

**Cherwell Local
Development Framework**

**Site Allocations
Development Plan
Document**

**Housing Figures for
Banbury and North Cherwell**

**LDF Housing Technical
Paper 2**

July 2006

1	Introduction	3
2	Housing Requirements 2004 - 2016	3
3	Housing Requirements 2016 - 2026	5
4	Urban Housing Potential 2004 - 2016	6
5	Other Sources of Potential 2004 - 2016	10
6	Urban Housing Potential 2016 - 2026	14
7	Other Sources of Potential 2016 - 2026	18
8	Draft Planning Policy Statement 3: Housing	18
9	Conclusions	22

1. Introduction

1.1 Technical Paper 1: *Housing Figures* sets out housing potential identified through the Council's Urban Housing Potential Study 2005 (published in September 2005) and what level of development, outside the built-up limits of Banbury, Bicester and the current 'Category 1' villages, needs to be accommodated from 2004 to 2016 and 2016 to 2026 through the identification of new sites. This paper sets out those requirements for preparation of the Banbury and North Cherwell Site Allocations Development Plan Document and, in doing so, also provides figures for Bicester and Central Oxfordshire. Housing requirements and strategic distribution will be kept under review as work on the Core Strategy and the South East Plan progresses and with the forthcoming publication of Planning Policy Statement 3: Housing (PPS 3).

2. Housing Requirements 2004 - 2016

2.1 .From Technical Paper 1, it can be seen that the Structure Plan housing requirements from 2004 to 2016 minus completions at 31 March 2004 are as follows:

- about 3273 dwellings (net) at Banbury;
- about 2618 dwellings (net) at Bicester;
- about 700 dwellings (net) at RAF Upper Heyford;
- about 1381 dwellings (net) to be provided elsewhere.

(i)

2.2 Banbury and Former RAF Upper Heyford lie within the Banbury and North Cherwell Area. To establish the remaining approximate requirement for Banbury and North Cherwell, the 1381 dwellings referred to above as being provided 'elsewhere' have been divided between Banbury and North Cherwell and Bicester and Central Oxfordshire having regard to the proportion of the total urban housing potential of the 'category 1' villages that falls within the two areas (see Table 1 of Technical Paper 1). This approach accords broadly with Structure Plan policy H1 which states, "*Elsewhere, most development should take place in larger settlements where a reasonable range of employment, services and community facilities exist, are planned or can be provided at reasonable cost.*" Progression of work on housing distribution through the Core Strategy may of course require later change to the proportion of housing development allocated to Banbury, Bicester and other areas.

2.3 From Table 1 of Technical Paper 1, it can be determined that 25.4% of the total housing potential of the category 1 villages is derived from those villages in Banbury and North Cherwell (Adderbury, Bloxham, Bodicote, Cropredy, Deddington, Hook Norton and Steeple Aston). The category 1 villages in Bicester and Central Oxfordshire (Ambosden, Kidlington, Kirtlington, Launton and Yarnton) produce

i (Net = additional dwellings taking into account any losses)

74.6% of the total. It is therefore reasonable to assume that approximately 351 dwellings need to be accommodated 'elsewhere' in Banbury and North Cherwell (i.e. other than at Banbury and Former RAF Upper Heyford) and approximately 1030 need to be accommodated 'elsewhere' in Bicester and Central Oxfordshire (i.e. other than at Bicester).

2.4 The 2004-2016 housing requirements for Banbury and North Cherwell are therefore:

- about 3273 dwellings (net) at Banbury;
- about 700 dwellings (net) at RAF Upper Heyford;
- about 351 dwellings (net) to be provided elsewhere;
- about 4324 dwellings (net) in total.

2.5 The 2004-2016 housing requirements for Bicester and Central Oxfordshire are:

- about 2618 dwellings (net) at Bicester;
- about 1030 dwellings (net) to be provided elsewhere;
- about 3648 dwellings (net) in total.

3. Housing Requirements 2016 - 2026

3.1 Technical Paper 1 explains how the Council is currently planning for housing provision from 2016 to 2026. Using that approach and the same method as above to provide a housing figure for 'elsewhere' (using Table 4 of Technical Paper 1), the following requirements can be established for Banbury and North Cherwell and Bicester and Central Oxfordshire for 2016-2026:

Banbury and North Cherwell

- about 2714 dwellings (net) at Banbury;
- about 559 dwellings (net) elsewhere;
- about 3273 dwellings (net) in total.

