 ha of formal parks and gardens; ≥ 3.194 ha of amenity green space, and natural and semi-natural green space; and ≥ 0.587 ha of nearby amenity green space.</li><li>≥ 0.382 ha of allotments and community orchards.</li><li>≥ 0.5 ha of equipped, designated play areas, including: ≥ 1 NEAP; ≥ 1 LEAP; ≥ 2 LLAP (or equivalent); and ≥ 3 LAP.</li></ul> <div>Transport and movement</div> <ul style="list-style-type: none"><li>Eastern and western sections of the spine road connected for vehicular traffic, enabling provision of new bus services through SCGV. Spine road will also provide an active travel corridor.</li><li>Commencement of new internal bus service and bus service to Hanborough Station (envisaged late Stage 3 or early Stage 4).</li></ul>	<div>Education</div> <ul style="list-style-type: none"><li>New secondary school open when approximately 1,400 homes are occupied.</li></ul> <div>Green infrastructure</div> <div>Note 3</div> <ul style="list-style-type: none"><li>≥ 0.98 ha of formal parks and gardens; ≥ 3.195 ha of amenity green space, and natural and semi-natural green space; and ≥ 0.587 ha of nearby amenity green space.</li><li>≥ 0.382 ha of allotments and community orchards.</li><li>≥ 0.5 ha of equipped, designated play areas, including: ≥ 1 NEAP; ≥ 2 LLAP (or equivalent); ≥ 1 TRIM; and ≥ 3 LAP.</li><li>≥ 2.38 ha of outdoor sports.</li></ul> <div>Transport and movement</div> <ul style="list-style-type: none"><li>Commencement of new internal bus service and bus service to Hanborough Station (envisaged late Stage 3 or early Stage 4).</li></ul>	<div>Green infrastructure</div> <div>Note 3</div> <ul style="list-style-type: none"><li>≥ 0.98 ha of formal parks and gardens; ≥ 3.195 ha of amenity green space, and natural and semi-natural green space; and ≥ 0.587 ha of nearby amenity green space.</li><li>≥ 0.382 ha of allotments and community orchards.</li><li>≥ 0.76 ha of equipped, designated play areas, including: ≥ 1 wheeled sports facility (e.g. BMX); ≥ 1 NEAP; ≥ 2 LLAP (or equivalent); ≥ 1 TRIM; and ≥ 2 LAP.</li><li>≥ 2.74 ha of outdoor sports.</li></ul>	<div>Green infrastructure</div> <div>Note 3 and Note 5</div> <ul style="list-style-type: none"><li>≥ 0.735 ha of formal parks and gardens; and ≥ 2.396 ha of amenity green space, and natural and semi-natural green space; and ≥ 0.441 ha of nearby amenity green space.</li><li>≥ 0.286 ha of allotments and community orchards.</li><li>≥ 0.35 ha of equipped, designated play areas, including: ≥ 1 LEAP; ≥ 2 LLAP (or equivalent); and ≥ 2 LAP.</li></ul>
<div>What do the timeline rows A to E show?</div> <div>A - Anticipated residential development years from 2026 to 2039. B - Dwelling completions per annum. C - Cumulative completions over the residential development years. D - Number of homes occupied (NB. lags behind completions). E - Population (based on 2.45 persons per household).</div>					
<div>What does Up to PKTP (i.e. Potential Key Trigger Point) 1 to 5 mean?</div> <div>Up to PKTP 1 - Up to the point when 300 (± 100) dwellings are occupied. Up to PKTP 2 - Up to the point when 700 (± 100) dwellings are occupied. Up to PKTP 3 - Up to the point when 1,100 (± 100) dwellings are occupied. Up to PKTP 4 - Up to the point when 1,500 (± 100) dwellings are occupied. Up to PKTP 5 - Up to the point when 1,900 (± 100) dwellings are occupied.</div>					
<div>Notes:</div> <div>1. As described in paragraph 6.4 of the Phasing Report, the five Potential Key Trigger Points (PKTPs) are shown with the option of a plus or minus adjustment of 100 dwellings. For illustration, this diagram is based on the unadjusted PKTPs. Some items may subsequently move between Stages, if some or all of the PKTPs are adjusted.</div> <div>2. Up to PC means the last 300 dwellings to be occupied before Practical Completion of the residential component of 2,200 dwellings.</div> <div>3. Green infrastructure delivery is shown here on a pro-rata basis, but is more likely to happen in tranches within spatial phases (i.e. some spatial phases may delivery a disproportionate amount of the overall provision).</div> <div>4. Burial ground is not an AAP Appendix 5 requirement. GDL has proposed a burial ground following discussions with the Parish Council.</div> <div>5. These Indicative Phasing Arrangements are structured around the Stages described in Figure 2, and the 5 PKTPs as shown. WODC will negotiate additional trigger points, as appropriate. These could include triggers in Stage 6, to ensure facilities are provided before Practical Completion (e.g. the final pieces of green infrastructure).</div>					

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AMENITY GREEN SPACE

SCHOOLS

COMMUNITY CENTRE

PARKS AND GARDENS

SURGERY

SPORTS PITCHES

ALLOTMENTS

CYCLEWAYS

CULTURE AND THE ARTS

COMMUNITY ORCHARDS

LIBRARY

SUPERFAST BROADBAND