Bicester and Central Oxfordshire

- about 2419 dwellings (net) at Bicester;
- about 538 dwellings (net) elsewhere;
- about 2957 dwellings (net) in total.

4. Urban Housing Potential 2004 - 2016

4.1 Using Table 1 of Technical Paper 1, the total urban housing potential for Banbury and the category 1 villages in the North Cherwell area is as follows:

Table A: Total Urban Housing Potential 2004-2016	
Banbury and North Cherwell	
Banbury	2087
Sub-Total	2087
Adderbury	56
Bloxham	39
Bodicote	31
Cropredy	3
Deddington	10
Hook Norton	29
Steeple Aston	3
Sub-Total	171
TOTAL	2258

4.2 Using Table 1 of Technical Paper 1, the total urban housing potential for Bicester and the category 1 villages in the Central Oxfordshire area is as follows:

Table B: Total Urban Housing Potential 2004-2016	
Bicester and Central Oxfordshire	
Bicester	928
Sub-Total	928
Ambrosden	46
Kidlington	197
Kirtlington	9
Launton	25
Yarnton	225
Sub-Total	502
TOTAL	1430

4.3 Assuming that all large site potential (10 dwellings or more) identified in the Urban Housing Potential Study 2005 can be delivered and that no other large sites are identified during preparation of the Banbury and North Cherwell Site Allocations DPD that lie within Banbury and the category 1 villages, the shortfall in meeting housing requirements for 2004-2016 is as follows (i.e. having regard to Table A):

- about 1186 dwellings (net) at Banbury;
- about 700 dwellings (net) at Former RAF Upper Heyford;
- about 180 dwellings (net) elsewhere.

4.4 Having regard to identified urban housing potential, the shortfall in meeting housing requirements in Bicester and Central Oxfordshire for 2004-2016 is as follows (i.e. having regard to Table B):

- about 1690 dwellings (net) at Bicester;
- about 528 dwellings (net) elsewhere.

4.5 The large site potential identified in the Urban Housing Potential Study 2005 which will need to be delivered is as follows:

Table C: Total Large Site Housing Potential 2004-2016				
Banbury and North Cherwell				
(source: UHPS 2005)				
Settlement	Large Site Planning Permission Commitments at 31/03/04 -10%	Remaining non-statutory allocations within built-up limits likely to be developed by 2016	New Large Site Potential 2004-2016	Total Large Site Potential 2004-2016
Banbury	714	747	472	1933
Sub-Total	714	747	472	1933
Adderbury	34	0	0	34
Bloxham	1	0	14	15
Bodicote	0	0	0	0
Cropredy	0	0	0	0
Deddington	0	0	0	0
Hook Norton	0	0	0	0
Steeple Aston	0	0	0	0
Sub-Total	35	0	14	49
TOTAL	749	747	486	1982

Table D: Total Large Site Housing Potential 2004-2016 Bicester and Central Oxfordshire (source: UHPS 2005)				
Settlement	Large Site Planning Permission Commitments at 31/03/04 -10%	Remaining non statutory Allocations within built-up limits likely to be developed by 2016	New Large Site Potential 2004-2016	Total Large Site Potential 2004-2016
Bicester	488	330	67	885
Sub-Total	488	330	67	885
Ambrosden	0	50	-16	34
Kidlington	20	70	59	149
Kirtlington	0	0	0	0
Launton	23	0	0	23
Yarnton	25	135	48	208
Sub-Total	68	225	91	414
TOTAL	556	585	158	1299

4.6 If the large site potential identified above cannot be delivered it would be necessary to identify other sites (within or outside built-up limits) to generate the same level of housing development.

5. Other Sources of Potential 2004 - 2016

5.1 Former RAF Upper Heyford is identified specifically in the Oxfordshire Structure Plan 2016. Table 2 of Technical Paper 1 provides details of other sources of potential that can also be taken into account. The area distribution of those figures is as follows:

Table E: Sources of Housing Potential 2004-2016 not included in the Urban Housing Potential Study 2005	
Banbury and North Cherwell	
Banbury	5
Former RAF Upper Heyford	700
Elsewhere (Banbury & North Cherwell)	340
TOTAL	1045

Table F: Sources of Housing Potential 2004-2016 not included in the Urban Housing Potential Study 2005	
Bicester and Central Oxfordshire	
Bicester	1
Elsewhere (Bicester & Central Oxfordshire)	155
TOTAL	156

5.2 Having regard to Table E, the level of development that needs to be accommodated outside the built-up limits of Banbury and the category 1 villages is:

- about 1181 dwellings (net) at Banbury;
- about -160 dwellings (net) elsewhere.

5.3 Having regard to Table F, the level of development that needs to be accommodated outside the built-up limits of Bicester and the category 1 villages is:

- **about 1689 dwellings (net) at Bicester;**
- **about 373 dwellings (net) elsewhere.**

5.4 As Technical Paper 1 highlights, the Council has a number of greenfield allocations outside the existing built-up limits of settlements identified in its non-statutory Cherwell Local Plan 2011. In Banbury and North Cherwell these amount to:

- about 950 dwellings (net) at Banbury;
- about 75 dwellings elsewhere.

Table G: Remaining greenfield allocations outside built-up limits as identified in the non-statutory Cherwell Local Plan 2011 (minus permissions and completions) as at 31/03/04

Banbury and North Cherwell

Settlement	Site	No. of Dwellings
Banbury	Bankside	950
Adderbury	South of Aynho Road	10
Bloxham	North of Milton Road	40
Bloxham	Banbury Road/ Ells Lane	10
Milcombe	Oak Farm	15
TOTAL		1025

5.5 In Bicester and Central Oxfordshire, the additional greenfield non-statutory allocations outside built-up limits amount to:

- about 1585 dwellings (net) at Bicester;
- about 52 dwellings (net) elsewhere.

Table H: Remaining greenfield allocations outside built-up limits as identified in the non-statutory Cherwell Local Plan 2011 (minus permissions and completions) as at 31/03/04

Bicester and Central Oxfordshire

Settlement	Site	No. of Dwellings
Bicester	South West Bicester	1585
Ambrosden	West of West Hawthorn	7
Arccott	South of Buchanan Road	15
Arccott	South of Greenfields	15
Kirtlington	North of Gossway Fields	15
TOTAL		1637

5.6 It is possible that additional housing will arise from these greenfield non-statutory allocations. Some are the subject of current applications for planning permission in which higher numbers of dwellings are proposed. However, should they all be delivered with the number of dwellings specified in policy H1b of the non-statutory Cherwell Local Plan 2011, the level of development that needs to be accommodated outside the existing built-up limits of Banbury, Bicester and the current category 1 villages from 2004 to 2016 would be as follows.

Banbury and North Cherwell

- about 231 dwellings (net) at Banbury;
- about -235 dwellings (net) elsewhere;
- about -4 dwellings (net) in total.

Bicester and Central Oxfordshire

- about 104 dwellings (net) at Bicester;
- about 321 dwellings (net) elsewhere;
- about 425 dwellings (net) in total.

5.7 However, the non-statutory Local Plan is not part of the statutory Development Plan and such sites cannot be taken into account in establishing the level of new development that needs to be accommodated outside the existing built-up limits of Banbury, Bicester and the current category 1 villages unless they receive planning permission. Each site would ultimately have to be delivered or allocated in a Site Allocation Development Plan Document to be relied-upon to meet Structure Plan housing requirements.

5.8 In 2004/2005 there were 677 housing completions (278 at Banbury, 108 elsewhere in North Cherwell, 272 at Bicester and 19 elsewhere in Central Oxfordshire). However, all of the completions overlap with the housing potential already identified above and therefore cannot be taken into account until all of the tables in the Urban Housing Potential Study are updated. For this reason, the base date for calculating housing requirements is presently 31 March 2004.

6. Urban Housing Potential 2016 - 2026

6.1 Using Table 4 of Technical Paper 1, the total urban housing potential within Banbury and the category 1 villages in the North Cherwell area for 2016-2026 is as follows:

Table I: Total Urban Housing Potential 2016-2026 Banbury and North Cherwell	
Banbury	326
Sub-Total	326
Adderbury	18
Bloxham	20
Bodicote	26
Cropredy	2
Deddington	8
Hook Norton	24
Steeple Aston	2
Sub-Total	100
TOTAL	426

6.2 Using Table 4 of Technical Paper 1, the total urban housing potential within Bicester and the category 1 villages in the Bicester and Central Oxfordshire area for 2016-2026 is as follows:

Table J: Total Urban Housing Potential 2016-2026	
Bicester and Central Oxfordshire	
Bicester	94
Sub-Total	94
Ambrosden	10
Kidlington	40
Kirtlington	8
Launton	2
Yarnton	36
Sub-Total	96
TOTAL	190

6.3 Assuming that all large site potential (10 dwellings or more) identified in the Urban Housing Potential Study 2005 can be delivered and that no other large sites are identified within the built up areas during plan preparation, the shortfall in meeting housing requirements for 2016-2026 is as follows (i.e. having regard to Table I):

- about 2388 dwellings (net) at Banbury;
- about 459 dwellings (net) elsewhere.

6.4 The shortfall in meeting housing requirements in Bicester and Central Oxfordshire for 2016-2026 is as follows (i.e. having regard to Table J):

- about 2325 dwellings (net) at Bicester;
- about 442 dwellings (net) elsewhere.

6.5 The large site potential identified in the Urban Housing Potential Study which will need to be delivered is as follows:

Table K: Total Large Site Housing Potential 2016-2026			
Banbury and North Cherwell			
(source: UHPS 2005)			
Settlement	Remaining non-statutory allocations within built-up limits likely to be developed 2016-2026	New Large Site Potential 2016-2026	Total Large Site Potential 2016-2026
Banbury	42	156	198
Sub-Total	0	0	0
Adderbury	0	0	0
Bloxham	0	0	0
Bodicote	0	0	0
Cropredy	0	0	0
Deddington	0	0	0
Hook Norton	0	0	0
Steeple Aston	0	0	0
Sub-Total	0	0	0
TOTAL	42	156	198

Table L: Total Large Site Housing Potential 2016-2026 Bicester and Central Oxfordshire (source: UHPS 2005)			
Settlement	Remaining non-statutory allocations within built-up limits likely to developed 2016 to 2026	New Large Site Potential 2016-2026	Total Large Site Potential 2016-2026
Bicester	0	58	58
Sub-Total	0	58	58
Ambrosden	0	0	0
Kidlington	0	0	0
Kirtlington	0	0	0
Launton	0	0	0
Yarnton	0	22	22
Sub-Total	0	22	22
TOTAL	0	80	80

6.6 If the large site potential identified above cannot be delivered it would be necessary to identify alternative sites (within or outside built-up limits) to generate the same level of housing development.

7. Other Sources of Potential 2016 - 2026

7.1 Other sources of potential that can be taken into account are projections for small (less than 10 dwellings), previously developed sites outside the built-up limits of Banbury, Bicester and the category 1 villages. These amount to 108 dwellings 'elsewhere' in Banbury and North Cherwell and 78 dwellings 'elsewhere' in Bicester and Central Oxfordshire.

7.2 The level of development that needs to be accommodated outside the built-up limits of Banbury and the category 1 villages in Banbury and North Cherwell from 2016-2026 is therefore reduced to:

- about 2388 dwellings (net) at Banbury;
- about 351 dwellings (net) elsewhere.

7.3 The level of development that needs to be accommodated outside the built-up limits of Bicester and the category 1 villages in Bicester and Central Oxfordshire from 2016-2026 is reduced to:

- about 2325 dwellings (net) at Bicester;
- about 364 dwellings (net) elsewhere.

8. Draft Planning Policy Statement 3: Housing

8.1 As Technical Paper 1 describes, the remaining Structure Plan requirements for 2004 to 2016 and 2016 to 2026, identified above, assume that all the identified housing potential can be relied upon either as planning permission commitments, potential allocations of land, or as assumptions about windfall development (i.e. projections for small site completions (less than 10 dwellings) or on large sites identified in the Urban Housing Potential Study 2005 which, ultimately, are not allocated for development).

8.2 Having regard to the possible discounting of windfalls as suggested by draft PPS 3, and Tables 4 and 8 of the Urban Housing Potential Study, the complete discounting of small site (less than 10 dwellings) projections and planning permission commitments would increase the level of development that needs to be accommodated outside the existing built-up limits of Banbury, Bicester and the current category 1 villages as shown in Tables M to P below. The Council will be looking at the possibility of allocating all large sites (10 dwellings or more) identified in the Potential Study. Under the provisions of draft PPS 3, where all such sites cannot be allocated, alternative sites should, where possible, be allocated to meet any shortfall (i.e. rather than relying on the large sites as windfalls). Existing large site planning permission commitments have, however, been retained in the calculations.

2004 to 2016

Table M: Discounting Windfalls 2004-2016				
Banbury and North Cherwell				
	Remaining Housing Requirement	Windfall Assumption Discounted	No. of Dwellings Discounted	Revised Housing Requirement
Banbury	1181	Small site projection	154	1340
		Planning permission commitments (small sites)	5	
Elsewhere	-160	Small site projection for Category 1 villages	122	223
		Other planning permission commitments for Category 1 villages (small sites)	29	
		Planning permission commitments (all small sites) outside category 1 villages	102	
		Small site projection outside category 1 villages	130	
TOTALS	1021		542	1563

Table N: Discounting Windfalls 2004-2016**Bicester and Central Oxfordshire**

	Remaining Housing Requirement	Windfall Assumption Discounted	No. of Dwellings Discounted	Revised Housing Requirement
Bicester	1689	Small site projection	43	1733
		Planning permission commitments (small sites)	1	
Elsewhere	373	Small site projection for Category 1 villages	88	590
		Other planning permission commitments for Category 1 villages (small sites)	6	
		Planning permission commitments (all small sites) outside category 1 villages	30	
		Small site projection outside category 1 villages	93	
TOTAL	2062		261	2323
DISTRICT TOTALS	3083		803	3886
(Tables M & N)				

2016 to 2026

Table O: Discounting Windfalls 2016-2026				
Banbury and North Cherwell				
	Remaining Housing Requirement	Windfall Assumption Discounted	No. of Dwellings Discounted	Revised Housing Requirements
Banbury	2388	Small site projection	128	2516
Elsewhere	351	Small site projection for category 1 villages	100	559
		Small site projection outside category 1 villages	108	
TOTALS	2739		336	3075

Table P: Discounting Windfalls 2016-2026				
Bicester and Central Oxfordshire				
	Remaining Housing Requirement	Windfall Assumption Discounted	No. of Dwellings Discounted	Revised Housing Requirement
Bicester	2325	Small site projection	36	2361
Elsewhere	364	Small site projection for category 1 villages	74	516
		Small site projection outside category 1 villages	78	
TOTALS	2689		188	2877

DISTRICT TOTALS (Tables O & P)	5428		524	5952
---	-------------	--	------------	-------------

9. Conclusions

9.1 In preparing the issues and options paper for the Banbury and North Cherwell Site Allocations Development Plan Document, it is necessary to consider how the district might accommodate the requirements in Table Q below. The table sets out the level of new development that needs to be accommodated outside the existing built-up limits of Banbury and the current category 1 villages under two scenarios: one with a windfall assumption included and one with windfalls discounted as suggested by draft PPS 3. Table R provides the same information for Bicester and Central Oxfordshire.

Table Q: Summary of Housing Requirements with and without Windfalls

Banbury and North Cherwell				
	Remaining Housing Requirement with Windfall Assumption		Remaining Housing Requirement with Windfalls Discounted	
	2004-2016	2016-2026	2004-2016	2016-2026
Banbury	1181	2388	1340	2516
Elsewhere	-160	351	223	559
TOTALS	1021	2739	1563	3075

Table R: Summary of Housing Requirements with and without Windfalls

Bicester and Central Oxfordshire				
	Remaining Housing Requirement with Windfall Assumption		Remaining Housing Requirement with Windfalls Discounted	
	2004-2016	2016-2026	2004-2016	2016- 2026
Bicester	1689	2325	1733	2361
Elsewhere	373	364	590	516
TOTALS	2062	2689	2323	2877

DISTRICT TOTALS (Tables Q & R)	3083	5428	3886	5952
---	-------------	-------------	-------------	-------------

9.2 If the large site potential identified in Tables C, D, K and L cannot be delivered it would be necessary to identify other sites (within or outside built-up limits) to generate the same level of housing development.

9.3 Housing requirements and strategic distribution will be kept under review as work on the Core Strategy and the South East Plan progresses and with the forthcoming publication of Planning Policy Statement 3: Housing (PPS 3).